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Ministry of Public Administration

REPORT ON THE IMPLEMENTATION OF THE 2025–2026 ACTION PLAN OF THE PUBLIC ADMINISTRATION REFORM STRATEGY 2022–2026 FOR 2025

March 2026





ABBREVIATIONS

AMM	Association of Montenegrin Managers
AURUM	Public Administration Reform Strategy for the period 2011—2016
AZLP	Agency for Personal Data Protection and Free Access to Information
CAF	Common Assessment Framework
CEF	Centre of Excellence in Finance
CPR	Central Personnel Registry
DEU	Delegation of the European Union to Montenegro
DT	Digital Transformation
EAC	Economic Affairs Commission
EC	European Commission
EDMS	Electronic Document Management System
EFQM	European Foundation for Quality Management
eID	Electronic Identity
EU	European Union
EUPAN	European Public Administration Network
FAI	Free Access to Information
GDP	Gross Domestic Product
GSB	Government Service Bus (Single Information System for Electronic Data Exchange between State Authorities and Public Administration Bodies)
GSG	General Secretariat of the Government
HRMA	Human Resources Administration
HRMIS	Human Resources Management Information System
ILIAS	E-learning/Training Platform
IPA III	Instrument for Pre-accession Assistance
IS	Information Systems
ISO	International Organization for Standardization
ISPI	Information System for Reporting on Medium-Term Work Programmes of Ministries
IT	Information Technology
JSERP	Single Information System for Electronic Data Exchange
KPMG	Consulting and Audit Company
LAP	Law on Administrative Procedure
LCSSE	Law on Civil Servants and State Employees
LFAI	Law on Free Access to Information
LSG	Local Self-Government
LSGU	Local Self-Government Unit
ME	Montenegro
MEA	Ministry of European Affairs
MED	Ministry of Economic Development
MESPH	Strategic Planning Portal within the IT System for European Integration
MF	Ministry of Finance
MHRMR	Ministry of Human and Minority Rights
MLESB	Ministry of Labour, Employment and Social Dialogue

MoH	Ministry of Health
Mol	Ministry of the Interior
MoJ	Ministry of Justice
MONSTAT	Statistical Office of Montenegro
NGO	Non-Governmental Organisation
OECD/SIGMA	Joint initiative of the Organisation for Economic Co-operation and Development (OECD) and the European Union for strengthening and improving public administration systems
OGP	Open Government Partnership
PAR AP	Public Administration Reform Action Plan
PAR	Public Administration Reform
PFM	Public Financial Management Reform Programme
PKCG	Chamber of Economy of Montenegro
PPCG	Programme for the Accession of Montenegro to the European Union
PRV	Government Work Programme
PSC	Political System Commission
ReSPA	Regional School of Public Administration
RIA	Regulatory Impact Assessment
SAI	State Audit Institution
SBS	Sector Budget Support
SCM	Standard Cost Model
UN	United Nations
UNDP	United Nations Development Programme
UoM	Union of Municipalities of Montenegro
WG	Working Group
ZZZ	Employment Agency of Montenegro



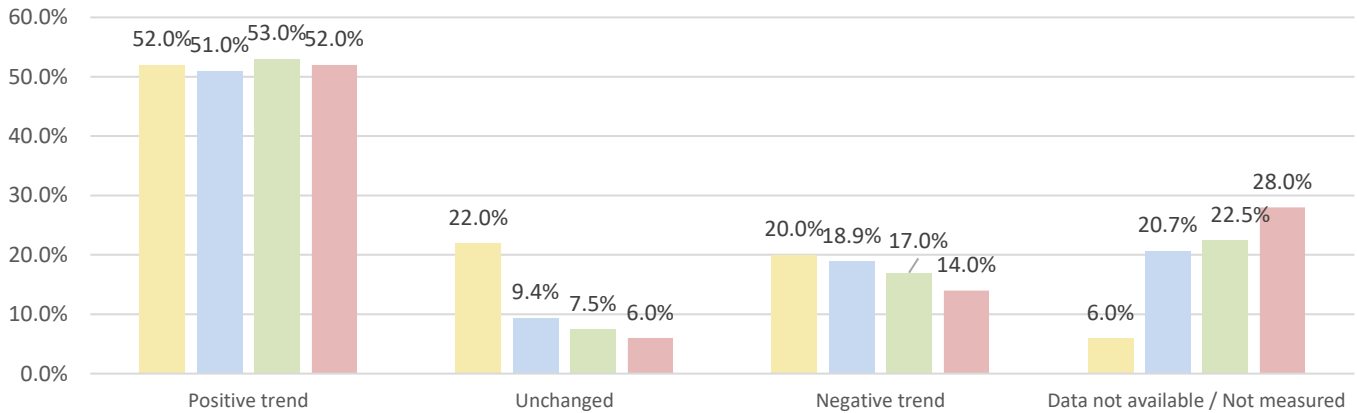
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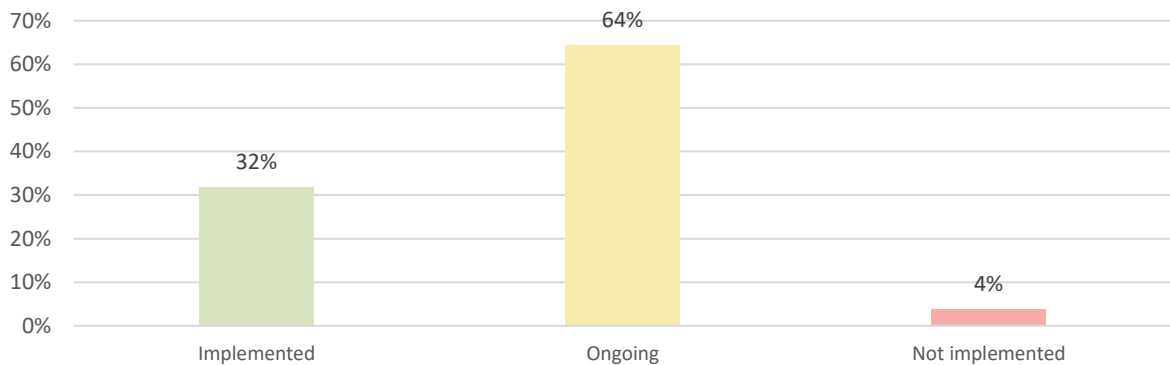
I EXECUTIVE SUMMARY

The main findings of the monitoring of the implementation of the 2025–2026 PAR Action Plan for 2025 indicate a slight decline in the performance of implementation indicators. Compared to the previous Action Plan, a negative performance trend is observed in only 14% of the indicators, confirming that reform activities are being implemented continuously, albeit not at an accelerated pace. Considering that the level of implementation of activities is measured against the new Action Plan, the statistics are satisfactory, showing that only 4% of activities remain unimplemented, while the rest have either been completed or are ongoing.

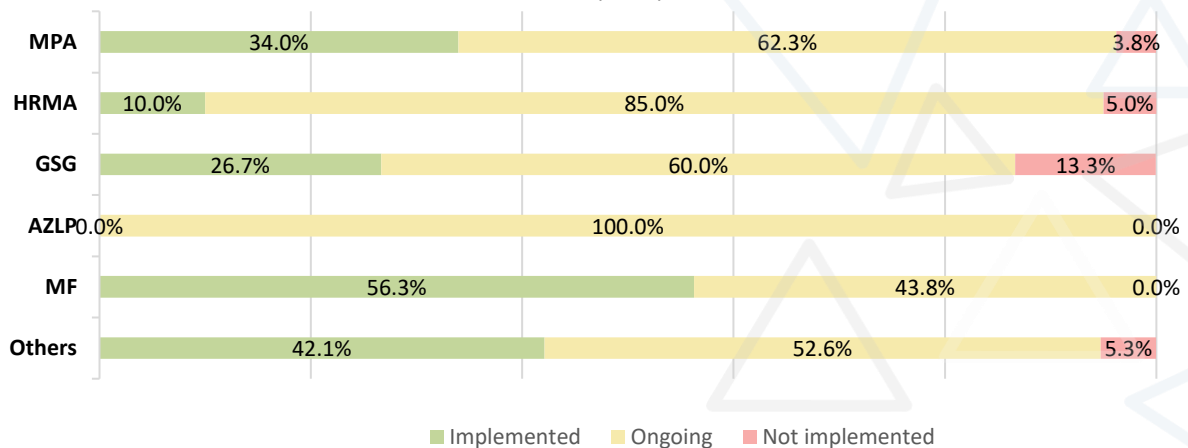
INDICATOR TRENDS (2022, 2023, 2024 and 2025)



LEVEL OF IMPLEMENTATION OF ACTIVITIES (2025)



LEVEL OF IMPLEMENTATION OF ACTIVITIES BY INSTITUTIONS (2025)



The following table highlights some of the results achieved during 2025 in relation to the five strategic objectives:



CHALLENGES

- ✦ Limited institutional and human resource capacities for the implementation of certain reform activities, particularly in specialized areas (e.g. information system audit)
- ✦ Delays in the establishment of new institutional mechanisms and in the full implementation of newly adopted legislative frameworks
- ✦ Insufficient linkage between the medium-term policy planning system and the budget process
- ✦ Low level of use of digital tools for public participation in the policy-making process

RECOMMENDATIONS

- i. Strengthening institutional and human resource capacities of public administration
- ii. Accelerating digitalisation of public administration and the development of electronic services
- iii. Improving coordination and cooperation among institutions
- iv. Ensuring consistent application of the principles of transparency and accountability
- v. Enhancing the system of public policy planning and coordination
- vi. Promoting citizen participation and more effective use of analytical tools in policy-making

BUDGET

The Public Administration Reform (PAR) Strategy 2022–2026 is financed from the budgets of the institutions responsible for the reform objectives and activities, thereby ensuring the financial and fiscal sustainability of its implementation.

A significant portion of the activities under the 2025–2026 Action Plan is also implemented in cooperation with international partners and donors. For 2025, a total of €2,449,500 has been planned for the implementation of activities, of which €1,491,500 is financed from the Budget of Montenegro, while €958,000 is provided through donor support.

For activities implemented during 2025, total expenditures amounted to €1,132,334.

EU BUDGET SUPPORT

Support for the implementation of the PAR Strategy 2022–2026 and the Public Financial Management Reform Programme 2022–2026 is provided by the European Union through IPA III, namely through the sector budget support instrument defined in the Action Document – *EU for Public Administration Reform*, in the amount of €16.6 million. Of the total amount, €10.6 million is planned as direct financial support to the Budget of Montenegro, while €6.5 million is allocated as complementary support for the implementation of reform processes through project activities. In 2023, one (fixed) tranche of sector budget support in the amount of €3.5 million was disbursed to Montenegro, while the second tranche is in the process of approval, with its disbursement expected in Q2 2026. Complementary activities are currently being implemented through PAR support projects or are in the final stage of the procurement process.

EUROPEAN COMMISSION REPORT 2025

According to the European Commission's 2025 Report, Montenegro has achieved limited to moderate progress in the field of public administration reform and is assessed as being moderately prepared for the application of the EU acquis in this area.

II INTRODUCTION

Public administration reform (PAR) represents one of the most significant strategic priorities of Montenegro, as defined by the [Public Administration Reform Strategy of Montenegro 2022–2026](#). The main objective of PAR is to improve the quality of public services for citizens and businesses, as well as to strengthen the capacities of institutions for the development and implementation of public policies in an inclusive and transparent manner. Transparent and participatory processes also contribute to the prevention of corruption, the strengthening of the integrity of public administration, and the more consistent application of the principles of the rule of law.

Public administration reform also represents one of the key mechanisms for the successful implementation of Montenegro's European Union accession process. The improvement of the administrative system, in line with EU standards, is of particular importance for strengthening institutional capacities and the rule of law, especially in the context of fulfilling obligations under [Chapter 23](#) – Judiciary and Fundamental Rights.

For the purpose of implementing the Strategy, an Action Plan for the period 2022–2024 was adopted, the implementation of which has been fully completed. Furthermore, an Action Plan for the period 2025–2026 has been developed, ensuring the continuity of reform activities during the remaining period of validity of the Strategy.

In accordance with the [Methodology for the preparation and monitoring of strategic documents](#), the Ministry of Public Administration has prepared reports on the implementation of the PAR Strategy 2022–2026 for each year of its implementation. In this regard, the annual reports provide an overview of the results achieved, key activities, and challenges in the implementation of reform measures in the field of public administration during the reporting period.

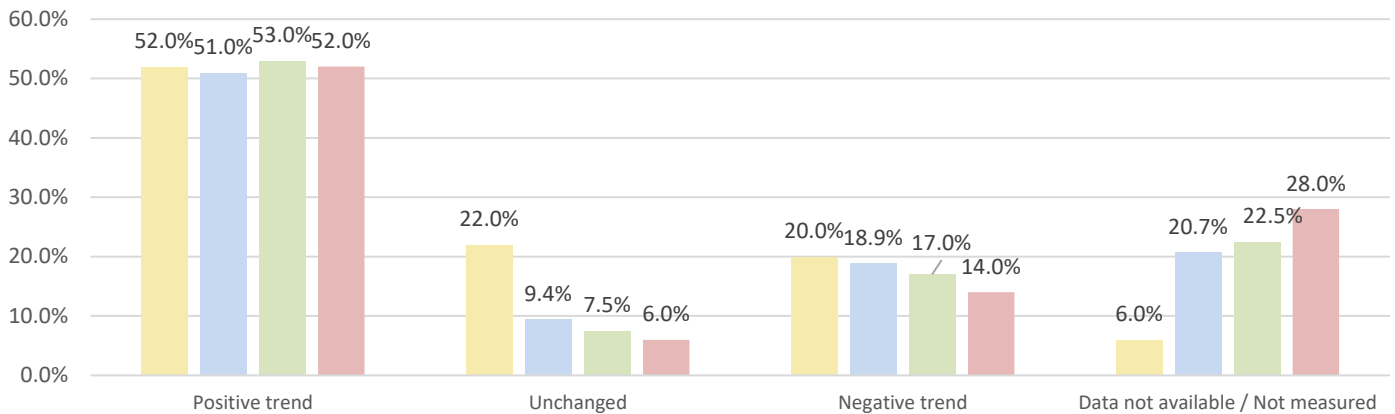
For the purpose of monitoring the implementation of the [2025–2026 Action Plan](#), a (updated membership of) Coordination Team for the implementation of public administration reform was established in November 2025. In line with its defined tasks, this team monitors, analyses, and assesses the level of implementation of activities envisaged by the Action Plan. In addition, a [Report on the work of the Coordination Team for 2025](#) was prepared and subsequently considered and adopted at the sixth session of the Public Administration Reform Council held in December 2025.

III MONITORING AND ACHIEVEMENTS IN THE IMPLEMENTATION OF THE PAR STRATEGY

The main findings of the monitoring for the first year of implementation of the 2025–2026 Action Plan provide an overview of the implementation status of **129 activities** planned for the period 2025–2026.

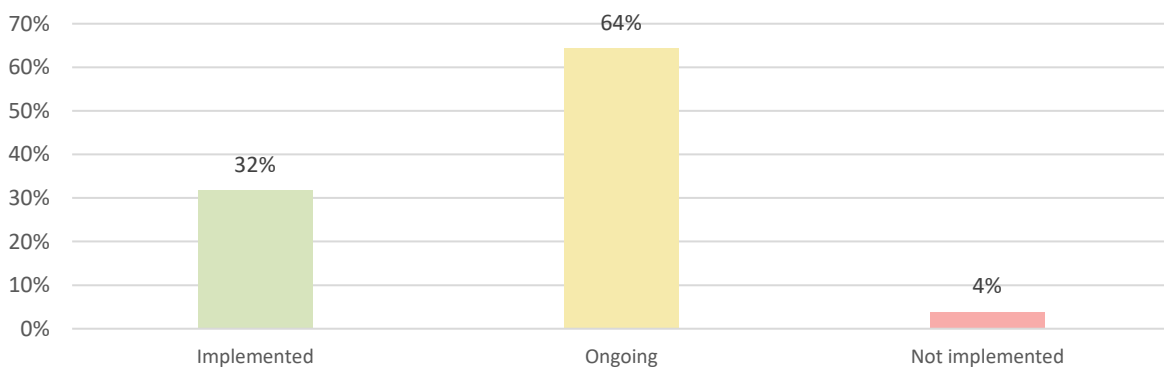
The report also provides data on the achievement of **50 performance indicators**, through a graphical presentation of trends since 2022, with the aim of enabling a comparative analysis.

INDICATOR TRENDS (2022, 2023, 2024 and 2025)



With regard to the level of implementation of activities, the implementation trend is at a satisfactory level, as illustrated in the figure below, with only 4% of activities remaining unimplemented in 2025:

LEVEL OF IMPLEMENTATION OF ACTIVITIES (2025)



The Ministry of Public Administration, in particular the Directorate for Strategic Planning in Public Administration, International Cooperation and IPA Funds, which is responsible for monitoring the implementation of the PAR Strategy 2022–2026, has been actively engaged in monitoring the implementation of public administration reform in Montenegro through effective coordination and cooperation with other institutions.

Aiming to ensure an adequate platform for monitoring the implementation of the Strategy, specifically the 2025–2026 Action Plan, a (updated membership of) **Coordination Team for the implementation of public administration reform** was established in November 2025. Given that the coordination structure was modified several times during the implementation of the Strategy, it is important to provide a retrospective overview of this process. In July 2024, a Coordination Team for monitoring the implementation of public administration reform was established, envisioned as an administrative-operational body to ensure improved organisation and oversight of the overall process. The team structure comprised six coordination bodies, each with an appointed coordinator and secretary, thereby ensuring operational support for the implementation of reform activities. In December 2024, the Government considered the [Information on the work of the team](#), which presented the results achieved: strengthening the capacities of officials for reporting, timely execution of tasks defined by the Decision, defining a set of activities for the 2025–2026 Action Plan of the PAR Strategy 2022–2026, as well as the preparation of the Report on the implementation of the Action Plan for 2024. Although the work of the Coordination Team brought visible progress, particularly in the areas of capacity building and reporting, certain challenges limiting its full effectiveness were identified. The recognised issues included an excessive number of members, which slowed down decision-making, the need for greater proactivity of

coordinators, as well as insufficient communication between coordinators and secretaries of the bodies. These challenges were also confirmed in the Report on the implementation of the 2022–2024 Action Plan of the PAR Strategy 2022–2026 for 2024, indicating an objective and professional approach of the Ministry of Public Administration in assessing the results achieved to date. In addition, in its performance audit report *Efficiency of Establishing Optimal Administration in the Public Administration Reform Process*, the State Audit Institution highlighted the need to improve the coordination structure for the implementation of public administration reform and, in this regard, issued Recommendation U1: *The Public Administration Reform Council should ensure a functional coordination structure that, within a defined timeframe, fulfils all planned tasks established by the founding acts.*

In order to achieve the strategic objectives within the set deadlines, stronger interinstitutional cooperation and a coordinated approach across all levels of government are required. Experience gained in the previous period has clearly shown that the existing structure, although useful, requires improvement and adjustment in order to ensure greater efficiency and sustainable results. As a result, a revision of the existing coordination structure has been proposed, along with the establishment of a team which, within its competences, will monitor the implementation of public administration reform, ensure timely and high-quality reporting, coordinate the activities of all relevant institutions, and provide administrative support to the Public Administration Reform Council. The structure of the operational team is intended to enable faster decision-making and a clearer allocation of tasks among its members, thereby contributing to more effective implementation of planned activities. At the same time, the new organisation implies the improvement of communication among team members, the establishment of precise channels for information exchange, and more efficient joint resolution of challenges. In addition, the operational team is tasked with regularly monitoring key progress indicators and reporting to the Government, thereby ensuring transparency and timely decision-making based on reliable data. The Coordination Team, established in November 2025, in line with its defined responsibilities, monitors, analyses, and assesses the level of implementation of activities envisaged under the 2025–2026 Action Plan, as well as the level of implementation of the Operational Conclusions of the Stabilisation and Association Agreement between the European Union and Montenegro (Special Group on Public Administration Reform – PAR SG). The team held two meetings, on 12 December 2025 in a hybrid format and on 4 February 2026, in accordance with the obligations defined in the founding act. A [Report on the work of the Coordination Team for 2025](#) was prepared and subsequently considered and adopted at the sixth session of the Public Administration Reform Council held in December 2025.

With regard to monitoring, a significant role is played by the **Public Administration Reform Council**, which, at the political level, oversees reforms in public administration as well as public financial management (PFM) reforms. The publication of materials and statements from its sessions has contributed to increased transparency in the work of this Government body. During 2025, the Council held three sessions, in March ([fourth session](#)), November ([fifth session](#)), and December ([sixth session](#)).

The fourth session of the Council provided an opportunity to familiarise its members with the main findings and recommendations of the Public Administration Review prepared by OECD/SIGMA. At this session, the Draft Action Plan of the PAR Strategy for the period 2025–2026 was also adopted. In addition, the agenda included the Information on activities in the field of public financial management reform for the period December 2024–March 2025, as well as an oral update on the activities of the Ministry of Public Administration regarding the preparation of the Law on Local Self-Government.



The fifth session of the Council was dedicated to reviewing progress in the implementation of reform activities in the context of the European Union accession process, with a particular focus on the implementation of the Operational Conclusions of the Special Group on Public Administration Reform (PAR SG) and the preparation of new conclusions following the upcoming 13th meeting of PAR SG. At the

session, information was considered on the planned evaluation of the PAR Strategy 2022–2026, as well as on improving coordination in the implementation of public administration reform through changes to the coordination structure, with the aim of ensuring more effective monitoring of results and the harmonised functioning of all institutions involved in the modernisation of public administration. Within the framework of the local self-government system reform, information was presented on the introduction of an evaluation mechanism for measuring the performance of local self-government units. The Council also considered the Information on activities in the field of public financial management reform.

At the sixth session of the Council, the Report on the work of the new Coordination Team for monitoring the implementation of public administration reform was considered. The team is tasked with monitoring, analysing, and assessing the level of implementation of the Operational Conclusions of the Special Group on Public Administration Reform (PAR SG), as well as the level of implementation of activities envisaged under the 2025–2026 Action Plan. At the session, the Draft Law on Local Self-Government was also presented as a key prerequisite for decentralisation, strengthening the capacities of municipalities, and more clearly defining competences and enhancing the accountability of local authorities. The Council also considered information on the Operational conclusions of the PFM dialogue with the European Commission, as well as information on the level of implementation of activities related to the preparation of the Law on Salaries of Employees in the Public Sector, emphasising the importance of a transparent and sustainable remuneration system. In addition, Information on the work of the Coordination Body for the harmonisation and monitoring of inspection supervision was presented, as well as the findings of the White Paper – *Investment Climate in Montenegro 2025*, which provide important guidance for the further development of an efficient and digitalised public administration.

With the aim of strengthening coordination, monitoring and reporting, comprehensive support to the concept of public administration reform, including public financial management, has been provided through the **project** “Support to Coordination, Monitoring and Reporting on the Public Administration Reform Strategy and the Public Financial Management Reform Programme”. The project is implemented by **CEF – the Centre of Excellence in Finance** and funded by the Delegation of the European Union to Montenegro. It has contributed to the systematic strengthening of the capacities of the Ministry of Public Administration, as well as other institutions involved in coordination structures (Ministry of Finance, Human Resources Administration, etc.). The project support has significantly strengthened the PAR coordination team, improved the quality of annual reports through the introduction of results-based reporting principles, the development of SMART indicators, and the use of digital tools (Excel, data visualisation and AI), enabled the timely updating of action plans for the period 2025–2026 in line with the national strategic planning methodology and obligations arising from the EU accession process. Through continuous on-the-job mentoring, training of trainers, strengthening of communication and facilitation skills, as well as enhanced interinstitutional cooperation, the project has contributed to the transition from project-driven to institution-driven processes, thereby increasing the autonomy, accountability and resilience of coordination structures. At the same time, systemic donor coordination and dialogue with the European Commission have been improved.



3.1 EU DIALOGUE

The Special Group on Public Administration Reform (PAR SG) represents a key platform for dialogue between Montenegro and the European Commission in the areas of public administration reform and public financial management. During the reporting period, dialogue with the European Union was further intensified, taking into account the importance of public administration reform as one of the fundamental pillars of the accession process and the closure of Chapter 23.

[The thirteenth meeting of the PAR SG](#) was held in November 2025 in Podgorica, including dialogue in the field of public financial management (PFM). The period preceding the meeting was marked by intensive communication and exchange of information between the competent institutions of Montenegro and the European Commission, as well as coordination at the national level aimed at the timely preparation of reports and relevant documentation. [The Operational Conclusions of the Special Group on Public Administration Reform \(PAR SG\)](#) from this meeting represent key criteria for assessing readiness in the area of public administration reform in the context of closing Chapter 23 by the end of 2026. They were considered by the Public Administration Reform Council, within which their implementation is continuously monitored, and were formally adopted at a Government session held in November 2025.



For the purpose of systematic monitoring of the implementation of the Operational Conclusions, the Ministry of Public Administration established an enhanced reporting mechanism, including a template for tracking the level of implementation of the conclusions. Reporting is carried out regularly to the Public Administration Reform Council, and the template will be updated and used in further communication with the European Commission.

During the reporting period, particular attention was paid to:

- conducting the mid-term evaluation of the Public Administration Reform Strategy 2022–2026, as a basis for the preparation of a new strategic framework after 2026;
- the preparation and adoption of legislative solutions in line with the recommendations of the European Commission (Law on Free Access to Information, amendments to the Law on Local Self-Government, and the Law on Local Civil Servants and State Employees);
- strengthening the human resources management system, including the application of a new competency framework and the Decree on criteria for the assessment of knowledge, abilities and competencies;
- improving the system of managerial accountability and delegation of authority, with the adoption of a new legislative framework in the area of management and internal control;
- continuing reforms in the field of public financial management, including the mid-term evaluation of the Public Financial Management Reform Programme and the improvement of public investment management.

According to the **European Commission’s 2025 Report**, Montenegro has achieved limited to moderate progress in the field of public administration reform and is assessed as being moderately prepared for the application of the EU acquis in this area. The recommendations from the previous report remain valid, with a particular focus on strengthening the merit-based principle in recruitment, improving transparency and free access to information, as well as establishing a comprehensive system for managing capital investments.

When defining the activities of the Action Plan for the period 2025–2026, particular attention was paid to the analysis of findings from the **European Commission’s Report on Montenegro**, as well as to the **Action Plan for the implementation of its recommendations**, and the obligations arising from the implementation of Montenegro’s Reform Agenda for the period 2024–2027.

3.2 REFORM AGENDA

The Reform Agenda represents a key operational framework for the implementation of reforms within the European Union Growth Plan for the Western Balkans and confirms Montenegro’s commitment to European values, responsible governance, and the achievement of measurable results through sectoral reforms and institutional strengthening.

In this context, digital transformation has been recognised as one of the key pillars of the modernisation of public administration and the improvement of the quality of public services. The planned reform measures are aimed at enhancing digital infrastructure and the availability of electronic services to citizens and businesses. Priorities include the implementation of 5G networks, improving the security of broadband networks, further digitalisation of public services through the full application of electronic signatures and digital identity, as well as the development of a digital identity wallet and the establishment of a comprehensive cybersecurity framework.

The Public Administration Reform Strategy ensures a clear link between national reform priorities and the obligations undertaken through the Reform Agenda. The current Action Plan for the period 2025–2026 defines activities that contribute to the achievement of these objectives, with a particular focus on the digitalisation of public administration and the improvement of public policy-making processes.

In the area of process digitalisation, priority activities relate to the planning of the **full implementation of transactional electronic public services at national and local levels during the period 2025–2027**, alongside the further development of a functional eGovernment platform and the enhancement of interoperability between registers, the implementation of the Information System for Electronic Payment and Control of Administrative Fees and Charges (NS-NAT) across all ministries, administrative bodies and local self-government units, as well as the full introduction of digital identity, which will enable integration with key public services (tax, social, education and other services) and facilitate easier integration into the digital ecosystem of the European Union.

In parallel with digital transformation, particular attention has been devoted to improving the transparency and quality of the regulatory drafting process. In addition, **improvements in the quality of the application of the Regulatory Impact Assessment (RIA) methodology** are planned through cooperation between the Ministry of Public Administration and the Ministry of Finance, along with regular reporting on the implementation of regulations governing cooperation between state administration bodies and non-governmental organisations, as well as the conduct of public consultations. Furthermore, within the framework of reform obligations, alignment of national legislation with the **European Union Directive on Open data is planned**, which will further enhance transparency, accessibility and the reuse of public sector data, with a deadline for implementation by December 2026.



[The Ministry of Public Administration plays a key role in the implementation of these reform processes](#), particularly in the areas of digital transformation and the modernisation of public administration. In this context, it has been announced that the Ministry of Public Administration will become the first fully digital ministry during 2026, representing an important step towards the further development of digital government and the more efficient provision of public services to citizens and businesses.

All of the above activities confirm Montenegro's commitment to accelerating the implementation of structural reforms through the Reform Agenda, improving the functioning of public administration, and ensuring alignment with European standards, with continuous monitoring and cooperation with the European Commission.

Progress in the implementation of the Reform Agenda is regularly monitored through [semi-annual reports](#).

3.3 INFORMATION ON PROGRESS IN ACHIEVING OPERATIONAL OBJECTIVES

I ORGANISATION AND FUNCTIONING OF PUBLIC ADMINISTRATION IN LINE WITH THE NEEDS OF CITIZENS

The first strategic objective is aimed at improving the organisation and functioning of public administration so that it is fully aligned with the needs of citizens. Within this objective, three operational areas of action have been defined: improving the functionality of public administration through effective oversight of its work and the application of the principle of managerial accountability; establishing an administration that communicates electronically, with minimal or complete elimination of paper use; and strengthening municipalities by enhancing their functional and financial independence, with the aim of achieving balanced development across all local self-government units.

Monitoring of indicators within this objective, such as the **amount of funds compulsorily collected in cases represented by the Protector of Property and Legal Interests**, shows a negative trend in 2025, given that **€23,707,035.97** was paid out during the reporting period, which is €13 million higher than the baseline value. However, it is important to note that this represents the total outflow, including funds collected in labour-related cases as well as funds collected through enforcement¹, due to the fact that the treasury system does not allow for disaggregation by these categories.

Particular attention should be paid to the indicator relating to the **average duration of administrative disputes** before the Administrative Court, where a negative trend has been observed compared to the baseline value. The average duration of an administrative dispute in 2025 amounted to **791.79 days**.² Specifically, in 11,428 cases, proceedings lasted more than one year; in 382 cases up to one year; in 442 cases up to nine months; in 489 cases up to six months; and in 271 cases up to three months. These data indicate that, in accordance with the Work Plan of the Administrative Court of Montenegro for 2025, judges primarily focused on resolving older cases. Out of a total of **13,012 cases resolved in 2025**, 4,869 cases dated from 2022; 5,556 from 2023; 1,708 from 2024; and 879 from 2025. Amendments to the Law on Administrative Disputes affect the duration of administrative proceedings; however, **a significant reduction in their duration is not expected in 2026**, given that the Court is currently handling a large number of unresolved cases from 2023 (6,655) and 2024 (7,785), as well as a considerable number of older cases in which claims were filed more than three years ago, which are prioritised for resolution.

In the context of improving the accountability of public administration and external oversight of its work, the PAR Strategy envisages **strengthening the role of the Ombudsman, namely by increasing the percentage of recommendations issued by this institution that are implemented by public administration bodies**. Data on the value of this indicator, relating to the percentage of recommendations implemented by public administration bodies based on the Report of the Protector of Human Rights and Freedoms – Ombudsman, will be available in the annual report of the Protector of Human Rights and Freedoms.

An analysis of data collected by the Ministry of Finance at the beginning of 2025 regarding the delegation of authority within ministries showed **that 56% of ministries had delegated responsibilities, representing an increase of 14% compared to data from June 2024**³. **The closure of negotiation Chapter 32 – Financial Control, which also encompasses the area of managerial accountability, confirms that Montenegro is systematically building a public administration based on clearly defined competences, transparent governance, and full accountability of public office holders.** The progress achieved represents an

¹ State authorities do not comply with final and legally binding decisions; therefore, only a portion of the funds relates to such decisions, while the remaining part pertains to enforcement costs.

² Source: Report on the Work of the Administrative Court of Montenegro, available at:

https://sudovi.me/static/uscg/doc/lzvjestaj_o_radu_Upravnog_suda_Crne_Gore_za_2025_godinu.pdf.

³ Source: [Information on Managerial Accountability in Public Administration](#), 99th session of the Government, 16 October 2025.

important step towards further strengthening the capacities of public administration, improving the quality of public services, and building trust among citizens and businesses in the work of institutions, as well as additional confirmation of Montenegro's commitment to implementing reforms in a sustained, systematic manner and in line with the highest European standards.

For the purpose of monitoring the internal consistency of the organisation of public administration, the **alignment of all laws with the Law on State Administration** is tracked through an indicator, the value of which for 2025 **stands at 83.3%**. Compared to the baseline value, a positive trend is evident; however, given that this indicator is directly linked to continuous and intensive legislative activity in public administration, its value shows a slight decline compared to 2024. It relates to 18 laws, of which 15 are aligned with the Law on State Administration, while two laws in the maritime sector require terminological alignment of the names of administrative bodies, and the Law on Electronic Communications is not aligned with the transitional provision of the Law on State Administration concerning the status of the Agency for Electronic Communications and Postal Services.

During 2025, the Ministry of Public Administration implemented activities aimed at **establishing a new Information System for Electronic Document Management (eDMS)** and managing the process of electronic Government sessions (eSV), which contributed to achieving a **positive value of the indicator**. The percentage of public administration bodies in which an electronic document management system has been established is **63%**, while **55%** of public administration bodies fully exchange documents electronically (externally) through eDMS. The application of these solutions has delivered measurable benefits in terms of efficiency, transparency and speed of operations. Electronic document management has enabled the simplification and standardisation of business processes, reduction of administrative burdens, and shortening of the time required for case processing. The exchange of documents within and between state administration bodies, as well as communication with citizens, has become faster, more secure and more reliable. The digitalisation of the process of electronic Government sessions has improved the organisation and monitoring of work, enabled better coordination among institutions, and increased the transparency of decision-making processes. **The integration of the eDMS, eSV and the CA platform for digital signing into a single system has further ensured legal validity, security, and full compliance with regulations in the field of electronic business.**

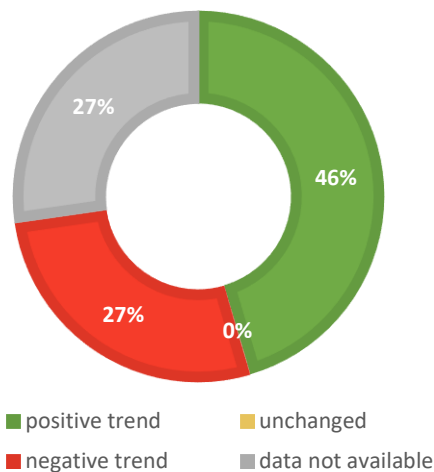
The indicator defined for the purpose of monitoring **the number of functions in which inter-municipal cooperation has been established** shows a negative trend in 2025. Based on data submitted by 17 local self-government units, inter-municipal cooperation in Montenegro has been established in **approximately 13 to 15 different areas/functions**, with the highest representation recorded in the areas of administrative services, municipal services, and digital data exchange. However, a significant number of local self-government units still do not have established forms of cooperation, indicating the need for further systematic promotion of this mechanism. Inter-municipal cooperation in the field of digitalisation is of particular importance, especially in relation to electronic data exchange, which constitutes a single function but is applied across all local self-government units, with a high impact on the quality and efficiency of their work. Notable examples include forms of cooperation involving the sharing of administrative capacities between municipalities, as well as the development of digital services, which represent good practices for further strengthening inter-municipal cooperation.

In addition, important activities aimed at improving the local self-government system have been implemented through two key projects: **“Municipalities for the EU”** and **“Digital Transformation of Local Self-Government Units”**. The “Municipalities for the EU” project, financed by the Delegation of the European Union to Montenegro, is implemented in cooperation with the Ministry of Public Administration, the Union of Municipalities of Montenegro, and all local self-government units as final beneficiaries. The objective of the project is to strengthen the administrative capacities of municipalities for the preparation and implementation of projects financed from European Union funds, as well as to enhance cooperation between central and local levels of government. During the reporting period, **five thematic networks** were established through this project as platforms for structured dialogue in key public policy areas: social protection, public administration and digitalisation, environmental protection, and transport. In this way, a sustainable consultation mechanism has been established in the process of developing and implementing public policies. In addition, EU information points have been established in all 25 local self-government units, serving as central points for informing citizens and businesses about

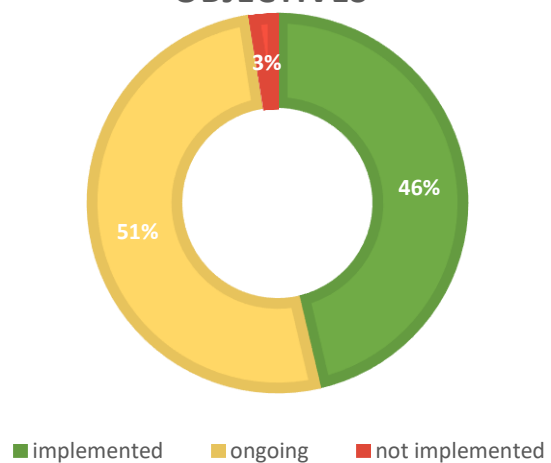
opportunities arising from the European integration process and available EU funds. With regard to digital transformation, during the reporting period an **Assessment of the State of eGovernment and electronic services in local self-government units** was prepared and adopted by the Government of Montenegro in July 2025. This document provides the basis for further planning and implementation of digital reform at the local level. Based on the identified needs, the Ministry of Public Administration, in cooperation with the United Nations Office for Project Services (UNOPS) and in partnership with the International Telecommunication Union (ITU), implemented the project “Digital Transformation of Local Self-Governments”, with a total value of €500,000.

With regard to the baseline value of the indicator measuring **the ratio of debt to total revenues at the level of all municipalities**, a **positive trend** has been observed, given that the value decreased from an initial 33.5% to **9.45%** in 2025.

INDICATOR TRENDS AND STRATEGIC OBJECTIVES



ACTIVITIES AND STRATEGIC OBJECTIVES







The following table provides an overview of performance indicators:



OPERATIONAL OBJECTIVE 1.1 Functional public administration with effective oversight of its work and the application of the concept of managerial accountability							
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND ⁴	TARGET VALUE 2026
Amount of funds compulsorily collected in cases represented by the Protector of Property and Legal Interests	10,412,089 €	15,226,149 €	14,143,973 €	18,803,866 €	23,707,031 € ⁵		-3% compared to the baseline value
% of institutions in which a reporting system has been established at the level of outcome and objective indicators, enabling the monitoring of results in line with programme budgeting performance indicators	System not established	The indicator will be monitored under indicator 45	The indicator will be monitored under indicator 45	The indicator will be monitored under indicator 45	The indicator will be monitored under indicator 45		100% of ministries have established outcome reporting; 50% of administrative bodies and public institutions
Average duration of administrative disputes before the Administrative Court	17 months	17.7 months	17.2 months	19.2 months ⁶	26.3 months		6 months



⁴ decline compared to the 2020 value improvement compared to the 2020 value same trend compared to the 2020 value data not available or not measured.

⁵ Note: The total outflow presented is not fully representative, as it includes funds related to enforcement proceedings. This is due to the fact that state authorities do not comply with final and legally binding decisions; therefore, only a portion relates to such decisions, while the remaining part refers to enforcement costs. The treasury system does not allow for disaggregation by these categories.

⁶ [Annual Report on the Work of the Administrative Court for 2024.](#)

% of recommendations implemented by public administration bodies based on the Report of the Protector of Human Rights and Freedoms – Ombudsman	19.88 %	19.3 %	53.1 %	52.5%	N/A ⁷		Over 60% of recommendations implemented
Percentage of ministries delegating responsibilities for financial management and internal controls to senior management in accordance with the Decree	8.3%	28%	N/A	42% ⁸	56% ⁹		80%
Number of administrative bodies subject to administrative supervision by the competent ministry	0	0	N/A	N/A	No methodology has been developed; therefore, administrative supervision has not been conducted.		50%
Percentage of laws aligned with the Law on State Administration	66.7%	83.3%	83.3%	100%	83.3% ¹⁰		100%

OPERATIONAL OBJECTIVE 1.2	Paperless administration						
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Percentage of public administration bodies in which an electronic document management system has been established	38%	40%	38%	55%	63%		80%
Percentage of public administration bodies that fully exchange documents electronically (externally) through eDMS	0	1.29%	0%	0%	55%		40%

OPERATIONAL OBJECTIVE 1.3	Strengthening functionally and financially independent municipalities in order to ensure more balanced development of all local self-government units						
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Number of functions in which inter-municipal cooperation has been established	20	N/A	N/A	31	16 ¹¹		30%
Ratio of debt to total revenues (at the level of all municipalities)	33.5%	28.28%	22.2%	16.2%	9.45%		1.86%

⁷ Data on the value of the indicator will be available in the annual report of the Protector of Human Rights and Freedoms

⁸ Not all ministries have submitted data.

⁹ At the beginning of 2025, the Ministry of Finance collected information on the delegation of responsibilities within ministries. Based on the submitted decisions and official communications, it was determined that 56% of ministries had delegated responsibilities, representing an increase of 14% compared to data from June 2024.

¹⁰ With regard to this indicator, it should be noted that out of 18 laws, 15 are aligned, while two laws in the maritime sector require terminological alignment of the names of administrative bodies, and the Law on Electronic Communications is not aligned with the transitional provision of the Law on State Administration concerning the status of the Agency for Electronic Communications and Postal Services.

¹¹ According to data submitted by 17 out of 25 local self-government units, inter-municipal cooperation in Montenegro has been established in approximately 13 to 15 different areas/functions, with the highest representation recorded in the areas of administrative services, municipal services and digital data exchange.

ACHIEVEMENTS

- ✓ [The Draft Law on the Government](#) was established at the session held on 19 February 2026.
- ✓ [The Law on Management, Internal Control and Internal Audit in the Public Sector](#)¹² was adopted on 30 July 2025, together with the by-laws adopted on its basis.
- ✓ [The Information on managerial accountability in public administration, including an implementation roadmap](#), was adopted on 16 October 2025.
- ✓ In the area of management and internal controls, **11 training sessions were held during 2025, attended by 173 civil servants**. The training topics included: Reporting in the public sector, Risk management, Detection and handling of notifications of suspected irregularities and fraud, and Managerial accountability.
- ✓ For four groups of internal auditors, 12 workshops were held during 2025 on the topics of the application of the new Global Internal Audit Standards – Domain III, Domain IV and Domain V. In addition, in September 2025¹³, a two-day workshop entitled “Implementation of the Global Internal Audit Standards for Internal Auditors” was organised, attended by more than 50 internal auditors from the public sector of Montenegro. Two conferences were also held on the topics of managerial accountability and delegation of authority.
- ✓ [The Register of State Authorities and Institutions at central and local levels](#) was upgraded in terms of both software code and design, in line with the unified design of public administration websites. Data entry by coordination teams of local self-government units is ongoing, for which the Ministry of Public Administration organised training.
- ✓ The methodology for the preparation of the annual **report on the work of the Administrative Inspection** was improved by incorporating information on repeated inspections and the outcomes of inspection supervision.
- ✓ During 2025, 10 checklists were developed in accordance with the Work Plan of the Administrative Inspection Department for 2025.
- ✓ The Parliament of Montenegro adopted the [Law on Amendments to the Law on Administrative Disputes](#) on 19 May 2025, while the Training Centre for the Judiciary and State Prosecution **delivered two training sessions for 26 judges of the Administrative Court**.
- ✓ The Human Resources Administration delivered training on the conduct of administrative procedures during 2025, attended by 192 civil servants, significantly exceeding the planned number of 40 participants.
- ✓ During 2025, further [improvements were made to the design of the Information System for Electronic Document Management \(eDMS\) and the system for managing the process of electronic Government sessions \(eSV\) of Montenegro](#), in line with user experience requirements, as well as integration with information systems/registers/e-services of state administration bodies. Further integration with components of the CA system is also planned.
- ✓ As part of the enhancement of the information system, [integration was achieved between the electronic document management system](#) and the system for managing the process of electronic Government sessions of Montenegro with: the CA system for digital document signing, the Information System for the digitalisation/automation of business processes (BPM – Business Process Management), the eGovernment Portal, and the Register of Non-Governmental Organisations. The automation of the process of obtaining opinions on draft legislation issued by the Secretariat for Legislation is currently underway: <https://www.gov.me/dokumenta/2a1c1f9e-cf9c-4ecd-8f84-c26046e1d562>. In order to strengthen capacities and improve the application of information systems, the Ministry of Public Administration organised training for public administration employees. Given the level of interest expressed, the delivery of training will continue in the forthcoming period.
- ✓ The [revised Regional Development Strategy of Montenegro 2023–2027](#) was adopted on 2 October 2025. The implementation of the objectives of this strategic framework is expected to ultimately lead to an

¹² Official Gazette of Montenegro, No. 89/2025.

¹³ In cooperation with the Centre of Excellence in Finance (CEF).

improved quality of life for all citizens, through increased employability and higher per capita income, as well as a consequent reduction in the risk of poverty and migration. This is in line with the vision of the Regional Development Strategy 2023–2027: *“More balanced regional development for a quality life tailored to citizens, based on competitiveness, innovation, enhancement of human capital, digitalisation, decarbonisation and social inclusion.”*


- ✓ [The Draft Law on Regional Development](#) was established at the Government session held on 18 December 2025. The Draft Law improves the positioning of regional development policy and strengthens the institutional framework for its planning and implementation.
- ✓ Two **two-day workshops** were organised for employees of municipal finance departments on the following topics: [“Programme and gender-responsive budgeting in local self-governments”](#) and [“Improving capital budgeting at the local level for greater effectiveness of public finances”](#).
- ✓ According to preliminary data, outstanding liabilities of local self-governments at the end of 2025 were lower by €8.98 million, **or 15.12%, compared to the level of outstanding liabilities at the end of 2024**. Within the framework of oversight of the financial operations of local self-governments, the Ministry of Finance issued **opinions on 17 draft decisions on amendments to municipal budgets for 2025 and 24 opinions on draft decisions on municipal budgets for 2026**. In the area of supervision over the application of regulations on the financing of local self-government, the [Budget Inspection](#) carried out control of outstanding liabilities, as well as the legality and intended use of budgetary funds, in accordance with the Decision on the Budget of the Municipality of Tivat for 2020, the Law on Budget and Fiscal Responsibility, and the Law on Financing of Local Self-Government.
- ✓ The Draft Law on Amendments to the [Law on Financing of Local Self-Government](#) was adopted. The main reason for adopting this law is the introduction of an additional criterion for municipalities to become eligible to use funds from the Equalisation Fund. Specifically, in addition to the level of development of a municipality, it is proposed that the share of current revenues of an individual municipality in the total current revenues of all municipalities, excluding funds from the Equalisation Fund, must be below 10% as a condition for exercising this right.



ONGOING IMPLEMENTATION

- A **Draft Law on Public Institutions** has been prepared, which will, for the first time in Montenegro, regulate issues related to the establishment of public institutions at central and local levels, the selection and requirements for members of governing bodies, employment relationships and the status of employees, supervision of the work of these institutions, as well as other important matters in this field.
- Implementation of the process of assessing the quality of management and internal controls in selected institutions and, where necessary, updating the established regulatory framework in this area.
- The upgrade of the Unified Inspection Information System (JIIS) with a module enabling self-assessment by businesses (entities subject to supervision) through the completion of checklists and their direct submission to the database has not been implemented due to a change in priorities following the introduction of new inspections into the Unified Inspection Information System (JIIS). **Current priority activities are focused on upgrading the JIIS in terms of integration with the information systems already used by these inspections in their work, which are necessary for the performance of their competences in line with relevant European Union directives.**
- As part of the activity aimed at strengthening the human resource capacities of the Administrative Inspection, **six training sessions were conducted for officials of the Administrative Inspection**

Department in line with the planned schedule, while the number of administrative inspectors remained unchanged even after recruitment.¹⁴

- With the aim of preventive action to reduce budgetary costs arising from labour disputes through strengthened inter-institutional cooperation, a **working body has been established** comprising representatives of the Agency for Peaceful Settlement of Labour Disputes, the Protector of Property and Legal Interests of Montenegro (PPLI), the Basic Court in Podgorica, the Ministry of Finance, and the Ministry of Public Administration, with the objective of preparing an Analysis of the procedure for the peaceful settlement of labour disputes in the public sector.
 - In order to **enhance the capacities of the Protector of Property and Legal Interests**, employees attended a training workshop related to the application of the Law on Public-Private Partnership and participated in a number of round tables on legal topics. In addition, two new deputies were appointed in the Protector's office in Kotor and two in the Protector's office in Bijelo Polje.
 - A **Draft Report on the handling of administrative matters for 2023 and 2024** at the central level has been prepared, in relation to which a [round table was organised](#) on 12 February for its presentation. For 2025, official requests have been sent to institutions to submit the required data, on the basis of which reporting on administrative decision-making for that year will be prepared.
- 
- Visits by the Protector of Human Rights and Freedoms – Ombudsman to institutions that have not implemented recommendations are **carried out as needed**, with the aim of directly identifying the reasons for non-compliance and improving their implementation, alongside the establishment of continuous feedback reporting on the measures undertaken. During 2025, visits were conducted to the municipalities of **Rožaje, Kolašin, Danilovgrad and Budva**, where meetings were held with mayors and heads of local administration bodies regarding the implementation of recommendations. These activities are carried out continuously and will form an integral part of the annual report on the work of the Protector.
 - The analysis of the implementation of the Ombudsman's recommendations in the public administration sector for 2024 has been completed, while the analysis for 2025 is currently in the drafting phase. It is planned for it to be finalised by the end of March 2026, when, in accordance with legal obligations, the final Report on the Work of the Protector is submitted to Parliament.
 - During the reporting period, initial results were achieved within activities aimed at improving gender equality in ministries. The Draft Law on Gender Equality has been submitted to the European Commission for its opinion. It is important to note that the adoption of this Law constitutes a final benchmark under Chapter 19 and a final benchmark under Chapter 23. In addition, **a draft Methodology for the preparation of Gender Equality Plans in all ministries has been developed, as well as draft Gender Equality Plans for three ministries**. The results achieved so far indicate the establishment of a systematic approach to the planning and implementation of gender equality policies at the ministerial level, ensuring institutional coordination and a normative basis for further activities.
 - **The Draft Law on Local Self-Government** has been prepared in continuous cooperation with the Union of Municipalities, and positive opinions have been obtained from the Ministry of Social Welfare, Family Care and Demography, the Ministry of Education, Science and Innovation, the Union of Municipalities, as well as OECD/SIGMA. A Regulatory Impact Assessment (RIA) has been carried out. [The Draft Law has also been considered at a session of the Public Administration Reform Council.](#)

¹⁴ In the first quarter of 2025 and the first quarter of 2026, two inspectors were recruited, resulting in 6 out of 10 systematised posts being filled. It should be noted that two administrative inspectors left the Administrative Inspection Department in December 2024 and December 2025 due to career advancement within the civil service.

- The public consultation on the Draft Law on Local Civil Servants and State Employees has been completed. Following its [consideration at a session of the Public Administration Reform Council](#) and additional consultations, the Draft Law is being submitted to the Secretariat for Legislation for further procedure.
- The Ministry of Public Administration organised an event marking the [signing of the Agreement on Inter-Municipal Cooperation](#), which provides for a joint approach to the Single Information System for Electronic Data Exchange (JSERP).
- The Action Plan provides for the obligation to **establish a mechanism for evaluating** the performance of legally defined competences of local self-government units, emphasising the need for this process to be carried out in a spirit of cooperation, mutual trust and consensus between central and local levels of government. The first step in the implementation of this obligation is the **development of a methodology for evaluation**, which is currently underway. The implementation of this activity will create the conditions for the development of a systematic, transparent and evidence-based framework for assessing the performance of local self-governments, which will serve both as a tool for monitoring the work of municipalities and for improving public policies.



CHALLENGES

- ✘ The Public Administration Reform Strategy provides for the monitoring of the performance indicator “Amount of funds compulsorily collected in labour-related cases represented by the Protector of Property and Legal Interests”, the achievement of which is **depending on the technical capability to filter cases relating to labour disputes through the eDMS platform**.

II CITIZENS AND BUSINESSES USE HIGH-QUALITY PUBLIC ADMINISTRATION SERVICES

During the reporting period, continuous efforts were made to improve public administration with the aim of providing higher-quality and more accessible services to citizens and businesses. Activities were focused on increasing efficiency in service delivery through the further application and development of quality management systems, as well as on the optimisation of internal procedures. Particular attention was devoted to the development and enhancement of electronic services and to strengthening the interoperability of information systems in order to ensure full and secure data exchange between institutions. These activities contributed to improved service availability, reduced administrative burden and increased user satisfaction.

In the direction of more efficient service delivery and the introduction of quality management in service provision, particular attention was given to the systematic improvement of operational standards within public administration bodies. Through the **introduction and consistent application of [quality standards](#)**, public administration gains clear mechanisms for monitoring, measuring and evaluating its own performance, thereby enabling a more objective assessment of achieved results and the timely identification of areas for improvement.

[The Ministry of Public Administration is the first institution to elect for the introduction of quality management through the Common Assessment Framework \(CAF\) model](#). This approach to quality management contributes to the continuous improvement of work processes, greater user satisfaction, more rational use of resources, and a reduction in the risk of errors and misuse, thereby further strengthening the stability and reliability of public administration.



Progress in this area is clearly demonstrated through the continuous expansion of quality management systems across institutions. **The number of institutions in which a quality management system has been introduced increased to 16**, compared to 11 in 2024, while in 2022 only one institution had such a system in place. Within these 16 institutions that have established quality management (QM) systems, coverage has been expanded through the inclusion of five new institutions, thereby continuing the trend of growth and the systematic strengthening of public administration capacities in the field of quality. In terms of the models and standards applied, the **Common Assessment Framework (CAF) model is implemented in six institutions**: the Ministry of Public Administration, the Bureau of Metrology, the Municipality of Zeta, the Capital City of Podgorica – Secretariat for Local Self-Government and Cooperation with Civil Society, the Agency for Personal Data Protection and Free Access to Information, and the Agency for Peaceful Settlement of Labour Disputes. Notably, the Capital City of Podgorica – Secretariat for Local Self-Government and Cooperation with Civil Society, the Agency for Personal Data Protection and Free Access to Information, and the Agency for Peaceful Settlement of Labour Disputes were included in the implementation of the CAF model during 2025, thereby strengthening the presence of this European quality management model in the public sector. The **ISO 9001 standard is applied in six institutions**: the Ministry of Maritime Affairs, the Maritime Safety and Port Management Administration, the Agency for the Prevention of Corruption, the Ministry of Transport, the Health Insurance Fund, and the Institute for Medicines and Medical Devices, confirming the commitment of these institutions to the application of internationally recognised standards of process management and the continuous improvement of service quality. **The BFC SEE programme is implemented in four local self-government units**: the Municipality of Bijelo Polje, the Municipality of Bar, the Municipality of Tuzi, and the Municipality of Žabljak, thereby enhancing the quality of governance and the business environment at the local level.

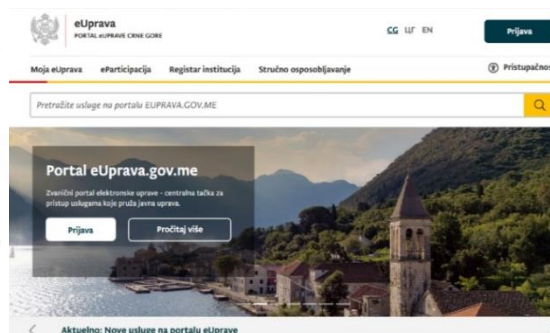
This structure confirms that quality management systems are being consistently expanded and implemented across different levels of public administration, from ministries and administrative bodies, through independent regulatory authorities, to local self-government units, thereby further strengthening institutional stability, transparency and a results-oriented approach.

However, data relating to the citizen **satisfaction index with public services (Balkan Barometer)** are still not available for 2025.

With the aim of **improving the interoperability of information systems and increasing the number of highly sophisticated electronic services, significant progress has been achieved**. The establishment of [the new eGovernment portal](#) has enabled citizens to access digital services in a simpler and more centralised manner, as well as to communicate with institutions more quickly and transparently.

Within the [Service Digitalisation Plan](#), the implementation of 171 public services by 21 institutions is envisaged, along with 5 uniform services within the competence of 6 pilot local self-government units. The Plan provides for the implementation of 57 services in 2025, 70 in 2026, and 35 in 2027, while deadlines have not been set for 9 services within the competence of the Ministry of Interior, as their implementation depends on the approval of budgetary funds. By the end of December 2025, **all 57 planned electronic services for that year had been fully implemented, achieving 100% performance** against the annual plan. The number of electronic services published on the single portal **increased to 51**, representing significant progress compared to the previous reporting period, when there were 32 services.

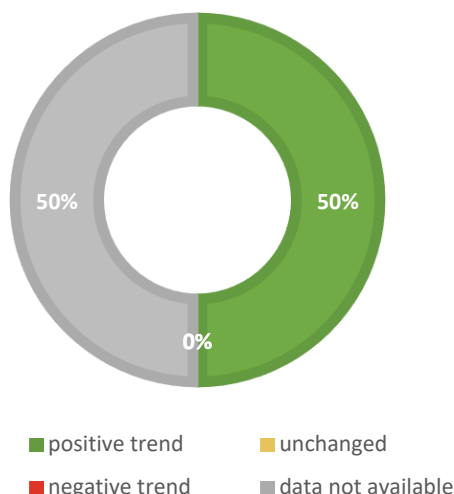
Ministarstvo javne uprave i Glavni grad potpisali projekat implementacije CAF modela upravljanja kvalitetom



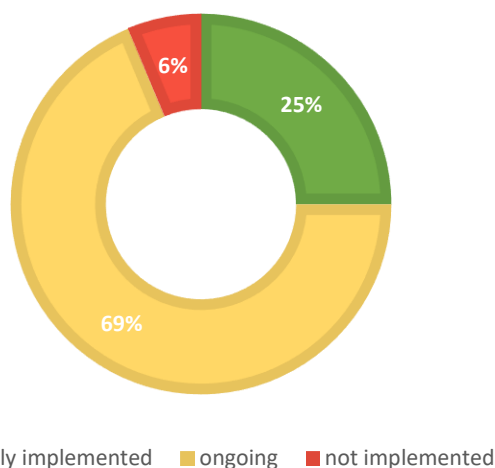
In parallel, efforts continue to ensure efficient communication between existing information systems and registers through the JSERP platform (Single Information System for Electronic Data Exchange), enabling faster exchange of information between citizens and public administration. The system supports the automated exchange and use of large volumes of data from state registers, thereby further enhancing the provision of electronic services. **The number of electronically interconnected register pairs in the meta-register stands at 18**, and with the expansion of the platform to additional institutions and registers, it is expected to cover a broader range of services and enable faster and more efficient data exchange.

However, with regard to the percentage of electronically submitted requests in relation to the total number of user requests for the use of pilot services, data are currently not available. Services are hosted on multiple platforms, which prevents their aggregated presentation, and due to organisational changes, complete information is not available. This situation continues to indicate the need for coordination and standardisation in data collection in order to enable reliable monitoring of the development of pilot services for citizens.

INDICATOR TRENDS – STRATEGIC OBJECTIVE II



ACTIVITIES – STRATEGIC OBJECTIVE II






The following table presents an overview of performance indicators:

OPERATIONAL OBJECTIVE 2.1	More efficient service delivery and the introduction of quality management of services provided						
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Number of institutions in which a quality management system has been introduced	0	1	1	11	16		15
Citizen satisfaction with public services (Balkan Barometer)	2.9	3	2.8	4 ¹⁵	N/A		3.7
Percentage of administrative acts annulled by the Administrative Court	20.33%	28%	N/A	N/A	N/A ¹⁶		18%

¹⁵ <https://www.rcc.int/balkanbarometer/results/2/public>.

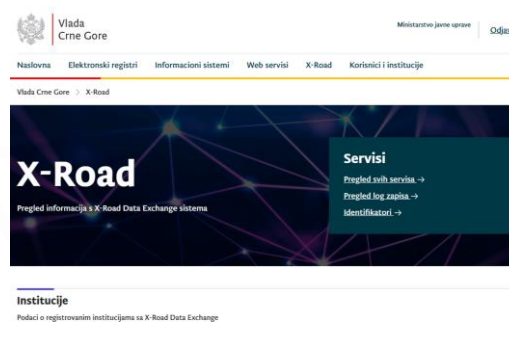
¹⁶ The Draft Report for 2023 and 2024 on the implementation of the Law on Administrative Procedure was presented on 13 February 2026 and is pending adoption.

OPERATIONAL OBJECTIVE 2.2	Full interoperability of information systems and an increase in the number of highly sophisticated electronic services						
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Number of digitalised services on the single portal in areas defined in accordance with the EU "eGovernment Benchmark" methodology	0 (2020)	0	0	32	51		20 digitalised services on the single portal
Percentage of electronically submitted requests in relation to the total number of requests submitted by users for the use of pilot services	0	85.3	86.14%	86.14%	N/A		45% per pilot service
Number of pairs of electronically interconnected registers in the meta-register	8 (2021)	12	16	16	18		50

ACHIEVEMENTS

- ✓ A **register of institutions applying quality management standards** has been developed, including identified contact persons. At the same time, a **Network of Quality Management Officers has been established**, with the aim of facilitating the exchange of information, providing professional materials, training and advisory support. **The Ministry of Public Administration**, as the first institution in Montenegro to receive the prestigious **CAF Effective User label**, continues to implement CAF principles as a permanent model for improving performance, with the aim of building public trust and enhancing the quality of public services.
- ✓ A **total of 30 e-services were digitalised on the BPM platform during 2025**, as identified in the [Digital Services Plan](#). In addition, preparations for the tender procedure for the implementation of new e-services are currently underway.
- ✓ [Promotional activities for newly developed e-services](#) have been carried out, aimed at presenting and bringing e-services closer to citizens and businesses, with the objective of increasing awareness of their availability, methods of use, and the benefits they provide in terms of time savings and the simplification of administrative procedures. At the same time, promotional activities are being implemented continuously in order to ensure wider use of e-services and to further stimulate the digital transformation of public administration.
- ✓ Access to the [JSERP platform](#) has been provided to **21 institutions**, while **215 registers have been registered** in the [Meta-register](#). Currently, electronic data exchange is active between **18 pairs of registers**, through which data exchange is carried out via web services. During 2025, there were more than **9 million queries** processed through this platform. Access to the Meta-register is available at: <https://metaregistar.gov.me>.
- ✓ A new/redesigned official [website of the Statistical Office](#) has been established with the aim of increasing the accessibility of published official statistics results.

Ministarstvo javne uprave unapređuje primjenu CAF modela: Ostvareni rezultati i novi koraci ka modernoj upravi



ONGOING IMPLEMENTATION

- The CAF model has so far been implemented in six institutions. **The implementation of the CAF model in an additional ten institutions is planned.** In each institution where the CAF model is applied, an

operational team has been established, tasked with monitoring the implementation of the CAF improvement plan and ensuring the continuous enhancement of performance quality.

- The Municipality of Zeta has applied for the implementation of an external CAF evaluation.
- **In two institutions, the need for a detailed analysis of existing work processes has been identified**, with the aim of their improvement and digitalisation. This analysis provides the basis for optimising work procedures and introducing modern digital solutions. The institutions in which this need has been identified are: the Capital City of Podgorica – Secretariat for Local Self-Government and Cooperation with Civil Society, and the Agency for Personal Data Protection and Free Access to Information.
- **A programme for the introduction of quality management** has been prepared by experts, and it is expected that the Human Resources Administration will implement and deliver the training in the forthcoming period. **To date, the first national facilitators have been trained (5 officials from the Ministry of Public Administration and the Human Resources Administration).**
- With the aim of raising awareness of quality management (CAF as one of the methods) and its importance in public administration, a panel discussion entitled [“Quality as a Key to Efficient Public Administration”](#) was organised for more than 70 participants. A brochure for new users has also been prepared.
- An online application form for the introduction of CAF has been developed and published. More than 10 updates on CAF activities have been published on the official website.
- **Three officials from the Ministry of Public Administration** have completed certified training for **ISO 9001 external auditors**.
- Preparatory activities are underway for the development of a **roadmap for amending the regulatory framework, as well as the technical and IT requirements for the establishment of e-delivery**.
- The digital transformation of local self-government in Montenegro is entering a new phase through the signing of the **Agreement on Inter-Municipal Cooperation, which ensures joint access to the Single Information System for Electronic Data Exchange (JSERP)**. A conference was organised to mark the signing of the Agreement. This system has already demonstrated its full functionality in the case of the Capital City of Podgorica. By signing the Agreement, citizens and businesses are provided with the opportunity to access all services offered by local self-governments in a simple, fast and secure manner, without the need for additional paperwork and administrative barriers. Citizens benefit from more modern and accessible public services, time savings and increased trust in institutions, while businesses benefit from easier operations, faster data exchange and reduced administrative burdens, directly contributing to competitiveness and efficiency in the market. All municipalities will access JSERP through the central hub of the Capital City of Podgorica, thereby ensuring a single point of connection and coordination. This event represents an important step towards the balanced development of digital services across all municipalities in Montenegro.
- **The CAPI and CAWI methods of data collection** have been improved with the aim of further developing and enhancing IT systems for statistical purposes, thereby increasing the efficiency and reliability of data processing. **The introduction of the CATI method has not yet been implemented** due to a lack of adequate premises.
- In October 2025, the Ministry of Finance adopted a [new Rulebook on the methodology of internal audit work, as well as the manner and time limits for the retention of internal audit documentation in](#)

Održana panel diskusija: Kvalitet kao ključ efikasne javne uprave



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Autor: Ministarstvo javne uprave



[the public sector](#), which sets out in detail the methodology for the work of internal auditors in the public sector of Montenegro. This document has been prepared in accordance with the requirements of the new Global Internal Audit Standards. **The IT Audit Department within the Ministry of Public Administration is in the process of obtaining approval for the engagement of a consultant who will be tasked with developing a Methodology for IT Audit in public administration and guidelines for defining IT risks.**

- **The development of a software module for planning information system audits** was initially envisaged within the SARIS system; however, its implementation has not yet commenced.
- Due to staffing and organisational changes within the IT Audit Department of the Ministry of Public Administration, **activities aimed at strengthening the capacities of employees in the Department** are planned for implementation in the second half of 2026.

CHALLENGES

- ✘ **The strengthening of the role of IT audit in state administration bodies**, through the organisation of workshops for senior management on the model and importance of advisory services within IT audit, as well as workshops for IT sector managers on the importance of auditing the governance of IT functions in institutions, was not implemented in 2025 due to staffing and organisational changes within the IT Audit Department of the Ministry of Public Administration. The commencement of these activities is planned for the second half of 2026.

III PROFESSIONAL PUBLIC ADMINISTRATION

Within the Strategic Objective “Professional Public Administration”, a set of indicators has been defined to monitor progress towards building a competent, accountable and efficiently organised public administration in the service of citizens. The key directions for achieving this objective include improving planning in public administration, as well as the consistent application of the merit-based principle in the recruitment and remuneration of civil servants.

Particular emphasis is placed on the continuous professional development of employees, in order to enhance their knowledge and skills and enable them to successfully adapt to modern challenges and the evolving needs of society. In addition, the success of reforms is monitored through the regular measurement of employee satisfaction, as an important indicator of organisational culture, motivation and the quality of human resource management.

Investing in the human resources of public administration, alongside monitoring their professional development and satisfaction with the working environment, simultaneously represents an investment in higher-quality, more efficient and more accessible services for citizens and businesses.

With regard to **human resource planning**, a **decline in the value of the indicator was observed, from 86% in 2024 to 53% in 2025**, as a result of amendments to the Law on Civil Servants and State Employees. Specifically, this Law, adopted in July 2025 (and entering into force in August), stipulates that the acts on internal organisation and systematisation of state authorities must be aligned with the Law within 60 days from the date of its entry into force. At its session held on 20 November 2025, the Government of Montenegro adopted [the Information on the application of the human resource planning instrument in state administration bodies and the services of the Government of Montenegro for 2025](#). By its conclusion¹⁷ of 27 November 2025, the Government instructed ministries, other administrative bodies and the General Secretariat of the Government, in accordance with the Conclusion of the Government of Montenegro of 26 September 2025¹⁸, to **submit Draft Human Resource Plans for 2025** to the Human Resources Administration, **as soon as possible**. Furthermore, by the Conclusion of 27 November 2025, the Human Resources Administration was instructed to submit to the Ministry of Public Administration, by the end of 2025, the Draft Human Resource Plans of state administration bodies and Government

¹⁷ Number: 11-011/25-3882/3.

¹⁸ Number: 11-01/25-3302/2.

services for 2025, **individually and in line with the dynamics of their submission to the Human Resources Administration**. For local self-government units, the situation remains unchanged — **they still do not prepare and adopt human resource plans through the Central Personnel Registry (CPR)**.

The indicator **monitoring the percentage of public institutions that have adopted human resource plans cannot be tracked**, as there is still no legal framework requiring public institutions to adopt Human Resource Plans.

With the aim of improving human resource planning, a number of HR functions have been defined for which records are maintained exclusively through the Human Resources Management Information System (HRMIS). **Currently, three functions have been developed: human resource planning, applications for training, and the professional training and development of civil servants**. Challenges in introducing HR functions primarily relate to amendments to the legal framework, as well as the need for integration with relevant institutions and systems. By the end of 2026, the introduction of the eRecruitment module is planned, while the eRulebook module is currently in the testing phase. It should be noted that the ePerformance Appraisal HR function has been implemented; however, most state authorities still carry out appraisals under the previous procedure and subsequently enter the data into HRMIS.



In addition to the central level, the implementation of the Human Resources Management Information System in local self-government units is planned, and an indicator has been defined to monitor the implementation of this process. According to currently available data, HRMIS has been upgraded to support the work of local self-government units, and the data entry phase is underway by pilot municipalities: Danilovgrad, Zeta, Rožaje and Tuzi. The implementation of this process has been somewhat delayed due to amendments to the regulatory framework, primarily the Law on Local Self-Government, after which it will be necessary to align HRMIS with the new legal provisions. The objective is for all local self-government units to use this information system by the end of 2026.

Based on data available in the Human Resources Management Information System, **26 decisions on promotion to a higher grade were adopted** for civil servants who received the rating “outstanding” in the previous year. Taking into account the continuous development of the HRMIS, it is important to highlight a positive trend in the indicator measuring the number of civil servants promoted on the basis of the merit system and performance achieved in the previous period.

The indicator relating to the **implementation of functional analyses of institutions** cannot currently be monitored. The Public Administration Reform Strategy envisaged that, through the implementation of functional analyses, key work processes would be mapped, efficiency assessed, and the number of employees in institutions determined, with a view to defining the necessary organisational, staffing and other structural changes based on the findings. However, given that the state administration has undergone significant organisational changes since 2022, the planned functional analyses have not been completed, and consequently the value of this indicator **remains unchanged**.

For achieving an optimal public administration, particular importance is attached to the indicator that measures the [ratio of the number of employees in public administration, at central and local levels, to the total number of employees](#). This indicator has recorded a continuous decline since 2022, indicating a trend towards the rationalisation of the public sector. In 2025, its value stands at 20.3%, which is below the defined target value for 2026, suggesting that the planned measures are being implemented in the expected direction and that the indicator has been achieved at a satisfactory level.

The following table presents an overview of performance indicators:






OPERATIONAL OBJECTIVE 3.1		An efficient human resource planning system based on identified needs, depoliticisation and improvement of recruitment procedures for human resources, and further digitalisation in the civil service system					
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Percentage of institutions that have developed a higher-quality Human Resource Plan through CPR	28.5% of state authorities (2021)	82% of state authorities 0%	92% of state authorities 0%	86% of state authorities 0%	53% of state authorities have adopted Human	 	100% of state authorities 100% of local administration



Percentage of local administration bodies and services at the local level ¹⁹ that have developed a Human Resource Plan through CPR in accordance with the Law on Civil Servants and State Employees and the Law on Local Self-Government	0% of local administration bodies and services (2021)				Resource Plans for 2025 0%		bodies and services
Percentage of public institutions that have adopted a Human Resource Plan	0	0	0	0	0	↔	100% of public institutions
Percentage of adopted Human Resource Plans of state administration bodies and local self-government bodies	63% of Human Resource Plans of state authorities 37% of Human Resource Plans of local self-government bodies (2020)	82% of Human Resource Plans of state authorities 63% of local self-government bodies	92% of state authorities	86% of state authorities N/A	53% of state authorities N/A	↻ ↔	100% of Human Resource Plans of state and local self-government bodies
Average number of candidates per vacancy announcement	Internal announcement: 1.1 Public announcement: 4.8 (2020)	Internal announcement: 2.1 Public announcement: 6.9	Internal announcement : 1.92 Public announcement : 11.51	Internal announcement: 0.54 Public announcement: 4.37	Internal announcement: 1.73 Public announcement: 7.2	↻	Internal announcement: 1.8 Public announcement: 5.5
Average number of candidates per competition	2.14 (2020)	2.46	3.14	1.68	2.67 candidates	↻	6 candidates
Number of HR functions for which records are maintained exclusively through HRMIS	0	3	3	N/A	3 ²⁰	↔	5 records
Percentage of local self-government units with a developed HRMIS	0	0	0	0	4 ²¹	↻	100%

¹⁹ In accordance with the Law on Civil Servants and State Employees and the Law on Local Self-Government.

²⁰ Three functions have currently been developed: human resource planning, applications for training, and the professional training and development of civil servants.

²¹ HRMIS has been upgraded for local self-government units, and the data entry phase is currently underway by pilot municipalities, namely Danilovgrad, Zeta, Rožaje and Tuzi.

OPERATIONAL OBJECTIVE 3.2	Public administration as an attractive employer – an efficient system of performance appraisal, promotion and remuneration based on merit, and continuous professional development						
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Percentage of civil servants in state authorities who have been appraised	63.38% (2019)	46.6%	29%	54.09%	35.77%		100%
Percentage of civil servants who have been promoted or rewarded based on their performance appraisal	0	0.01%	N/A	N/A	26		15%
Percentage of state authorities, public administration bodies and local self-government units that strategically plan training	State authorities, public administration bodies and local self-government units do not strategically plan training	29% of state authorities strategically plan training 16% of local self-government units strategically plan training	29.5% of state authorities 68% of local self-government units	63% of state authorities 32% of local self-government units	N/A ²²		100%
Percentage of newly recruited civil servants who have completed training in their first year of service at entry-level positions	Training programme for newly recruited civil servants established	2 training cycles implemented	4.2 %	10.7%	6.86%		80%
Percentage of institutions that measure the satisfaction of state and local civil servants	0%	0%	40 authorities covered by the survey ²³	All local self-government units covered by the survey	N/A ²⁴		70% of state administration bodies; 40% of local self-government units

OPERATIONAL OBJECTIVE 3.3	Optimal public administration						
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Number of institutions with revised organisational and functional structures based on the recommendations of functional analyses	0	0	0	0	0		The value will be established following the completion of functional analyses
Share of the total number of employees at central and local levels in the total number of employees in Montenegro	26%	23%	21.7%	21.1% ²⁵	20.3%		22.3%

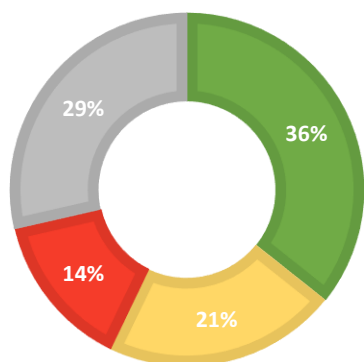
22 The analysis was not carried out in 2025, as practice has shown that, during the organisation of annual analyses, situations frequently arise where data are not submitted or the analysis remains incomplete. For this reason, the methodology has been revised, and the analysis is now conducted every two years.

23 The total number of respondents who participated in the survey was 1,157, representing 37.3% of the total number of employees in the 40 institutions covered by the Survey on Employee Satisfaction in State Administration in Montenegro, conducted in accordance with the [Methodology for Conducting Employee Satisfaction Surveys in State Administration in Montenegro](#).

24 The Human Resources Administration conducts employee satisfaction surveys at the central level every two years; therefore, data for 2025 are not available.

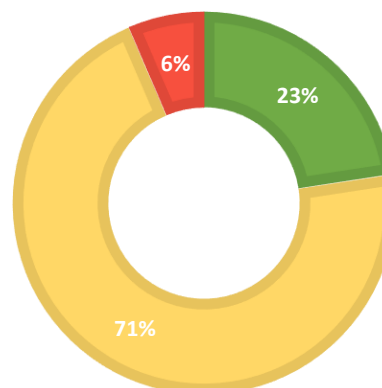
25 Data were obtained for December 2024 from the Statistical Office of Montenegro (MONSTAT) and the Ministry of Finance (a total of 257,390 employees, of which 54,376 are employed at central and local levels).

INDICATOR TRENDS - STRATEGIC OBJECTIVE III



■ positive trend ■ unchanged
■ negative trend ■ data not available

ACTIVITIES - STRATEGIC OBJECTIVE III



■ fully implemented ■ ongoing ■ not implemented

ACHIEVEMENTS

- ✓ In July 2025, the [Law on Amendments to the Law on Civil Servants and State Employees](#) was adopted.
- ✓ The [Draft Decree on the criteria and detailed manner of conducting the assessment of knowledge, abilities, competencies and skills for work in state authorities](#) was established at a Government session in July 2025.
- ✓ A **Handbook for the application of the Competency Framework** has been prepared.
- ✓ The **procedure for the selection of candidates has been improved** through the adoption of the Law on Amendments to the Law on Civil Servants and State Employees, the establishment of the Decree on the criteria and detailed manner of conducting the assessment of knowledge, abilities, competencies and skills for work in state authorities, the preparation of the Handbook for the application of the Competency Framework, as well as the delivery of training for members of selection panels.
- ✓ The **Educom platform** for online learning, including training programmes, has been established.
- ✓ In September 2025, the [Dynamic Plan of Measures for the Optimisation of Public Administration](#) was adopted, providing an overview of previously undertaken steps towards establishing an optimal public administration, as well as defining a set of conclusions for the forthcoming period.
- ✓ An efficient mechanism for monitoring the engagement of natural persons in accordance with the Law on Civil Servants and State Employees has been established through the formation of the [Commission for the Analysis and Monitoring of Service Contracts and Contracts for Temporary and Occasional Work in budget-funded spending units](#), in February 2025. Two reports on the work of the Commission, covering the periods February–May and June–October 2025, were considered and adopted at Government sessions. Based on data submitted by budget-funded spending units, and in line with the criteria established by the Commission in December 2024, a total of 1,885 service contracts were recorded, while **as of 15 October 2025, 1,610 contracts remained in force, representing a decrease of 275 contracts, or 14.58%. The number of contracts for temporary and occasional work was reduced from 63 to 18, representing a decrease of 71.42%.**
- ✓ In June 2025, the [Plan for the Recruitment of New Civil Servants for the management of EU funds](#) was adopted. In accordance with the defined institutional framework and the IPA III structure under the indirect management model, the Recruitment Plan identified nine institutions: the Ministry of Finance, the Ministry of European Affairs, the Ministry of Public Works (formerly the Capital Projects Administration), the Employment Agency, the Ministry of Labour, Employment and Social Dialogue, the Ministry of Social Welfare, Family Care and Demography, the Ministry of Ecology, Sustainable

Development and Northern Development, the Human Resources Administration, and the Environmental Protection Agency.

ONGOING IMPLEMENTATION

- In order to ensure the **proper application of the Competency Framework**, the delivery of training for public administration employees has been planned. No training was conducted during 2025; however, in 2026, six two-day training sessions on [“Application of the Competency Framework in Recruitment Procedures”](#) were held—three at the central level for 59 civil servants and three at the local level for 77 civil servants. Given the continuous staff turnover, it is necessary to ensure continuity in the delivery of training and to organise additional sessions throughout 2026.
- **The improvement of human resource planning** in public administration is conditioned by strengthening the capacities of employees and is implemented through training activities. Within the implementation of the Action Plan, the training of 50 civil servants was planned, of which **30 employees were successfully trained** during 2025, representing significant progress in strengthening human resources and preparing for the further implementation of planned activities. In addition to the central level, the **enhancement of knowledge of employees at the local level** is also planned, with **18 employees having completed training** during 2025.
- Strengthening capacities for the application of the Job Catalogue and the eRulebook is an activity planned for the last two quarters of 2026 and, therefore, has not yet been due for reporting.
- The improvement of the employee performance appraisal system and the professional training and development system entails legislative amendments, the implementation of which is expected during 2026.
- The **eAcademy has been developed** as a platform integrating the former Digital Academy and Cyber Academy, intended primarily for civil servants and public administration employees, but also for citizens, businesses, students and all those wishing to improve their digital and cybersecurity skills. The platform has been established and is functional; however, **it is not yet publicly available**, as further enhancements are planned during 2026, directly aligned with the needs of its users. It is expected that the platform will be upgraded by the end of the second quarter of 2026 and made publicly available, after which a significant number of training sessions will be delivered in line with defined plans.
- The preparation of the Methodology for conducting an analysis of the functioning of human resources units has been postponed to the fourth quarter of 2026 due to a change in prioritisation.
- During 2025, an accredited training programme for the acquisition of key skills in the field of gender equality was delivered **to 39 participants**. In addition, **57 participants** completed other training programmes in the field of gender equality. Overall, **the target value of 50 participants was achieved**; however, it is important to ensure the continuity of training given the frequent staff turnover.
- A particularly important aspect of career development is the enhancement of leadership skills, which primarily involves the development of methodological guidelines, the establishment of a working group to promote leadership in public administration, as well as the design and delivery of training for 30 participants, planned by the end of the fourth quarter of 2026.
- In order to improve the digital skills of public administration employees, training for 80 civil servants has been planned, of which **23 have completed the training** so far, with the continuation of activities planned by the end of 2026.
- The strengthening of capacities in the area of e-accessibility is planned through the delivery of training for 200 employees and 50 website editors, as well as for five employees of the Ministry of Public Administration in the field of e-accessibility standards for administrators of the GOV.ME portal (WCAG 2.1). The implementation of these activities is planned by the end of 2026.

- The management and development of the careers of state and local civil servants is being implemented through the preparation of a **Handbook for the Career Development of State and Local Civil Servants and Employees**. Based on this Handbook, individual career development plans will be developed, enabling the identification of employees' potential and needs and their alignment with the development objectives of institutions. In this way, the efficiency and quality of public administration work are strengthened, as well as employee motivation for professional growth and advancement. The preparation of this document represents an important step forward in the modernisation of human resource management in the public administration of Montenegro, in line with the principles of professionalism, transparency and efficiency. The piloting of the career development process has commenced in six institutions (three state administration bodies and three local self-government units).
- The Human Resources Administration has initiated activities aimed at conducting an employee satisfaction survey at the central level, the implementation of which is expected within the planned timeframe.
- Through joint work, the exchange of experiences, and consideration of all suggestions, comments and opinions, the **Handbook for the Training of Trainees** has been finalised, with full implementation expected during 2026.
- The strategic document places particular emphasis on strengthening human resource planning in institutions and entities where recruitment is carried out in accordance with general labour regulations, with implementation envisaged by the Action Plan by the second quarter of 2026.
- The improvement of the quality of acts on internal organisation and systematisation is planned through the development of a Job Catalogue for state authorities and the establishment of the eRulebook module within the Central Personnel Registry (CPR), with a deadline set for the fourth quarter of 2026.
- The establishment of internal mobility of civil servants through the digital platform "Seize Opportunities" is planned by the third quarter of 2026.



CHALLENGES

- ✘ The establishment of electronic integration between human resource planning and the Budget through the Central Personnel Registry (CPR) was planned, in order to enable the Ministry of Finance to provide approval for the allocated funds for the implementation of Human Resource Plans in electronic form. This activity was not implemented within the planned period due to the upgrading of the system component related to the assessment of candidates' competencies, which resulted in the postponement of this functionality.
- ✘ The introduction of a new method for the electronic submission of applications by candidates for vacancies and competitions has not been established. Its implementation is planned for the next reporting period.
- ✘ The planned improvement of inspection oversight over HRMIS data was not implemented during the reporting period. As the envisaged activities were not carried out, this resulted in the absence of the expected strengthening of control mechanisms and improvement in the quality of HRMIS data.
- ✘ The enhancement of the Analysis of the impact of proposed organisational changes, with a focus on the justification for establishing new bodies or merging/abolishing existing ones, is planned.

IV TRANSPARENT AND OPEN PUBLIC ADMINISTRATION

During the reporting period, the strengthening of transparency and openness in public administration has demonstrated that public authorities are becoming more accessible, better informed and more accountable to citizens, representing a key step on Montenegro's European path. Within the fourth strategic objective, particular attention has been devoted to this area. The focus is on strengthening the institutional capacities of the Agency for Personal Data Protection and Free Access to Information, alongside improving the legislative and regulatory framework in the field of free access to information. The objective is to ensure the consistent application of the Law on Free Access to Information (FAI) by public authorities, thereby enabling citizens to effectively exercise their right of access to information. In parallel, efforts are being made to raise awareness and strengthen the skills of users of the Law, further enhancing their ability to make effective use of available information. At the same time, particular attention has been given to increasing the availability of open data, thereby further improving transparency and facilitating the reuse of information in various social and administrative contexts.

With the aim of strengthening the system of legal protection in the field of free access to information (FAI), as well as improving the work of the Agency for Personal Data Protection and Free Access to Information, significant progress has been achieved. Reform measures have produced concrete and measurable results. **The share of the Agency's decisions annulled by the Administrative Court of Montenegro, observed in relation to the total number of judgments in administrative disputes initiated against the Agency's decisions, now stands at only 0.098%.** This represents a substantial decrease compared to previous years, when the percentage was 1.43% in 2024, and as high as 42.17% at the time of drafting the strategic document.

At the same time, **the share of Administrative Court decisions in administrative disputes initiated due to the Agency's failure to issue decisions has decreased to 32.05%**, compared to the baseline value of 82.28%, and 87% in 2024. This decline clearly confirms a significant improvement in the quality of decision-making and the legal soundness of the Agency's work.

In parallel, **notable progress has been made in the number of public authorities registering requests for access to information in the information system** (in relation to the total number of public authorities), which has increased to 2,012 compared to 1,475 in 2024. A percentage cannot be calculated due to the establishment of new municipalities and organisational changes at both central and local levels. Nevertheless, this increase confirms the strengthening of institutional practices in recording and monitoring requests, thereby further contributing to transparency and accountability in public administration.

Nevertheless, in terms of the implementation of the Law on Free Access to Information by the obliged entities and the strengthening of the capacities of the users of the Law, in order to ensure the adequate exercise of the right of access to information, **a negative trend has been observed with regard to the share of upheld complaints due to administrative silence in relation to the total number of complaints submitted – 29.46%**, compared to 23.15% in 2020, indicating the need for further improvement in the timeliness of actions by public authorities and more consistent application of legal obligations.

However, at the same time, significant progress has been achieved in the quality and legality of first-instance decision-making. **The share of decisions of public authorities annulled by the Agency for Personal Data Protection and Free Access to Information in relation to the total number of complaints has decreased to 24.76%**, compared to the baseline value from 2020, when it amounted to as much as 53.19%. Therefore, although further action is needed in the area of administrative timeliness, measurable and substantive progress is evident, confirming the strengthening of institutional accountability and the improved implementation of the Law on Free Access to Information.

It is important to note that, during the reporting period, **significant results have been achieved in the area of the re-use of information and the increased availability of open data**, thereby further strengthening transparency and the proactive publication of information of public importance. A significant step forward in the availability of open data is **confirmed by the increase in the number of datasets on the Open Data Portal, which has risen to 675**, compared to 456 recorded in 2024. This increase represents a clear indicator of enhanced institutional commitment to the open data policy and a more proactive approach to publishing information in machine-readable formats.

At the same time, **the number of institutions, obliged to apply the Law on Free Access to Information, that publish data on the new Portal is also increasing, and this share has now risen to 3.38%** compared to the baseline value of 1.5%. Although there is room for further improvement, a clear upward trend is evident, as well as the gradual inclusion of an increasing number of institutions in the open data system.

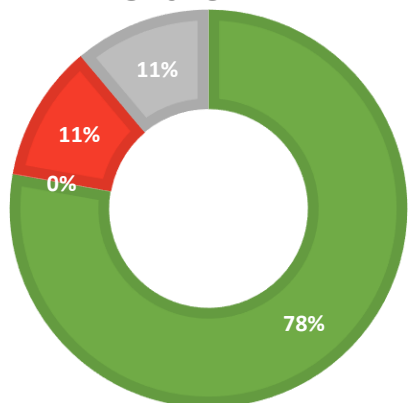
The [new Open Data Portal](#) brings multiple benefits to all citizens through enhanced transparency and easier access to information, as well as opportunities for analysis, innovation and the development of new data-based services.

It is particularly important to emphasise that, unlike in previous years when precise indicators in this area were not available, we now record concrete data on high-value datasets. Currently, **10 high-value datasets with API access have been published on the Portal**, representing a **qualitative step forward** towards modern standards of interoperability, automated data retrieval and their advanced re-use.



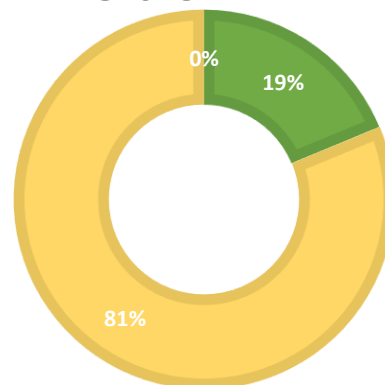
In the field of inspection oversight, **during 2025, a total of 133 inspections were carried out** across various entities, with the aim of monitoring proactive disclosure of information and compliance with the Law on Free Access to Information. The intensification of inspection controls has further strengthened the accountability mechanism of public authorities.

INDICATOR TRENDS – STRATEGIC OBJECTIVE IV



■ positive trend ■ unchanged
■ negative trend ■ data not available

ACTIVITIES – STRATEGIC OBJECTIVE IV



■ fully implemented ■ ongoing ■ not implemented

The following table presents an overview of performance indicators:

OPERATIONAL OBJECTIVE 4.1		Improvement of the functioning of the legal protection system in the field of free access to information and strengthening the capacities of the Agency for Personal Data Protection and Free Access to Information					
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Share of the Agency's decisions annulled by the Administrative Court, in relation to the total number of judgments in administrative disputes concerning the Agency's decisions	42.17%	17.1 %	5.67%	1.43%	0.098%		-15% compared to the baseline value

Share of Administrative Court decisions in administrative disputes initiated due to the Agency's failure to issue decisions	82.28%	10%	29.97%	87%	32.05%		40%
Share of public authorities that register requests for access to information in the information system (in relation to the total number of public authorities)	85.9% (1,347)	1,365	1,475	1,475	2,012 ²⁶		+20 compared to the baseline value

OPERATIONAL OBJECTIVE 4.2 Improvement of the implementation of the Law on Free Access to Information by obliged entities and strengthening the capacities of users of the Law, in order to ensure the adequate exercise of the right of access to information							
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Share of upheld complaints due to administrative silence in relation to the total number of complaints	23.15% (2020)	23.5%	29.5%	35.34%	29.46%		10%
Share of decisions of public authorities annulled by the Agency in relation to the total number of complaints	53.19% (2020)	38%	26.36%	15.49%	24.76%		35%

OPERATIONAL OBJECTIVE 4.3 Improvement of the re-use of information and increased availability of open data							
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Number of datasets on the Open Data Portal (www.data.gov.me)	146 (2021)	197	0	456	675 ²⁷		800
Number of institutions publishing data on the Open Data Portal	1.5% of institutions obliged under FAI	1.5%	0	2.18%	3.38%		1.5% of institutions obliged under FAI
Number of published high-value datasets with API access on the Open Data Portal	0	0	0	N/A	10		At least 20
Share of public authorities that proactively publish information in accordance with the Law on Free Access to Information	The baseline will be established based on the Annual Report of the Agency for Personal Data Protection and Free Access to Information (AZLP) in March 2021	The baseline value will be determined in 2023 ²⁸	47 inspections carried out across 47 entities subject to the Law	85 inspection oversights	133 inspection oversights ²⁹		80% of ministries and other (selected) public administration bodies 80% of local self-government units

²⁶ The percentage cannot be provided due to the establishment of new municipalities and organisational changes at both central and local levels.

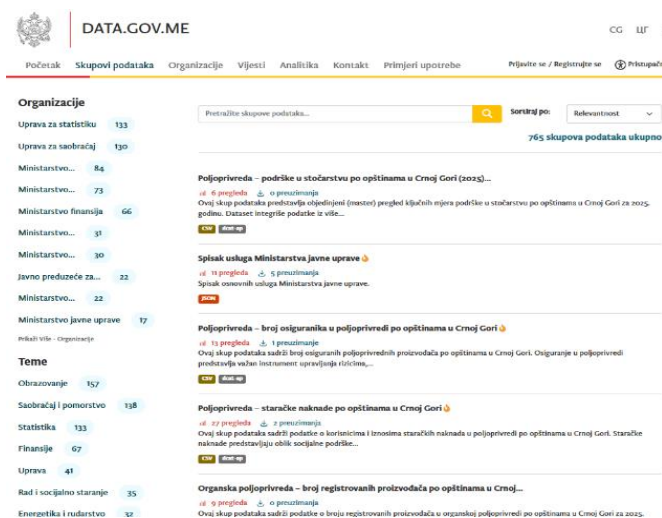
²⁷ By the end of December 2025, there were 675 datasets on the Portal, with the note that by February 2026, a total of 741 datasets had been published.

²⁸ For all ministries, the General Secretariat of the Government, the Capital City of Podgorica, and the municipalities of Nikšić and Herceg Novi.

²⁹ Due to frequent reorganisations, it is not possible to present the value of the indicator as a percentage.

ACHIEVEMENTS

- ✓ [The Law on Free Access to Information](#) was adopted in December 2025 and will enter into application six months after its entry into force. During the preparation of the amendments, alignment was carried out with Directive (EU) 2019/1024 of the European Parliament and of the Council on open data and the re-use of public sector information, the Aarhus Convention, the Tromsø Convention, relevant Council of Europe documents, as well as the case-law of the European Court of Human Rights.
- ✓ [The new Open Data Portal](#) became operational in December 2024 and was further enhanced during 2025 through significant functional and technical improvements, strengthening its usability, transparency and capacity to publish data in modern, machine-readable formats. A clear increase in the number of published datasets is evident: while in January 2024 the Portal contained 358 datasets, by the end of December 2025 this number had increased to 675³⁰ datasets (<https://data.gov.me/dataset/>). This represents a clear indication of the intensification of the open data policy and a strong institutional step forward towards greater transparency and the re-use of public sector information.
- ✓ In the direction of strengthening open government, the Government of Montenegro adopted the [National Action Plan for the implementation of the Open Government Partnership initiative in Montenegro for the period 2026–2029](#). The document was prepared through a co-creation process involving public consultations, civil society and relevant institutions. The Plan sets out the objectives and commitments of public administration in the areas of transparency, citizen participation, integrity and digital governance, and represents the framework for its implementation during 2026–2029 within the global Open Government Partnership (OGP) initiative.



ONGOING IMPLEMENTATION

- With the aim of delivering **training for employees of the Agency for Personal Data Protection and Free Access to Information (AZLP) in order to strengthen capacities for the implementation of the Law on Free Access to Information**, training was conducted for 18 employees of the Agency, with a focus on the application of the new Law on Free Access to Information. In addition, training was organised for 63 representatives of the Government of Montenegro, aimed at strengthening capacities with regard to the implementation of the new legislative framework in the field of free access to information. These activities contribute to enhancing professional knowledge and strengthening institutional capacities for the consistent and effective application of the legal framework in this area
- In order to **implement training of trainers for the application of the Law on Free Access to Information, a training of trainers programme was carried out within the Human Resources Administration**, aimed at strengthening capacities for delivering training in various thematic areas, with 11 participants.



³⁰ During the reporting period (December 2025), the number of datasets was 675, and by February 2026, this number had increased to 741.

- Activities relating to the **improvement of appeals** and other procedures, as well as the formal organisational structure and practices within the Agency for Personal Data Protection and Free Access to Information (AZLP), the **digitalisation** and enhancement of **case handling** and record-keeping within AZLP, the **improvement of the functioning of AZLP's information system** and data publication, as well as support to authorised officers in public authorities through the **establishment of a network** of authorised **officers obliged to apply the Law on Free Access to Information**, are planned for the last two quarters of 2026 and, therefore, have not yet been due for reporting.
- The establishment of the **Council for Free Access to Information (FAI)** is planned for the fourth quarter of 2026 and, therefore, has not yet been due for reporting.
- The preparation of an **analysis of high-value open data sets** is underway, while at the same time their number on the Open Data Portal has increased, with **10 high-value open data sets** currently available.
- With a view to raising awareness among the public and public administration bodies about the importance and value of open data, the Ministry of Public Administration conducted the campaign [“Ministry of Public Administration – NAP – Open Data”](#). A [hackathon entitled “Open Data Challenge”](#) was also organised, with the aim of bringing together young, creative and talented individuals who, through innovative solutions, demonstrated how open data can contribute to societal development and the improvement of institutional performance. According to information published in the media, a significant increase in the number of datasets on the Open Data Portal has also been recorded. In parallel, **two training sessions were organised with the aim of strengthening capacities for managing and publishing open data**. These trainings were attended by representatives of ministries, administrations, agencies and institutes.
- **During 2025**, the [Gender Equality Index](#) was published. The objective is for the remaining data to be published during 2026.
- During 2025, at least 50 administrators from state institutions were trained in the use of the data.gov.me portal. Training for administrators will continue throughout 2026 in order to further strengthen capacities for managing and publishing open data.
- **Training for public administration officials on the preparation of data in machine-readable formats** was held at the Science and Technology Park (STP). Training for officials of local self-government units is planned for 2026. In addition, the **Ministry of Public Administration, in cooperation with the Chamber of Economy**, organised a [workshop entitled “The Potential of Open Data Use”](#). On this occasion, it was highlighted that open data represents a significant yet still underutilised potential for the business sector. Through an open dialogue with company representatives, concrete challenges faced in practice were identified, as well as numerous opportunities that high-quality, accurate and accessible data can provide for the development of new products, services and business models.



CHALLENGES

- ✘ **The activity of establishing the Council for FAI has been delayed.** Namely, the Law on Free Access to Information was adopted at the end of 2025, after which the preparation of by-laws commenced, as well as the organisation of training for civil servants in order to act in accordance with the new legal provisions.

V POLICY PLANNING WITH AND FOR CITIZENS

During 2025, through the implementation of the fifth strategic objective, progress was achieved in improving the quality of public policies, while strengthening their transparency and their basis in analytical and evidence-based data. Consultation processes have been improved, enabling a higher level of involvement of interested stakeholders in the development of public policies. At the same time, the focus remains on strengthening the link between medium-term budget planning and strategic planning, as well as sectoral policies, through the further development of an integrated strategic management system. A particular contribution has been made in the area of improving Regulatory Impact Assessment (RIA), which, with the aim of increasing transparency and accessibility of information, is regularly published on the eGovernment portal.

Namely, with the aim of further strengthening the data-driven planning system and ensuring the consistent application of established methodological standards, a significant improvement was achieved **in 2025 in the alignment of new strategic documents with the prescribed criteria**. According to data from the total number of opinions issued by the Sector for Strategic Planning and Policy Coordination of the Government (General Secretariat of the Government), **83.33%**³¹ of new strategic documents are fully aligned with the methodology. Compared to 2024, when this percentage stood at 66.66%, an improvement is evident in the quality of preparation of strategic documents and the more consistent application of methodological requirements.

At the same time, with regard to the **application of established methodological criteria in the process of reporting on the implementation of strategic documents and the quality of the reports themselves, a slight decrease of 0.36% was recorded in 2025**, with the value of this indicator now standing at 58.46%³². Despite this minor decline, a stable level of compliance has been maintained, with recognised scope for further improvement in the quality of reporting in the forthcoming period.

Additionally, in 2025, a **significant step forward was made in the area of the evaluation of strategic documents**. As a result of the continuous increase in understanding of the importance of evaluation processes within ministries, **the percentage of strategic documents for which an evaluation has been conducted increased from 62% to 80%**. This progress confirms the growing practice of systematic monitoring of the effects of implemented policies and represents an important foundation for further improving the quality of planning, as well as for shaping public policies that are more strongly based on results and the actual needs of citizens.

At the same time, it remains a **challenge to ensure complete and reliable data with regard to indicators relating to the percentage of ministries whose annual work programmes contain clearly defined objectives and measurable indicators, as well as the percentage of annual work reports that present results in relation to the set objectives and indicators**. In 2025, the situation remained unchanged compared to 2024, and these data are not available, primarily due to delays in finalising the methodological framework for medium-term planning of the work of the Government and ministries, with defined links between plans and the budget. This has resulted in limited possibilities for a more systematic and comprehensive approach to establishing work programmes with clearly defined objectives and precisely defined, measurable indicators.

In addition, in 2025, the Government adopted the [Report on the implementation of the Decree on the selection of representatives of non-governmental organisations to working bodies of state administration authorities and on the conduct of public consultations in the preparation of laws and strategies for 2024](#), which, **for the first time, includes an analysis of gender equality in the public consultation process**. During the reporting period, the preparation of 143 acts was initiated or completed, of which 121 were laws and strategies (96 laws and 25 strategies), while the remaining acts relate to by-laws, analyses and other documents. Early-stage consultations were conducted for 39 acts (32.23%), **public consultations for**

³¹ The value achieved in 2025 was calculated on the basis of the total number of opinions issued by the Sector for Strategic Planning and Policy Coordination of the Government (GSG) in 2025, **relating only to draft strategies and programmes**, in accordance with the new templates for the assessment of strategic documents, in force since March 2023.

³² The value achieved in 2025 was calculated on the basis of the total number of opinions issued by the Sector for Strategic Planning and Policy Coordination of the Government (GSG) in 2025 **on annual and final reports on the implementation of strategic documents**, in accordance with the new templates for the assessment of strategic documents, in force since March 2023.

78 acts (64.46%), while 9 acts (7.44%) were exempted. The report also demonstrates an improved approach to inclusiveness and transparency in the preparation of acts, with particular emphasis on strengthening gender equality in decision-making processes.

In 2025, the **system of strategic planning at the level of ministries was further strengthened**, thereby reinforcing the institutional framework for the coordination and implementation of public policies. The **percentage of ministries with established organisational units for strategic planning stands at 40%**, representing a significant increase compared to 24% in 2024. Organisational units for strategic planning have been established in the Ministry of Culture and Media, the Ministry of Diaspora, the Ministry of Public Administration, the Ministry of Finance, the Ministry of Regional and Investment Development and Cooperation with NGOs, the Ministry of Health, the Ministry of Tourism, the Ministry of Spatial Planning, Urbanism and State Property, the Ministry of the Interior, and the Ministry of Defence. This progress confirms the continuous strengthening of administrative capacities, although challenges remain, particularly in relation to long-term financial sustainability. At the same time, the **percentage of ministries with members of the Network of Civil Servants for Strategic Planning remains at 100%, as in the previous year**, through participation in the work of the Commission for Monitoring the Implementation of the Medium-Term Government Work Programme 2024–2027 and annual work programmes, thereby ensuring continuity, coordination and stability in the implementation of planning documents.

It is essential to emphasise the role of Regulatory Impact Assessment (RIA) in the development of policies for citizens. **The scope and capacities for regulatory impact assessment have been significantly improved**, enabling decision-making that is of higher quality, more transparent, and better aligned with the real needs of citizens. Through this approach, citizens gain a genuine role in shaping policies that directly affect their lives, while **regulations become more functional, relevant and effective in responding to societal challenges**. Progress in this area further strengthens trust in institutions and directly contributes to improving everyday life and raising overall societal standards.


A tabular overview of performance indicators follows:



OPERATIONAL OBJECTIVE 5.1 Strengthening a data-driven planning system that leads to the development of sustainable policies and the achievement of Government priorities							
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Percentage of new strategic documents fully aligned with methodological criteria	69% (2020)	50%	76.33%	66.66%	83.33% ³³		80%
Percentage of reports on the implementation of strategic documents fully aligned with the methodology	52% (2020)	38%	51.06%	58.82%	58.46% ³⁴		70%
Percentage of ministries whose annual work programmes contain clearly defined objectives and indicators	18% (2019)	0%	0%	0%	0% ³⁵		100%
Percentage of ministries whose annual work reports present results based on the defined objectives and indicators	0%	0%	0%	0%	0%		100%
Percentage of strategic documents for which an evaluation has been conducted	The baseline value will be determined following the	31%	60%	62%	80%		60%



³³The value achieved in 2025 was calculated on the basis of the total number of opinions issued by the Sector for Strategic Planning and Policy Coordination of the Government (GSG) in 2025, relating only to draft strategies and programmes, in accordance with the new templates for the assessment of strategic documents, in force since March 2023.

³⁴ The value achieved in 2025 was calculated on the basis of the total number of opinions issued by the Sector for Strategic Planning and Policy Coordination of the Government (GSG) in 2025 on annual and final reports on the implementation of strategic documents, in accordance with the new templates for the assessment of strategic documents, in force since March 2023.

³⁵ The process of adopting the new Methodology for Medium-Term Planning of the Work of the Government and ministries is ongoing. Its adoption will enable the development of medium-term plans based on clear criteria.

	completion of the analysis						
Percentage of public policy consultations conducted in accordance with the legal framework and SIGMA principles, in relation to the number of acts adopted by the Government that are subject to public consultations	0	23.1%	32.86%	N/A	N/A ³⁶		100%

OPERATIONAL OBJECTIVE 5.2		Enhancing institutional coordination for stronger public policy outcomes					
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Percentage of ministries with established organisational units for strategic planning	30% (2021)	22.2%	26.3%	24%	40% ³⁷		100%
Percentage of ministries with members of the Network of Civil Servants for Strategic Planning	50% (2021)	87.5%	89.5%	100%	100% ³⁸		100%

OPERATIONAL OBJECTIVE 5.3		Increasing the scope and strengthening capacities for the implementation of RIA					
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	VALUE FOR 2024	VALUE FOR 2025	TREND	TARGET VALUE 2026
Percentage of laws for which the Standard Cost Model (SCM) is applied in RIA	18% (2020)	18.5%	18.75%	27.04%	N/A ³⁹		30%
Percentage of high-quality RIAs in relation to the total number of RIAs submitted for opinion to the Ministry of Finance and Social Security (MFSS)	68.72% (2020)	82.49%	83.15%	89.86%	N/A ⁴⁰		88%

³⁶ The Report on the implementation of the Decree on the selection of representatives of NGOs to working bodies of state administration authorities and on the conduct of public consultations in the preparation of laws and strategies for 2025 is planned under the Work Programme of the Government of Montenegro for the second quarter of 2026.

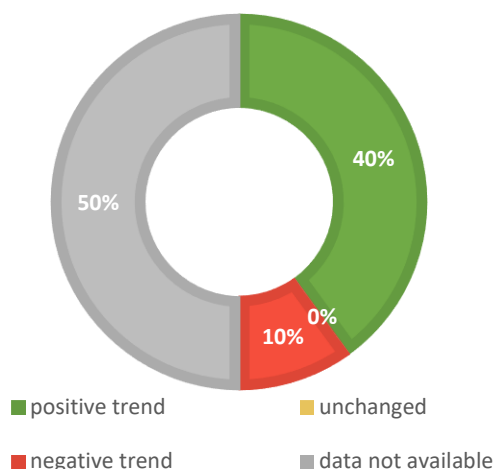
³⁷ The Ministry of Culture and Media, the Ministry of Diaspora, the Ministry of Public Administration, the Ministry of Finance, the Ministry of Regional and Investment Development and Cooperation with NGOs, the Ministry of Health, the Ministry of Tourism, the Ministry of Spatial Planning, Urbanism and State Property, the Ministry of the Interior, and the Ministry of Defence.

³⁸ Within the framework of membership in the Commission for Monitoring the Implementation of the Medium-Term Government Work Programme 2024–2027 and annual work programmes.

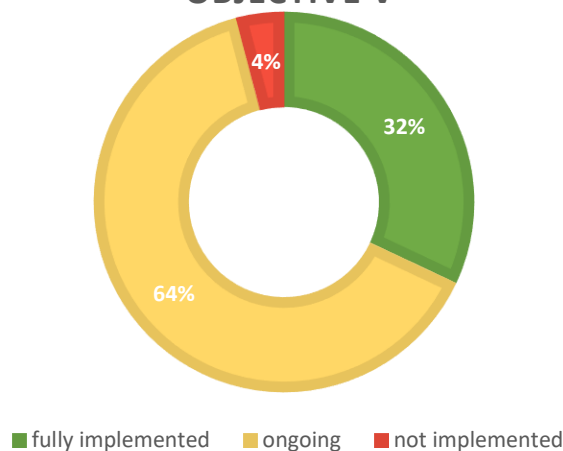
³⁹ The preparation of the Report on the quality of RIA implementation is ongoing. As in previous years, its adoption by the Government of Montenegro is planned for the end of April.

⁴⁰ The preparation of the Report on the quality of RIA implementation is ongoing. As in previous years, its adoption by the Government of Montenegro is planned for the end of April.

INDICATOR TRENDS – STRATEGIC OBJECTIVE V



ACTIVITIES – STRATEGIC OBJECTIVE V



ACHIEVEMENTS

- ✓ The content of the revised **Methodology for policy development**, the preparation and monitoring of the implementation of strategic documents has been defined, in the segment relating to the planning of financial resources within strategic documents, whereby a **link has been established with programme-based budgeting**. Namely, Recommendations for the improvement of the Methodology were defined in September, and the first draft of the revised Methodology was prepared in December 2025.
- ✓ In the direction of data-driven planning that leads to the development of sustainable policies and the achievement of Government priorities, **an overview/database of available gender-disaggregated indicators has been developed**. A total of **404 gender-disaggregated indicators** that are currently available have been identified.⁴¹
- ✓ Through amendments to the [Rules of Procedure of the Government of Montenegro](#)⁴², it has been defined that draft laws are to be submitted to the General Secretariat of the Government (GSG) for opinion from the perspective of preventing the proliferation of strategic documents.
- ✓ By adopting [amendments to the Rules of Procedure of the Government](#), a **procedural obligation has been introduced to submit reports on conducted evaluations of strategic documents**.
- ✓ [The Report on the implementation of the Decree on the selection of representatives of non-governmental organisations and the conduct of public consultations in the process of preparing laws and strategies was adopted at the session of the Government of Montenegro on 16 September 2025](#). The Report contains a detailed analysis, including visual presentations of key data, thereby providing the public with a transparent and clear overview of the results of the process. **For the first time, this Report includes an analysis of gender equality** in the public consultation process, and its text is gender-sensitive. During the reporting period, **the preparation of 143 acts was initiated or completed**, of which 121 were laws and strategies (96 laws and 25 strategies). Early-stage consultations were conducted for 39 acts, or 32.23% (34 laws and 5 strategies), and public consultations for 78 acts, or 64.46% (61 laws and 17 strategies), while 9 acts were exempted from public consultation. **A total of 86 calls for the participation of NGO representatives in working bodies were published**, of which 49



⁴¹ An inquiry regarding the database of gender-disaggregated indicators can be sent to the email: almedina.vukic@gsv.gov.me.

⁴² Official Gazette of Montenegro, No. 43/2025, dated May 7, 2025.

candidates were selected. Reports on conducted consultations were submitted for 35 laws and 15 strategies, while the functionalities of the eGovernment portal were not fully utilised. **Out of 78 public consultations, 49 were held in accessible premises.** The participation of women and men was approximately balanced. In addition, a **new eGovernment portal** has been established, enabling the publication of public calls and the conduct of consultations and public debates, as well as electronic participation of the interested public and non-governmental organisations in these processes.

- ✓ [The Instruction on conducting Regulatory Impact Assessment and preparing Regulatory Impact Assessment reports](#) was amended and published in the Official Gazette of Montenegro on 5 January 2026.
- ✓ [A specific format of the RIA Report for strategies, programmes and action plans has been adopted](#) and forms an integral part of the Instruction.
- ✓ **The Ministry of Finance, in cooperation with the Human Resources Administration**, organised [a workshop on the methodology and practice of preparing Regulatory Impact Assessments \(RIA\)](#), attended by representatives of several organisational units of the Parliament of Montenegro Service. Through a detailed overview of key principles and techniques for conducting RIA, representatives of the expert services of the Parliament of Montenegro had, over the course of a three-day programme, the opportunity to examine all aspects of RIA analysis and the methodology on which the Ministry of Finance bases its work in preparing this key regulatory tool, which provides empirical data and comprehensive analysis. In addition, **consultations were held regarding the new Instruction on RIA, and all proposed suggestions were accepted.**
- ✓ In cooperation with the Parliament, **training sessions were conducted** on the following topics: Economic Analysis (15 participants), Fiscal Analysis (13 participants), and Introduction to Regulatory Impact Assessment (21 participants).



ONGOING IMPLEMENTATION

- **A package of documents linking the medium-term and annual Government work programmes, strategic documents, the preparation and reporting of the programme-based budget was developed** in Q4 2025: proposed amendments to the Law on the Budget, improvements to the structure of fiscal guidelines, stronger links with investment planning, a revised budgeting calendar, and proposed amendments to the draft Manual for the Medium-Term Budgetary Framework and the Manual for Programme-Based Budgeting, as well as an amended budget circular.
- **The redesign of the website javnepolitike.me** is ongoing.
- **A draft set of Guidelines has been prepared, including explanations on the mechanisms and procedures for policy coordination and policy development within ministries.** Following their adoption, the function of policy coordination will be defined through acts on the internal organisation and systematisation of ministries.
- Activities relating to the development of a **list of standard costs** for the preparation of strategies, the analysis of possibilities for **technical integration of IT tools for programme-based budgeting with the ISPI system**, the delivery of **training for civil servants** involved in the preparation of laws and strategies on **standards for conducting public consultations**, and the effective **use of e-platforms** for public participation in policy-making, are planned for the last two quarters of 2026 and, therefore, have not yet been due for reporting.
- Activities aimed at formalising the **Network of Civil Servants for Strategic Planning** are ongoing.
- Training on the application of regulatory cost assessment techniques and the analysis of long-term fiscal implications of regulations is being continuously delivered. During 2025, **a total of 57 civil**

servants were trained: 32 at the central level and 25 at the local level, within the **RIA trainers programme**.

- **The preparation of the Report on the quality of RIA implementation is ongoing.**⁴³
- **The first draft of a mandatory opinion for the analysis and provision of feedback on the quality of RIA** has been prepared, in accordance with the new Instruction, and will be applied from 1 January 2027.
- **The Ministry of Finance adopted a decision on the establishment of the Consultative Body for RIA on 25 December 2025**, as a precondition for holding meetings at which key issues in the field of RIA will be discussed.

CHALLENGES

- ✘ It is necessary to finalise the **Methodology** for Medium-Term Planning of the Work of the Government and ministries, with clearly defined links between plans and the budget, as a prerequisite for delivering training on the preparation of **medium-term work programmes of ministries for the 2026–2028 cycle**.
- ✘ **The use of the eParticipation and ePetitions portals** as platforms for citizen participation in policy-making remains limited and without significant effect; therefore, it is necessary to prepare an analysis of the reasons for their underuse, including recommendations for overcoming the already identified challenges based on user experience, as well as to ensure the implementation of the recommendations arising from the analysis. The promotion of good practices of public participation in the policy-making process is also required.

IV BUDGET

The Public Administration Reform Strategy 2022–2026 is financed from the budgets of the institutions responsible for the reform objectives and activities, thereby ensuring the financial and fiscal sustainability of its implementation.

For the implementation of activities envisaged under the Action Plan for the period 2025–2026, financial resources in the total amount of €3,996,700 have been planned. Of this amount, €2,449,500 has been planned for 2025, while €1,547,200 has been planned for 2026.

A significant portion of the activities under the Action Plan 2025–2026 is also implemented in cooperation with international partners and donors. Thus, for 2025, a total of €2,449,500 has been planned for the implementation of activities, of which €1,491,500 is financed from the Budget of Montenegro, while €958,000 is planned through donor support.

For the activities implemented during 2025, funds in the total amount of **€1,132,334** have been spent.

4.1 EU SUPPORT TO PUBLIC ADMINISTRATION REFORM

Sector Budget Support

Support for the implementation of the Public Administration Reform Strategy (PARS) 2022–2026 and the Public Financial Management (PFM) Programme 2022–2026 has been provided by the European Union through IPA III, namely through the Sector Budget Support (SBS) instrument defined in the Action Document – *EU for Public Administration Reform*, in the amount of €16.6 million. Of this amount, €13.1 million is planned as direct financial support to the budget, while €3.5 million is allocated as

⁴³ The adoption of the Report for 2025 is planned for April 2026.

complementary support for the implementation of reform processes. The objective of this action is to improve the quality of life of citizens and enhance economic growth by creating a professional, functional and digitalised public administration that is accessible to all citizens.

Complementary support within the sector budget support for public administration reform further strengthens the achievement of defined objectives through the implementation of specific projects. Within IPA III, this support is delivered through three key projects, which are being implemented according to the expected timeline:

- EU4PA – Technical Assistance to Montenegro in the Area of Public Service Delivery and Human Resource Management
Project value: €1.3 million

Implementation period: November 2023 – November 2026

Objective of the project: to build an efficient, accountable and transparent public administration that delivers high-quality services to citizens and businesses.

The project consists of two components: improvement of the civil service system and service delivery. The current focus is on the development of a competency framework for all civil servants and state employees.

- Support to coordination, monitoring and reporting on the implementation of the Public Administration Reform Strategy and the Public Financial Management Reform Programme 2022–2026

Project value: €700,000

Implementation period: September 2023 – September 2026

Objective of the project:

In the previous period, the project focused on improving the work of the Coordination Team for the implementation of public administration reform, enhancing negotiations with the European Commission, strengthening donor coordination, monitoring, and developing capacities for transparency in public administration reform. Particular attention has been devoted to the development of annual reports and results-based reporting.

- EU4PFM – EU for Public Financial Management (PFM) in Montenegro

Project value: €1.5 million

Implementation period: November 2024 – November 2027

Objective of the project: to contribute to increasing the efficiency, effectiveness and transparency of public financial management in Montenegro, in line with European Union requirements. The project consists of three components:

Component 1 – Improved governance, implementation, reporting and communication related to the Public Financial Management Reform Programme (PFM RP);

Component 2 – Strengthened budget transparency, with enhanced linkages between the fiscal framework, budget planning and policy development;

Component 3 – Strengthened and more efficient financial control and audit systems.

- PA4EU - Support to the Public Administration Training Programme
Currently in the tendering phase.

Given their importance, the SBS indicators will be the subject of a separate Report on financial support to public administration reform for 2025, which is planned under the Work Programme of the Government of Montenegro for the second quarter. This report will provide a detailed overview of the results achieved, identify potential challenges, and propose further steps to improve the reform process, thereby ensuring transparency and accountability in the implementation of public administration reform.

In line with the good practice established in the previous year, the Ministry of Public Administration (MPA), as the coordinator of this process, continued to hold regular meetings of the Working Group for monitoring the fulfilment of indicators, with particular emphasis on the preparation of the Request for disbursement of the second tranche under this mechanism, i.e. the first variable tranche. Following the phase of data collection, verification sources and other supporting documentation, the Request for

disbursement was submitted to the Delegation of the European Union in September 2025, and the transfer of this tranche is expected in Q2 2026.

A table of SBS indicators follows:

Indicator	Target value Year 3 (2024)	Target value Year 5 (2026)
Number of institutions with an introduced quality management system ready for certification procedure	At least 5 institutions (compared to the baseline) with an introduced quality management system ready for certification procedure	At least 15 institutions (compared to the baseline) with an introduced quality management system ready for certification procedure
Share of strategic documents linked to programme-based budgets	At least 50% of adopted strategies have an Action Plan whose budget is linked to the national programme-based budget in accordance with the Methodological Guidelines for Costing Government Strategies (ReSPA)	At least 80% of adopted strategies have an Action Plan whose budget is linked to the national programme-based budget
Share of ministries delegating financial management and internal control to senior management in accordance with the relevant Decree	At least 50% of ministries	At least 80% of ministries
Improved transparency of public finances	Semi-annual and annual budget performance reports prepared and published, including gender indicators	Macroeconomic guidelines (medium-term budget frameworks) include medium-term programme-based policy information, non-financial performance information and expenditure plans
Average number of qualified candidates per vacancy announcement and public competition	Public announcements: 7 Public competitions: 4	Public announcements: 9 Public competitions: 6
Duration of the recruitment procedure in two pilot sectors from the moment of adoption of the Decision to initiate recruitment to the decision on employment (baseline: approx. 12 months)	6 months <i>*Target value Year 4 (2025)</i>	4 months
Recruitment of civil servants in two pilot sectors based on the adopted Recruitment Plan and competency framework	Recruitment Plan established for two pilot sectors defining at least 100 new/additional recruitments Competency Framework established for all civil servants <i>*Target value Year 4 (2025)</i>	90% of staff identified in the Recruitment Plan for the two pilot sectors are recruited, and all recruitments are conducted using the Competency Framework
Share of capital projects with cost-benefit analysis prepared in accordance with the new methodology	New methodology for cost-benefit analysis approved in line with best international standards	At least 50% of total capital projects included in the annual national budget have a cost-benefit analysis prepared in accordance with the new methodology

4.1.1. Coordination of Donor Support

In May 2025, a [donor coordination meeting](#) was organised by the Ministry of Public Administration with representatives of the diplomatic corps and international partners, with the aim of presenting the results achieved in the area of public administration reform and defining priorities for the forthcoming period. The meeting served as a platform for enhancing the coordination of international support and exchanging information on key reform initiatives, including the digital transformation of public administration, the strengthening of institutional capacities, and cooperation with civil society. Particular focus was placed on aligning donor activities with the priorities of public administration reform and Montenegro's EU accession process.



During this event, the document [Donor Support Mapping](#) was also shared, developed by the Directorate for Strategic Planning in Public Administration, International Cooperation and IPA Funds, which provides an overview of all ongoing projects financed from various sources, including the EU Delegation (DEU), the Central European Free Trade Agreement (CEFTA), ReSPA, OECD/SIGMA and other organisations. In addition, an overview of priority reform activities and the needs for support from international partners was developed and shared, with the aim of better aligning donor initiatives with the strategic priorities of public administration reform and Montenegro's EU accession process.

V RECOMMENDATIONS

STRATEGIC OBJECTIVE I - Organisation and functioning of public administration in line with citizens' needs

MPA (Ministry of Public Administration)

- Intensify activities aimed at establishing the Draft Law on Public Institutions.
- Implement the upgrade of the JIS system with a module for self-assessment by businesses, following the provision of the necessary financial resources and the stabilisation of the integration of new inspections into the system.
- Ensure the strengthening of human resource capacities of the Administrative Inspection.
- Intensify the implementation of normative activities aimed at improving the efficiency of the functioning of local self-government units.

AMRRS (Agency for Amicable Settlement of Labour Disputes)

- Initiate intensified communication and cooperation within the working body in order to strengthen inter-institutional cooperation with the aim of preventive action to reduce budgetary costs arising from labour disputes.

PPLI (Protector of Property and Legal Interests)

- It is recommended that the Protector of Property and Legal Interests, in cooperation with the Ministry of Public Administration, initiates activities to establish the technical conditions that will enable the filtering of cases related to labour disputes through the EDMS platform.

ALL SECTORS

- Ensure the implementation of the recommendations of the Protector of Property and Legal Interests and the Protector of Human Rights and Freedoms – Ombudsman.

STRATEGIC OBJECTIVE II – Citizens and businesses use high-quality public administration services

MPA

- It is necessary to accelerate preparatory activities related to the development of a roadmap for amendments to the normative framework and the provision of technical and IT preconditions for the establishment of e-delivery.
- It is recommended that the Department for Information Systems Audit within the Ministry of Public Administration intensifies activities related to organising workshops for the State Audit Institution, with the aim of introducing the advisory function within information systems audit, as well as raising awareness of the importance of information systems audit.
- It is recommended that the Department for Information Systems Audit within the Ministry of Public Administration intensifies activities related to the development of a software module for planning information systems audits.

ALL SECTORS

- Ensure greater involvement of management in the promotion and application of quality management models.
- Intensify inter-ministerial coordination in the process of developing new e-services.

STRATEGIC OBJECTIVE III Professional public administration**HRMA and MF**

- Intensify activities aimed at establishing electronic linkage between human resource planning and the Budget through the Central Personnel Registry (CPR), in order to enable the Ministry of Finance to provide approval for allocated funds for the implementation of the Human Resources Plan in electronic form.

HRMA

- Ensure the technical conditions for the introduction of a new system for electronic submission of applications by candidates to vacancy announcements and competitions, through the development of an e-application system.

MPA

- Improve the control of data quality within the HRMIS (Human Resources Management Information System) through strengthened inspection oversight of HRMIS data.

GSG (General Secretariat of the Government)

- Improve the analysis of the impact of proposed organisational changes, with a focus on the justification for the establishment of new bodies or the merger/abolition of existing ones.

STRATEGIC OBJECTIVE IV Transparent and open public administration**AZLP (Agency for Personal Data Protection and Free Access to Information)**

- Intensify activities aimed at improving the functioning of the AZLP information system and the publication of data.

ALL SECTORS

- Ensure consistent and timely responses to requests in accordance with the Law on Free Access to Information, with the aim of reducing the number of citizen complaints.

STRATEGIC OBJECTIVE V Policy planning with citizens and for citizens**GSG**

- It is necessary to finalise the revised Methodology for Medium-Term Planning of the Work of the Government and ministries in 2026 and to prepare the document for sharing with stakeholders.
- Align the delivery of training for the preparation of medium-term work programmes of ministries with training on programme-based budgeting/medium-term budgetary framework.
- It is necessary to link the database of gender-disaggregated indicators with the javnepolitike.me portal, following its reactivation.
- It is recommended to intensify activities related to the adoption of the Guidelines/Information on the establishment of the policy coordination function in ministries at a Government session.
- Distribute the guidelines following the adoption of the Information on the establishment of the policy coordination function within ministries.

GSG and MF

- The draft Guidelines, including explanations on the mechanisms and procedures for policy coordination and policy development in ministries, should be aligned with the provisions of the new Law on Budget and Fiscal Responsibility, which is currently under preparation (the part relating to policy coordination in relation to programme-based budgeting).






MF

- Ensure greater involvement of all proposers of regulations in the use and application of Regulatory Impact Assessment (RIA).

MPA

- Intensify the preparation of an analysis of the reasons for the underuse of the ePetitions and eParticipation portals, including recommendations for overcoming already identified challenges based on user experience.
- Ensure more effective use of the eParticipation and ePetitions portals as platforms for citizen participation in policy-making.



VI TABLE ON THE IMPLEMENTATION OF THE ACTION PLAN 2025–2026 FOR THE YEAR 2025
STRATEGIC OBJECTIVE I – ORGANISATION AND FUNCTIONING OF PUBLIC ADMINISTRATION IN LINE WITH CITIZENS' NEEDS

Operational objective 1.1		Functional public administration with effective oversight of its work and the application of the concept of managerial accountability					
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value 2026
Amount of funds forcibly collected in labour cases represented by the Protector of Property and Legal Interests	10,412,089 €	15,226,148.67 €	14,143,973.40€	18,803,866.30 €	23,707,035.97 ⁴⁴		-3% compared to the baseline value
Percentage of institutions in which a reporting system has been established at the level of outcome and objective indicators, enabling the monitoring of results achievement in line with programme-based budget performance indicators	The system has not been established	The indicator will be monitored through Indicator 45	The indicator will be monitored through Indicator 45	The indicator will be monitored through Indicator 45	The indicator will be monitored through Indicator 45		100% of ministries have established outcome reporting 50% of administrative authorities and public institutions
Average duration of administrative disputes before the Administrative Court	17 months	17.7 months	17.2 months	19.2 months	26.3 months		6 months
Percentage of recommendations implemented by public administration bodies based on the Report of the Protector of Human Rights and Freedoms – Ombudsman	19.88%	19.3 %	53.1 %	52.5%	N/A ⁴⁵		Over 60% of recommendations implemented
Percentage of ministries delegating authority for financial management and internal control to senior management in accordance with the relevant Decree	8.3%	28%	N/A	42%	56% ⁴⁶		80%

⁴⁴ Note: The presented total outflow is not fully accurate, as it also includes funds related to enforced collection, due to the fact that state authorities do not act upon final and legally binding decisions. Therefore, only part of the amount relates to the decisions themselves, while the other part refers to the costs of enforced collection. The Treasury system does not allow for separation by individual items.

⁴⁵ The value of the indicator will be available in the Report of the Protector of Human Rights and Freedoms – Ombudsman.

⁴⁶ At the beginning of 2025, the Ministry of Finance collected information on the delegation of powers within ministries. Based on the submitted decisions and official correspondence, it was established that 56% of ministries had delegated powers, which is an increase of 14% compared to the data from June 2024.

Number of administrative authorities over which administrative oversight has been exercised by the competent ministry	0	0	N/A	N/A	N/A ⁴⁷		50%
Percentage of laws aligned with the Law on State Administration	66.7 %	83.3%	83.%	100%	83.3% ⁴⁸		100%

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
1.1.1	Preparation of the Draft Law on the Government	Draft Law adopted by the Government	MPA	I Q 2025	IV Q 2025	IMPLEMENTED Draft Law on the Government adopted at the session held on 19 February 2026		5,000 €		Budget of Montenegro	SDG 16	
1.1.2	Adoption of the Law on Public Institutions	Draft Law on Public Institutions adopted	MPA	I Q 2025	IV Q 2025	ONGOING IMPLEMENTATION The working group has prepared the Draft Law on Public Institutions, which, for the first time in Montenegro, regulates issues related to the establishment of public institutions at the central and local levels, the selection and requirements for members of governing bodies, the establishment of employment relationships and the status of employees, oversight of the work of these institutions, as well as other important issues in this area.		18,000 €		Budget of Montenegro	SDG 16	
1.1.3	Adoption of the Law on Management, Internal Control and Internal Audit	The Law on Management, Internal Control and Internal Audit adopted	MF	I Q 2025	II Q 2025	IMPLEMENTED The Law on Management, Internal Control and Internal Audit ⁴⁹ was adopted by the Parliament of Montenegro at the session held on 30 July 2025.		5,000€	/	Budget of Montenegro	SDG 16	
1.1.4	Preparation of the Analysis of managerial accountability in public	– Analysis prepared with recommendations for improving managerial accountability – Roadmap developed for	MF	I Q 2025	III Q 2025	IMPLEMENTED Information on managerial accountability in public administration, including a roadmap for implementation, has been prepared and adopted at the session of		20,000€	20,000€	Project „EU4PFM in Montenegro“	SDG 16	

⁴⁷ The methodology has not been developed and, accordingly, no administrative oversight has been carried out.

⁴⁸ With regard to this indicator, it should be noted that out of 18 laws, 15 have been aligned, while for two laws in the maritime sector it is necessary to carry out terminological alignment of the names of administrative authorities, and the Law on Electronic Communications has not been aligned with the transitional provision of the Law on State Administration concerning the status of the Agency for Electronic Communications and Postal Services.

⁴⁹ (“Official Gazette of Montenegro”, No. 89/2025).

	administration and development of a roadmap for implementation	the implementation of the concept of managerial accountability				the Government held on 16 October 2025.						
1.1.5	Implementation of the process of assessing the quality of management and internal controls in selected institutions and, where necessary, updating the established regulatory framework in this area	Reports on the quality assessment prepared, including recommendations for improvement, for at least five budget users	MF	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The assessment of the quality of management and internal control is conducted on an annual basis. However, amendments to the regulatory framework governing management and internal control in the second half of 2025 resulted in the inability to implement it by the end of the year; therefore, conducting the assessment of the quality of management and internal control for 2025 was not considered appropriate. This activity will be carried out during 2026 in accordance with the amended regulatory framework.	/		Budget of Montenegro	SDG 16		
1.1.6	Delivery of training for managers and employees on managerial accountability, delegation and internal reporting	– At least 3 training sessions organised – At least 50 managers and employees trained	MF	I Q 2025	IV Q 2026	IMPLEMENTED During 2025, a total of 11 training sessions were held, attended by 173 civil servants. The training sessions covered the following topics: reporting in the public sector, risk management, detection and handling of notifications of suspected irregularities and fraud, and managerial accountability. In addition, two conferences were organised on the topics of managerial accountability and delegation of authority.	25,000€	25,000€	Project “Support to coordination, monitoring and reporting of PAR and PFM”	SDG 16		
1.1.7	Organisation of training for internal auditors in order to enhance their skills for assessing the implementation of managerial accountability	At least 40 internal auditors trained in skills for assessing the implementation of managerial accountability	HRMA MF	I Q 2025	IV Q 2026	IMPLEMENTED During 2025, a total of 12 workshops (for four groups of internal auditors) were held on the topics: “Application of the new Global Internal Audit Standards – Domain III, Domain IV and Domain V”. In addition, in September 2025, in cooperation with the CEF, a two-day workshop entitled “Implementation of the Global Internal Audit Standards for internal auditors” was organised, attended by more than 50 internal auditors from the public sector in Montenegro. Two conferences were also	13,000 €	15,000 €	Budget of Montenegro; Project “Support to coordination, monitoring and reporting of PAR and PFM”; IPA project EU4PFM	SDG 16		

						held on the topics of managerial accountability and delegation of authority.						
1.1.8	Upgrade of the Register of State Authorities and Institutions at the central and local levels	– Register of local self-government bodies, local administration authorities, specialised and expert bodies, and public services established by local self-government upgraded	MPA UoM LSGU	I Q 2025	II Q 2025	IMPLEMENTED The Register has been improved in terms of programme code as well as design, which has been aligned with the unified design of public administration websites. The process of data entry by the coordination teams of local self-government units is ongoing. In this regard, the Ministry of Public Administration organised an online training for these coordination teams related to the process of entering data into the Register.		/		Budget of Montenegro	SDG 16	
1.1.9	Upgrade of the Unified Inspection Information System (JIIS) with a module enabling self-assessment by businesses (entities subject to inspection) through the completion of checklists and their direct submission to the database	– ToR developed for the required upgrade – Tender for the upgrade of the JIIS published – New module within the JIIS developed	MPA	II Q 2025	IV Q 2026	ONGOING IMPLEMENTATION During the planning period, there was a shift in priorities due to the integration of new inspection bodies into the Unified Inspection Information System (JIIS). Current priority activities are focused on upgrading the JIIS in terms of its interoperability with the information systems already used by these inspections, which are necessary for the performance of their competences in line with relevant European Union directives.	Not defined.	60,000 €		Budget of Montenegro	RA 24-27 SDG 16	The implementation of the upgrade of the JIIS with a self-assessment module for businesses will be considered in the next planning period, following the provision of the necessary financial resources and the stabilisation of the integration of new inspections into the system.
1.1.10	Strengthening the human resource capacities of the Administrative Inspection	– At least six training sessions for officials of the Administrative Inspection delivered – Increased number of employees in the Administrative Inspection	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION In line with the planned schedule, six training sessions were delivered for officials of the Administrative Inspection Department. The number of administrative inspectors has remained unchanged, even after the		70,000 €		Budget of Montenegro Project UNDP UK	SDG 16	

						filling of vacancies. ⁵⁰						
1.1.11	Improvement of the reporting system on the work of the Administrative Inspection	- The methodology for the preparation of the annual report on the work of the Administrative Inspection has been improved to include detailed information on repeated inspections, as well as on the outcomes and results of the conducted inspections	Administrative Inspection	II Q 2025	IV Q 2025	IMPLEMENTED The methodology for the preparation of the annual report on the work of the Administrative Inspection has been improved to include information on repeated inspections, as well as on the outcomes of inspection supervision.		No additional funds required		Budget of Montenegro UNDP UK Project	SDG 16	
1.1.12	Development of inspection checklists for the Administrative Inspection	Inspection checklists for the Administrative Inspection have been developed	Administrative Inspection	I Q 2025	IV Q 2025	IMPLEMENTED During 2025, a total of 10 inspection checklists were developed in accordance with the Work Plan of the Administrative Inspection Department for 2025.		No additional funds required		Budget of Montenegro UNDP UK Project	SDG 16	
1.1.13	Promotion of the mechanism for the amicable settlement of labour disputes	Promotion of the arbitration procedure in labour disputes	Agency for Amicable Settlement of Labour Disputes (AMRRS)	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION A workshop entitled "The Need to Promote the Resolution of Labour Disputes through Arbitration" was held. The preparation of brochures and promotion through the media are planned for the second quarter of 2026.		10,000 €		Budget of Montenegro Donor funding	SDG 16	
1.1.14	Strengthening inter-institutional cooperation with the aim of preventive action to reduce budgetary costs arising from labour disputes	Establishment of a Working Body composed of representatives of the Agency for Amicable Settlement of Labour Disputes (AMRRS), the Protector of Property and Legal Interests of Montenegro (PPLI), the Basic Court in Podgorica, the Ministry of Finance and the Ministry of Public Administration, with the	AMRRS	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION A working body has been established.		5,000 €		Budget of Montenegro Donor funding	SDG 16	

⁵⁰ In the first quarter of 2025 and the first quarter of 2026, two inspectors were recruited, resulting in 6 out of the 10 systematised posts being filled. It should be noted that two administrative inspectors left the Administrative Inspection Department in December 2024 and December 2025, respectively, due to career advancement.

		aim of preparing an analysis of the procedure for the amicable settlement of labour disputes in the public sector										
1.1.15	Improvement of the reporting structure of the Protector of Property and Legal Interests	Enabling the filtering of cases related to labour disputes through the EDMS platform; further improvement of the report to include a comprehensive assessment of the situation, as well as recommendations for improving the work of the authorities most frequently involved in court proceedings, and, in line with these recommendations, the definition of Government conclusions that will be binding for the relevant institutions	Protector of Property and Legal Interests (PPLI)	I Q 2025	IV Q 2025	NOT IMPLEMENTED The EDMS still does not allow for filtering by type of dispute or case, nor by financial amounts.		2,000 €		Budget of Montenegro	SDG 16	
1.1.16	Strengthening the capacities of the Protector of Property and Legal Interests	Training on the implementation of newly adopted legislation organised	PPLI	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Employees attended a training workshop related to the implementation of the Law on Public-Private Partnerships and participated in a number of round tables on legal topics. Two new deputies were appointed in the office of the Protector in Kotor, and two in the office of the Protector in Bijelo Polje.		10,000 €		Budget of Montenegro Donor funding	SDG 16	
1.1.17	Improvement of the regulatory framework governing administrative disputes	– Law on Administrative Disputes amended in the part relating to litigation costs and the holding of oral hearings, with the aim of reducing the duration of administrative disputes – Training for judges on the implementation of the new law	MP Judicial and Prosecutorial Training Centre Administrative Court	I Q 2025	IV Q 2025	IMPLEMENTED The Law on Amendments to the Law on Administrative Disputes was adopted by the Parliament of Montenegro on 19 May 2025. The Judicial and Prosecutorial Training Centre delivered two training sessions for 26 judges of the Administrative Court.		7,000 €	4,127 €	Budget of Montenegro	SDG 16	

1.1.18	Monitoring recommendations from administrative decision-making reporting	Report prepared on handling administrative matters with focus on 'ping-pong effect' cases and identification of institutions with highest % of annulled acts	MPA Administrative Court	III Q 2025	III Q 2026	ONGOING IMPLEMENTATION A draft report for 2023 and 2024 at the central level has been prepared, and a round table was organised on 12 February for its presentation, with the support of SIGMA. For 2025, official requests have been sent to the competent authorities in order for them to submit the required data, on the basis of which reporting on administrative decision-making for that year will be carried out.		5.000 €		Budget of Montenegro SIGMA	SDG 16	
1.1.19	Organisation of training on the conduct of administrative procedures with the aim of strengthening capacities	Training delivered for identified institutions on the conduct of administrative procedures for 40 participants	HRMA	I Q 2025	IV Q 2026	IMPLEMENTED A total of 192 participants attended training sessions on the topic of administrative procedure.		10,000 €	10,000 €	Budget of Montenegro	SDG 16	
1.1.20	Development of a Plan of visits by the Protector of Human Rights and Freedoms to authorities that have not implemented recommendations, and the establishment of a mechanism for follow-up reporting	A Plan of visits and meetings between the Protector and authorised representatives of authorities that have not implemented recommendations has been developed, and a mechanism for follow-up reporting has been established	Protector of Human Rights and Freedoms – Ombudsman Parliamentary Committee	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The Protector is continuously undertaking activities to ensure the implementation of his recommendations. During 2025, visits were carried out to the municipalities of Rožaje, Kolašin, Danilovgrad and Budva.		/		Budget of Montenegro	SDG 16	
1.1.21	Preparation of an Analysis of the implementation of the recommendations of the Protector of Human Rights and Freedoms in the public administration sector for 2024 and 2025	An Analysis of the implementation of the recommendations of the Protector of Human Rights and Freedoms in the public administration sector for 2024 and 2025 has been prepared	Protector of Human Rights and Freedoms – Ombudsman	I Q 2026	II Q 2026	ONGOING IMPLEMENTATION The analysis for 2024 has been completed, while the analysis for 2025 is currently in the preparation phase. It is planned that it will be finalised by the end of March 2026, when, in accordance with legal obligations, the final Annual Report on the work of the Protector is submitted to the Parliament.		/		Budget of Montenegro	SDG 16	

1.1.22	Development of institutional platforms dedicated to human rights, gender equality and diversity	A Law on Gender Equality has been adopted, which will define a new institutional framework for gender equality in public administration	MLJIMP MPA HRMA	I Q 2025	II Q 2026	ONGOING IMPLEMENTATION The draft law has been submitted to the European Commission for an opinion.		5,000 €		Budget of Montenegro Donor funding	SDG 10	
1.1.23	Establishment of a methodology for the preparation of Gender Equality Plans in all ministries	A methodology for the preparation of Gender Equality Plans for ministries has been established	MPA MLESD	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION A draft of the methodology has been developed.		7,000 €		Project support UNDP	SDG 5	
1.1.24	Establishment of Gender Equality Plans in three pilot ministries	Individual Gender Equality Plans established in at least three ministries	MPA MLESD HRMA MER	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION A Gender Equality Plan has been developed for three ministries.		18,000 €		Project support UNDP	SDG 5	

Operational objective 1.2		Paperless administration							
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value 2026		
Percentage of public administration bodies in which an electronic document management system has been established	38%	40%	38%	55%	63%		80%		
Percentage of public administration bodies that fully exchange documents electronically (externally) through the eDMS	0	1.30%	0%	0%	55%		40%		



	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
1.2.1	Strengthening the capacities of employees in the IT sector within the Ministry of Public Administration	At least 6 specialised training sessions for IT staff	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION	III Q 2026	30,000 €		Budget of Montenegro	GA SDG 16	
1.2.2.	Improvement and expansion of the information system for electronic document	System implemented in five new state administration	MPA State administration bodies	I Q 2025	IV Q 2025	IMPLEMENTED During 2025, further improvements were made to the design of the information system in line with user experience, as well as its integration with the		100,000 €		Budget of Montenegro	GA SDG 16	

	management and the management of the process of electronic sessions of the Government of Montenegro	bodies ⁵¹				information systems/registers/e-services of state administration bodies. In addition, further integration with components of the CA system is planned. ⁵²						
1.2.3	Interconnection of the information system for electronic document management and for managing the process of electronic sessions of the Government of Montenegro with other information systems (hosted on the gov.me domain)	Five systems (portals, registers, etc.) interconnected with the information system for electronic document management and for managing the process of electronic sessions of the Government of Montenegro	MPA State administration bodies	I Q 2025	IV Q 2025	IMPLEMENTED As part of the improvement of the information system, integration was carried out between the information system for electronic document management and for managing the process of electronic sessions of the Government of Montenegro and the following: the CA system for digital document signing, the information system for the digitalisation/automation of business processes (BPM – Business Process Management), the eGovernment Portal, and the Register of Non-Governmental Organisations.		50,000 €		Budget of Montenegro	GA SDG 16	
1.2.4	Improvement of the knowledge of new users for the use of the information system for electronic document management and for managing the process of electronic sessions of the Government of Montenegro	- Training delivered for: – 400 civil servants of state administration bodies – 50 administrators	MPA HRMA	I Q 2025	IV Q 2025	IMPLEMENTED With the aim of strengthening capacities and improving the use of information systems, the Ministry of Public Administration organised training sessions for employees in public administration. Given the level of interest expressed, the delivery of training will continue in the forthcoming period.		30,000 €		Budget of Montenegro	GA SDG 16	
1.2.5	Improvement of users' knowledge for the use of digital signatures for the creation of electronic documents within the information system for electronic	100 civil servants of state administration bodies trained	MPA HRMA	I Q 2025	IV Q 2025	IMPLEMENTED With the aim of strengthening capacities and improving the application of information systems, the Ministry of Public Administration organised training sessions for employees in public administration. Given the level of interest expressed, the delivery of training will		10,000 €		Budget of Montenegro	GA SDG 16	

⁵¹ The information system for electronic document management and for managing the process of electronic sessions of the Government of Montenegro has been implemented.

⁵² [Information on the status of the implementation of the system for electronic document management and for managing the process of electronic sessions of the Government of Montenegro.](#)

document management and for managing the process of electronic sessions of the Government of Montenegro						continue in the forthcoming period.						
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Operational objective 1.3		Strengthening functionally and financially independent municipalities in order to ensure more balanced development across all LSGUs						
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value 2026	
Number of functions in which inter-municipal cooperation has been established	20	N/A	N/A	31	16 ⁵³		30	
Ratio of debt to total revenues (at the level of all municipalities)	33.50%	28.3%	22.2%	16.2%	9.45%		1.86%	

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
1.3.1	Preparation of the Draft Law on Local Self-Government	Draft Law established by the Government of Montenegro	MPA	I Q 2025	I Q 2025	ONGOING IMPLEMENTATION The text of the Draft Law is currently in the process of being harmonised with the relevant institutions.		/		Budget of Montenegro	EK 24 O.Z. 6 SDG 11, 16	
1.3.2	Preparation of the Action Plan for the implementation of the new Law on Local Self-Government	Action Plan adopted by the Government of Montenegro	MPA UoM Ministries	I Q 2025	I Q 2025	ONGOING IMPLEMENTATION		2,000 €		Budget of Montenegro	SDG 11,16 O.Z. 6	
1.3.3	Preparation of the Draft Law on Local Government Officials and Employees established	Draft Law on Local Government Officials and Employees established	MPA	I Q 2025	I Q 2025	ONGOING IMPLEMENTATION The text of the Draft Law is currently in the process of being harmonised with the relevant institutions.		2,000 €		Budget of Montenegro	EK 24 O.Z. 5 SDG 11,16	
1.3.4	Adoption of by-laws arising from the Law on Local Self-Government	Adoption of by-laws arising from the Law on Local Self-Government	MPA	II Q 2025	IV Q 2025	ONGOING IMPLEMENTATION		5,000 €		Budget of Montenegro	SDG 11,16 O.Z. 6	

⁵³ According to data submitted by 17 local self-government units, inter-municipal cooperation in Montenegro has been established in approximately 13 to 15 different areas/functions, with the highest level of representation recorded in the areas of administrative services, communal services, and digital data exchange.

	Government											
1.3.5	Preparation of a methodology for the evaluation of the competences of local self-government units	Methodology adopted by the Government of Montenegro and a project task prepared for the information system	MPA	I Q 2025	III Q 2025	ONGOING IMPLEMENTATION The preparation of the methodological framework has begun.		50,000 €		Budget of Montenegro SIGMA UNOPS	SDG 11,16	
1.3.6	Revision of the Regional Development Strategy of Montenegro 2023–2027	The Government has adopted the Regional Development Strategy of Montenegro 2023–2027	MIRN	I Q 2025	II Q 2025	IMPLEMENTED The revised Regional Development Strategy of Montenegro for the period 2023–2027 was adopted in the fourth quarter of 2025 (2 October), thereby formally adopting the Revised Regional Development Strategy of Montenegro for the period 2023–2027 .		4,000€	5,000€	Budget of Montenegro UNDP	SDG 11,16	Call for stronger inter-ministerial cooperation in the process of implementing the Strategy
1.3.7	Preparation of the Draft Law on Regional Development	Draft Law on Regional Development established	MIRN	I Q 2025	I Q 2025	IMPLEMENTED The Government established the Draft Law on Regional Development on 18 December 2025.		8,000 €	8,000 €	Budget of Montenegro UNDP	SDG 11,16	The parliamentary procedure follows
1.3.8	Promotion of the inter-municipal cooperation mechanism	Two workshops on the importance of inter-municipal cooperation delivered with all local self-government units	MPA UoM LSGU	I Q 2026	IV Q 2026	ONGOING IMPLEMENTATION In December 2025, an Agreement on inter-municipal cooperation was signed in order to ensure joint access to the Unified System for Electronic Data Exchange (JSERP).		13,000 €		Budget of Montenegro Project „Municipalities 4EU“	SDG 11,16	
1.3.9	Training for representatives of local self-government units on budget planning and execution	At least two training sessions held for representatives of local self-government units on the topics of programme-based budgeting, gender budgeting and green budgeting	MF	I Q 2025	II Q 2025	IMPLEMENTED Two two-day workshops were organised for employees of municipal finance departments on the following topics: “Programme-based and gender-responsive budgeting in local self-government units” and “Improving capital budgeting at the local level for greater effectiveness of public finances”.		5,000 €	20,000 €	Projects “Support to coordination, monitoring and reporting of PAR and PFM” and “Strengthening Public Financial Management in Montenegro”	SDG 11,16	

1.3.10	Establishment of enhanced oversight over the financial operations of local self-government units through the provision of opinions on budgets and periodic reports on the financial position of local self-government units, which will include specific recommendations	<ul style="list-style-type: none"> – Reduced outstanding liabilities of local self-government units in absolute terms – Number of opinions issued – Number of Budget Inspection controls 	MF	I Q 2025	IV Q 2025	<p>IMPLEMENTED</p> <ul style="list-style-type: none"> – Outstanding liabilities of local self-government units at the end of 2025 were lower by €8.98 million, or 15.12%, compared to the level of outstanding liabilities at the end of 2024. – Within the framework of oversight of the financial operations of local self-government units, the Ministry of Finance issued opinions on 17 draft decisions on amendments to municipal budgets for 2025 and 24 opinions on draft decisions on municipal budgets for 2026. – In the area of oversight of the application of regulations on the financing of local self-government, control was carried out over outstanding liabilities, as well as over the lawful and purpose-specific use of budget funds in accordance with the Decision on the Budget of the Municipality of Tivat for 2020, the Law on Budget and Fiscal Responsibility, and the Law on the Financing of Local Self-Government.⁵⁴ 	No additional funds are required	Budget of Montenegro	SDG 11,16
1.3.11	Draft Law on Amendments to the Law on the Financing of Local Self-Government	The Law and by-laws adopted, with the aim of ensuring a fairer distribution of funds from the Equalisation Fund and shared revenues, and more efficient public spending at the local level	MF MPA UoM LSGU	I Q 2025	IV Q 2025	<p>IMPLEMENTED</p> <p>The Proposal for the Law on Amendments to the Law on Financing of Local Self-Government has been adopted.</p>	No additional funds are required	Budget of Montenegro	SDG 11,16
1.3.12	Improvement of reporting by representatives of property and legal interests at the local level	<ul style="list-style-type: none"> – Methodology for reporting on the work of the Protector of Property and Legal Interests in local self-government units developed – Training on the application of the Methodology 	MF MPA HRMA UoM LSGU	II Q 2025	II Q 2026	ONGOING IMPLEMENTATION	18,000 €	Budget of Montenegro	SDG 11,16

⁵⁴ <https://www.gov.me/dokumenta/b0fa7516-b0e6-4864-b81a-6b3e070a1353> The Report on the work of the Budget Inspection was adopted at the session of the Government held on 19 February 2026.

		delivered – Preparation of an improved report on the work of the Protector of Property and Legal Interests in local self-government units										
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STRATEGIC OBJECTIVE II - CITIZENS AND BUSINESSES USE HIGH-QUALITY PUBLIC ADMINISTRATION SERVICES

Operational objective 2.1		More efficient service delivery and the introduction of quality management of the services provided						
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026	
Number of institutions in which a quality management system has been introduced	0	1	1	11	16		15	
Citizens' satisfaction with public services (Balkan Barometer)	2.9	3	2.8	4	N/A ⁵⁵		3.7	
Percentage of administrative acts annulled by the Administrative Court	20.33%	28%	N/A	N/A	N/A ⁵⁶		18%	

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents
2.1.1	Implementation of the CAF quality management mechanism and evaluation of the effectiveness of CAF	– CAF model implemented in 12 institutions in public administration – 5 external CAF evaluations conducted in institutions/organisational units of public administration – Operational team established to monitor the implementation of CAF	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The CAF model has so far been implemented in the following institutions (a total of 6): Ministry of Public Administration, Bureau of Metrology, Municipality of Zeta, Capital City Podgorica – Secretariat for Local Self-Government and Cooperation with Civil Society, Agency for Personal Data Protection and Free Access to Information, and the Agency for Amicable Settlement of		150,000 €	15,000 € Project On-Demant ReSPA	Budget of Montenegro Direct assistance ReSPA Project „EU4PAR“	SDG 16

⁵⁵ Data for 2025 is not yet available (<https://www.rcc.int/balkanbarometer/results/2/public>).

⁵⁶ The draft report for 2023 and 2024 on the implementation of the Law on Administrative Procedure was presented on 13 February 2026 and is pending adoption.

						Labour Disputes. In each institution where the CAF model is applied, an operational team has been established.					
2.1.2	Mapping of processes through the quality management system with the aim of improving the work of public administration institutions	<ul style="list-style-type: none"> – In at least 10 institutions, an analysis for the improvement of work processes and services prepared, including concrete recommendations for improving internal organisation – Establishment/improvement of a book of internal procedures in 2 pilot institutions – Activities defined in the field of process digitalisation in 2 institutions 	MPA	II Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>In two institutions, the need for a detailed analysis of existing work processes has been identified. The institutions in which this need has been identified are: the Capital City Podgorica – Secretariat for Local Self-Government and Cooperation with Civil Society, and the Agency for Personal Data Protection and Free Access to Information.</p>		370,000 €		Budget of Montenegro Project assistance RESPA Project „EU4PAR“	SDG 16
2.1.3	Establishment of a coordination structure for quality management	<ul style="list-style-type: none"> – Coordination Board for Quality Management established – Network for Quality Management in public administration established 	MPA	I Q 2025	I Q 2025	<p>IMPLEMENTED</p> <p>A register of institutions applying quality management standards has been prepared, including identified contact persons. At the same time, a Network of civil servants for quality management in public administration has been established.</p>		25,000 €	/	Budget of Montenegro	SDG 16
2.1.4	Development of a programme within the Human Resources Administration for the introduction of quality management	<ul style="list-style-type: none"> – Programme adopted – 30 civil servants attended the training 	MPA	II Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>A programme has been prepared by experts, and it is expected that in the following year the Human Resources Administration will implement it and deliver the training. To date, the first national facilitators have been trained (5 civil servants from the MPA and HRMA).</p>		5,000 €	5,000 €	Project On-Demant ReSPA	SDG 16
2.1.5	Raising awareness of quality management (CAF as one of the methods) and its importance in public administration	<ul style="list-style-type: none"> – Exchange of experiences and best practices among public administration employees with the aim of improving the quality of services and user satisfaction (through training, study visits, round tables, regional initiatives) – Promotional activities implemented on social media and video materials produced; presentation of good practices at two round tables – Organisation of a high-level conference for a minimum of 30 participants 	MPA Chamber of Economy	I Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>A panel discussion entitled “Quality as a key to efficient public administration” has been organised. In cooperation with ReSPA, a brochure for new users has been prepared. An online application form for the introduction of CAF has also been created and published. More than 10 items of information on CAF-related activities have been published on the official website</p>		80,000 €	3,500 €	Budget of Montenegro Direct assistance ReSPA	SDG 16
2.1.6	Delivery of training	– 20 employees in public administration	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		25,000 €		Budget of	SDG 16

	in the field of ISO standards and GDPR (for obtaining certificates for implementers and internal auditors)	trained/certified for one of the ISO standards – 20 employees in public administration trained in GDPR knowledge				Three civil servants from the MPA have completed certified training for external ISO 9001 auditors.				Montenegro	
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Operational objective 2.2		Full interoperability of information systems and an increase in the number of electronic services at a high level of sophistication						
INDICATOR		Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026
Number of digitalised services on the single portal in the areas defined in accordance with the EU “eGovernment Benchmark” methodology		0 (2020)	0	0	32	51		20 digitalised services on the single portal
Percentage of electronically submitted requests in relation to the total number of requests submitted by users for the use of the pilot service ⁵⁷		0	85.3 %	86.14%	86.14%	N/A		45% for the pilot service
Number of pairs of electronically interconnected registers in the metaregister		8 (2021)	12	16	16	18		50

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
2.2.1	Development of new e-services identified in the Digital Services Plan	– At least 5 new e-services implemented through the BPM platform – At least 5 promotional activities carried out	MPA Public administration bodies	I Q 2025	IV Q 2026	IMPLEMENTED A total of 30 e-services were digitalised on the BPM platform during 2025. Promotional activities for the newly created e-services have been carried out. The implementation of promotional activities is ongoing.		239,991 € ⁵⁸	764,296.50 €	Budget of Montenegro		The preparation of the tender procedure for the implementation of new e-services is ongoing
2.2.2	Establishment of electronic data exchange between	– Number of electronic registers in the Metaregister – Number of electronic data	MPA competent authorities	I Q 2025	IV Q 2026	IMPLEMENTED 21 institutions have access to the JSERP platform, while 215		119,995 € ⁶⁰		Budget of Montenegro		

⁵⁷ eEmployment, eStudent, eNGO and eProfessional Examination.

⁵⁸ MJU has implemented a BPM platform for business process management, which will be used as a platform for service delivery. Within this amount, the implementation of these services, as well as other components of the platform, has been defined and carried out.

⁶⁰ The Ministry of Public Administration has implemented the JSERP platform – the Unified System for Electronic Data Exchange. Within this amount, the implementation of the JSERP system has also been defined and carried out.







	registers ⁵⁹	exchanges between registers	owning electronic registers			registers have been recorded in the Metaregister. Active electronic data exchanges are taking place between 18 pairs of registers, through which data is exchanged via web services.						
2.2.3	Creation of conditions for the establishment of e-delivery	Preparation of a roadmap for amendments to the regulatory framework, as well as technical and IT requirements	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		50,000 €		Budget of Montenegro Donor support		
2.2.4	Implementation of the digital transformation process in local self-government units	Digital transformation process implemented in 6 local self-government units	MPA LSGU	I Q 2025	IV Q 2025	ONGOING IMPLEMENTATION The digital transformation of local self-government in Montenegro is entering a new phase through the signing of an Agreement on inter-municipal cooperation, which ensures joint access to the JSERP. All municipalities will access the JSERP through the central hub of the Capital City Podgorica, thereby providing a single point of connection and coordination.		300,000 €		Budget of Montenegro Project support UNOPS		
2.2.5	Improvement of IT systems for the purpose of data collection for statistical purposes	Improvement of CAPI and CAWI methods and the introduction of the CATI method for data collection	Statistical Office of Montenegro MONSTAT	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Improved CAPI and CAWI methods ⁶¹		Current funds	9,067.98 EUR	Budget of Montenegro Donor funds – IPA III Regular budget funds – Programme “National Statistics”		
2.2.6	Increased availability of published official statistics results	A functional new/redesigned official website of the Statistical Office established	MONSTAT	I Q 2025	IV Q 2026	IMPLEMENTED A functional new/redesigned official website of the Statistical Office has been established		Current funds	2,269.84 EUR	Regular budget funds – Programme “National Statistics”		
2.2.7	Improvement of	– A comprehensive	MPA	II Q	II Q 2026	ONGOING IMPLEMENTATION		10,000€		Budget of	GA	

⁵⁹ Registers recorded in the metaregister.

⁶¹ The introduction of the CATI method is not possible due to a lack of spatial capacity.

	the efficiency of auditing of information systems (IS) and electronic services in state administration bodies	methodology for auditing information systems in public administration developed, with reference to the new internal audit standards – Updated guidelines for defining IT risks and criteria for auditing information systems	MF	2025		The Ministry of Finance adopted, in October 2025, a new Rulebook on the methodology of internal audit, as well as on the manner and deadlines for maintaining internal audit documentation in the public sector. The Department for Information Systems Audit is currently in the process of obtaining approval for the engagement of a consultant who will provide support in the development of the methodology for auditing information systems in public administration and guidelines for defining IT risks.				Montenegro	SDG 16	
2.2.8	Digitalisation of processes in information systems audit	Development of a software module for planning information systems audit and updating the audit universe	MPA	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The development of a software module for planning information systems audit was initially planned within the SARIS system.		10,000 €		Budget of Montenegro	SDG 9,11	
2.2.9	Strengthening the role of information systems audit in state administration bodies	– A workshop for senior management on the model and importance of advisory services within information systems audit delivered – A workshop for IT managers on the importance of auditing IT governance within institutions delivered	MPA	III Q 2025	IV Q 2025	NOT IMPLEMENTED The activity is planned for the second half of 2026. Due to staffing and organisational changes in the Audit Department, the activities were not initiated in 2025.		10,000€		Budget of Montenegro	SDG 9,11	
2.2.10	Strengthening the capacities of employees in the Information Systems Audit Department for the effective conduct of information systems audits	– Study visit of the Information Systems Audit Department to a country with best practices in information systems audit – Training in specific areas of information systems audit (2 trainings, workshops or other forms of training)	MPA	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The activity is planned for the second half of 2026.		20,000 €		Budget of Montenegro	SDG 9,11	

STRATEGIC OBJECTIVE III – PROFESSIONAL PUBLIC ADMINISTRATION

Operational objective 3.1 An efficient human resources planning system based on identified needs, depoliticisation and improvement of recruitment procedures for human resources, and further digitalisation in the field of the civil service system							
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026
Percentage of bodies that have prepared a Human Resources Plan of improved quality through the CPR Percentage of local administration bodies and services at the local level that have prepared a Human Resources Plan through the CPR in accordance with the Law on Civil Servants and State Employees and the Law on Local Self-Government	28.5% of state administration bodies (2021) 0% of local administration bodies and services (2021)	82% of state administration bodies 0%	92% of state administration bodies adopted Human Resources Plans for 2023 0%	86% of state administration bodies 0% of local administration bodies and services	53% of state administration bodies adopted Human Resources Plans for 2025 ⁶² 0% of local administration bodies and services	 	100% of state administration bodies 100% of local administration bodies and services
Percentage of public institutions that have adopted a Human Resources Plan	0	0	0	0	0 ⁶³		100% of public institutions
Percentage of adopted Human Resources Plans of state administration bodies and local administration bodies	63% of Human Resources Plans of state administration bodies 37% of Human Resources Plans of local administration bodies	82% of Human Resources Plans of state administration bodies 63% of local administration bodies	92% of state administration bodies adopted Human Resources Plans for 2023	86% of state administration bodies	53% of state administration bodies adopted Human Resources Plans for 2025 ⁶⁴ 0% of local administration bodies and services	 	100% of Human Resources Plans of state administration bodies and local administration bodies
Average number of candidates per vacancy notice	Internal vacancy notice: 1.1 Public vacancy notice: 4.8	Internal vacancy notice: 2.1 Public vacancy notice: 6.9	Internal vacancy notice: 1.92 Public vacancy notice: 11.51	Internal vacancy notice: 0.54 Public vacancy notice: 4.37	N/A		Internal vacancy notice: 1.8 Public vacancy notice: 5.5

62 The Law on Amendments to the Law on Civil Servants and State Employees entered into force on 7 August 2025, following which state administration bodies commenced the preparation of Human Resources Plans for 2025.

63 There is still no legal regulation within the competence of the Ministry of Public Administration prescribing that public institutions are required to adopt a Human Resources Plan.



64 The Law on Amendments to the Law on Civil Servants and State Employees entered into force on 7 August 2025, following which state administration bodies commenced the preparation of Human Resources Plans for 2025.

Average number of candidates per public competition	2.14	2.46	3.14	1.68	N/A	⊘	6 candidates
Number of HR functions for which records are maintained exclusively through the HRMIS	0	3	3	N/A	3	⊘	5 records
Percentage of local self-government units with a developed HRMIS	0	0	0	0	4	↔	100%




	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
3.1.1	Amendments to the Law on Civil Servants and State Employees	Draft law established with a focus on strengthening professionalism and meritocracy in public administration, strengthening the acting appointment (ad interim) mechanism, regulating the status of the Disciplinary Commission and the Appeals Commission, strengthening the status of inspectors, and enhancing the internal labour market and mobility	MPA	I Q 2025	II Q 2025	IMPLEMENTED In July 2025, the Law on Amendments to the Law on Civil Servants and State Employees was adopted.		7,000 €		Budget of Montenegro SIGMA	EK 24 O.Z. 5,8,12 SDG 16	
3.1.2	Adoption of the Competency Framework	– Amendment to the Decree on the criteria and detailed manner of conducting the assessment of knowledge, abilities, competencies and skills for work in state administration bodies – Manual for the application of the competency framework in recruitment and performance appraisal adopted	MPA HRMA	I Q 2025	III Q 2025	IMPLEMENTED The Draft Decree on the criteria and detailed manner of conducting the assessment of knowledge, abilities, competencies and skills for work in state administration bodies was established at the Government session held on 17 July 2025: https://www.gov.me/dokumenta/dd3a28b2-9764-4cdf-85a6-67479356af43 With the support of the project team, a Manual for the application of the competency framework was prepared.		9,000 €		Budget of Montenegro Project „EU4PAR“	EK 24 O.Z. 7 SDG 8, 11,16	
3.1.3	Delivery of training related to the application of the Competency Framework	Training delivered for the application of the competency framework for a total of 100 representatives of institutions, professionals,	HRMA	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION In 2025, the training sessions were not delivered. In 2026, six two-day training sessions have been held to date (three at the central level and three at the local level) on the topic		5,000 €	5,000 €	Budget of Montenegro Project „EU4PAR“	O.Z. 7 SDG 8, 11,16	

		distinguished experts and employees of the HRMA				"APPLICATION OF THE COMPETENCY FRAMEWORK IN THE RECRUITMENT PROCESS". A total of 59 participants attended at the central level and 77 at the local level. Given the level of interest expressed, the delivery of training will continue in the forthcoming period						
3.1.4	Delivery of training for civil servants responsible for the development of Human Resources Plans	At least 50 civil servants trained	HRMA	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION In 2025, 30 participants were trained.		3,000 €	3,000 €	Budget of Montenegro	SDG 8, 11,16	
3.1.5	Linking Human Resources Plans with the budget through the CPR	Ensuring technical conditions for the Ministry of Finance to provide approval of allocated funds for the implementation of Human Resources Plans electronically through the CPR	MF HRMA	I Q 2025	III Q 2026	ONGOING IMPLEMENTATION This has not been implemented due to the upgrading of the component related to the procedure for the assessment of competencies.	III/IV Q 2026	10,000€		Budget of Montenegro Project „EU4PAR“	EK 24 SDG 16	
3.1.6	Improvement of inspection oversight over HRMIS data	Inspection oversight over the HRMIS carried out	UI (Administration for Inspection Affairs) HRMA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		4,000 €		Budget of Montenegro	SDG 16	
3.1.7	Improvement of the procedure for the selection of applicants	Selection procedure for applicants improved, in accordance with the Decree on the criteria and detailed manner of conducting the assessment of knowledge, abilities, competencies and skills for work in state administration bodies	MPA HRMA	II Q 2025	IV Q 2026	IMPLEMENTED With the new Decree on the criteria and detailed manner of conducting the assessment of knowledge, abilities, competencies and skills for work in state administration bodies, the procedure for the selection of applicants has been improved.		6,000 €		Budget of Montenegro	SDG 8, 11,16	
3.1.8	Introduction of a new method for submitting applications for vacancy notices and competitions electronically	System for electronic submission of applications for positions in the HRMA developed	HRMA	I Q 2025	III Q 2025	NOT IMPLEMENTED	IV Q 2026	13,000 €		Budget of Montenegro Project „EU4PAR“	SDG 8, 11,16	

3.1.9	Establishment of the Educom platform for online learning with training programmes	Platform for online education within the HRMA established	HRMA	I Q 2026	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>The Educomm.gov.me platform has been established.</p> <p>In cooperation with the Ministry of Ecology, Forestry and Northern Development and UNDP, two projects for online training (CBIT and GEF7) have been initiated.</p>	70,000 €		Budget of Montenegro TA EK	SDG 8, 11,16
3.1.10	Improvement of knowledge of civil servants at the local level on the use of the HRMIS	<p>– Instruction for data entry into the HRMIS, development of Human Resources Plans, monitoring and reporting prepared</p> <p>– Three training sessions organised for at least 50 civil servants at the local level</p>	HRMA MPA LSGU UoM	I Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>A Human Resources Plan has been developed for local self-government units; however, it will be implemented once all training sessions have been completed and data entry into the HRMIS has been finalised, as the plan is based on the data entered.</p> <p>The implementation of the activity has been postponed due to amendments to the legislative framework governing the system of local self-government. The preparation of instructions for data entry into the HRMIS for local self-government units is ongoing and needs to be aligned with the legislative framework.</p> <p>One training session has been delivered for 18 participants.⁶⁵</p>	13,000 €		Budget of Montenegro	SDG 8, 11,16

Operational objective 3.2		Efficient human resources planning system based on identified needs, depoliticisation, improvement of recruitment procedures for human resources, and further digitalisation in the field of the civil service system						
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value 2026	
Percentage of civil servants in state administration bodies who have been appraised	63.38% (2019)	46.6%	29%	54.09%	35.77%		100%	
Percentage of civil servants who have been promoted or rewarded based on the assessment of their performance	0	0.01%	N/A	N/A	26		15%	

⁶⁵ Training for the pilot local self-government units has been completed, namely for Danilovgrad, Tuzi, Rožaje and Zeta.

Percentage of state bodies, state administration bodies and local self-government units that strategically plan training	State bodies, state administration bodies and local self-government units do not strategically plan training	29% of state bodies strategically plan training; 16% of local self-government units strategically plan training	29.5% of state bodies strategically plan training; 68% of local self-government units strategically plan training	63% of state bodies strategically plan training; 32% of local self-government units	N/A ⁶⁶		100%
Percentage of newly recruited civil servants who have undergone training in the first year of service at entry-level positions	Training programme for newly recruited staff established	Two training cycles implemented	4.2 %	10.7%	6,8%		80%
Percentage of institutions that measure the satisfaction of state and local civil servants	0%	0%	40 bodies covered by the survey at the central level (no survey conducted at the local level)	Satisfaction measurement conducted in all local self-government units (no measurement conducted at the central level)	N/A		70% of state administration bodies, 40% of local self-government units



	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
3.2.1	Organisation of workshops aimed at familiarising civil servants with the Job Catalogue and the eRulebook and their application	Workshops organised for 40 civil servants engaged in the preparation of acts on internal organisation and systematisation, with the aim of familiarising them with the Job Catalogue and the eRulebook and their application	HRMA MPA	III Q 2026	IV Q 2026	ACTIVITY NOT YET DUE FOR IMPLEMENTATION	III/IV Q 2026	5,000 €		Budget of Montenegro	EK 24 SDG 8, 11,16	
3.2.2	Improvement of the employee performance appraisal system	Amendment to the Decree on the performance appraisal of civil servants and state employees with the aim of improving the appraisal system based on work results and competencies	MPA HRMA	IV Q 2025	II Q 2026	ONGOING IMPLEMENTATION		2,000 €		Budget of Montenegro Project „EU4PAR“	EK 24 SDG 8, 11,16	
3.2.3	Improvement of the system of	Amended Decree on professional training and development in the part relating to types of	MPA HRMA	II Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		7,000 €		Budget of Montenegro	SDG 8, 11,16	

⁶⁶ The analysis was not carried out in 2025, as practice has shown that during the organisation of the annual analysis, situations frequently arise where data are not submitted or the analysis is incomplete. For this reason, the methodology has been revised, and the analysis is now conducted every two years.

	professional training and development	programmes, evaluation of training effects, and the training management cycle										
3.2.4	Improvement of the e-learning platform – Digital Academy	– E-learning platform improved – At least 5 training programmes developed in accordance with e-learning guidelines	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The platform has been established and is functional; however, it is not yet publicly available, as further improvements are expected in 2026, which will be directly tailored to the needs of the intended users.	II Q 2026	50,000 €		Budget of Montenegro Donor funding	SDG 8, 11,16	It is necessary to change the name of the platform within the description of the activity. The new name of the platform is eAkademija
3.2.5	Preparation of a Methodology for the development of an analysis of the functioning of human resources units	Methodology for the development of an analysis of the functioning of human resources units prepared	HRMA	IV Q 2025	I Q 2026	ONGOING IMPLEMENTATION Activities aimed at the preparation of the Methodology have been initiated.	IV Q 2026	1,000€		Budget of Montenegro Donor funding	SDG 8,11,16	
3.2.6	Organisation of training on gender equality for employees in public administration	50 participants have completed training on gender equality	HRMA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Within this activity, the following training programmes have been delivered: Accredited: Education programme for acquiring key skills in the field of gender equality – 39 participants . Other: Calendar of activities in the field of gender equality – 17 participants . General training programme: “Gender Equality” – 40 participants . Given the level of interest expressed, the delivery of training will continue in the forthcoming period.		10,000 €	7,000 €	Budget of Montenegro	SDG 8,10,11,16	
3.2.7	Development of methodological guidelines for leadership development in	– An expert group has been established to promote leadership in public administration in line with 21st century requirements, with the aim of improving organisational culture and fostering	HRMA MHRMR MPA GSG	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		43,000 €		Budget of Montenegro Donor funding	GA SDG 8, 11,16	

	public administration	<p>motivating managerial styles in public administration</p> <ul style="list-style-type: none"> – Training on leadership competencies has been developed, including principles of diversity, equality, inclusion and accessibility – 30 participants have completed training on leadership competencies 	Cabinet of the Prime Minister									
3.2.8	Improvement of digital skills of employees in public administration	<p>Training delivered for a minimum of 80 civil servants</p>	HRMA MPA	I Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>Training on the topic “Development of IT skills” has been delivered for 23 participants.</p>		49,500 €		Budget of Montenegro Donor funding	SDG 8,16	
3.2.9	Strengthening capacities related to the concept of e-accessibility	<ul style="list-style-type: none"> – 200 public administration employees trained on the concept of e-accessibility (document preparation) – 50 public administration website editors and 50 public administration website administrators trained on the application of e-accessibility standards in the planning and development of public administration websites – Five employees of the Ministry of Public Administration trained/certified in the field of e-accessibility standards for administrators of the GOV.ME portal (WCAG 2.1) 	HRMA MPA LSGU	I Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p>		98,000 €		Budget of Montenegro	SDG 8, 10,16	
3.2.10	Career management and development of state and local civil servants	<ul style="list-style-type: none"> – Strengthening of the human resources management sector within the HRMA with the aim of further career development of state and local civil servants – Preparation of a methodological framework for the development of individual career development plans for state and local civil servants – Promotion of individual career development 	HRMA	III Q 2025	IV Q 2026	<p>ONGOING IMPLEMENTATION</p> <p>Piloting of the career development process has commenced in six institutions (three state administration bodies and three local self-government units). A Manual has been prepared and promoted.</p>		20,000 €		Budget of Montenegro Donor funding	SDG 8, 11,16	

3.2.11	Conducting a survey on employee satisfaction at the central level	– Employee satisfaction survey conducted at the central level – Survey results presented	HRMA	IV Q 2025	II Q 2026	ONGOING IMPLEMENTATION The activity has been initiated within the planned timeframe		12,000 €		Budget of Montenegro	SDG 8,16	
3.2.12	Development of a methodological framework for the training of trainees and newly recruited employees	Methodological framework developed	HRMA	III Q 2025	II Q 2026	ONGOING IMPLEMENTATION Through joint work, exchange of experience, and consideration of all suggestions, comments and opinions, the Manual for the training of trainees has been finalised.		6,000 €		Budget of Montenegro	SDG 8, 11,16	

Operational objective 3.3		Optimal administration							
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026		
Number of institutions with an amended organisational and functional structure based on the recommendations of functional analyses	0	0	0	0	0		The value will be established following the completion of functional analyses		
Share of the total number of employees at the central and local levels in the overall number of employees in Montenegro	26%	23%	21.7%	21.1%	20.3%		22.3%		

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
3.3.1	Preparation of the Dynamic Plan of Measures for the optimisation of public administration	Dynamic Plan of Measures for the optimisation of public administration prepared	MPA Cabinet of the Prime Minister MF MRZS HRMA	I Q 2025	II Q 2025	IMPLEMENTED In September 2025, the Dynamic Plan of Measures for the optimisation of public administration was adopted.		No additional funds are required.		Budget of Montenegro	SDG 16	
3.3.2	Amendments to the Labour Law	Labour Law amended in the part relating to the establishment of human resources planning (HRP) for institutions financed from the budget	MLESD MPA MF	II Q 2025	II Q 2026	ONGOING IMPLEMENTATION		3,000 €		Budget of Montenegro	SDG 10,16	
3.3.3	Improvement of the quality of acts on	– Preparation of the Job Catalogue in state	MPA MF	II Q 2025	IV Q 2026	NOT IMPLEMENTED	III/IV Q 2026	17,000 €		Budget of Montenegro	SDG 10,16	

	internal organisation and systematisation	administration bodies – Establishment of the eRulebook module through the CPR	HRMA			Due to the upgrading of the component related to the procedure for the assessment of competencies						
3.3.4	Establishment of internal mobility of civil servants through the digital platform “Seize Opportunities”	Module developed on the online platform with available profiles of all civil servants and a list of key projects to be implemented by the Government, for the purpose of matching required and available civil servants’ skills	HRMA MPA	I Q 2025	III Q 2026	ONGOING IMPLEMENTATION		54,000 €		Budget of Montenegro	SDG 10,16 OZ 9	
3.3.5	Establishment of an efficient mechanism for monitoring the engagement of natural persons in accordance with the Law on Civil Servants and State Employees	– Centralised data on the number of engagements of natural persons without establishing an employment relationship in bodies where the Law on Civil Servants and State Employees is applied – Strengthened inspection oversight in the area of concluding service contracts and contracts for temporary and occasional work ⁶⁷	Cabinet of the Prime Minister MPA UI MF	I Q 2025	IV Q 2025	IMPLEMENTED An efficient mechanism for monitoring the engagement of natural persons in accordance with the Law on Civil Servants and State Employees has been established through the formation of a Commission for the analysis and monitoring of service contracts and contracts for the performance of temporary and occasional work in budget-funded consumer units , in February 2025. Two reports on the work of the Commission have been prepared, covering the periods February–May and June–October 2025.		17,000 €		Budget of Montenegro	SDG 16 O.Z. 11	
3.3.6	Preparation of functional analyses in public administration on the number of employees, their knowledge and competencies	Functional analysis on the number of employees in public administration, their knowledge and competencies prepared	Public administration bodies	I Q 2025	IV Q 2025	IMPLEMENTED		/		Budget of Montenegro	EK 24 O.Z. 9 SDG 16	
3.3.7	Establishment of efficient mechanisms for the	Reduced number of sick leave cases	MoH	I Q 2025	IV Q 2025	ONGOING IMPLEMENTATION		10,000 €		Budget of Montenegro	SDG 110, 16	

⁶⁷ Activities further defined through the strengthening of the Budget Inspection within the Public Financial Management Reform Programme 2022–2026.

	control of active sick leave through targeted inspections		Health Insurance Fund of Montenegro MF MPA									
3.3.8	Improvement of the analysis of the impact of proposed organisational changes, with a focus on the justification for establishing new bodies or merging/abolishing existing ones	Improved Impact Analysis	GSG	I Q 2025	III Q 2025	NOT IMPLEMENTED		10,000 €		Budget SIGMA	SDG	
3.3.9	Strengthening administrative capacities in public administration at the central and local levels in the field of management of EU funds	Employment Plan for new civil servants for the management of EU funds adopted, with a focus on two pilot sectors (environmental protection, employment and social policy)	MPA Members of the working group ⁶⁸	I Q 2025	II Q 2025	IMPLEMENTED In June 2025, the Employment Plan for new civil servants for the management of EU funds was adopted.		No additional funds are required		Budget of Montenegro	SDG 16 OZ 14	



STRATEGIC OBJECTIVE IV – TRANSPARENT AND OPEN PUBLIC ADMINISTRATION

⁶⁸ The Working Group for monitoring the fulfilment of indicators defined by the Annual Action Programme for Montenegro for 2022, in the form of sector budget support (SBS), consists of representatives of the Ministry of Public Administration, the General Secretariat of the Government of Montenegro, the Ministry of Finance, the Ministry of European Affairs, the Ministry of Ecology, Sustainable Development and Northern Development, the Ministry of Social Welfare, Family Care and Demography, the Ministry of Labour, Employment and Social Dialogue, and the Human Resources Administration.

Operational objective 4.1		Improvement of the functioning of the system of legal protection in the area of free access to information and strengthening the capacities of the Agency for Personal Data Protection and Free Access to Information					
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026
Share of Agency decisions annulled by the Administrative Court in relation to the total number of judgments in administrative disputes concerning the Agency's decisions	42.17%	17.10%	5.67%	1,43%	0.098%		-15 compared to the baseline value
Share of Administrative Court decisions in administrative disputes initiated due to the failure of the Agency to issue a decision	82.28%	10 %	29.97%	87%	32.05%		40%
Share of public authorities that register requests for access to information in the information system (in relation to the total number of public authorities)	85.90%	-1,365	1,475	1,475	2,012		+ 20 compared to the baseline value

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
4.1.1	Improvement of appeal and other procedures, as well as the formal organisational structure and practices within the Agency for Personal Data Protection and Access to Information (AZLP)	– Analysis of the appeal procedure and other procedures carried out by the Agency developed – Analysis of the internal organisational structure of the AZLP and its processes (relationship between the Council and the professional service), with recommendations for improvement, conducted	AZLP	I Q 2026	II Q 2026	ONGOING IMPLEMENTATION		5,000 €		Budget of Montenegro Donor funding	SDG 10, 16 O.Z. 16	
4.1.2	Digitalisation and improvement of case handling and record-keeping	– Needs analysis conducted and Terms of Reference (ToR) prepared (including the option of integration with the information system, as well as with the Administrative Court and the Supreme Court) – Electronic document management system introduced in the AZLP	AZLP MPA	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		60,000 €		Budget of Montenegro	SDG 10, 16	
4.1.3	Improvement of the functioning of the AZLP information system and data publication	– Analysis of the functioning of the information system under Article 41(2) of the Law on Free Access to Information developed – Categorisation revised, and a plan for data entry and basic statistical indicators prepared (rulebook, plan)	AZLP	I Q 2025	III Q 2026	ONGOING IMPLEMENTATION		87,000 €		Budget of Montenegro	SDG 10, 16	


		<ul style="list-style-type: none"> – Database on public authorities published in open format – Data on appeals entered (appeals linked to previously submitted requests) 										
4.1.4	Implementation of training for employees of the AZLP with the aim of strengthening capacities for the implementation of the Law on Free Access to Information	<ul style="list-style-type: none"> – Training and support programme developed in accordance with different needs and areas (sanctions, enforcement, limitations, etc.) – Five workshops, one round table, and one study visit to an institution with best practices in specific areas carried out for 15 AZLP employees 	HRMA AZLP MPA Courts of Montenegro	II Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Training delivered for 18 employees of the Agency, with a focus on the implementation of the new Law on Free Access to Information. Training was also organised for 63 representatives of the Government of Montenegro, aimed at strengthening capacities in the application of the new legal solutions in the field of access to information.		79,000 €		Budget of Montenegro SIGMA	SDG 10, 16	

Operational objective 4.2		Improvement of the implementation of the Law on Free Access to Information by entities subject to the Law, and strengthening the capacities of users of the Law, with the aim of ensuring the adequate exercise of the right to access information					
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026
Share of upheld appeals due to administrative silence in relation to the total number of appeals	23.15% (2020)	23.5%	29.5%	35.34%	29.46%		10%
Share of decisions of public authorities annulled by the Agency in relation to the total number of appeals	53.19% (2020)	38%	26.36%	15.49%	24.76%		35%

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
4.2.1	Development of a search engine for decisions on access to information issued by the Agency and the courts, with	<ul style="list-style-type: none"> – Needs analysis conducted and a proposal for the structure of the searchable database prepared, including proposals for linking with court databases and the Agency's eDMS – Application solution procured and implemented (at least), including the 	AZLP MPA Administrative Court / Supreme Court	IV Q 2025	III Q 2026	ONGOING IMPLEMENTATION		32,000 €		Budget of Montenegro	SDG 10, 16	

	a search functionality	possibility to search by type of authority, limitation, keywords and outcome of the decision										
4.2.2	Implementation of training for trainers on the application of the Law on Free Access to Information	<ul style="list-style-type: none"> – Training of trainers plan developed – Training of trainers delivered, with at least 30 trainers completing the training 	HRMA AZLP Council for Free Access to Information NGO Media Academic community	III Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Training of trainers has been delivered within the Human Resources Administration, aimed at strengthening capacities for the delivery of training in various thematic areas. A total of 11 participants attended the programme.	15,000 €	15,000 €	Budget of Montenegro	SDG 10, 16		
4.2.3	Provision of support to authorised persons in public authorities through the establishment of a network of authorised persons	<ul style="list-style-type: none"> – Network organised at the central level – Network organised at the local level – Network of entities subject to the Law from the structure of business entities organised at the central and local levels – Network organised for independent bodies and others – Network organised at the level of courts and prosecution offices – At least two meetings organised for civil servants responsible for access to information 	AZLP MPA Public authorities Council for Free Access to Information	II Q 2025	IV Q 2026	ONGOING IMPLEMENTATION	15,000 €		Budget of Montenegro Donor funding	SDG 10, 16		

Operational objective 4.3	Improvement of the re-use of information and increased availability of open data						
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026
Number of datasets on the Open Data Portal www.data.gov.me	146 (2021)	197	0	456	675		800
Number of institutions publishing data on the Open Data Portal	1.5% of institutions subject to the Law on Free Access to Information	1.5%	0	2.18%	3.38%		1.5% of institutions subject to the Law on Free Access to Information
Number of published high-value datasets with an API on the Open Data Portal	0	0	0	N/A	10		At least 20

Share of public authorities that proactively publish information in accordance with the Law on Free Access to Information	The baseline will be established on the basis of the Annual Report of the AZLP for March 2021	The baseline value will be determined in 2023 for all ministries, the General Secretariat of the Government, the Capital City Podgorica, the municipalities of Nikšić and Herceg Novi	47 inspection supervisions conducted in 47 entities subject to the Law	85 inspection supervisions	133		80% of ministries and other (selected) administrative bodies 80% of local self-government units
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	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
4.3.1.	Improvement of the Law on Free Access to Information in the part relating to the re-use of information and open data	– Law on Free Access to Information aligned with international and European standards – Law on Amendments adopted	MPA AZLP	I Q 2026	IV Q 2026	IMPLEMENTED The Law on Free Access to Information was adopted at the session of the Parliament of Montenegro on 27 December 2025. It was published in the Official Gazette of Montenegro on 30 December 2025 and will be applied six months from the date of its entry into force.		35,000 €		Budget of Montenegro	EK 24 SDG 10, 16 O.Z.15	For the purpose of the full implementation of the Law, it is necessary to adopt secondary legislation.
4.3.2	Establishment of the Council for Free Access to Information	– Legal framework for the establishment of the Council prepared – Two sessions of the Council held – Working groups established	MPA AZLP	I Q 2026	IV Q 2026	ONGOING IMPLEMENTATION The establishment of the Council for Access to Information is planned for the fourth quarter of 2026; therefore, it has not yet become due for reporting.		50,000 €		Budget of Montenegro	SDG 10, 16	
4.3.3	Improvement of the portal www.data.gov.me	– Total number of datasets increased (50%) and number of dynamic datasets increased (50%) – Analysis of the need to improve the functionality of the portal conducted	MPA AZLP MONSTAT Union of Municipalities of Montenegro Local self-government units Entities subject to the Law on Free Access to Information	I Q 2025	III Q 2026	IMPLEMENTED The new portal became operational in December 2024, and during 2025 it was further improved through significant functional and technical enhancements. In January 2025, 358 datasets were published, while by the end of December 2025 there were 675 datasets available on the portal. It should be noted that by February 2026, a total of 741 datasets had been published.		100,000€	64,977€	Budget of Montenegro	SDG 10, 16	

4.3.4	Identification of high-value open datasets – pilot initiatives for key areas such as public finances, geolocation, health and transport	<ul style="list-style-type: none"> – Analysis of high-value datasets prepared, including recommendations – Increased number of high-value open datasets (at least 10) 	MPA MF MEA MoH	IV Q 2025	IV Q 2026	ONGOING IMPLEMENTATION The analysis of high-value datasets is currently being prepared, while the number of high-value datasets has increased, with 10 such datasets currently available on the portal.	30,000 €		Budget of Montenegro	SDG 10, 16
4.3.5	Organisation of a campaign aimed at raising awareness among the public and public administration of the importance of open data and its value	<ul style="list-style-type: none"> – At least two promotional events organised – At least six training sessions organised for civil servants appointed for publishing datasets on the data.gov.me portal – At least two <i>Hackathons</i> organised on the occasion of Open Data Day (March each year) – Award for the most proactive institution 	MPA HRMA AZLP NGO AMM Academic community Chamber of Economy of Montenegro Entities subject to the Law on Free Access to Information	II Q 2025	IV Q 2025	ONGOING IMPLEMENTATION A campaign was organised by the Ministry of Public Administration, NAP – Open Data. The Ministry of Public Administration, in cooperation with the Chamber of Economy of Montenegro, organised a public consultation within a workshop on the topic “Potential of the use of open data”. The Ministry of Public Administration also organised a hackathon entitled “Open Data Challenge”. Two training sessions were also organised with the aim of strengthening capacities for the management and publication of open data.	115,000 €	2,190€ from the Budget of Montenegro	Budget of Montenegro Donor funding	SDG 10, 16
4.3.6	Improvement of the availability of gender equality data	<ul style="list-style-type: none"> - Development of a manual for the application of GAP III European standards for publishing gender equality data – Raising awareness among public administration bodies on publishing gender equality data on the Open Data Portal 	MPA All public administration bodies	IV Q 2025	IV Q 2026	ONGOING IMPLEMENTATION During 2025, the Gender Equality Index was published. The aim is for additional data to be published during 2026. https://data.gov.me/dataset/indeks-rodne-ravnopravnosti	15,000 €	/	Budget of Montenegro UNDP	SDG 10, 16
4.3.7	Training of administrators for the use of the data.gov.me portal	At least 50 administrators from state institutions, the private sector and NGOs trained ⁶⁹	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION At least 50 administrators from state institutions were trained during 2025. Training for administrators will continue during 2026.	60,000 €	1,500€ from the Budget of Montenegro	Budget of Montenegro Donor funding	SDG 10, 16

⁶⁹ Participants in the training will acquire skills in sex-disaggregated data analysis.





4.3.8	All institutions publish open data and metadata	Number of published datasets	MPA	IV Q 2025	IV Q 2026	IMPLEMENTED On the Open Data Portal, during the reporting period (December 2025), the number of datasets was 675, and by February 2026 this number had increased to 741.		40,000 €		Budget of Montenegro Donor funding	SDG 10, 16	
4.3.9	Promotion of the preparation of data in machine-readable format	– Number of training sessions held for public administration bodies and local self-government units to improve their skills and understanding in preparing data in open data formats – Number of workshops held on open data for different stakeholders	MPA HRMA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Training on promoting the preparation of data in machine-readable format for public administration civil servants was held at the Science and Technology Park (NTP). Training for local self-government units is planned for 2026. A workshop was held between representatives of the public and private sectors on the topic of open data for different stakeholders, entitled “Potential of the Use of Open Data”.		47,000 €	1.500€ from the Budget of Montenegro	Budget of Montenegro	SDG 10, 16	

STRATEGIC OBJECTIVE V – POLICY PLANNING WITH CITIZENS AND FOR CITIZENS

Operational objective 5.1 Strengthening a data-driven planning system that leads to the creation of sustainable policies and the achievement of Government priorities							
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026
Percentage of new strategic documents that are fully aligned with methodological criteria	69% (2020)	50%	76.33%	66.66%	83.33% ⁷⁰		80%
Percentage of reports on the implementation of strategic documents that are fully aligned with the methodology	52% (2020)	38%	51.06%	58.82%	58.46% ⁷¹		70%

⁷⁰ The value achieved in 2025 was calculated on the basis of the total number of opinions issued in 2025 by the Sector for Strategic Planning and Policy Coordination of the Government (General Secretariat of the Government), only in relation to draft strategies and programmes, in accordance with the new templates for the assessment of strategic documents, in force since March 2023.

⁷¹ The value achieved in 2025 was calculated on the basis of the total number of opinions issued in 2025 by the Sector for Strategic Planning and Policy Coordination of the Government (General Secretariat of the Government) **on annual and final reports on the implementation of strategic documents**, in accordance with the new templates for the assessment of strategic documents, in force since March 2023.

Percentage of ministries whose annual work programmes contain clearly defined objectives and indicators	18% (2019)	0%	0%	0%	0%		100%
Percentage of ministries whose annual reports on work present results based on defined objectives and indicators	0%	0%	0%	0%	0%		100%
Percentage of strategic documents for which an evaluation has been conducted	The baseline value will be established following the completed analysis (2022)	31%	60%	62%	80%		60%
Percentage of public policy consultations conducted in accordance with the legal framework and SIGMA principles in relation to the number of acts adopted by the Government that are subject to public consultations	0	23.1%	32.86%	64.46	N/A ⁷²		100%

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
5.1.1	Establishing links between the medium-term Government Work Programme, the annual work programme, strategic documents, and the preparation and reporting of the programme budget, in order to increase budget transparency	Methodology for medium-term planning of the work of the Government and ministries, with defined links between plans and the budget	GSG MF	II Q 2025	III Q 2025	ONGOING IMPLEMENTATION A package of documents has been prepared linking the medium-term and annual Government work programmes, strategic documents, and the preparation and reporting of the programme budget.	IV Q 2026	120,000 €	54,400€	Project „EU4PFM in Montenegro“ SIGMA	SDG 16	Consider the appropriateness of the Methodology for medium-term planning of the work of the Government and ministries in the context of new amendments to the programme budgeting manuals, the medium-term budgetary framework, budget circulars, and the Law on Budget and Fiscal Responsibility.

⁷² The Report on the implementation of the Decree on the selection of NGO representatives to working bodies of state administration authorities and the conduct of public consultations in the preparation of laws and strategies for 2025 is planned in the Work Programme of the Government of Montenegro for the second quarter of 2026.



5.1.2	Support to the preparation of sectoral strategies from the perspective of their linkage with the programme budget	Recommendations for improving the Methodology for policy development, preparation and monitoring of the implementation of strategic documents defined, in the part relating to the planning of financial resources in strategic documents	GSG MF	I Q 2025	II Q 2025	IMPLEMENTED The recommendations were defined in September 2025, while the content and the first draft of the revised Methodology for policy development, preparation and monitoring of the implementation of strategic documents were prepared in November and December 2025.		46,600 €	46,600 €	Project „EU4PFM in Montenegro“	SDG 16	It is necessary, in 2026, to finalise the revised Methodology and prepare the document for sharing with stakeholders.
5.1.3	Conduct training for the preparation of medium-term work programmes of ministries for the 2026–2028 cycle	Number of training sessions delivered	GSG MPA	III Q 2025	IV Q 2025	NOT IMPLEMENTED A prerequisite for the delivery of the training is the adoption of the Methodology for medium-term planning of the work of the Government and ministries, with clearly defined links between plans and the budget, i.e. the implementation of Activity 5.1.1	I Q 2027	20,000 €		SIGMA	SDG 16	The delivery of training for the preparation of medium-term work programmes of ministries should be aligned with training for the preparation of the programme budget/medium-term budgetary framework.
5.1.4	Improve the awareness of employees in state administration regarding data-driven strategic planning	– The javnepolitike.me website has been redesigned with additional new informational content on public policies – Number of presentations of the javnepolitike.me website to employees in state administration	GSG/ Office for Sustainable Development/ Acceleration Fund	I Q 2026	II Q 2026	ONGOING IMPLEMENTATION		15,000 €		Acceleration Fund	EK 24 SDG 16	
5.1.5	Prepare an overview of available sex-disaggregated data from the records of state administration bodies	Number of identified available sex-disaggregated indicators	GSG	I Q 2025	III Q 2025	IMPLEMENTED A total of 404 available sex-disaggregated indicators have been identified. The overview/database is available upon request to the General Secretariat of the Government. ⁷³		5,000 €	4.906,00€	Project support OEBS	SDG 10, 16	The database should be linked with the javnepolitike.me portal after its reactivation.

⁷³ Enquiries regarding the database of sex-disaggregated indicators may be submitted via email to: almedina.vukic@gsv.gov.me.

5.1.6	Preparation of a list of standard costs for the development of strategies	Catalogue with a list of standard costs for the development of strategic documents prepared	MF GSG	II Q 2026	IV Q 2026	ONGOING IMPLEMENTATION		In the contracting phase		Project „EU4PFM in Montenegro“	SDG 16	
5.1.7	Improvement of capacities for determining the costs of strategic documents and assessing fiscal impact	– Methodology for calculating the costs of activities in strategic documents established – Number of persons trained in the application of the Methodology for calculating the costs of activities in strategic documents	GSG MF	II Q 2026	IV Q 2026	ONGOING IMPLEMENTATION		115,000 €		Project „EU4PFM in Montenegro“	SDG 16 O.Z. 3	
5.1.8	Establishment of a mechanism to prevent the proliferation of strategic documents through the legislative process	Mechanism established	GSG	I Q 2025	II Q 2025	IMPLEMENTED A mechanism for preventing the proliferation of strategic documents has been established through amendments to the Rules of Procedure of the Government of Montenegro.		/		Budget of Montenegro	SDG 16	
5.1.9	Definition of possibilities for linking IT tools for strategic planning and budget planning	Analysis of the possibilities for technical integration of IT tools for programme budgeting with the ISPI	GSG MF	II Q 2026	III Q 2026	ONGOING IMPLEMENTATION		38,200 €		Project „EU4PFM in Montenegro“	SDG 16	
5.1.10	Delivery of training for civil servants working on the preparation of laws and strategies on standards for conducting public consultations in the process of drafting laws and strategies	At least 80 civil servants trained	HRMA MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		17,000 €		Budget of Montenegro	SDG 16, 17	
5.1.11	Improvement of the report on the implementation of the Decree on the selection of representatives of non-governmental organisations and the conduct of public consultations in the	Amended report structure including: – Improved scope and content of the report – Mandatory statistical data – Information on the satisfaction of participants in working groups	MPA	I Q 2025	IV Q 2026	IMPLEMENTED At its session held on 16 September 2025, the Government adopted the Report on the implementation of the Decree on the selection of representatives of non-governmental organisations		5,000 €		Budget of Montenegro	RA 24-27 EK 24 O.Z. 4 SDG 16, 17	

	process of preparing laws and strategies					and the conduct of public consultations in the process of preparing laws and strategies.						
5.1.12	Efficient use of e-platforms for public participation in the creation of public policies	<ul style="list-style-type: none"> – Analysis of the reasons for the non-use of the e-petitions and e-participation portals prepared, including recommendations – Addressing already identified challenges based on user experience and implementation of the recommendations from the analysis (deadline for validation of e-petitions, accessibility on tablets and mobile phones, etc.) – Good practices of public participation in the policy-making process promoted, with a particular focus on consultations in the early stages of document preparation – e-petitions and e-participation portals promoted 	MPA	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION		50,000 €		Budget of Montenegro	EK 24 O.Z. 4 SDG 16,17	
5.1.13	Establish an obligation for ministries to submit, alongside the final report on the implementation of strategic documents, reports on the evaluation of their implementation to the Government	Amendments to the Rules of Procedure of the Government introducing a procedural obligation to submit reports on the conducted evaluation of strategic documents within the Rules of Procedure of the Government of Montenegro	GSG	II Q 2025	IV Q 2026	IMPLEMENTED Amendments to the Rules of Procedure of the Government provide for the introduction of a procedural obligation to submit reports on the conducted evaluation of strategic documents.		No additional financial resources are required.		Budget of Montenegro	EK 24 SDG 16	

Operational objective 5.2		Improvement of institutional coordination for stronger effects of public policies									
INDICATOR		Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2026			

Percentage of ministries that have established strategic planning units	30% (2021)	22.2%	26.3%	24%	40% ⁷⁴		100%
Percentage of ministries that have members of the Network of Civil Servants for Strategic Planning	50% (2021)	87.50%	89.50%	100%	100% ⁷⁵		100%

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
5.2.1	Define the policy coordination function at the level of ministries, with guidelines for its regulation in acts on systematisation and organisation of ministries	– Guidelines for the establishment of the policy coordination function in ministries prepared – Number of acts on systematisation and organisation of ministries in which the policy coordination function is defined	GSG MPA	I Q 2025	II Q 2026	ONGOING IMPLEMENTATION A draft of the Guidelines for the establishment of the policy coordination function in ministries has been prepared.	III Q 2026	No additional financial resources are required		SIGMA	SDG 16	Adopt the Guidelines/Information on the establishment of the policy coordination function in ministries at the Government level.
5.2.2	Establish the policy coordination function at the level of ministries	Number of actson systematisation and organisation of ministries in which the policy coordination function is defined	GSG MPA	IV Q 2025	I Q 2026	ONGOING IMPLEMENTATION The implementation of this activity depends on the implementation of Activity 5.2.1.	III Q 2026	No additional financial resources are required		Budget of Montenegro	SDG 16	
5.2.3	Prepare guidelines with explanations of mechanisms and procedures for policy coordination and policy development in ministries	Guidelines prepared	GSG	I Q 2025	III Q 2025	ONGOING IMPLEMENTATION A draft of the guidelines has been prepared. It is necessary to align them with the provisions of the new Law on Budget and Fiscal Responsibility, which is currently under preparation (the part related to policy coordination in relation to programme budgeting).	II Q 2026	No additional financial resources are required		Budget of Montenegro SIGMA	SDG 16	Distribute the guidelines after the adoption of the Information on the establishment of the policy coordination function in ministries.

⁷⁴ The Ministry of Culture and Media, the Ministry of Diaspora, the Ministry of Public Administration, the Ministry of Finance, the Ministry of Regional Investment Development and Cooperation with NGOs, the Ministry of Health, the Ministry of Tourism, the Ministry of Spatial Planning, Urbanism and State Property, the Ministry of Interior, and the Ministry of Defence.

⁷⁵ Within the framework of membership in the Commission for monitoring the implementation of the Medium-Term Government Work Programme 2024–2027 and the annual work programmes.

5.2.4	Formalise the Network of Civil Servants for Strategic Planning	Decision on the establishment of the Network of Civil Servants for Strategic Planning adopted	GSG	II Q 2026	III Q 2026	ONGOING IMPLEMENTATION	IV Q 2026	No additional financial resources are required		Budget of Montenegro	SDG 16	
5.2.5	Conduct an information session for policy coordinators on the system of strategic planning in Montenegro	Number of persons who participated in the information sessions	GSG	III Q 2026	IV Q 2026	ONGOING IMPLEMENTATION		10,000 €		SIGMA	SDG 16	

Operational objective 5.3		Increasing coverage and strengthening capacities for the implementation of RIA						
INDICATOR	Baseline value	Value for 2022	Value for 2023	Value for 2024	Value for 2025	Trend	Target value by 2024	Target value by 2026
Percentage of laws for which the Standard Cost Model is applied within the RIA	18% (2020)	18.5%	18.75%	27.04%	N/A ⁷⁶	⊘	20%	30%
Percentage of high-quality RIAs in relation to the total number of RIAs submitted to the Ministry of Finance for opinion	68.72% (2020)	82.49%	83.15%	89.86%	N/A ⁷⁷	⊘	77%	88%

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents	Recommendations
5.3.1	Amendment of the Instruction on the preparation of reports on conducted Regulatory Impact Assessment and the RIA Manual	Instruction amended in the part relating to the assessment of fiscal impact on the budgets of local self-government units and gender equality, as well as the RIA Manual	MF	I Q 2025	IV Q 2025	IMPLEMENTED The Instruction on the preparation of reports on conducted Regulatory Impact Assessment has been amended and published in the Official Gazette of Montenegro.		No additional financial resources are required		SIGMA	SDG 16	

⁷⁶ The preparation of the Report on the quality of the implementation of RIA is ongoing. As in previous years, its adoption by the Government of Montenegro is planned for the end of April.

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5.3.2	Preparation of a specific format of the Regulatory Impact Assessment (RIA) Report for strategies, programmes and action plans	Format of the RIA Report for strategies adopted	MF	I Q 2025	IV Q 2025	IMPLEMENTED A specific format of the RIA Report for strategies, programmes and action plans has been adopted and forms an integral part of the Instruction.		No additional financial resources are required		SIGMA	SDG 16	
5.3.3	Delivery of training on the application of techniques used for estimating regulatory costs, as well as assessing the long-term fiscal implications of regulations	40 civil servants trained	HRMA MF	I Q 2025	IV Q 2026	ONGOING IMPLEMENTATION Training is being continuously delivered. During 2025, a total of 57 civil servants were trained: 32 at the central level and 25 at the local level as RIA trainers.		12,500 €		Budget of Montenegro	SDG 16	
5.3.4	Improvement of annual reports on the quality of RIA preparation through ensuring the participation of external evaluators in assessing quality	Two annual reports on the state of RIA improved	MF	I Q 2025	I Q 2026	ONGOING IMPLEMENTATION The preparation of the Report on the quality of the implementation of RIA is ongoing. As in previous years, it will be submitted to the Government of Montenegro at the end of April.		2,400 €		Budget of Montenegro Donor support	RA 24-27 SDG 16	
5.3.5	Improvement of the format of the opinion of the Ministry of Finance on RIA	Improved format of the mandatory opinion for analysing and providing feedback on the quality of RIA adopted	MF	I Q 2025	IV Q 2025	ONGOING IMPLEMENTATION In accordance with the new Instruction, the first draft of the opinion has been prepared, which will be applied from 1 January 2027.		No additional financial resources are required		SIGMA	SDG 16	
5.3.6	Establishment of cooperation with the Parliament regarding strengthening capacities for the preparation of RIA in the process of adopting laws and amendments	Number of consultations and training sessions delivered	MF HRMA	I Q 2025	IV Q 2025	IMPLEMENTED Training was delivered for representatives of several organisational units of the Service of the Parliament of Montenegro on the topic of methodology and practice in the preparation of Regulatory Impact Assessment (RIA). In addition, consultations were held regarding the new Instruction on RIA, and all proposed suggestions were accepted. The following training sessions were delivered: – 1 training: Economic analysis – 15 participants – 1 training: Fiscal analysis – 13 participants		4,000€	4,000€	Budget of Montenegro Donor support	SDG 16	

						- 1 training: Introduction to Regulatory Impact Assessment – 21 participants						
5.3.7	Establishment of a Consultative Body for RIA (representatives of the Ministry of Finance, the General Secretariat of the Government, the Ministry of Public Administration, the Secretariat for Legislation, the Parliament and municipalities)	Number of meetings held at which key issues related to RIA will be discussed	MF	I Q 2025	III Q 2025	ONGOING IMPLEMENTATION The Minister of Finance adopted a decision on the establishment of the Consultative Body for RIA on 25 December 2025.		5,000€		Budget of Montenegro Donor support	SDG 16	

ACTIVITIES FOR THE IMPLEMENTATION OF THE STRATEGY, MONITORING AND REPORTING

	Activity	Result Indicator	Responsible Institutions	Start	End	Indicator Status	New Deadline	Planned Funds	Actual Funds	Source of Financing	Links to Relevant Documents
1.	Strengthening the capacities of employees in the Directorate for Strategic Planning, International Cooperation and IPA Funds	– At least three employees have completed accredited training in strategic management – Training of employees related to IPA III	HRMA	II Q 2025	IV Q 2026	All employees in the Unit for IPA Funds have completed accredited training in the management of IPA funds		49,000 €	16.000 €	Budget of Montenegro	SDG 16
2.	Improvement of the work of the Public Administration Reform Council	Strengthen the role of the Public Administration Reform Council within the dialogue with the European Commission Establish a mechanism for monitoring Operational Conclusions with the European Commission and continuously inform the Council on implementation and challenges	MPA Relevant institutions under the Strategy	I Q 2025	IV Q 2026	A monitoring table for tracking the implementation of Operational Conclusions has been developed. The Council for Public Administration Reform is regularly informed through information notes.		86,000 €		Budget of Montenegro	SDG 16
3.	Development of additional mechanisms for improved monitoring and reporting on the results of the 2022–2026 Strategy	– Tender documentation for the development of an IT system for monitoring developed – Creation of an IT solution for monitoring the implementation of the Strategy	MPA	I Q 2025	II Q 2025	In June 2025, the Ministry of Public Administration created and published the infographic “Trust Index: How Public Administration Reform in Montenegro is progressing” .		15,000 €		Budget of Montenegro	SDG 16 O.Z. 2 GA
4.	Promotion of the Public Administration Reform	Plan for the implementation of the Public Administration Reform Communication Strategy 2025–2026,	MPA	II Q 2025	II Q 2025		IV Q 2026	27,000 €		Budget of Montenegro	SDG 16

	Strategy, achieved results and activities	with an integrated crisis communication plan, adopted								
5.	Reporting and evaluation of strategic results	External evaluation of the Public Administration Reform Strategy	MPA	I Q 2026	II Q 2026	An evaluation reference group has been established. A public call for the selection of an expert for conducting the external evaluation has been published.		13,000 €		Budget of Montenegro SDG 16