December, 2021

PROPOSAL

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**SUMMARY**

**ADMINISTRATION AS A SERVICE FOR THE CITIZENS with THE RIGHT PEOPLE IN THE RIGHT PLACE is the cornerstone of the Public Administration Reform Strategy 2022 – 2026**

The key values of the reform include public administration which is based on diversity, equality, inclusion, antidiscrimination and equal opportunity for all, with the goal of improving the public administration by 2026 so as to make it:

****

**INCLUSIVE**

PUBLIC INVOLVEMENT IN ALL POLICY DEVELOPMENT STAGES

**TRANSPARENT**

PUBLIC ADMINISTRATION ACTIVITY DATA AVAILABLE TO ALL CITIZENS

**EFFICIENT**

OPTIMAL RELATION BETWEEN THE NUMBER OF EMPLOYEES AND QUALITY OF SERVICES DELIVERED

**PROFESSIONAL**

RIGHT PEOPLE IN THE RIGHT PLACE

**SERVING THE NEEDS OF CITIZENS AND BUSINESSES**

DELIVERY OF HIGH-QUALITY PUBLIC SERVICES

**ACCOUNTABLE**

ACCOUNTABILITY IS A MEASURABLE CATEGORY

The Public Administration Reform Strategy 2022 – 2026, accompanied by the first three-year Action Plan 2022-2024, has been drafted in a fully inclusive manner, in the broad framework of consultations participated by state authorities, local self-government, donors, NGO sector, academic community and trade unions between July 2021, when the composition of the previous Working Group was changed, and December 2021, when the full-scale public consultation ended.

PAR Strategy is a starting point for creating services in conformity with the ***once only*** principle and by using new technologies to ensure a quick, easy and safe way for clients to receive services; as such, it builds up the profile of an administration which is professional, flexible, optimal and oriented to citizens and other users.

***Successful implementation of the public administration reform is a prerequisite for withdrawing over 20 million of sector budget support from the EU funds***

Public administration reform will bring the following to citizens and businesses:

1. simple and accessible user experience in all public services
2. accountable and efficient work of the public administration
3. openness and accessibility of all data pertaining to activities of the public administration
4. high-quality participation in the process of designing laws and policies.

Drafting of the new Strategy started from the challenges mapped in the previous public administration reform:



**Inefficient public administration – nonoptimal relation between the number of employees and the quality of delivered service**

**Insufficiently transparent work of public administration and frequent administrative silence situations in response to information requests**

**Public administration fails to take advantage of digitalisation**

**Lengthy service delivery administrative proceedings**

**Increased budget outflows resulting from the judicial costs caused by unlawful activities of the public administration**

**Inefficient implementation of legislation and application of the managerial accountability concept**

**Challenges in the public administration**

**Jedan od ključnih problema s kojima je javna administacija suočena jeste nepostojanje jedinstvene evidencije o broju zaposlenih. Shodno tome, nije postojala pouzdana polazna osnova za mjerenje efikasnosti mjera usmjerenih na optimizaciju broja zaposlenih. Sastavni dio ove Strategije, u odnosu na prethodnu, upravo je evidencija o broju zaposlenih na centralnom i lokalnom nivou koja predstavlja osnov za praćenje broja zaposlenih shodno utvrđenom obuhvatu definisanom Strategijom, sa jasnim Instrukcijama za vođenje evidencije**

**One of the major issues faced by the public administration is the absence of a single consolidated system for keeping records of the workforce size. Consequently, there was no reliable starting point for measuring efficiency of the measures aimed at optimising the number of public servants. Unlike the previous Strategy, this one includes information about the number of employees at both central and local level, serving as the basis for keeping track of these numbers, in line with the scope of the Strategy, while including clear guidance for keeping relevant records.**

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This is the first time that records of the number of employees include public institutions at both central and local level, making it possible to track changes in the size of workforce at a deeper level in the public administration structure, thus contributing to better human resource management transparency. On the other hand, in an effort to ensure better wage bill management, projects in the pipeline should introduce a system of centralised wage calculation, by developing a software solution allowing for the introduction of a single system for calculating wages funded from the budget. This will ensure efficiency of the wage calculation process, higher level of control and reporting and efficient wage bill management.

Based on the mapped challenges, the Strategy defines five strategic goals and 14 operational objectives:



**DIGITALISATION**

**POLICY PLANNING WITH AND FOR CITIZENS**

**TRANSPARENT AND OPEN PUBLIC ADMINISTRATION**

**PROFESSIONAL PUBLIC ADMINISTRATION**

**CITIZENS AND BUSINESS USE HIGH-QUALITY PUBLIC ADMINISTRATION SERVICES**

**CITIZEN-ORIENTED ORGANISATION AND OPERATION OF THE PUBLIC ADMINISTRATION**

**STRATEGIC GOALS**

**ACCOUNTABLE, PROFESSIONAL, TRANSPARENT AND CITIZEN-ORIENTED**

**A PUBLIC ADMINISTRATION WHICH IS BASED ON DIVERSITY, EQUALITY, INCLUSION, ANTIDISCRIMINATION AND EQUAL OPPORTUNITIES FOR ALL**

**This reform aims at establishing standards at all level of functioning of the public administration, starting from policy making and implementation, workforce planning, human resource management and civil service system, service delivery quality standard and functioning of the public administration.**

**STRATEGIC GOAL 1. Citizen-oriented organisation and operation of the public administration**

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

Accountability should be the primary, measurable and concrete value for the work of each individual and institution in public administration. The intention is to substantially reduce the length of administrative court proceedings and ensure higher rate of implementation of the Ombudsman’s recommendations concerning the activities of the public authorities. All ministries should report on the results achieved and delegate financial management and control powers.

**OPERATIONAL OBJECTIVE 1.2. *Paperless administration***

Increased internal efficiency of the public administration by implementing electronic managemement of documents, to ensure that 80% of public authorities introduce eDMS by 2026.

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

Improvement of inter-municipal cooperation in service delivery, along with improvement of financial sustainability of the local self-government by strengthening budget and fiscal discipline, intensifying collection of own revenues and reducing the amount of unpaid obligations from 2.86% to 1.86%.

**STRATEGIC GOAL 2. Citizens and businesses use high-quality services of the public administration**

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

Higher level of citizens’ satisfaction with the services, reaching the highest level in the region. Priority is given to introducing systemic measuring of satisfaction of public service users, to obtain feedback based on which measures would be taken to improve service delivery, and to establishing a system for managing quality of institutions and processes, ultimately resulting in higher quality of services provided to end users and optimised processes in authorities.

**OPERATIONAL OBJECTIVE 2.2. *Full interoperability of information systems and increased number of highly-sophisticated electronic services***

Digital transformation – Substantial increase in the number of digitally available services; with the introduction of fully digitalised 20 life services (eBirth, eStudent, eEnrollment, eNGO registration, eProfessional Exam…).

Improvement of the e-Government Portal by introducing e-payment, e-autenthication and e-indentification, to enable citizens to receive paperless, electronic services.

MONTENEGRO DIGITAL – this project aims at introducing an umbrella Government platform for digital services and innovation, which will enhance digital standards and services for citizens and businesses, and coordinate control activities with respect to IT costs of equipment, software and servicing.

na 1,86%.

**STRATEŠKI CILJ 3. Professional public administration**

**STRATEGIC GOAL 3. Professional public administration**

**OPERATIONAL OBJECTIVE 3.1. *Efficient planning system based on identified needs, depoliticization and improvement of the human resources recruitment procedure and further digitalization of civil service***

Making the recruitment procedure more transparent and competitive by ensuring a higher number of job applicants and a recruitment process based on competencies, skills and abilities. The intention is to ensure uniformity of the HR planning and management standards for all public administration jobs funded from the budget. The intention is to improve the legal framework governing civil service, particularly with respect to the process of verifying competencies and the recruitment procedure, eliminate risks of or room for undue political influence.

**OPERATIONAL OBJECTIVE 3.2. *Public administration is an attractive employer – efficient system of promotion and rewarding based on performance monitoring and assessment and continuous development***

The idea is to ensure that institutions measure the satisfaction of central and local level employees and reward and promote them based on the results they have achieved. The digital academy concept and the so-called *ILIAS online education platform* are expected to provide a strong impetus for professional development of employees.

**OPERATIONAL OBJECTIVE 3.3*. Optimal administration***

Public administration should be optimal in terms of the number of employees and the efficiency of service delivery. The idea is to reduce the public administration costs by optimising the size of the public sector workforce in relation to that in the private sector, prevent misuse of service contracts, temporary and occasional work contracts, as well as to ensure a centralised wage calculation system – wage bill monitoring at both central and local level, along with monitoring of the number of employees. Employee performance monitoring and linking performance to rewards and needs for a quality training, in addition to introducing mechanisms for transition to the private sector is one of the goals of this reform, all in order to reduce the current share of public employees in the total number of employed persons in Montenegro. Therefore, the goal is to incentivise creation of new jobs in the real sector, which will, simultaneously with restricting, i.e. optimising the size of workforce in the public sector, ensure the accomplishment of the goal above. Workforce planning, along with adequate wage bill management according to allocated budget funds, constitutes the foundation of public sector human resource management.

**STRATEGIC GOAL 4. Transparent and open public administration**

**OPERATIONAL OBJECTIVE 4.1. *Improved functioning of the access to information legal protection system and strengthened capacity of the Agency for Personal Data Protection and Free Access to information***

Monitoring will include lower share of Administrative Court decisions in administrative disputes initiated due to failure of the Agency to issue decisions.

**OPERATIONAL OBJECTIVE 4.2. *Enhanced application of the Law on FAI by the authorities and strengthened capacity of the Law beneficiaries, to ensure adequate exercise of the right of access to information***

The intention is to improve the system of legal protection in the sphere of access to information, ensure timely response to requests for free access to information and substantially decrease the number of administrative silence cases.

**OPERATIONAL OBJECTIVE 4.3. *Enhancing the information reuse and increasing the availability of open data***

Public administration bodies publish data proactively – 80% of ministries and other administrative authorities, as well as 80% of local self-governments proactively publish information by 2026. The intention is to increase the number of published high-value data sets on the open data portal and achieve compliance with EU legislation on information reuse and particularly the Directive on open data and the re-use of public sector information.

**STRATEGIC GOAL 5. Policy planning with and for citizens**

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

Ensuring that legislation and strategies are based on verifiable data and evidence, while involving all relevant stakeholders. Availability of high-quality, accurate and timely data is the key prerequisite for improvement of the public administration services, as well as the basis for evidence-based policy making.

The intention is to reinforce cooperation with research and academic communities, NGOs, MONSTAT and other producers of official statistics to ensure higher availability and use of data.

**OPERATIONAL OBJECTIVE 5.2. *Improved institutional coordination for stronger policy impacts***

Activities will be undertaken to monitor the percentage of ministries having established strategic planning units and members of the Strategic Planning Network.

**OPERATIONAL OBJECTIVE 5.3. *Increased scope of RIA and capacities for its implementation***

Publishing of high-quality RIAs, focused on the assessment of fiscal, economic impact, environmental impact, gender equality.

The Strategy defines the SCOPE OF THE REFORM: **at the central level,** it will cover – state authorities, state administration authorities, legal entities exercising public powers (fuds, agencies, etc) and public institutions, **and at the local level** – local self-government units, local government bodies and services and institutions.

The fact that the scope of the Strategy has been expanded to include 540 institutions[[1]](#footnote-1) in the public administration system, that the issue of optimisation has been defined as an integral part of the Strategy, that there is complementarity and the requirement to additionally monitor results of other strategies – all this demonstrates the intention to improve the STRATEGY IMPLEMENTATION COORDINATION STRUCTURE.

PAR Council, being an advisory body of the Government, is tasked under the decision on its establishment to monitor the implementation of PAR Strategy and public financial management programme, but there are plans to form smaller coordination teams within this council with a designated contact person for each of the strategic goals, to ensure higher efficiency of data collection and reporting processes. Additionally, a secretariat of this council is planned to be established through project support, to provide additional expert and technical assistance.

GOVERNMENT OF MONTENEGRO

PAR COUNCIL

EUROPEAN COMMISSION

MINISTRY OF PUBLIC ADMINISTRATION, DIGITAL SOCIETY AND MEDIA

Ministry of Public Administration, Digital Society and Media (MPADSM), and particularly Directorate for Strategic Planning, International Cooperation and IPA Projects, continues to carry out operational coordination of the Strategy, monitor the reform and provide administrative and technical support to the Council.

In addition to the funds allocated in the budget, the plan is to allocate a total of EUR 23,750,000 over the next five years for the purpose of achieving all of the operational objectives. According to the corresponding AP 2022-2024, EUR 11,967,330 will be spent, while the subsequent action plan for 2024-2026 will specify the way the remaining funds will be allocated. Previous PAR Strategy was supported by the EU funds, more precisely the sector budget support (SBS), which will also be the case with the PAR Strategy 2022-2024. Through SBS mechanism, planned under the IPA III framework, support will be provided to the implementation of PAR Strategy 2022-2026 and Public Financial Management Reform Programme 2022-2026.

\* \* \*

***The state is in day-to-day communication with citizens, rendering services at the most important moments of people’s lives. Whether they are registering the birth of their child, seeking information about vaccine safety, applying for retirement, receiving health insurance services or checking the status of their application for administrative services, citizens expect the state to respond to their needs. However, too often citizens find themselves entangled in a complicated maze of institutions, web pages and telephone numbers when attempting to access the services they depend on.***

Furthermore, in the last years we have witnessed a rapid technological development which applies to all segments of business and society. It has changed the way we access services, perceive their quality, availability and user experience. Apart from these changes, an unforeseen circumstance, such as COVID-19 pandemic which has resulted in a global crisis, has strongly affected transformation of all institutions and pushed them into building resilience and responding to the challenges of the *new normal*. One of the expected turning points is the transition to agile work. This new method of work is conducive to faster development of services, while enabling a more precise response to the expectations of the users. In the same way, digital transformation is much more than the use of modern technology and internet tools. It is about flexibility in adapting to the changes that are faster than ever before, and for it to be feasible and successful, in addition to clear strategic directions, it must also include: people, cooperation and technology. Development of new, citizen-oriented models of digitalisation application, along with changed culture and work methods in the public administration, active involvement of citizens in identifying and addressing problems, modernisation and innovation in the public sector, and administrative capacity building, are all prerequisites for a high-quality public administration reform.

For these reasons, Government of Montenegro and the line Ministry of Public Administration, Digital Society and Media are committed to ensuring the functioning of an efficient, agile, inclusive and open public administration, efficiently responding to the citizens’ needs.

***PAR Strategy 2022-2026 undertakes measures to improve delivery of services to citizens and other users. The goal is to build accountability and transparency in everything we do. Vision of the Strategy is a professional public administration providing high-quality services to end users and having adequate capacity to join the EU by 2026***

Public administration reform, in addition to the rule of law and economic reform, constitutes one of the three key pillars in the EU accession process; it is, therefore, the goal of Montenegro to ensure full implementation of the EU *acquis*, but also equal treatment of all citizens. European Commission puts the public administration reform at the centre of its enlargement policy, which is further confirmed by the new enlargement methodology, envisaging a cluster approach to negotiations. The new methodology places a stronger focus on fundamental reforms, starting from the rule of law and functioning of democratic institutions and public administration, as well as more stable economies of the candidate countries.

In the light of a stronger EC focus on PAR, OECD/SIGMA has developed the Principles of Public Administration, specifying the key PAR requirements that candidate countries need to fulfil in the process of joining/accessing the EU. The six key areas requiring reforms are the PAR strategic framework, policy development and coordination, public service and human resource management, accountability, service delivery and public financial management. A public administration reform that takes place while moving towards the EU also prepares the country concerned for the European Administrative Space which entails standards and principles applying to EU public administration actions. EAS has been recognised as a unique concept complementing the *acquis* in this public administration area and enhancing the national administrative law and administrative capacity of member states.

Administrative capacity (Madrid criterion), together with the Copenhagen criteria, are the requirements that aspiring EU members must fulfil. This criterion is important primarily because of the role that administration has not only in the accession process, but also later, when the country concerned becomes an EU member, given that it is required to enact and effectively implement *acquis*. For this reason, countries in the accession process are tasked with creating a professional and accountable public administration which will be capable of transposing and implementing EU rules and regulations. New PAR Strategy intends to reinforce administrative structures so as to become able to meet the commitments arising from the future membership.

**ACRONYMS**

AMM Association of Managers of Montenegro

PAR AP Public Administration Reform Action Plan

AURUM Public Administration Reform Strategy 2011 – 2016

APDPFAI Agency for Personal Data Protection and Free Access to Information

GPD Gross-domestic product

CAF Common Assessment Framework

CPR Central personnel records– Joint assessment framework

DEU Delegation of the EU to Montenegro

SAI State Audit Institution

DT Digital transformation

ECDL Standard ICT skills certification

Edms Electronic document management system

EFQM European Foundation for Quality Management

eID Electronic identity

EC European Commission

EU European Union

EUPAN European Public Administration Network

GDPR The EU General Data Protection Regulation

GSB Single information system for electronic exchange of data between state authorities and state administration authorities

GSG General Secretariat of the Government

HUB Open data hub

ILIAS E-learning/training platform

IPA III Instrument of Pre-Accession Assistance

IS Information systems

ISO International Organisation for Standardisation

ISPI Reporting on mid-term work programmes of ministries

IT Information technology

LSGU Local self-government unit

SISEDE Single information system for the electronic data exchange

EIO European Integration Office

CEA Commission for Economic Affairs

HRIS Human resource information system

KPMG Consulting and audit company

CPS Commission for Political System

LSG Local self-government

MED Ministry of Economic Development

MESPH Strategic planning portal in the EU integration IT system

MFSW Ministry of Finance and Social Welfare

MPADSM Ministry of Public Administration, Digital Society and Media

Standard Cost Model Standard cost model

MONSTAT Statistics Office of Montenegro

MoI Ministry of the Interior

MJHMR Ministry of Justice, Human and Minority Rights

MH Ministry of Health

NS Eid National system for electronic identification

NS NAT National system for the collection of administrative fees

NGO Non-governmental organisation

OECD Organisation for Economic Development and Cooperation

OGP Open Government partnership

OSI Online Service Index

CEM Chamber of Economy of Montenegro

PKI Public key infrastructure  
MPAEU Montenegro’s Programme of Accession to the EU

GWP Government Work Programme

RCC Regional Cooperation Council

ReSPA Regional School of Public Administration

WG Working group

RIA Regulatory Impact Assessment

PAR Public administration reform

SBS Sector budget support

SIGMA Joint OECD/EU Support for Improvement in Governance and Management

FAI Free access to information

HRMU Human resource management unit

UN United Nations

UNDP UN Development Programme

HRMA Human Resource Management Authority

WB6 Six Western Balkans economies

LCSSE Law on Civil Servants and State Employees

UoM Union of Municipalities of Montenegro

LFAI Law on Free Access to Information

LAP Law on Administrative Procedure

EA Employment Agency

# **I INTRODUCTION**

In March 2011, Government of Montenegro adopted the **Public Administration Reform Strategy 2011 – 2016 (AURUM**),[[2]](#footnote-2) including the accompanying Framework Action Plan. AURUM was addressing two public administration sub-areas: state-level administration and local self-government. The primary aim of AURUM was to ensure an efficient, professional and service-oriented public administration, meeting the needs of citizens and other social and economic entities. AURUM implementation included, among other activities, those related to building the public administration legal framework in Montenegro, and this goal was largely accomplished.

**Montenegro Public Administration Reform Strategy 2016 – 2020** was adoptedin July 2016. The structure of this strategy followed the logic of the reform areas, the way these were defined in EC and OECD/SIGMA’s “Principles of Public Administration“. The reform areas in the Strategy 2016 – 2020 were concerned with all of the public administration segments (state-level administration, local self-government, organisations exercising public powers), while the specificities of the local self-government regarding its territorial, functional and financial position were further elaborated in a separate chapter. The general goal of reform activities until 2020 was to create an efficient and service-oriented public administration, increasingly trusted by the citizens.

**Results achieved in the previous strategy cycle**

According to the **Report on Mid-term Evaluation of the PAR Strategy 2016-2020**,[[3]](#footnote-3) developed externally by an independent evaluator:

* PAR Strategy and accompanying Action Plans were **relevant** *instruments to respond to the public administration capacity needs*. The Strategy largely provided an **adequate set of interventions** to increase its efficiency and service orientation, as well as to effectively function within the framework of the European Administrative Space. PAR priorities set in the Strategy and accompanying Action Plans (PAR AP 2016-2018 and PAR AP 2019-2020) are adjusted to the overall national and EU accession priorities of Montenegro, particularly towards ensuring capability of the government to provide public services and incentivise competitiveness and growth and fulfilling prerequisites towards potential EU accession. Special focus on developing the capacity of LSGs was highly relevant and responsive to the needs and challenges faced by LSGs in ensuring efficient and effective service delivery. However, certain sub-sectoral areas, such as optimisation and access to information, entail overly ambitious and unrealistic aspirations and indicators, which constitutes a weakness of the strategic approach to these two areas.
* Strategic **investment in strengthening the legal framework as the foundation of a robust public administration system was an effective** path leading to improved organisation and accountability in the public administration system, particularly concerning recruitment in the civil service and public sector. Despite investment in development of the legal framework governing free access to information, challenges have been noted concerning implementation of the legislation, particularly the misuse of access to information mechanisms, and a certain lack of clarity on what constitutes public information.
* **Service delivery infrastructure has seen the strongest improvements** across the range of services, and especially in the systems of interoperability and e-services, which has turned out to be the most successful area of the Strategy.
* Another significant contribution by the PAR Strategy was related to **strengthening the systems of planning, coordination and monitoring of implementation of the government policies**. The established frameworks, approaches and methodologies are recognised for their quality and usefulness, which has resulted in improved policy making practice and better quality of policy documents. However, these results are fragile as they are yet to take hold in terms of their institutionalisation, given that they are still managed through externally funded projects, instead by the public administration itself.
* The evaluation has further acknowledged **contribution to promoting and strengthening human resource management** and civil service system in general, in addition to available evidence of transformative consequences in the way that public administration functions, especially from the human resource perspective. It further finds that public administration institutions, responsible for the public resource management pillar, could have done more to promote and reinforce the merit-based system in the public administration. In particular, **minimum results have been recorded in the area of public administration optimisation**, measured by means of a set of indicators in the Strategy.
* New/revised legal frameworks create a robust and sustainable foundation and are ready to stimulate further reform of the public administration. **Investment in institutional capacity, in terms of new knowledge, understanding and skills, but also IT capacity, has improved**, but sustainability of such efforts depends on a series of factors, including staff turnover, mechanisms of taking up and preserving institutional memory, availability of (IT) expertise, etc. The evaluation has recognised a certain level of improvement in terms of public administration efficiency and service orientation, particularly concerning efficiency of public services and modernisation.

**Final report on the implementation of the previous Public Administration Reform Strategy 2016-2020[[4]](#footnote-4)** evaluates the key areas having seen substantial progress over the previous four-year term, as well as the areas recognised as experiencing implementation challenges. After expiry of the four-year period covered by the PAR Strategy 2016 -2020, progress has been noted concerning public administration reform in Montenegro, particularly by building a solid and EU compliant legal framework governing the state administration reorganisation, civil service system and merit-based recruitment and mid-term planning. Further, throughout the reform process, **Ministry of Public Administration has been recognised as the coordinator of the process** of implementation and monitoring of the PAR Strategy. Evidently, and especially **during the COVID-19 pandemic, the public administration has adapted to the newly emerged situation and ensured provision of accurate, useful and updated information**. Nevertheless, numerous challenges have been noted in the reform process, resulting in Montenegro still having the status of administration which is moderately prepared on the public administration reform, and the need to invest efforts and gain political support in the following period to continue with the merit-based recruitment and promotion process, optimise the work process and workforce size in the public administration and establish the system of accountability and delegation of decisions.

No performance indicators have been fulfilled in the field of public administration organisation and accountability concerning the length of administrative disputes, which currently take 17 months, instead of their planned duration of 4 months; no system has been established to ensure efficient exercise of the right to access information and transparency of public administration, which is confirmed by the constant increase in the number of information access requests and appeals filed with the Agency for Free Access to Information. In the sphere of service delivery, no performance indicators have been fulfilled concerning existence of a system for regular measuring of satisfaction of citizens with the delivered administrative services, while in the area of civil service no indicator target values have been achieved regarding reduction of the number of employees at central and local level.

According to the 2021 **Montenegro Progress Report [[5]](#footnote-5)** Montenegro is moderately prepared on the public administration reform, with limited progress recorded in the reporting period. Some progress has been achieved in mid-term policy planning, electronic government and public finance management, along with budget transparency. Amendments to the Law on Civil Servants and State Employees lowered the requirements for merit-based recruitment, competence and independence of civil servants. Reorganisation of public administration led to substantial staff changes, loss of experienced staff in EU accession process related matters. Strong political will is needed to effectively depoliticise the public service, optimise the state administration and effectively implement managerial accountability.

**II DEVELOPMENT OF A NEW STRATEGIC DOCUMENT**

Public Administration Reform Strategy 2022 – 2026 has been developed (hereinafter: Strategy 2022 – 2026) with a view to ensuring continuity of the public administration reform

Ministry of Public Administration initiated the process of developing Draft Strategy 2022-2026 by forming the Working Group (WG) in June 2020. The parliamentary election in August 2020 resulted in change of the political majority in the Government of Montenegro, directly affecting reorganisation of the Ministry of Public Administration, which has been transformed into Ministry of Public Administration, Digital Society and Media (MPADSM), including a newly-formed Directorate for Strategic Planning, International Cooperation and IPA Funds. Following the previous concept of separation of public administration (central and local), and complete MPADSM reorganisation, the concept of separation is now aligned with the sectoral areas addressed by this strategic document. In line with the new approach, WG membership changed in April 2021 (representatives of MPADSM, Ministry of Finance and Social Welfare (MFSW), Ministry of Economic Development (MED), Ministry of the Interior (MoI), General Secretariat of the Government (GSG), Human Resources Management Administration (HRMA), Union of Municipalities of Montenegro, NGO representative), and more intensive activities were carried out to develop individual segments of the strategic document in conformity with the Decree on the Method and Procedure of Drafting, Harmonising and Monitoring the Implementation of Strategic Documents and the accompanying Methodology for Developing Policies, Drafting and Monitoring the Implementation of Strategic Documents[[6]](#footnote-6) prepared by GSG).

Activities to develop a new strategic document started with the organisation of a broad framework of consultation with all relevant stakeholders in the document drafting process, thus creating a fully inclusive approach, applied as such for the first time. For this purpose, between April and November 2021, focus groups, stakeholder meetings and workshops were held to obtain participants’ proposals, suggestions and comments on different areas of the Strategy 2022 – 2026,[[7]](#footnote-7) followed by publication of the focus group report.[[8]](#footnote-8) This method of work/consultation with all stakeholders at an early stage of the strategic document drafting process, as well as later in this process, will serve as the best practice example for all relevant authorities and will be promoted by GSG when strategic documents of public authorities are developed.

In the process of developing the Strategy 2022 – 2026, findings and recommendations from all relevant documents [[9]](#footnote-9) - were used – reports, analyses and research conducted by state institutions, NGOs and international partners.

MPADSM conducted full-scale public consultations on the Draft PAR Strategy 2022-2026 and its action plan 2022-2024 between 9 and 30 November 2021, by publicly inviting citizens, scientific and expert community, state authorities, professional associations, political entities, NGOs, international organisations, media and all other interested individuals, organisations and communities to take part in the public consultation process and give their contribution to discussing Draft PAR Strategy 2022-2026 and accompanying Action Plan 2022-2024. The public consultations lasted 20 days from the day of publishing the call on the MPADSM webpage: https://www.gov.me/mju and e-government portal <https://www.euprava.me/>. In the framework of the public consultation, on 24 November 2021 MPADSM held a panel discussion to enable all interested organisations, communities and individuals to hear the opinion of the academia, international partners, civil sector and LSG representatives about this strategic framework. The discussion was attended by over 40 participants and broadcast through live stream on the official Youtube page of MPADSM: <https://youtu.be/YoTUaNlfLvM>, as well as on ZOOM platform. The public consultation report was published on MPADSM webpage.

Strategy 2022 – 2026 follows the key objectives defined in the Annual Work Programme of the Government, Montenegro’s Programme of Accession to the EU 2021 – 2023, Pre-Accession Assistance Programme IPA III, goals of the Slovenian presidency of the EU, conclusions from the meeting of the EU public administration ministers held in June 2021, and principles of public administration (developed by the EC and OECD/SIGMA).

PAR Strategy 2022 – 2026 will be operationalised by means of two action plans, the first one will cover a three-year period from 2022 to 2024, and the second one the remaining two years, 2025 and 2026.

**Scope of the strategic document**

In line with the priorities of the Government of Montenegro, the scope of Strategy 2022 – 2026 has been defined so that **public administration in this strategic document is taken to include**:

* central level – state authorities, state administration authorities, legal entities exercising public powers (funds, agencies, etc) and public institutions,
* local level – local self-government units, local government bodies and services[[10]](#footnote-10), and institutions.[[11]](#footnote-11)

**Majority state-owned enterprises and economic operators are not included in the scope of this strategic document**. Economic operators at the central level are subject to oversight of a separate company “Montenegro Works“[[12]](#footnote-12) founded by the Ministry of Finance and Social Welfare (MFSW) to carry out monitoring and analysis of financial situations in majority state-owned companies and provide expert support in implementing reforms to ensure more efficient management. With a view to ensuring uniformity of the approach taken in this reform at both central and local level, **economic operators founded by municipalities are excluded from the scope of this document[[13]](#footnote-13).**

Unlike the previous strategy which treated local self-government separately, integration of local self-governments in the strategic framework of this document brings improvement. More precisely, in view of this strategy’s orientation to the needs of citizens and businesses, the functioning of local self-governments is equally addressed by all of the strategic goals. An operational objective is additionally incorporated relating to the strengthening of functional and financially independent municipalities, to ensure balanced development of all LSGs. For the purpose of a clearer overview, annexed to this document is a list of specific activities having a direct impact on the improved functioning of local self-governments.

**Conformity with the strategic framework in place**

The principle of conformity of the Strategy 2022-2026 was applied in the policy planning process, with respect to both umbrella strategic documents and related sector-specific strategies, while special attention was paid to ensuring harmonisation with international documents and EU integration commitments.

*Vertical harmonisation*

**Vertical harmonisation** with international and umbrella strategic documents and their priorities is shown in the following graph, **identifying the areas addressed by these documents which are complementary to PAR Strategy 2022-2026:**

In the process of drafting this strategic document, in addition to national umbrella documents, consideration was given to a broader strategic framework of EU policies and UN agenda, reflected in the defined goals, objectives and activities.

OTHER INTERNATIONAL COMMITMENTS

EU FRAMEWORK

UMBRELLA NATIONAL DOCUMENTS

The key goals of PAR Strategy are concerned with improving efficiency and accountability of the public administration institutions, measuring performance of public servants, ensuring inclusive and participatory process when designing policies for the purpose of efficient implementation. Specific measures have a direct impact on achievement of the goals set out in the **2030** **Sustainable Development Strategy,** i.e. strengthening public trust in the democratic political system, ensuring measurability of public administration performance and stronger participation of the interested expert community members in making and implementing decisions.

**Montenegro’s Programme of Accession to the EU 2020-2022 (MPAEU)** covers 33 negotiating chapters and defines activities aimed at enacting normative and strategic documents to ensure harmonisation with the EU *acquis*. In view of the constantly changing nature of the EU *acquis* and the pace of the negotiation process, this programme is adjusted annually to reflect the changes occurring in the process of developing EU legislation. Consequently, MPAEU 2020 – 2022 envisages the development of Digital Transformation Strategy, Law Amending the Law on Electronic Document, PAR Strategy, Programme of Cooperation between State Administrative Authorities and NGOs, all in line with the MPADSM work programme. Additionally, as set out by MPAEU, PAR Strategy is accompanied by the relevant Action Plan.

Accession criteria, i.e. **the Copenhagen criteria**, are the fundamental requirements imposed on all EU candidate countries:

* political criteria: stability of institutions guaranteeing democracy, the rule of law, human rights and the respect for and protection of minorities;
* economic criteria: a functioning market economy and the capacity to cope with competition and market forces;
* administrative and institutional capacity to effectively implement the *acquis*.

Apart from the rule of law and economic governance, public administration reform is given top priority, in accordance with the EC’s approach to enlargement policy.

In May 2020, Montenegro accepted the **new EU negotiation methodology** as a political initiative fitting into the existing MNE-EU negotiation framework from 2012, while welcoming stronger presence of EU member states in affirming the enlargement policy. The new methodology places a stronger focus on fundamental reforms, starting from the rule of law, functioning democratic institutions and public administration, to the economy of candidate countries.

One of the major novelties introduced by the new methodology is related to the establishment of the so-called thematic clusters covering a number of negotiating chapters, to keep the political focus of candidate countries on the key sectors, but also on sanctions in case of failure to implement the necessary reforms and meet relevant requirements.

In the context of application of the new enlargement methodology and the recently published 2021 EC Report on Montenegro, the first cluster-level meeting was held in November for **Cluster 1 – Fundamentals**, identifying the public administration reform as one of the thematic areas.

Action plan for addressing key recommendations in the 2021 EC Montenegro Report has been finalised and adopted; its purpose is to serve as a complementary mechanisms for accelerating the key negotiation activities while emphasising strong involvement of the sector.

**IPA III** **programme framework** reaffirms good governance as one of the three pillars of the enlargement process while underlying efficient implementation of policies and *acquis*. The state administration capacity, at both central and local level, should ensure uniform application of the legal and strategic framework, good governance standards and high-quality human resource management, thus directly affecting the process of reforms and policy implementation, service delivery, and ultimately the quality of citizens’ lives. In that regard, Strategic Goal III Professional Public Administration focuses on further professionalisation and upgrade of skills and knowledge of civil servants at the central and local level, along with improvement of HR management processes. In addition to that, Strategic Goal I includes enacting, amending and timely implementing all normative acts relevant to efficient public administration.

**The framework of the future EU presidency trio programme (France, Czech Republic, Sweden) 2022/2023** is, *inter alia*, based on the support for digital transformation and reaping its full benefits (digital skills and education) and continuation of the accession process according to the enhanced enlargement methodology, while supporting fundamental and transformative reforms in the key areas, such as the rule of law, democratic institutions, free media and economy. Detailed programme objectives will be available as of 2022. Following the concept of the trio presidency, PAR Strategy includes Strategic Goal II, addressing digitalisation of processes and services of the public administration, with specific activities intended to increase the level of digital skills of public servants.

**Goals of the UN Agenda for Sustainable Development 2030**, known as the Global Goals, constitute a universal call for action to eradicate poverty, protect the environment and ensure peace and prosperity for all. These 17 goals are based on the success of the Millennium Development Goals, but they also include new priority areas, such as climate change, economic inequality, innovation, sustainable consumption, peace and justice. The goals are interconnected, given that the key to success of one of them often lies in dealing with the challenges associated with some other goal. Public administration reform is indirectly linked to the 2030 UN Sustainable Development Goals through improved transparency, accountability and efficiency of the Montenegrin public administration in relation to its citizens and businesses at both national and local levels. PAR Strategy contributes to achieving Goals 8 – Decent work and economic growth, 11 – Sustainable cities and communities, 16 – Peace, justice and strong institutions and 17 – Partnership for the goals.

Further, to accomplish the goals related to improved openness and make the administration more efficient, GoM has joined the **Open Government Partnership (OGP).** By participating in this initiative, Montenegro has undertaken the following five commitments: improving public services, citizen participation, access to information – openness of public authorities, more efficient public resource management and increase of public integrity. The process of consultation with the civil society in developing the National Action Plan has taken place in accordance with the OGP Secretariat’s standards. To this end, special focus will be placed on applying the inclusion standard when designing policies and defining citizen-oriented services, to ensure optimum user experience, while using qualitative and quantitative surveys as the basis for activities implemented by public authorities and for determining the course of action in improving the service delivery situation.

A public administration reform which takes place in the EU integration process is also a preparatory activity for the **European Administrative Space,** including the standards and principles applying to work of the EU public administration systems.

The concept of “European Administrative Space” was introduced by SIGMA in 1999. Some of its elements are reliability, predictability, accountability and transparency, along with technical and administrative capacity, organizational capacity, financial sustainability and citizen participation.

The organisation of member states’ public administrations, in terms of their systems and internal rules and procedures, is not regulated by the EU law. Founding treaties, however, do define certain general principles of law that all EU institutions and agencies are required to follow, but also the EU member states when they apply the EU law. Through the case-law of the European Court of Justice and of national administrative courts, and permanent contacts and cooperation between member states in the sphere of public administration (e.g. European Public Administration Network – EUPAN), these principles also expand to other administrations of the member states. Together with other principles common to organised democratic systems in the EU, such general principles of law constitute the main characteristics of the European Administrative Space. EAS has been recognised as a unique concept complementing, for the purpose of EU enlargement, the *acquis* in this field of public administration and upgrading the national administrative law and capacity.

**“Principles of Public Administration”** developed by the European Commission and OECD/SIGMA define what good governance means in practice, and list main requirements that countries should satisfy in the EU integration process. The principles also include a monitoring framework, allowing for regular analysis of the progress achieved in their application and the establishment of relevant benchmarks in the country, as follows:

1. The strategic framework for public administration reform
2. Policy development and coordination
3. Public service and human resource management
4. Accountability
5. Service delivery
6. Public financial management

PAR Strategy 2022-2026 is guided by these principles, addressing all of the categories above through its strategic goals, while particularly focusing on policy coordination through strategic goal III, accountability through strategic goal I and service delivery through strategic goal II. The public financial management programme was being developed in a parallel and complementary process to that of PAR Strategy, as explained in more detail below.

According tothe **EC Montenegro Report 2021,** Montenegro is moderately prepared on the public administration reform. Overall, limited progress was recorded in the reporting period. Some progress has been achieved in mid-term policy planning, electronic government and public finance management, along with budget transparency. The report further states that most of the 2020 recommendations are still valid. It also underlines that in the following year Montenegro needs to improve citizens’ access to information by finalising, enacting and starting to implement amendments to the Law on Access to Information in line with SIGMA principles of public administration, ensure effective lines of accountability between and within the institutions, ensure recruitments to all positions in the public administration according to the principles of merit, competence and transparency.

The goals and activities specified by the PAR Strategy 2022 – 2026 conform to the negotiation criteria, but also to the recommendations given in the European Commission’s reports, as illustrated in more detail by the following graph:

*Horizontal harmonisation*

A comprehensive public administration reform, in accordance with the **principles of public administration** (developed by the European Commission and OECD/SIGMA) is particularly addressed by two strategic documents – **Public Administration Reform Strategy and Public Financial Management Reform Programme**. Both documents were developed in parallel but complementary processes to cover the same time period of 2022 – 2026. In this regard, constant communication was taking place with MFSW to define mutually harmonised activities which are finally included in both strategic documents. Further, given that the scope of Strategy 2022 – 2026 is broader than that of the previous strategy, as it includes public institutions subject to the Labour Law, Ministry of Economic Development had also partnered with the PAR Strategy development team and constantly participated in the working group.

Simultaneously with the process of developing PAR Strategy, working groups were formed to develop **Digital Transformation Strategy and Strategy for Cooperation between State Administration and NGOs** with objectives, indicators and activities developed on the basis of Decree on the Method and Procedure of Drafting, Harmonising and Monitoring Strategic Documents and Methodology for Developing Strategic Documents. Coordination with these working groups was established to define a joint way forward with respect to PAR Strategy.

Drafting of these strategic documents was based on synergy approach to developing and defining the objectives and accompanying activities. Defining complementary objectives and activities contributes to creating an accessible, efficient, agile and transparent public administration**.**

More specifically, complementarity between **PAR Strategy 2022-2026 and Public Financial Management Reform Programme 2022-2026** is achieved in the following areas:

**PAR Strategy**

**2022-2026**

FUNCTIONALITY AND ACCOUNTABILITY

Planning and **reporting** on the work of authorities based on realisation of objectives and performance indicators

**Managerial accountability**

**Administrative-inspectorial oversight**

System of LSGUs **functioning**

SERVICES

Digitalisation of services for **the citizens**

**Electronic document management** (pilot MFSW and other entities)

**Interoperability of information systems to simplify data exchange**

TRANSPARENCY

**Data available on the open data portal**

**Proactive publication of information held by public authorities**

POLICIES

Quality of **public consultation**

**e-participation and e-petition portal**

**Quality of policy creation with RIA**

**Public financial management reform programme**

**2022-2026**

Mid-term **planning** of work programme + programme budget

Managerial accountability, **internal controls (PIFC), audit**

Operation of **budget inspection**

System of LSGUs **financing**

Digitalisation of services for the **economic operators**

System of electronic data exchange between MFSW and relevant authorities (Customs and Revenue Administration, Cadastre and MONSTAT)

Linking MFSW registers with GSB to ensure interoperability of registers

**Budget transparency**

**Budget in a machine readable format**

**Fiscal segment of RIA (FIA)** and application of RIA to secondary legislation

Consultation proces when developing the Budget

Additionally, **complementarity was also ensured with the Digital Transformation Strategy 2022-2026** in the areas of e-service delivery and transparency of public administration, that is, accessibility of data:

**PAR Strategy 2022-2026**

SERVICES **Digitalisation of services** for the citizens

**Electronic document management**

**Interoperability of information systems** to **simplify data exchange**

TRANSPARENCY **Data available on the open data portal**

**Proactive publication of information held by public authorities**

**Digital Transformation Strategy 2022-2026**

Better coverage and modernisation of ICT **infrastructure**

**Development and improvement of digital skills, raising awarness of** citizens and businesses of the importance of digital development

Improving the **quality, quantity and use of e-services**

Higher **digital awarness and competitiveness of ICT sector**

PAR Strategy was also being developed in parallel with the **Strategy for Cooperation between State Administration and NGOs 2022-2026**. These documents were drafted by applying the synergy approach, so as to ensure that joint activities result in higher stakeholder involvement in the policy making process.

**PAR Strategy 2022-2026**

**SERVICES**

**Efficient delivery of services based on the citizens' needs**

**POLICIES**

**Strengthening of the data-based planning system leading to creation of sustainable policies and achievement of the Government priority goals**

**Improvement of institutional coordination for more powerful policy effects**

**Strategy of Cooperation between State Administration and NGOs 2022-2026**

**Improve normative framework and strategic (long and mid-term) planning of development, cooperation and financing of NGOs in the key policy areas**

**Operational objective 1.2 Strengthen the public administration capacity for efficient participation of NGOs in the policy development and implementation**

Unlike the previous strategic period which was lacking complementarity in implementing activities and fulfilling certain indicators, the process of planning this document was focused on good cooperation and political coordination between MPADSM, MFSW and MED. Such coordination was primarily ensured by joint activities within the working group composed of representatives of the three ministries, while another level of coordination was achieved politically at the Public Administration Reform Council, comprising, *inter alia*, these three ministers.

Complementarity of activities, and thus the efforts to ensure higher implementation rate in practice, can be seen in the expanded scope of PAR Strategy, now including public institutions, as defined in the Labour Law. This will ensure not only equal treatment of all public administration employees funded from the budget, but it will also allow for the introduction of quality standards in public services provided by the administration, along with higher quality of policy making activities.

Concerning the implementation of individual objectives, such as proactive data publishing, mapping of business processes and optimisation, a special coordination mechanism will be introduced according to the sectoral approach, to provide for sector-level reporting to the line ministry on the data relevant to achieving the goals of this strategy. This will be further supported by setting up special teams within the PAR Council regarding the above-mentioned indicators/results.

Government of Montenegro has proposed an economic programme – Europe Now!with the following key objectives: higher standard of living of the citizens, higher employment, reduced "grey economy" in the labour market, improved business and investment environment. This set of measures, primarily concerned with tax policy, entails the following: - higher minimum wage; - lower costs incurred by employers by means of lower tax burden on labour; - introduction of progressive taxation as a more efficient taxation model. This programme presents all tax policy measures which will be implemented to ensure accomplishment of the ultimate goals of the programme, while following the principles of macroeconomic stability, long-term sustainability of public finances and attractiveness of Montenegro as an investment destination.

As defined by this programme, public sector wages are regulated by the Law on Wages of Public Sector Employees “Official Gazette of Montenegro,” no: 16/16 ... 34/19. The state, and/or the local self-government, makes savings as an employer due to abolishment of health insurance contributions paid by employers and of the corresponding surtax. On the other hand, costs in the framework of the wage bill increase on account of minimum net wage rising from €250 to €450. Starting from the reform of the tax burden on labour, all public sector wages will be increased, where the highest percent increase will be recorded in relation to workers with the lowest wages. Given that the level of wage is determined by the coefficient which reflects the complexity of work, and the calculation value of the coefficient is the same (€90) for all coefficient levels, according to the legislation in force, wage growth would be proportionate to the coefficient range. With a view to reducing inequality of wages, the Government has decided to propose reduction of the calculation value of coefficients associated with A, B and C groups of jobs, while the coefficient applying to group D would keep the same calculation value. The intention is to limit the growth of highest wages and ensure that those who benefit most from the reform are employees performing D category jobs. As the proposed change to the coefficient calculation value would not result in limited growth of wages in the health sector, coefficients applying to healthcare jobs will be modified by the health sector collective agreement.

**Special circumstances**

It is extremely important to note that PAR Strategy 2022 – 2026 was developed in a highly specific political moment, which, after the parliamentary election in August 2020, and especially since December 2020, has been significantly affecting the overall public administration reorganisation. More specifically, changes have been made to the management staff and the public administration structure, number of ministries and authorities subordinate to them has decreased and their powers have been modified and expanded. The new focus and vision of MPADSM have been incorporated in this strategic document.

Additionally, COVID19 pandemic has also affected economic and structural reforms in Montenegro in all of their segments, while notably impeding the functioning of public administration. Consequently, the Government of Montenegro allowed work and service delivery from places other than offices to ensure uninterrupted operation of all public authorities. Certainly, the COVID19 crisis should not slow down the pace of activities towards achieving general MPADSM goals, and additional recovery efforts are designed according to the vision of a more open, transparent and efficient public administration “with the right people in the right place“. Public administration is the foundation and driver of social renewal, which requires new pandemic response mechanisms, but also mechanisms to ensure better functioning of citizen-oriented public administration.

**Financial sustainability of the PAR process and donor coordination**

In addition to existing budget allocations, PAR Strategy 2016 – 2020 is also financially supported by the EU funds, more specifically the Sector Budget Support (SBS) amounting to EUR 15 million, of which EUR 4.9 million was implemented through 15 projects (complementary part – technical support), and the remaining amount through direct budget transfers corresponding to the % of fulfilment of the indicators defined through this mechanism.

Montenegro has established the programme-based budget, i.e. a separate sub-programme concerned with the area of public administration reform. The 2022 MPADSM budget includes funds for the implementation of the PAR Strategy 2022-2026, by defining the areas of the public administration reform through development of the programme-based budget. In proportion to the defined activities in the PAR Strategy 2022-2026 and the necessary funding for their implementation, over the next five years a total of EUR 23,750,000 will be allocated for achieving all of the operational objectives. According to proportionately defined AP for 2022-2024, EUR 11,967,330 will be spent, while the subsequent Action Plan for 2024-2026 will specify the rest of the funding allocations.

PAR Strategy 2022 – 2026 will be supported by the new SBS, developed in parallel with the final draft of the Strategy. Following the lessons learned from the implementation of the previous assistance, and based on strengthened capacity for the implementation of this programme, MPADSM will, in cooperation with the European Commission and EU Delegation in Montenegro, also develop performance indicators for the implementation of the new Action Document for SBS implementation, by fewer projects through the complementary line (which is through *Window 2* of the Action Document planned together for the reform of public administration and reform of public finances), with the primary goal of direct orientation towards fulfilling new indicators.

# **III VISION OF THE PUBLIC ADMINISTRATION REFORM**

**Vision and values of the reform**

Vision of the Public Administration Reform Strategy 2022-2026 is a professional public administration, which in a high-quality manner delivers services to end users and has adequate capacity for accession to the European Union.

The following values underpin the vision and goals of the Strategy:

EQUALITY

ACCOUNTABLE AND EFFICIENT MANAGEMENT AND GOVERNANCE

PARTICIPATION AND PARTNERSHIP

TRANSPARENCY

DECISION MAKING BASED ON DATA AND EVIDENCE

**Aim of the reform**

This strategy builds on the results achieved in the preceding strategic cycle from 2016 to 2020, while the very process of developing the new document was used to look into the unaccomplished goals and consider new courses of action in order to overcome the challenges faced by public administration.

In line with the principles of public administration (developed by the European Commission and OECD/SIGMA), defining what good governance effectively means and specifying the requirements to be followed by countries during the EI process, while including the key horizontal tiers in the governance system – developing the public administration reform strategic framework, policy development and coordination, public service and human resource management, accountability, service delivery and public financial management; we are building a public administration which complies with the European standards and best practices.

***The primary aim of the Strategy 2022-2026 is to ensure joint building of an accountable, efficient, transparent public administration, oriented towards the needs of citizens and businesses***

PAR Strategy 2022-2026 promotes higher availability of information to facilitate the life of citizens, particularly by creating digitalised services and interoperable registers. Additionally, efficient planning and recruitment of civil servants according to the actual needs of authorities, and facilitating the exchange of public servants inside the administration, and use of technology in remote work will be in the focus of the following five-year period covered by the Strategy. Promotion of diversity and involvement of all stakeholders in the activities of public administration, affirmation of the needs expressed by citizens when participating in public consultations and directly impacting the work of authorities, aim at developing policies based on the needs of citizens and businesses identified in direct communication and cooperation.

**Key strategic goals**

WHAT WE DO

We are jointly building a public administration of the citizens - transparent, accessible, efficient, professional

HOW WE DO IT

Adjust and modify the method for creating policies and legislation, as well as public services, to ensure that these are fully oriented towards citizens and businesses

Change processes, practices and organisational culture – ensure modernisation of public administration by optimising internal processes and stimulating practices, introduce problem-based approach, design solutions to meet the needs of citizens and businesses

Transformation of products and services to make them faster, simpler, more accessible and functional for citizens and businesses

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WHO WE DO IT FOR

General public - citizens

Business and other professional associations

Academia

International public– EC and other international organisations

Employees in the state and local administration – senior management, mid-management, civil servants and state employees, trade unions

Media

NGO

This strategic document defines 5 strategic goals, followed by situation analysis for each of them, challenges identified and operational objectives and indicators developed, in accordance with the Methodology for Developing Policies, Drafting and Monitoring the Implementation of Strategic Documents.

# **IV CROSS-CUTTING ISSUES**

The cross-cutting issues in this Strategy which are essential to further modernisation of public administration are the following:

* Public administration based on diversity, gender equality, inclusion, antidiscrimination and equal opportunities for all
* The use of data in the processes of designing policies and services (data base, registries, data management) and the digitalisation of public administration

**Public administration based on equality, inclusion, antidiscrimination and equal opportunities for all**

In 2004, European Union launched the Diversity Charter initiative, joined by 26 countries, representing more than 12 000 signatories and over 16 million employees. It aims at promoting diversity, equity, non-discrimination, inclusion and equal opportunities in the workplace.

Constitution of Montenegro, being the highest legal act in the country, Law on Gender Equality and Law on the Prohibition of Discrimination form the legal basis for defining gender equality matters in the legal system of Montenegro. Montenegro has participated at the international conference »Cultural Diversity, Civil Society and International Cultural Cooperation in South-East Europe«. Montenegro has been implementing several activities related to anti-discrimination, but not to diversity. In the previous period priority was given to inclusion, gender equality, equality of minority and marginalised groups – Roma and Egyptian, persons with disabilities. Gender equality has been given a lot of attention and substantial progress has been achieved in this respect.

Activities aimed at ensuring gender equality in public administration are assigned to all of the strategic goals, while focusing on contribution to the application and promotion of this standard.

Demographic changes (higher mobility, population ageing, migration), changing market conditions and globalisation factors contribute to increased workforce diversity in organisations and at the labour market. There is a high probability for employees to encounter in their workplace different needs, values, motivation, different contributions and methods of building relationships. Diversity is more than sex, age or race of an individual. Diversity, inclusion and equity have always been the source of progress and development of a more just society.

Given the absence of a broader concept of diversity, Strategy will be addressing this issue as a cross-cutting one. The concept of diversity is related to respect for the values of diversity, non-discrimination and equal opportunity for every individual.

Goals of the strategy are formulated so as to create a coherent diversity policy, which will produce an inclusive environment and give every employee the opportunity to feel included, respected and appreciated. This means that the human resource management policy will focus on recognising and respecting the skills of an individual, rather than their characteristics which could constitute the grounds for discrimination.

Involvement of citizens and public participation (inclusion) in all of the public administration operation segments has become more important than ever. In this strategic document, the principle of inclusion permeates all of the strategic goals while requiring inclusion of all stakeholders in processes, from preparatory to implementation stages.

Similarly, to make the administration more open and transparent, Government of Montenegro has joined the Open Government Partnership (OGP). By participating in this initiative, Montenegro has undertaken the following five commitments: improving public services, citizen participation, access to information – openness of public authorities, more efficient public resource management and increase of public integrity. The process of consultation with the civil society in developing the National Action Plan has taken place in accordance with the OGP Secretariat’s standards.

To this end, special focus will be placed on applying the inclusion standard when creating policies and defining citizen-oriented services, to ensure optimum user experience, while using qualitative and quantitative surveys as the basis for activities implemented by public authorities and for determining the course of action in improving the service delivery situation.

**The use of data in the processes of designing policies and services (data base, registries, data management) and the digitalisation of public administration**

Digital Transformation Strategy 2022-2026 is one of the key, i.e. umbrella strategic documents of the Government of Montenegro; the implementation rate of this document will somewhat affect that of other strategic documents, given that digital transformation processes, directly or indirectly, reflect on all spheres of the social development. Digital Transformation Strategy aims at recognising the principles to underlie further transformation of the society through approximation and adoption of the principles guiding not only the European Union but also other developed countries in the world.

Over the last years we have witnessed a rapid technological development affecting all segments of both businesses and societies. It has changed the way we access services, perceive their quality, availability and user experience. Also, contemporary services are targeting completely new types of users. Apart from these changes, an unforeseen circumstance, such as COVID-19 pandemic, having resulted in a global crisis, has strongly affected transformation of all institutions and pushed them into building resilience and responding to newly emerged challenges. For a citizen-oriented country, focused on delivery of services, it is important to undertake activities to ensure that different organisations and information systems can cooperate and exchange information, in other words, it is important to ensure efficient cooperation of all public authorities and automated exchange and high-quality integration of processes at all levels. In order for a government to efficiently serve its citizens, it must be able to collect and properly manage reliable data in real time.

Availability of high-quality and accurate data is the key prerequisite for high-quality digital services and management of the electronic and other systems. To achieve the above, a comprehensive legal framework should be in place to regulate the maintenance of electronic registries, safe data exchange and access rights, in addition to technical options for safe data storage and exchange. Apart from ensuring availability of data, it is also necessary to create new digital solutions allowing for maximum utilization of the existing data by using and reusing such data.

Availability of high-quality, accurate and timely data is the key prerequisite for improvement of the public administration services, as well as for evidence-based policy making. To that end, relevant legal framework and infrastructure should be in place to ensure safe, high-level data exchange, while conforming to the EU regulation principles. By recognising the importance of available high-value datasets, PAR Strategy actively incentivises creation of new digital solutions, generation of new economic value and improvement of transparency and accountability of public administration, while taking into account relevant legal norms and ethical principles.

The use of data for policy making purposes has been recognised by the new strategic document – Digital Transformation Strategy 2022-2026 as one of the contemporary challenges.

Data created by institutions should be available to everyone, including other institutions and authorities, researchers, economic and civil sector, academia and citizens, while further activities to establish interoperable data registries and a unified data exchange method will ensure free flow of data within the state and better communication with the EU. People, businesses and organisations should be enabled to make better decisions based on accessing non-personal data which should be made available to everyone.

**State authorities manage over 300 registries, differing in terms of number, type of data, method of data management, as well as the options regarding data exchange with other authorities. Given the upward tendency in the record-keeping and registration activities, registries should be digitalised to ensure their transformation into electronic form**.[[14]](#footnote-14). State authorities must use the data already obtained by other authorities from individuals and companies, instead of asking them to provide the same data several times or to obtain information from one authority only to supply it to another. Although formally ensured by the law, this exchange of information between authorities is not happening in practice; therefore, digital data bases/registries and exchange of data between them should be standardised and systematised. It is important to ensure that all ministries and other state authorities are connected to SISEDE; this exercise will require support and guidance from the authority in charge of SISEDE, along with undertaking targeted actions to encourage ministries and authorities to publish and interconnect registries, as they are required by law.

Activities should continue to connect all major registries held in different information systems of different public authorities. This is one of the most important shared services, indispensable in developing electronic administration and electronic services. This is particularly true because SISEDE relieves users from the obligation of submitting data already held by some other authority, and allows for *ex officio* exchange, in line with the Law on Administrative Procedure.

The activities include expansion in the field of PKI technology, placement of the spectrum of digitalisation services, and development of national standards, redesign of eDMS and eGovernment portals, continuation of all strategic project activities identified in the Digital Transformation Strategy and PAR Strategy.

This Strategy, through a series of activities (strengthening employee capacity by training and education on IT technology management and change management, enabling retention of IT personnel, improving EDMS and SISEDE, introducing a new eGovernment portal as a service delivery platform, implementing “Digital Montenegro“ project, founding Digital Academy and carrying out other activities specified in the Action Plan) intends to introduce the trends that exist in contemporary, user-driven public administrations which are oriented to citizens and businesses.

# **V SITUATION ANALYSIS INCLUDING STRATEGIC GOALS AND OPERATIONAL OBJECTIVES**

## **1. CITIZEN-ORIENTED ORGANISATION AND OPERATION OF THE PUBLIC ADMINISTRATION**

* **STRATEGIC GOAL**

Accountability should be a primary, measurable and concrete value for the work of each individual and institution in public administration. **External control system should be improved** (courts, State Audit Institution, Protector of Human Rights and Freedoms – Ombudsman, Protector of Property and Legal Rights), as well as that of **internal control and oversight** (inspection services, oversight by higher-ranking over lower-ranking authorities in the hierarchy, oversight of legality of public administration acts in administrative proceedings with respect to the right to appeal in administrative proceedings, state administration’s oversight over local government bodies and other holders of public powers). With a view to increasing institutional accountability, activities should be conducted to improve **planning and reporting on the work of state administration authorities and other holders of public powers**, based on measurable results, performance indicators and target values (outcome-based). Focus is placed on further **delegation of authority and development of the concept of managerial accountability through training and additional legislative arrangements.**

Further development of primary and secondary legislation, particularly adoption of the Law on the Government and Law on the Public Institutions, will ensure an appropriate legal system enabling more effective institutional coordination, more efficient public spending and increased accountability of public administration. With the establishment of the scope of public administration (459 institutions at the central and 79 at the local level), administrative oversight will expand in scope, especially the oversight of legality and effectiveness of administrative authorities, in addition to strengthening the role, capacity and work of the Inspection Affairs Administration and Administrative Inspectorate. Activities will be undertaken to reinforce legality in deciding in administrative proceedings and further reduce the percentage of administrative acts annulled by the Administrative Court. Additionally, the goal is to ensure better implementation of recommendations given by the Ombudsman and work of the Protector of Property and Legal Interests.

To ensure more balanced development of local self-government units (LSGUs), focus is on **providing an adequate mechanism of entrusting and delegating tasks to local governments and ensuring funds** for their performance, **more efficient collection of own revenues and strengthening of inter-municipal cooperation mechanisms** when performing tasks relevant to more than one LSGU. Apart from that, **administrative oversight over LSGUs will be improved**.

Additionally, **electronic communication within the administration** should be enhanced to create an administration which uses less or no paper for internal communication purposes.

**THE FOLLOWING OPERATIONAL OBJECTIVES SERVE TO ACCOMPLISH THE STRATEGIC GOAL:**

* functional public administration with efficient oversight of its operation and application of the managerial accountability concept:
* administration with no or minimum paper-based internal communication:
* strengthening functional and financially independent municipalities to ensure more balanced development of all LGUs.
* **STATE OF PLAY**

**Public administration**, according to this strategic document, includes **state authorities, state administration authorities, municipalities (local self-government units, local government bodies and services), legal entities exercising public powers (funds, agencies, etc) and public institutions (PIs at the central level and PIs founded by municipalities).** Organisation, tasks, position and role, as well as other matters related to the organisation and operation in the public administration of Montenegro are regulated by the Constitution of Montenegro[[15]](#footnote-15), Law on State Administration[[16]](#footnote-16) and Decree on the Organisation and Method of Operation of the State Administration[[17]](#footnote-17), Law on Local Self-Government[[18]](#footnote-18), Law on Territorial Organisation of Montenegro[[19]](#footnote-19), and other pieces of legislation governing this area.

State administration system in Montenegro comprises ministries and administrative authorities enjoying professional and managerial autonomy in accordance with law, while being accountable to the line minister in charge of the given administrative area. State administration tasks are carried out by ministries and other authorities. Some of the state administration tasks are carried out by local self-governments or other legal entities, when such tasks are delegated to them by virtue of the law or entrusted under an act adopted by the Government. Decree on the Organisation and Method of Operation of the State Administration[[20]](#footnote-20), adopted after the constitution of the 42th Government of Montenegro (hereinafter: Government),[[21]](#footnote-21) has substantially changed the organisation of state administration. The new Decree provides for establishment of a total of 12 ministries [[22]](#footnote-22) and 25 administrative authorities [[23]](#footnote-23) and defines the oversight by relevant ministries of legality and effectiveness of work of administrative authorities and legality of administrative acts and other administrative activities carried out by administrative authorities in the administrative areas for which such authorities were established. Compared to the previous setup (17 ministries and 29 administrative authorities), the new Decree introduces a streamlined organisation of the state administration while reducing the number of ministries by 5; amendments to the Decree resulted in reducing the number of authorities to 27. The 2018 Law on the State Administration was the first to introduce state agencies and funds, in addition to ministries and administrative authorities, as holders of public powers[[24]](#footnote-24) performing state administration tasks and being founded by separate laws. In the process of drafting such laws, opinion of the Ministry of Public Administration, Digital Society and Media is to be obtained concerning fulfilment of the criteria specified by the Law on State Administration.

To provide a single inventory of all state authorities and institutions in one place, **Registry of State Authorities and Institutions** has been established and made publicly available at <https://drzavniorgani.gov.me/> , enabling users to have an overview of all state authorities and institutions, categorised by their type, scope of authority and field of work; standard search can also be done by inserting key words describing the authority. This registry does not include local self-government units and public services at the local level. According to the Registry, at present there are 459 central-level institutions of which 332 are public institutions or legal entities exercising public powers. [[25]](#footnote-25)

The system of **public institutions** in Montenegro is highly complex and includes public services which are bodies providing services to citizens and legal entities. Public institutions are established at both central and local level to provide public services to citizens and legal entities in the social spheres (health, education, culture, sport, social and child protection, pension and disability insurance, etc). Montenegro does not have a law on public institutions, like the ones existing in the countries of the region; this matter is instead partly regulated by “sectoral laws“ in the area of social activities.[[26]](#footnote-26) Concerning public institutions founded by the state, ministries exercise control of general acts adopted by them, warn their bodies of non-conformity of general acts with the Constitution or laws and suggest appropriate solutions to ensure conformity. As specified by Article 76 of the Law on the State Administration, if a public institution founded by the state fails to comply with a warning, upon proposal of the ministry, Government may suspend implementation of the given act if the implementation could result in serious damaging consequences and it may initiate proceedings before he Constitutional Court of Montenegro to assess constitutionality and legality of the act. Additionally, in the control process, ministries have direct access to the activities of the public institution founded by the state and request that reports, notices, opinions and necessary data be submitted to them. Ministries also decide appeals lodged against individual administrative acts adopted in the first-instance by a public institution founded by the state and carry out other tasks entrusted by the law to second-instance authorities in administrative procedures.

Major role in monitoring the legality of work of public administration, according to Article 17 of the Law on State Administration, is given to administrative oversight, which is conducted through three types of oversight activities, as follows:

* oversight of legality of administrative acts and other administrative activities
* oversight of legality and effectiveness of work carried out by administrative authorities, local governments and other legal entities when performing delegated and entrusted tasks and
* inspectorial oversight.

As concerns communication between different authorities, **electronic document management system (eDMS)** was launched in 2009, its production started in 2011, and it has been implemented in all ministries in Montenegro since 2020. The new Decree on the Organisation and Method of Operation of the State Administration has introduced changes to the organisation of the ministries, which needed to be implemented in the system (instead of 17 there are 12 ministries in 2021); in addition to the ministries, the system has been implemented in the Police Administration, Office of the Protector of Property and Legal Interests of Montenegro, Secretariat for Legislation, Human Resources Management Administration and Sport and Youth Administration.[[27]](#footnote-27)

At the level of local self-government units (LSGUs), in the previous period focus was placed on the implementation of the legal and strategic framework which would ensure financial sustainability of Montenegrin municipalities. All of the 25 Montenegrin municipalities[[28]](#footnote-28) have adopted and harmonised their acts – statute, municipal assembly rules of procedure, decision on the method of operation of local government bodies – as required by the new Law on Local Self-Government. Law Amending the Law on Public Utilities[[29]](#footnote-29) has been adopted. Law on the Financing of Local Self-Government has established the Support Fund for Pre-Financing Municipal Donor-Supported Projects, which is functioning according to the revolving model, and which is intended to enable municipalities to obtain loans necessary for pre-financing projects funded by donors. This is how an additional incentive has been provided to local self-government units to ensure better absorption of available donor funding by implementing projects relevant to the interests of all citizens.

Total number of **local public institutions in Montenegro** is never constant. At the end of 2020 this number included 63 public institutions (institutions of culture, social and child protection, museum and library services) and 23 local tourism organisations. There are no systematised data pertaining to their exact number, operation, workforce size, salaries, and such data are mostly non-transparent, except for financial statements which they are required to submit to the Tax Administration. In addition to that, all of these institutions apply different pay policies, depending on their sector-specific and special collective agreements. It is noticeable in practice that salary levels in public institutions and organisations are disproportionate to those in the rest of the public sector, primarily in relation to the state administration and local self-government. Local self-governments should be equipped with appropriate mechanisms for conducting administrative oversight over the work of the public services founded by such governments.

In 2019, municipalities have proactively entered into 20 agreements on **inter-municipal cooperation**, largely in the field of utilities and administrative activities.[[30]](#footnote-30) Some form of inter-municipal cooperation is implemented by 68% of LSGUs[[31]](#footnote-31)[[32]](#footnote-32). Proposal for the Plan of Incentives has been developed, along with the model contracts and agreements on inter-municipal cooperation for specific tasks[[33]](#footnote-33).

* **IDENTIFIED PROBLEMS**
* ***Insufficient mechanisms for monitoring the work, accountability and control (oversight) of legality of activities carried out by the public administration***

Adoption of legislation has ensured incorporation of the good public administration principles and standards of the so-called European Administrative Space into the legal system governing the public administration reform. However, the EU’s finding of the lack of efficient implementation indicates the absence of sufficiently developed systemic mechanisms for monitoring legislative compliance, work of public administration and good administration principles. In this respect, MPADSM has identified the following challenges associated with internal oversight and control:

System and organisation of public administration stem from the Constitution; legal framework is limited, so our state authorities merely have a self-regulatory function. there is only an arbitrary method for adopting legislation, while state authorities are formed according to political party interests. functional review of the state administration has never been done. therefore, there are no basic prerequisites for a proper development of public administration. we are yet to figure out what public administration actually is. state administration is a small segment of a much broader ,public administration. public service should be separated from other public bodies. the biggest issue is absence of legal status

Focus group participant

1. Oversight of legality and effectiveness of public administration’s work is yet to be fully implemented in practice, which means that **there are no sufficient mechanisms in place for monitoring the work of lower-ranking bodies in the vertical hierarchy**. According to 2021 SIGMA assessment, only 62.5% of the sample administrative authorities which are lower in the hierarchy submit their annual reports to relevant ministry for approval. Half of the sample of these institutions submit their budget proposals directly to the Ministry of Finance, without approval of the relevant ministry or institution responsible for them. **Annual plans of hierarchically lower institutions fail to include objectives linked to outcome level indicators and objectives which would enable monitoring of the process of achieving the results**. There are no regular discussions between ministries and hierarchically lower institutions about the achievement of previously agreed results. This indicates **absence of monitoring of the effectiveness of work based on the implementation rate of the Work Programme and budget execution**.
2. There is **no systemic monitoring of how the ministries apply legislation**, despite it being a legal requirement (every law requires ministry to oversee implementation of relevant legislation). This results in frequent **ad hoc legislative changes** which are not based on continuous monitoring and analysis of implementation.

In addition, **the process of developing special legislation providing for the establishment of new institutions does not include an analysis of the need for such establishment by the policy creators**. The percentage of state-level authorities founded in accordance with the general rules of establishment laid down in the Law on the State Administration is 98.14%, according to the latest Final Report on the Implementation of the PAR Strategy 2016 – 2020.[[34]](#footnote-34) Article 87 of the Law on State Administration explicitly requires harmonisation of the special laws under which 8 agencies and funds have been established[[35]](#footnote-35) with the Law on State Administration within 12 months from the day of entry into force of this law, i.e. in 2019. This also means that such holders of public powers were made subordinate only to the Government until the end of 2019. However, in 2021 two agencies are subordinated to the Parliament (Agency for Electronic Communication and Postal Services and Insurance Supervision Agency), while one is subordinated to both Parliament and Government (Agency for the Protection of Competition); therefore, it is necessary to ensure compliance of special laws under which these agencies were established with the Law on the State Administration, and only then we can talk about full implementation of the Law on the State Administration in this area.

1. Concerning **administrative inspectorial oversight**, challenges have been identified with respect to **reduced workforce capacity, insufficient operational transparency, and absence of a risk registry for the inspected entities** which should include all implementation shortcomings and challenges detected in the process of administrative oversight (overseeing legality and effectiveness of work and legislative compliance), so as to use such data as one of the key inputs for inspection activities and for planning further strategic legislative amendments. Furthermore, the existing methodology applied in drafting the administrative inspectorate’s work reports fails to show the effects of administrative inspection activities in their fullest sense, or the key shortcomings in implementation of legislation that are identified during the inspection process.

Role and position of the **Inspection Affairs Administration as a centralised body** enables this institution to identify most of the problems associated with the conduct of inspection activities, however, new methods of work and functioning are necessary to ensure faster handling of citizens’ applications (easier identification of the competent inspectorate, standardization of procedures, uniform application of laws and penal policy, higher quality of reporting, primarily on the results and effects compared to the previously set strategic goals). Analysis of the position of inspection bodies[[36]](#footnote-36) indicates the **need to apply a combined method in organising inspection services in individual sectors** to contribute to stronger connections, higher efficiency of work and accountability, as well as to improving oversight in some administrative areas.

1. Challenges associated with **overseeing local self-government units** are as follows:

* Absence of systemic monitoring of the state affairs delegated and entrusted to the local self-government;
* Insufficiently developed mechanisms of administrative oversight of local self-government units.

Efficiency and legality of work carried out by public authorities is subject to external and internal oversight and control. **External control** is exercised by the Administrative Court, Constitutional Court, Ombudsman, State Audit Institution, Protector of Property and Legal Interests.

**Judicial control of legality of administrative acts, carried out by the Administrative Court of Montenegro** still shows a substantial number of incoming cases, resulting in significantly longer duration of administrative disputes (despite the plan to reduce it to 4 months, average length of administrative disputes heard by the Administrative Court is 17 months), though the level of legality in the decision-making process is satisfactory. In proceedings instigated to examine legality of authorities’ decisions by the Administrative Court, the percentage of annulled decision has increased. Percentage of administrative acts annulled by the Administrative Court in relation to the total number of appeals has increased from 15.17% (2018) to 20.33% in 2020.[[37]](#footnote-37)

Total amount paid by the state on account of **judicial decisions** in 2018 is €15,401,122.21,[[38]](#footnote-38) while in 2020 this amount was even higher - €17,818,124.22.[[39]](#footnote-39) This shows that the challenges in ensuring legality and efficiency of public administration are burdening for the state budget, and consequently lead to limited available resources in delivering services to the general public.

the pandemic has shown how important it is to deliver online services without sacrificing quality and security.

Focus group participant

In addition, the **number of complaints** filed with the Protector of Human Rights and Freedoms – **Ombudsman** against state authorities, local government bodies, public services and other holders of public powers **has been growing** (224 complaints in 2019, 269 in 2020). According to the Ombudsman, most complaints fail to specify the institution that complainants are dissatisfied with, and majority of complaints are based on their inability to exercise a right or their unfulfilled requests for assistance/facilitation in exercising a potential right. There has been an increase in the number of complaints against work and decisions of the compensation commissions (Bar, Podgorica, Bijelo Polje), as well as of regional units of the Real Estate Administration – in these cases, the problems identified are related to the length of proceedings and failure of second-instance bodies (as well as the Administrative Court) to resolve administrative matters by themselves, as they are allowed to do by the law; this problem will be further elaborated in relation to the right that was violated in the specific situation and recommendations will be given on how to address such problem. It has been noted that a number of cases did not involve any complex legal issue which would justify such long duration of these administrative proceedings. Concerning inspection services, although the Ombudsman recognises their more active approach, Ombudsman would like to highlight the need for their more proactive role. Insufficient number of inspectors hampers the operation of inspectorates, which, according to them, is one of the reasons for the lack of ex officio initiatives.[[40]](#footnote-40) Apart from that, there is no mechanism in place to monitor the implementation of Ombudsman’s recommendations, for which reason there is no complete statistical data about the actual implementation rate.

nobody is asking for a perfect public administration, but one which acts professionally for citizens and businesses, and when it makes a mistake, it admits to it and tries to correct it

Focus group participant

**Managerial accountability** is a basis for better quality of services rendered by the public administration, appraisal of management’s performance and measuring of performance in most of state authorities in Montenegro. Managerial accountability is the key oversight tool which will be used by the Government of Montenegro to contribute to higher quality of state administration and achieving the set goals. Once a clearly defined system of delegation of authority and appropriate reporting lines are in place, including clear objectives and performance indicators, managers can keep their general role of oversight and control and achieve much more, considering that without daily administrative tasks they would be able to concentrate on the strategic framework and achievement of goals. This kind of organisation can give reasonable assurance to the manager that the targets will be met in accordance with the planned budget and business processes will be effective and efficient, while complying with relevant legislation and making decisions in the best interest of the public.

However, despite the legal framework for implementation of the managerial accountability concept in place in Montenegro, the implementation process remains to be challenging. According to the Final Report on the Implementation of the PAR Strategy 2016–2020, in 2020 only 8.3% of ministries delegated financial management responsibilities and powers.[[41]](#footnote-41)

Lack of application of this concept is caused by **insufficiently developed planning and reporting mechanisms** at the level of public administration organisations. Planning of policies which ensure accomplishment of goals set by the Government, despite the planning progress achieved at the level of the Government, is yet to be applied, while the application of the programme budget is still in the early stages. Consequently, the key challenge in applying the concept is **internal organisation of reporting and control** which will provide managers with reasonable assurance concerning delegated powers. Further challenges include linking budget to accountability, organisational planning of activities and objectives, defining budgets at the level of organisational units and delegation of authority to spend funds.

So far, internal audit has been largely focused on assessing the process and internal controls, while management audits were only recently introduced and only in pilot institutions with the involvement of experts.

The percentage of state administration authorities with the budget programme structure which corresponds to their structure of management is 5%, according to the latest Final Report on the Implementation of PAR Strategy 2016 –2020.[[42]](#footnote-42) State administration system lacks a clearer picture of **the outcome achieved** in individual authorities, as well as the link between the process of developing Proposal for the Budget Law, which the Parliament adopts by 31 December of the current year for the following year and the process of planning activities in the Government Work Programme for the following year, which is adopted at the beginning of that year, and current strategic planning activities.

the pandemic has shown how important it is to deliver online services without sacrificing quality and security.

Focus group participant

* ***Parallel existence of electronic and paper-based document management, requiring more resources and preventing authorities from taking full advantage of full digitalisation***

**Electronic document management system (eDMS),** i.e. electronic clerk’s office, has not been fully utilised and ministries are mostly using its for internal office operations, but not for delivering documents to other institutions or ministries. According to the Final Report on the Implementation of PAR Strategy 2016–2020, 100% of ministries have implemented eDMS, but the system is still used in parallel with paper document signing and delivery. Besides, subordinate public authorities, agencies, funds and other public institutions are yet to introduce eDMS. Consequently, institutions conduct parallel and overlapping document management processes (electronic and paper-based), which require more resources while limiting the benefits of full digitalisation (less paper costs, faster communication with other state bodies through eDMS).

At present, applications submitted by end users through e-government portal are processed in a semi-automatic manner, given that employees handling electronic applications submitted via e-government portal (although they receive notifications of received applications) must identify themselves in the e-government system, print out the applications and take them to the clerk’s office in their institution where the applications are further processed. Once the processing is finished, applications are entered into the e-government system after which end users are notified of any changes to their application/case. E-government portal should be linked to eDMS to ensure that electronic applications submitted via e-government portal are electronically processed in the eDMS archive, where these would be received, registered, processed, digitally signed and, once completely processed, sent through eDMS archive to the e-government portal. This would be the way to avoid semi-automatic processing of applications which are submitted electronically and downloaded from the portal. Apart from that, eDMS in ministries is not linked to the electronic system for delivery of documents for the sessions of the Government.

Electronic communication between institutions should be improved.

Focus group participant

As concerns local self-government, over 45.8% of the total number of municipalities have a system for electronic recording of data or documents (11 municipalities have developed some sort of electronic records system), while the remaining 13 municipalities do not have systems in place[[43]](#footnote-43), i.e. they keep records in the traditional manner and use paper-based books. The key reason for the absence of an electronic document management system is in most cases of financial nature, or it is the lack of IT personnel or insufficient computer literacy of the staff members. It should be particularly noted that municipalities with smaller population size raise the issue of lack of technical capacity. On the other hand, the issue of shortage of staff members who could support electronic business processes has been identified, both the shortage of IT personnel and insufficient computer literacy of employees.[[44]](#footnote-44)

* ***Financial and workforce unsustainability of LSGUs and unequal capabilities of LSGUs***

According to inputs of the Union of Municipalities of Montenegro (UoM) and LSGUs, the experience with **monotypic LSG system** in Montenegro requiring all LSGUs, from smallest to largest, to have the same powers and carry out the same tasks, have similar or identical organisation, though differing greatly among themselves in terms of the population size, area, population density, fiscal, administrative and other capacity, creates the need for reconsideration of this arrangement.

One of the identified challenges is related to determining i.e. **transferring powers** and tasks from central to local level by means of strategic acts, contrary to provisions of the law and without financial support, and particularly decentralising the tasks falling within the scope of the state, especially in the sphere of social and child protection, to the local level, contrary to the law and without adequate financial support provided by laws and strategic acts.

Further, according to Article 181 of the Law on Local Self-Government, state administration authorities are required, when developing laws and other legislation regulating the status, rights and obligations of the local self-government, to supply such draft pieces of legislation to the association of municipalities for their consideration, within the time limit which may not be shorter than 15 days. However, compliance with this legal requirement has been challenging in practice, so the line ministries fail to supply such legal acts (or do so within inadequate time periods) to LSGUs for their opinion on important policies affecting the functioning of these units in different areas. This issue will be addressed by the amendments to the Law on Local Self-Government, currently in the process of public consultation.

A number of local governments experiences significant problems in financing their statutory and other obligations, regardless of the entry into force of the new Law on the Financing of Local Self-Government at the beginning of 2019, resulting in increase in the revenues of local self-governments, primarily those in the north of Montenegro. It follows from the analysis of LSGU fiscal indicators from 2019 to mid-2021 that there is a certain lack of fiscal discipline which is particularly prominent in some of the local self-governments. More precisely, in the observed period, there is an evident increase in the amount of unpaid obligations. At the end of 2019, total unpaid obligations amounted to €68.90 million, while at the end of 2020, this amount exceeded €78 million (source: <https://lokalnefinansije.me/uporedni-pregled/?t=obaveze>); public debt, despite its previous downward tendency, is still high.[[45]](#footnote-45) In addition to that, Ministry of Finance and Social Welfare’s data show a low rate of collection of own revenues in most of local self-governments, which is also confirmed by the report of the State Audit Institution on the collection and recording of own revenues in local self-governments within the category 71 – current revenues in 2019.[[46]](#footnote-46)

**Inter-municipal cooperation** as a cooperation mechanism which could compensate for unequal municipal capabilities for carrying out the tasks required by law and resolve shared problems exceeding the territory of LSGUs, is still facing certain challenges, resulting in this cooperation mechanism being used only in a limited number of tasks.

* **STAKEHOLDER ANALYSIS**

Citizens

Businesses Trade unions

Administrative authorities

Public institutions

Government MPADSM MFSW MED

HRMA Administrative inspection Administrative Court SAI

Protector of Property and Legal Interests

LSGUs and UoM

Public administration employees

* ICT comunicty
* EC, DEU, SIGMA, OECD, UN, WB

Entrepreneurs

Media

The graph gives a brief overview of the stakeholder analysis, showing a great level of interest of all relevant stakeholders. The matter of organisation and work of public administration has an impact on the entire society. The matrix includes institutions which are directly involved in the public administration organisation reform process, having the greatest impact on policy making and implementation in this area: Government of Montenegro, Ministry of Public Administration, Digital Society and Media, Ministry of Finance and Social Welfare, Ministry of Economic Development, HRMA, Administrative Court, Administrative Inspection, SAI, LSGUs, UoM, public administration employees; while the rest of the ministries, public institutions, funds and international organisations – EU, SIGMA, OECD, UN are seen as the key partners.

INTEREST

IMPACT/STRENGTH

*Graph: Stakeholder analysis for the strategic goal: Citizen–oriented organisation and operation of the public administration*

Furthermore, to organise and ensure functioning of public administration, it is necessary to reinforce cooperation with trade unions, civil society organisations and citizens who have an impact on its activities, with a view to ensuring efficient and functional public administration, focused on the needs of the citizens.

Cooperation with media and business community/entrepreneurs and their involvement will result in better information sharing and awareness of important steps in establishing the system of public administration organisation which will be based on the actual needs of the citizens.

* **OPERATIONAL OBJECTIVES BASED ON IDENTIFIED CHALLENGES**

#### OPERATIONAL OBJECTIVE 1. Functional public administration with efficient oversight of its operation and application of the managerial accountability concept

Accountability should be the primary, measurable and concrete value for the work of each individual and institution in public administration. In the framework of this objective, external and internal control and oversight systems should be improved, including managerial accountability mechanisms. Activities should be implemented to reinforce the capacity and improve the performance of inspectorates, Ombudsman, Protector of Property and Legal Interests, as well as to strengthen the existing mechanisms, such as RIA for the analysis of justifiability and financial assessment of justifiability of establishment and/or reorganisation of authorities/institutions.

In the sphere of inspectorial oversight, the role and capacity of the Inspection Affairs Administration and Administrative Inspectorate will be strengthened by improving legal framework, workforce capacity and by linking the registries necessary for proactive approach of the inspection services. Establishment of a single registry of subjects and objects of inspection is particularly relevant to monitoring inspection activities and their effectiveness and combating grey economy.

Analysis of challenges associated with the length of administrative disputes in administrative cases will identify activities aimed at monitoring the work of authorities and Administrative Court, in order to ensure that citizens can exercise their right to adequate legal protection and trial within reasonable time. Additionally, the existing arrangements in the Law on Administrative Disputes will be reviewed, concerning costs of proceedings and oral hearings. Apart from that, analysis of reasons/grounds for payment of costs by Montenegro to third parties to proceedings and recommendations for institutions identified as being involved in a higher number of disputes will reinforce accountability of work and spending of funds in authorities’ budgets. With a view to ensuring better implementation of Ombudsman’s recommendations by administrative authorities regarding the complaints filed, it is necessary to further strengthen cooperation with the Parliament and its committees, so that a strategy for approach to resolving identified problems and increasing individual and managerial accountability in cases of persistent violation of human rights and freedoms over a longer period of time can be developed based on a report prepared and adopted in this process.

To provide a clearer picture of the outcome achieved by the authorities, a single methodology should be developed and activities should be undertaken to coordinate their programme planning activities, budgeting and reporting on the work of state administration authorities and other holders of public powers; such methodology would be based on measurable objectives, performance indicators and target values and designed in accordance with the strategic commitments of the Government.

To improve performance, public administration managers should delegate authority and enable all managers in an organisation to make decisions, manage finances and accomplish goals falling within their scope of competence.

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The following indicators will be used to monitor the process of achieving this objective:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.1 | Functional public administration with efficient oversight of its operation and application of the managerial accountability concept | | | |
| Indicator | | Baseline value | Target value by 2024 | Target value in 2026 |
| Amount collected by means of enforcement procedure in labour cases handled by the Protector of Property and Legal Interests | | €10,412,089 (2020) | Unchanged compared to baseline | -3% compared to baseline |
| Percentage of institutions having established a reporting system at the level of outcome indicators and objectives which would enable monitoring of the achievement of results with indicators of the programme-based budget implementation | | No system in place | 100% of ministries have outcome reporting in place | 100% of ministries and 50% of administrative authorities and public institutions |
| Average length of administrative disputes in Administrative Court | | 17 months | 12 months | 6 months |
| Percentage of recommendations implemented by public authorities based on the Ombudsman’s annual work report | | 19.88% (2020) | Over 40% of implemented recommendations | Over 60% of implemented recommendations |
| Percentage of ministries which delegate financial management and internal control authority to senior management in accordance with the Decree | | 8.3% | 50% | 80% |
| Number of administrative authorities having been subjected to administrative oversight by the line ministry | | 0% | 30% | 50% |
| Percentage of laws which are harmonised with the Law on State Administration | | 66.7% | 95% | 100% |

#### OPERATIONAL OBJECTIVE 1.2. Paperless administration

In order for e-government and e-office operations to take hold, it is first necessary to change long-standing habits associated with office operations as well as the awareness of public administration employees.

The use and flow of electronic documents in information systems, i.e. electronic document management (eDMS) requires **additional training and simplification of legislation** governing electronic office operations, along with **broader application** of electronic documents and use of electronic signatures and electronic stamps.

In the framework of this objective focus will be placed on redesigning the electronic document management system (eDMS) according to the user experience and on linking the e-government portal to eDMS to ensure comprehensive tracking of electronically filed applications for e-services; integration between electronic sessions of the Government and GSG archive, i.e. via eDMS; implementation of electronic document management in authorities having the greatest volume of interaction with citizens and introduction of electronic management in pilot LSGUs[[47]](#footnote-47), without any of the forms of electronic document management in place.

The following indicators will be used to monitor the process of achieving this objective:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.2. | Paperless administration | | | |
| Indicator | | Baseline value | Target value by 2024 | Target value in 2026 |
| Percentage of public authorities which have established electronic document management system | | 38% (2020) | 50% | 80% |
| Percentage of public authorities[[48]](#footnote-48) performing fully electronic exchange (externally) of documents via eDMS | | 0 | 20% | 40% |

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

Based on previously developed analyses and their findings, further work is needed to establish functional and financially sustainable municipalities in Montenegro. With a view to ensuring better functioning of LSGUs and their independence, a comprehensive analysis the existing system should be carried out to propose ways to further improve LSGUs independence in work, i.e. to obtain data about whether the existing system of functioning of LSGUs corresponds to the needs of the citizens.

*This strategic document introduces a different approach, and the activities planned to achieve operational objectives also aim at improving the performance of local self-governments* (introduction of electronic document management system, introduction of the quality management system and of mapping of work processes, civil service system, policy making). To encourage inter-municipal cooperation as a mechanism that could ensure high-quality and rational activities falling within the remit of municipalities, focus will be placed on strengthening the mechanism of inter-municipal cooperation by amending the legal framework governing the establishment of inter-municipal cooperation in entrusted tasks, on raising awareness of the importance and use of mechanisms of inter-municipal cooperation. Priority is given to improving administrative oversight of local self-government units and providing a mechanism that ensures funding when tasks are delegated and entrusted to them. Activities will also be conducted to reinforce budget and fiscal discipline, intensify collection of own revenues and reduce the amount of unpaid obligations.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.3 | Strengthening functional and financially independent municipalities to ensure more equal development of all LSGUs | | | |
| Indicator | | Baseline value | Target value by 2024 | Target value in 2026 |
| Number of tasks involving inter-municipal cooperation | | 20 (2020) | 24 | 30 |
| Ratio of debt to their total revenue (at the level of all municipalities) | | 2.86% | 2.36% | 1.86% |

## **2. CITIZENS AND BUSINESSES USE HIGH-QUALITY SERVICES OF THE PUBLIC ADMINISTRATION**

* **STRATEGIC GOAL**

Creation of **environment for easy, fast and efficient communication between the citizens and the administration** is the priority, primarily by means of implementing measures with the aim of **improving authorities efficiency in resolving administrative cases** and full application of regulations prescribing that authorities are obliged to exchange data from official records, with a view of improving efficiency and procedural economy.

Catalogue of *Off-line* and *On-line* Servicesshall be introduced with the aim of obtaining feedback from users and undertaking measures towards improving service delivery and user satisfaction with delivered services shall be monitored. Additionally, **institutions performance and processes quality management system** shall be established with the purpose of optimizing processes within authorities and improving quality of services delivered to end users. Standardizing work processes within the entire public administration, establishing catalogue of services and administrative procedure book shall be the continuation of e-services development for citizens and businesses needs.

In addition to 7 registries connected through Single Information System for Electronic Data Exchange – SISEDE further **connecting of key registries**[[49]](#footnote-49)shall be continued with a view of exchanging documents electronically and delivering documents as official duty without burdening of citizens.

The priority shall be improving and promotion of **eGovernment Portal and electronic communication between the authorities and customers,** development of **new e-services,** introduction of **fully digital services** for key life events (eBirth, eStudent, eEnrollment …), improving of the Portal in respect to the system of **e-payments, e-authentication** and **e-identification** of users shall create the conditions for citizens to have services delivered to them electronically and without paper.

Digital Transformation Strategy sets out to achieve higher coverage and modernization of ICT infrastructure, development and improvement of digital skills, citizens’ and businesses’ awareness raising about the relevance of digital development. Further improvement of quality, quantity and use of eServices, increased digital awareness and competitiveness of ICT sector. Set out operational objectives and activities are linked and compatible with a view of harmonization of objectives of Digital Transformation Strategy and this Strategy.

**THE FOLLOWING OPERATIONAL OBJECTIVES SERVE TO ACCOMPLISH THE STRATEGIC GOAL:**

* Efficient service delivery and introduction of service delivery quality management
* Full interoperability of information systems and increased number of electronic services with high level of sophistication
* **STATE OF PLAY**

**The Law on Administrative Procedure[[50]](#footnote-50)** is aligned with EU principles for good governance and integrates provisions on electronic communication, one-stop-shop and *once only* principle. Implementation of the Law on Administrative Procedure and the Law on eGovernment which introduce the **principle of data collection as official duty** commenced in the process of duration of the previous strategy. **Single Information System – SISEDE** has been established with the aim of simplifying and accelerating data collection as official duty where 7 out of 7 key registries have been logged into the system including the following: Central Population Registry, Central Tax Payers and Insured Persons Registry (Tax Payers Registry and Employees Registry), Central Registry of Business Entities, Montenegro Education Registry, Sanctioning Records Registry and Immovable Property Registry.

The process of establishing legal framework for **development of electronic business operations in Montenegro** has been initiated by means of adoption of the Law on Electronic Identification and Electronic Signature (“Official Gazette of Montenegro”, no 31/2017). Amendments to the Law on Electronic Identification and Electronic Signature (“Official Gazette of Montenegro”, no 72/2019) introduced additional alignment with EU Decree on Electronic Identification and Trust Electronic Services for Electronic Transactions in the Internal Market, no 910/2014 primarily in respect to the qualified trust electronic services, such as qualified electronic signature, qualified electronic seal and other. Aligning of the existing Law on Electronic Documents with previously mentioned amendments is in the process, as well as, improving with the purpose to prescribe digitalization of paper documents and certification of such documents. Having in mind that digitalization of documents created in paper form is very significant for accomplishing law objectives, it has been envisaged that **digitalized document** shall have equal weight of evidence as original document in the event that digitalization has been performed in legally prescribed manner. Additionally, it has been introduced that certification of electronic document printed in paper, as well as, digitalized document may also be performed by, in addition to authorized persons as prescribed by the Law on Certification of Signatures, Manuscripts and Transcripts, competent authorities prescribed by the Law on Electronic Documents in the event that within procedures before these authorities certified digitalized document is required.

Significant opportunity for improving the state of play is introducing of **new identity card.** Namely, amendments to the Law on Identity Card[[51]](#footnote-51) envisage that identity card is an electronic public document and it encompasses certificate for electronic identification and certificate for qualified electronic signature. The Ministry of the Interiors commenced issuing electronic identity cards due to corona virus caused pandemic, on 01.06.2020 (until December 2020 68.483 electronic identity cards were issued to Montenegrin citizens). Having in mind that qualified electronic signature is the equivalent to handwritten signature at desks, free of charge issuing of electronic signature for citizens and less expensive issuing of electronic signature for the businesses (electronic signature issuing process commenced in December 2020 with certificate price reduced by 27.3%) is significant potential for popularizing the use of electronic services in Montenegro.

The Law on Electronic Identification and Electronic Signature envisaged that MPADSM is to provide trust electronic services and qualified trust electronic services for state administration authorities, and when prescribed by the law for other authorities as well. MPADSM issued since November 2009 until December 2020 712 advanced electronic signatures to state administration authorities with presently active only 421.

In an electronic survey active during 2019 at eGovenment Portal 82.76% of users expressed that submitting electronic requests via the Portal simplified the procedure for obtaining requested documents. Electronic services satisfaction measuring has been conducted in 2020 through additional functionality at eGovernment Portal which allows users after completion of an electronic service to like or dislike the service delivered electronically. Users assessed the total of 38 eServices and the total number of positive assessments was 4182 and 55 were negative, which makes a percentage of 98.70% of satisfied users using eServices at the Portal.

European Commission observed, relying on research conducted by Balkan barometer which is implemented in West Balkan countries modeled after Eurobarometer, **an increase in citizens satisfaction with central level administration services** to 66% in 2019 from 42% in 2017. Compared to the results of the previous Monitor and changes related to public perceptions of public administration processes simplicity, Montenegro reports an increase by 14%.[[52]](#footnote-52) OECD in its 2020 report *Government at a Glance: Western Balkans* noted that when it comes to use of **electronic services** West Balkans countries are lagging behind OECD-EU countries. United Nations survey (UN eGovernment Survey 2020) shows a decline in Montenegro compared to the previous years and on the world list of eGovernment development Montenegro is in the position 75.

Public Administration Reform Strategy 2016-2020 noted that Montenegro does not have a **method for quality management of service delivery and work processes** in place. After the Ministry for Public Administration and the Directorate for Good Governance have been established and together with the work of non-governmental organizations competent for public administration reform monitoring and Strategy implementation, a decision has been made to initiate implementation of **CAF method** and apply the model for the first time. MPA became a part of EUPAN network in mid July 2020 and Montenegro was included in Common Assessment Framework-CAF activities. Quality management system is made out of among other optimization i.e. increase of business processes efficiency and standardization i.e. business processes standardization of comparative organizations in public administration. Public services users’ needs analysis based on life situations also presents a basis for development and introduction of Methodology for Optimization and Standardization of Processes in public administration.

**Quality management regional center** has been established in West Balkans public administrations within international, regional organization: Regional Schools of Public Administration – ReSPA. The center will support public administrations in implementing public administration sector reform in relation to quality management. In addition, an initiative has been launched between the Chamber of Economy of Montenegro where Coordination Board for Quality has been established and the Ministry of Public Administration, Digital Society and Media on cooperation and with a view of quality management promotion in this manner and public administration performance improvement through both optimization and standardization of business processes with the purpose of aligning the quality of services delivered by public administration with users’ needs.

* **PROBLEMS IDENTIFIED**
* ***Service delivery low efficiency – administrative services include excessive bureaucratic, expensive and lengthy procedures affecting the quality of services and users’ satisfaction***

Data from the Report on acting in administrative matters of authorities governed by public law for 2020[[53]](#footnote-53) indicate that there were more than 2 million cases[[54]](#footnote-54) in the work of authorities governed by public law on central and local level. Efficiency in decision making in administrative cases within first instance procedures is lower than in 2019. Out of the overall number of cases from 2020 the percentage of open cases related to central level authorities is 4.01%, while on the local level the percentage is significantly higher and it amounts to 15.51%. It is certain that corona virus caused epidemics affected administration work efficiency, but also other factors which require taking measures aiming at improving **authorities performance efficiency in deciding upon administrative matters.** Low percentage of lodged appeals against decisions of authorities governed by public law from the total number of closed cases in 2020 (percentage of lodged appeals on central level is 0.62%, and on the local level the percentage is 0.88%) is a good indicator. Percentage of cancelled first instance decisions by second instance authorities at the central level amounts to 52.06%, which is significantly higher compared to the previous reporting period (22.73%). Unlike central level, the percentage of dismissed appeals (40.02%) and adopted when cases were returned for repeated proceedings (39.39%) is similar on the local level.

In case of central level authorities there is an increase in percentage of appeals lodged to the Administrative Court and it amounts to 31.88%, whereas in the previous reporting period the percentage amounted to 28%. Unlike central level authorities, local level authorities percentage of lodged appeals compared to the number of closed cases amounts to 21.75% which is a significant decrease compared to comparative period, when the percentage amounted to 56%. Percentage of cancelled decisions increased in the proceedings of the Administrative Court examining the legality of authorities decisions. Percentage of cancelled decisions at the central level from the total number of the Administrative Court of Montenegro decisions increased to 32.15%, whereas during 01.01.2019-31.12.2019 period it amounted to 23%, while on the local level the percentage is significantly higher and it amounts to 53.46%, whereas in the previous reporting period the percentage amounted to 28.49%.

Additionally, 2019 Report on acting in administrative matters indicates that competent administrative inspection pointed out that **there is insufficient official records data exchange between authorities, which is a legal requirement.** This kind of acting of authorities has a negative effect on proceedings efficiency and cost-effectiveness, and thus on the ability for parties and other participants in administrative proceedings to exercise their rights and legal interests with lower costs easier and with higher efficiency. In other words, although **LAP promotes high standards for administrative proceedings, these principles are frequently not practically applied.** Similar findings are present in Comparative Study on Service Delivery of Regional School of Public Administration[[55]](#footnote-55) that existing strategic and legal framework provide good basis for end-users oriented service delivery policy, but that full implementation of strategic and legal framework has not yet been accomplished. It has been noted that although LAP introduced mandatory data exchange between authorities governed by public law and the principle of submitting data to authorities only once, there are no sanctioning provisions to prevent opposite acting, frequently resulting in practice that citizens submit documents in paper format, although authorities governed by public law already possess the data.

I HAVE NO INTERNET ACCESS TO BE ABLE TO DO IT ELECTRONICALLY. WHEN I COMPLAIN AND CALL THE MUNICIPALITY THEY TELL ME “BRING IT IN PERSON”. WHEN I COME I MEET IMPOLITE DESK EMPLOYEES AND THEY ASK ME “WHY DID YOU BRING THIS? YOU COULD HAVE DONE THIS ON THE WEBSITE

Focus Group participant

**Perception of time needed for obtaining public sector information** has been assessed in 2021 by the citizens of Montenegro in the following manner: 14% very bad, 33% bad according to Balkan barometer findings for 2021, which is a deterioration compared to 2020 when 9% assessed as very bad and 20% as bad or compared to 2019 when 4% assessed as very bad and 23% as bad. [[56]](#footnote-56) Similar perception is present related to public authorities treatment (12% very bad – 29% bad in 2020, 7% very bad – 14% bad in 2020 and 6% very bad – 21% bad in 2019).

It has been noted on the basis of **surveying the degree of satisfaction of public services users in selected institutions** of Montenegro (Ministry of the Interiors, Revenue and Customs Administration, Cadastre and State Property Administration, Podgorica municipality and Bijelo Polje municipality), which has been conducted by the Ministry of Public Administration, Digital Society and Media in cooperation with UNDP[[57]](#footnote-57) that very few citizens are delivered with service during the first day they go to an institution and that on average citizens go to institutions more than one time to be delivered a service; also that citizens are informed about the fee they need to pay for service delivery and that on average they wait for service delivery from 2.2 days to 14 days depending on institution and service; most survey respondents stated that they would use online services for document issuing if available. In addition, survey respondents named the following as the main sources of information: institutions, other people (friends, relatives, etc.) and as third source of information internet portals or official institution website were named.

In addition, **there is no full list of all administrative services delivered to citizens** at the central level, information about service providers, overview of data used for service delivery nor data service users must submit to authorities. It is, therefore, difficult to plan system efforts towards service delivery modernization, to identify services that should have priority in being delivered in electronic format, as well as identify services that could be merged with other services and manage them as life events, instead of individual services (e.g. child birth). The Ministry of Public Administration, Digital Society and Media implements yearly monitoring of the Law on Administrative Procedure implementation, however, the reports are focused on service provision on institutional level, and not individual services level. It is therefore impossible to identify precisely institutions with problem of meeting prescribed deadlines, institutions with large number of appeals including the number of successful appeals and reasons for successful appeals. Additionally, **there is no systemic measuring of public service users satisfaction** which could provide feedback on the basis of which measures towards improving service delivery should be undertaken, i.e. improving aspects of service delivery that need to be addressed before all other steps.

**Absence of quality management method within public administration authorities** is an additional challenge. Montenegro did not introduce any of the internationally acknowledged methods for quality management in the area of service delivery and work processes. The indication of this is the fact that no public administration authority uses within work processes realization quality management tools already at use (CAF, EFQM, ISO, national standards...).

* ***Absence of full electronic data exchange (absence of full integration of eGovernment Portal, system for electronic document management, system for electronic payments and system for electronic identification and authentication) and consequently absence of or insufficient number of electronic services with high level of sophistication.***

**eGovernment Portal** [**https://www.euprava.me/**](https://www.euprava.me/)has been designed in 2011 and it lags behind modern trends in both technological perspective and positive user experience. There are presently 524 electronic services available, out of which 157 are at the level 3[[58]](#footnote-58). Two services are completely at the level 4 (request for student loan and professional development), as also stated in ReSPA regional survey[[59]](#footnote-59). Although an increase in the number of services available at the Portal is obvious, a research conducted by Institut Alternativa within WEBER project, shows that merely one third of Montenegro citizens is informed that services provided by administration in Montenegro are available in electronic format, while merely 7% of respondents used eGovernment Portal.

MPADSM conducted a survey[[60]](#footnote-60) in 2019 aiming at eServices level of use consideration with the following key findings:

* More than one half of citizens who have heard of public administration eServices **did not use these services** a single time during the previous two years, around 20% said they use them rarely and 20% use them periodically or frequently;
* More than three quarters of citizens of Montenegro **are not informed** about public administration eServices;
* Unlike citizens business entities are better informed about availability and manner of using public administration eServices – close to 90% of businessmen assessed that their business entity is mainly or fully informed about eServices for business sector.

2019 Report on acting in administrative matters[[61]](#footnote-61) indicates that within authorities governed by public law **electronic communication between authorities and customers** has not been established sufficiently yet which would create legal environment for easier, faster and more efficient communication between the citizens and administration.

Public administration modernization processes inevitably introduced the necessity to digitalize internal work processes and to create service oriented digital solutions serving the citizens and businesses. This lead to the fact that **within state administration authorities alone there are more than 100 information systems (IS)** and not all of these IS are mutually aligned. There is a growth tendency in information system number within public administration which inevitably created the necessity to establish IT audit within public administration. The Decree on Establishing Internal Audit in the Public Sector[[62]](#footnote-62) at MPADSM established separate organizational unit for information system auditing. On the other hand the Law on eGovernment identified the role of IS auditing in state administration authorities which creates additional obligation to strengthen and position this specific kind of internal audit in the public sector. Final objective of this audit is to support digitalization processes in the public sector in order to improve management process and use of information systems, through assurance process and advisory activities, and through this the process of comprehensive management within authorities. Presently there is no centralized IS that would support the work of internal audit which would enable all internal auditors, including Department for Harmonization of Internal Audit, to keep records, report and monitor all processes within internal audit.

Challenges public administration was facing were slow and old softwares, systems and data not linked or network connected data, infrastructure not capable to support advanced development of services for citizens and users’ experience that was not fully digitalized. Absence of internal capacities to work on digital services development and high dependence on external providers causes digital services development to be time consuming, and implementation failed to provide sufficient agility and rapid reaction in line with users’ needs. Highest level electronic services system implementation includes automated data exchange from base registries between institutions including resolving of all interoperability challenges. Without this prerequisite all electronic services in Montenegro shall be limited to sophistication level 3. However, this is but one of centralized systems necessary for digital transformation. In addition to this, administrative fees electronic payment systems, electronic delivery systems, improvement of existing electronic identification and electronic signature system and the like are needed as well. In addition to the mentioned, existing web portal euprava.me is based on outdated technologies which in the course of time became hindering and limiting factor for upgrading and maintenance.

* **STRATEGIC GOAL 2 STAKEHOLDER ANALYSIS**

Great interest of all relevant participants is visible in Table 2. Namely, the Government of Montenegro, the ministries, as decision makers have large impact and interest to create services with citizens and for citizens. In order to achieve this it is necessary to present the needs with official statistical MONTSTAT data. Additionally, international organizations – EC, DEU, SIGMA, OECD, UNDP are perceived as the most important partners where mutual continuous cooperation is necessary. The Business Community is certainly a very important partner in services digitalization, especially IT cluster of the Business Community. Academia defines with their views and solutions further development directions, but their impact and power is not present.

INTERES

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IMPACT/POWER

*Diagram: Stakeholder analysis of the Strategic Goal Citizens and Businesses Use High-Quality Services of the Public Administration*

* **OPERATIONAL OBJECTIVES BASED ON IDENTIFIED CHALLENGES**

#### OPERATIONAL OBJECTIVE 2.1. Efficient service delivery and introduction of service delivery quality management

The focus is on measures to be undertaken with a view to improve **authorities performance efficiency in deciding upon administrative cases** and full implementation of **legally prescribed obligation for authorities to exchange data from official records in order to increase efficiency and procedural economy** and enabling parties in administrative proceedings to exercise their rights and legal interests easy and efficiently involving lower costs.

Introduction of **systemic measuring of public services users’ satisfaction** is a priority, with the purpose to receive feedback based on which measures for improving service delivery could be undertaken and institutions and processes **quality management** system established, which would lead to end result of improving the quality of services delivered to end users and optimization of processes within authorities. Work processes standardization within overall public administration, creation of service catalogue and administrative procedures book, high quality maintenance and managing of registries in possession of institutions and connecting of registries shall be the continuation of development of eServices for key life events for the needs of citizens and businesses, while simplifying bureaucratic and lengthy procedures.

Levels of digital skills and knowledge are prerequisite within public administration, depending on position, for successful modernization and digitalization of public sector. All employees must have basic digital skills, as well as specialized skills depending on the position s/he covers and what skills are needed for operations. In this respect basic training program needs to be designed with several modules, which would enable acquisition of basic knowledge of computer use, word processing program, table calculations program, presentation development program, internet use, safe technology use and online collaboration program. Specialized training must be aligned with the needs of specific services (financial, legal, etc.). Furthermore, trainings for the use of all application solutions implemented within public administration need to be realized regularly. Special focus needs to be directed towards human resources working in IT sector.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE 2.1** | **Efficient service delivery and introduction of service delivery quality management** | | | |
| **Indicator** | | **Baseline value** | **Target value until 2024** | **Target value in 2026** |
| Number of institutions with introduced quality management system | | 0 | 5 | 15 |
| Citizens’ satisfaction with public services (Balkan barometer) [[63]](#footnote-63) | | 3,3 | 3,5 | 3,7 |
| Percentage of administrative acts cancelled by the Administrative Court | | 20,33% | 20% | 18% |

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

Digital transformation of public administration shall improve availability and the quality of public services, reduce waiting in lines, reduce costs and ensure ease of doing business for business entities. An environment for easy, rapid and efficient communication between the citizens and administration needs to be created with continuous promotion of **electronic communication between the authorities and the customers.**

**Creation of new of eGovernment Portal** as a single point of contact,development of **new eServices,** introduction of **fully digital services –** without paper for key life events (eBirth, eStudent, eEnrollment…), improving of the Portal in respect to the system for **electronic payments, electronic authentication and electronic identification** of users are priorities. Introduction of fully digital services (applying eGov benchmark methodology) has clearly defined areas such as: Family, Studying, Health, Transportation etc. The level of service development from the mentioned categories shall be assessed according to the methodology and examination shall compare results of countries members of the methodology. Presently Benchmark Methodology contains more than 100 services, and through selection only services of high relevance for citizens and businesses that have high use frequency and high impact on citizens and businesses shall be observed.

The objective is to **align** all developed **information systems** with a view of creating interoperability and **establishing full electronic exchange of data between the registries.** LSGUs need to be connected to Single System for Electronic Data Exchange (SISEDE) – Government Service Bus.

Citizens expect the Government to meet their needs which are not always a constant, but are continually changing in line with different circumstances. Improved online services may reduce frustration, save time, improve access and provide added value to public investments. *Montenegro Digital* project implementation shall be directed towards achieving key objectives of the Government of Montenegro and MPADSM, with the focus on citizens and their needs, indicating:

* Citizens shall have easy, accessible and the best user experience in all public services;
* Citizens shall apply for access to services once only, any time, any where and from any device;
* Citizens shall be able to use any public service, without obstacles and exceptions.

**Montenegro Digital** project shall be launched with the purpose to implement digital transformation at the level of the entire Government, to modernize public administration, strengthen internal capacities, optimize IT costs and enable sustainable and practical development of digital services and MD project shall:

* define digital standards and standardize technology at the level of the entire Government;
* provide modular procurement and optimize expenditures in the area of IT equipment, software solutions, licenses procurement and implementation of digital solutions;
* create open digital market;
* ensure agile development of policy processes and platforms to meet citizens needs.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE 2.2** | **Full interoperability of information systems and increased number of electronic services with high level of sophistication** | | | |
| **Indicator** | | **Baseline value** | **Target value until 2024** | **Target value in 2026** |
| Number of digitalized services in a single portal in areas defined in line with methodology “eGovernment Benchmark EU”[[64]](#footnote-64). | | 0 (2020) | 10 digitalized services in a single portal**[[65]](#footnote-65)** | 20 digitalized services in a single portal |
| Percentage of electronically submitted requests compared to the total number of requests submitted by users for pilot service use[[66]](#footnote-66) | | 0 | 15% per pilot service | 45% per pilot service |
| Number of electronic exchanges from registries in metaregistry | | 8 (2021) | 30 | 50 |
| Number of municipalities exchanging data using SISEDE | | 1 (2021) | 10 | All LSGUs |

**3. PROFESSIONAL PUBLIC ADMINISTRATION**

* **STRATEGIC GOAL**

Competent and satisfied civil servants are the foundation for professional public administration. Motivated civil servants are those civil servants that are content. Employee care by means of caring for job satisfaction, additional professional development and trainings contributes to better results within job positions and to accomplishing organizational goals overall. By means of monitoring the work of civil servants, their results and progress are monitored, but also their needs for further training, improvement and development are identified. Environment for the work of professional and competent employees in the public administration includes the following:

* + equal position of all employees financed from the Budget,
  + fair and competitive system of salaries within public administration,
  + monitoring the work of all employees, continuous professional development in accordance with job description, effective assessment related to promotion, rewarding, professional development,
  + creating efficient planning and employment system in the public administration on the basis of identified needs and synchronized development of HR plan and the Budget,
  + digitalization in the field of civil servant system: digitalization of processes that would be implemented through HR information system alone: HR plan, trainings, assessment, annual leave etc, as well as digitalization of HR management stages: eEmployment, eLearning, eAssessment,
  + updated Central Personnel Records,
  + optimization of processes and employees within authorities on the basis of functional analyses for entire public administration.

**THE FOLLOWING OPERATIONAL OBJECTIVES SERVE TO ACCOMPLISH THE STRATEGIC GOAL:**

* Efficient planning system based on identified needs, improving human resources recruitment procedure and further digitalization of civil servant system;
* Public administration attractive employer – efficient system of promotion and rewarding based on monitoring perfomance, assessment and continuous development;
* Optimal and efficient public administration.
* **STATE OF PLAY**

At the end of December 2020 the total number of employees at the central level amounted to 42.439 persons and at the local level 13.235 persons, with the total number of **55.674 employees at the level of public administration[[67]](#footnote-67).** Provisions of diverse laws apply to public administration employees: around **14.500 employees** exercise their rights on the **basis of the Law on Civil Servants** and State Employees and more than **43.400 on the basis of the Labor Law.**

**The Law on Civil Servants and State Employees**[[68]](#footnote-68)introduced a number of new solutions aiming at increased public administration professionalization, improved concept of civil servants professional development, improved recruitment process transparency, as well as, merit based promotion. New solutions enable that key positions within state authorities are occupied by the civil servants whose integrity, competences and knowledge guarantee accomplishing of Government strategic goals and efficient exercising of citizens rights. Nevertheless, despite the fact that the Law ensures this, certain concepts have not taken root or have not been fully realized.

Human Resources Management Authority keeps **HR Information System (HRIS) within which Central Personnel Records (CPR) are kept.** This information system presently includes several modules including the following: civil servants and state employees files management, module for personnel training which enables online application of employees for diverse training programs, module of personnel planning and module for internal labor market records. Additionally, Human Resources Management Authority created a portal “My Personal File” by means of which each civil servant and state employee may communicate with the person competent for personnel matters within the state authority. Each employee may have an insight into his/her data with the option to edit individual data.

Within activity “Strong Institutions in the Function of Modern Public Administration” the World Bank prepared during the previous period functional analysis of the Ministry of Public Administration and Human Resources Management Authority, aiming at **optimizing public administration employees number,** which served as basis and example for development of functional analyses at the level of other sectors with a view of optimizing the number of employees. However, comprehensive analysis of the functioning of the public administration system in Montenegro has not been further conducted.

In respect to the number of employees on the basis of data obtained from the Ministry of Finance and Social Welfare (MFSW) the total number of employees in the public administration at the central level in August 2021 amounted to 42.439, and during the previous three years the number increased in the following manner:

With the purpose of provision of comparative data with public sector salary growth[[69]](#footnote-69) the data are the following:

|  |  |  |
| --- | --- | --- |
| **Total gross salaries fund at the country level (central+local level) during the previous three years** | | |
| 2018 | 507,5 mil. € | 10,9% of GDP |
| 2019 | 524,6 mil. € | 10,6% of GDP |
| 2020 | 548,8 mil. € | 13,1% of GDP |

At the central level during 2018 to 2020 period the largest increase of the number of employees compared to the baseline value (defined in December 2017) happened within the largest sectors – education, health and internal affairs, while the largest decrease of employees number happened in the sectors of defense, labor and social welfare and agriculture and rural development. In the process of implementing Public Administration Optimization Plan for 2018-2020 the number of employees increased in the education sector by 1.365, in the health sector by 855 and in the sector of internal affairs by 273[[70]](#footnote-70).

Simultaneously, despite financial situation and Government initiative for optimization, the number of employees within local governments increase by 8% (from 12.174 in 2017 to 13.235 in 2020) [[71]](#footnote-71). Data from the Report on Implementation of Public Administration Optimization Plan 2018-2020 for 2020 indicate that significant increase of the number of employees and recruited persons within public administration occurred during 2020, especially during the second half of the year (189 persons have been employed and recruited at the local level during this period). Additionally, lack of timely financial supervision of budget inspection of the work of local self-government units has been identified.

Data on gross salaries and contributions expenditures paid by employers within local self-governments are presented in the following table:

|  |  |
| --- | --- |
| Year | Gross salaries and contributions expeditures paid by employers in million EUR |
| 2018 | 47,72 |
| 2019 | 51,69 |
| 2020 | 49,69 |

*Source: the Ministry of Finance and Social Welfare*

The consequence of the increase in the number of local public services is **human resource expenditures growth** within public administration and **increase of their percentage share in the current budget on both central and local level,** without necessarily improving public service delivery to citizens. In the majority of cases funds for newly established business entities for settling current expenditures are provided in local government budgets, via transfers (salaries expenditures, electrical power expenditures, current maintenance expenditures and other current expenditures). Local self-governments spent annually in 2016 45 million for employees’ salaries, while in year 2019 EUR 51.7 millions were spent on the level of all local self-governments, and for year 2020 EUR 58.8 million was planned. This period was marked by the growth of expenditures for temporary service contracts and temporary employment contracts.

* **PROBLEMS IDENTIFIED**
* ***Limited effect of planning on real employment***

World Bank evaluated that limited progress in Public Administration Optimization Plan implementation[[72]](#footnote-72) resulted in **increased number of employees and accordingly increased salaries expenditures** during 2018 and 2019. This is particularly important since high expenditures for salaries in public sector reduce fiscal space for capital investments, social benefits and space for debt reduction, which increased to 104.2% in 2020 due to crisis caused by Covid19 pandemics. However, World Bank assessment indicates that what is causing high expenditures for salaries in the public sector are not high salaries of employees, which are unlike other countries in the region on the level of salaries in the private sector, but relatively high number of employees which is higher than all West Balkans countries, except Kosovo and higher than OECD countries[[73]](#footnote-73) average. Special problem is increase of **temporary service contracts and temporary employment contracts** (during 2020 at the central level net effect of increase amounted to 1.308 of temporary service contracts and net effect of increase in the number of temporary employment contracts by 151). Temporary service contracts and temporary employment contracts continue to be the dominant mechanisms for recruitment at the local level: during 2020 2.453 temporary service contracts have been concluded and 1.928 of temporary service contracts have expired. Additionally, during 2020 840 temporary employment contracts within local self-government units have been concluded and at the end of the year 365 temporary employment contracts within local self-government units were in force [[74]](#footnote-74).

THERE ARE TOO MANY EMPLOYEES WITHOUT RELEVANT FUNCTIONS. RESOURCES ARE SPENT IRRATIONALLY  FOR EMPLOYMENT OF SURPLUS OF LABOR FORCE IN SPECIFIC INSTITUTIONS..

Focus Group participant

There is no methodology for calculation of provision of budget resources by the Ministry of Finance and Social Welfare that would prescribe estimates of the long term impact of new employment on the budget. There is no systemic control in the process of re-recruitment that would prevent employees that receive severance pay (on the basis of agreement on termination of employment) from finding new employment within the public sector prior to expiration of 5 year time period or return of paid funds.

Requests for budgetary funds made by spending units do not include analysis and justification of needs and expected effects of recruitment through fixed term contracts. In the process of approving annual budget, **the Ministry of Finance and Social Welfare is not in possession of all information relevant for deciding on the number and the value of temporary service contracts and temporary employment contracts** that are planned to be concluded.

There is **limited effect of personnel plans/planning on real employment**[[75]](#footnote-75)**.** Personnel plans are not prepared in parallel with budget drafting, the plans are developed without clear consideration of implemented needs and future needs for planning and employment. [[76]](#footnote-76) There is limited capacity for establishing human resources management units within institutions.

* ***Lack of competition in the process of recruitment***

Average **number of candidates applied to advertisements continues to be low or absence of candidates that apply for specialized jobs** (in the field of architecture, civil engineering, hydraulic engineering, surveying, medicine). During 2021 growth trend is present, i.e. interest for higher managerial staff and heads of authorities, such as for example for public competition for Director of Police Directorate 19 candidates applied, for President of the Commission for Protection of Rights in Public Procurement Procedures 7 candidates applied, 4 candidates applied for the position of Health Fund Director and 36 candidates applied for 8 positions for Director Generals at the Ministry of Capital Investments.

**Public administration salaries are not attractive** for persons with university diplomas for specialized areas as these are higher outside of the state sector. This is especially related to competitiveness and retaining staff working in IT positions within public administration, in particular in the era of significant digital and internet development of the country.

ALL ISSUES ARE REDUCED TO PROFESSIONAL INDIVIDUALS WITHIN PUBLIC ADMINISTRATION AND THEIR TRAINING. PLANNING AND RECRUITMENT OF PERSONNEL MUST BE AN OBJECTIVE, WHILE ANOTHER OBJECTIVE MUST BE EVALUATION OF KNOWLEDGE AND SKILLS, AND THEIR IMPROVEMENT. THERE IS NO ROOM FOR TEMPORARY SERVICE CONTRACTS WITHIN PUBLIC ADMINISTRATION. PUBLIC ADMINISTRATION PRINCIPLES ARE CONDITIONED BY PROTECTED POSITION BECAUSE CIVIL SERVANTS MUST BE PROFESSIONAL, UNBIASED AND IN SERVICE OF ALL CITIZENS. WE CANNOT DEVELOP LONGTERM SOLUTIONS WITHOUT ENSURING INDEPENDENT AND COMPETENT HUMAN RESOURCES. THE FOCUS SHOULD BE ON TRAINING OF NOT JUST HUMAN  RESOURCES, BUT CITIZENS AS WELL. THE CITIZENS NEED TO BE INFORMED ABOUT AVAILABLE PUBLIC SERVICES AND HELP THEM UNDERSTAND THE WAYS TO USE THESE SERVICES.

Focus Group participant

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Average number of candidates per vacancy** | | **Percentage of filled vacancies** | |
| **2019** | **2020** | **2019** | **2020** |
| **per internal advertisements** | **1,21** | **1,12** | **29%** | **22%** |
| **per public advertisements** | **4,39** | **4,94** | **93%** | **88%** |
| **per public competitions** | **1,38** | **2,14** | **100%** | **100%** |
| ***The Table was taken from “The Analysis on the State of Play in the Area of HR Management” HRMA, June 2021*** | | | | |

**Employment procedures are long,** mainly due to the fact that the decision on selection must be delivered to all applied candidates (pursuant to LAP provisions) and after this starts the time period available for appeals.[[77]](#footnote-77) **Possibility for candidates to apply to advertisements and competitions electronically is not available** which would enable candidates easy access to applying and submitting necessary documentation. Nonetheless, the valid Law on Civil Servants introduced the system of electronic testing of candidates in the process of which candidates are tested under code, and each candidate is given a test with the same level of difficulty with the view of ensuring objectivity and transparency in this section of the selection process. Valid Law on Civil Servants and State Employees[[78]](#footnote-78) prescribes within Article 46 assessment of knowledge, skills and competences for all categories of civil servants while in practice within filling of vacant posts, competences are presently assessed for higher managerial staff and heads of authorities alone , but not for other categories of civil servants.

Results of public opinion polling conducted for the needs of Institut Alternativa show that Montenegrin citizens year after year do not have favorable perception of recruitment integrity in public administration. The largest share of the citizens of Montenegro sees that political connections are crucial factor for employment in public administration (43%) and one in four citizens sees friend/family connections as crucial (24%) or education, capacities and experience of candidates as crucial (24%).[[79]](#footnote-79)

* ***HR Management Information System (HRIS) is not updated***

The fact that **Central Personell Records (CPR) i.e HR Information System (HRIS)** **is not updated** presents additional problem since it is the only digital tool in the area of human resources management **and the fact that HRIS is not connected to other records on employees within state authorities.**

Although the Law on Civil Servants and State Employees prescribes that HRIS shall be connected to the salaries system, this process has not yet been fully implemented (in November 2020 HRIS has been connected to the information system for calculation of salaries, and the first pilot calculation of salaries on the basis of HRIS data has been launched in June 2021).

Additionally, authorities still do not enter full data and do not update the data in HRIS. The reason for present absence of updated data is dominantly the human factor, i.e. untimely entering and (not)updating of data and the fact that state authorities do not have civil servants specialized for the area of human resources. This is why the collection of data on the number of employees at the level of the public sector is slow and inefficient, it is not possible to verify data accuracy with certainty, other data on employees relevant for HR policy are not available in a single place. The data on the number of employees available to HRMA through HRIS are not compatible with the data available to the Ministry of Finance and Social Welfare in respect to the same category of entities. Namely, the Ministry of Finance and Social Welfare records indicate that the total number of employees in this category amounts to 17.888 while according to HRIS the total number of employees amounts to 14.505 which is a consequence of insufficient updating performed by persons authorized for entering data into HRIS, insufficient connection and different coverage of records of the system within these two institutions, i.e. absence of records data matching. [[80]](#footnote-80)

RECRUITMENT THROUGH HUMAN RESOURCES MANAGEMENT AUTHORITY INCLUDES 20 DAYS OF COLLECTING DOCUMENTATION IN ORDER TO APPLY TO ADVERTISEMENT. IT WOULD BE BETTER PRACTICE TO DO EVERYTHING ONLINE. ONLY THOSE WHO ARE SELECTED NEED TO SUBMIT ALL THIS, AND HERE WE HAVE THE CASE THAT ALL IS COLLECTED IN ADVANCE AND PEOPLE HAVE EXPENSES. APPLICATION PROCESS TO VACANT POSTS SHOULD BE ONLINE AND SCANNED DOCUMENTATION SHOULD BE SUBMITTED AT FIRST AND LATER ORIGINAL DOCUMENTATION OF SELECTED CANDIDATES. PEOPLE THAT ARE TO RETIRE - IN THE PROCESS OF RETIRING SOME IDENTIFY THAT THEIR YEARS OF SERVICE HAVE NOT BEEN RECORDED. IT SHOULD BE POSSIBLE TO CHECK WITH AN ID NUMBER IF YOUR YEARS OF SERVICE HAVE BEEN RECORDED REGULARLY AND ALL DUTIES PAID BY THE EMPLOYER.

Focus Group participant

**HRIS does not have full coverage** and does not include data on employees within the complete public sector, on employees at the central and the local level, in public institutions and regulatory agencies), and on “types” of contracts. Data on internal labor market that would enable assessment of diverse horizontal measures costs and effects are not provided. Connecting personnel records of local civil servants and state employees and the local internal labor market records with HR information system at the central level has not been provided yet. Even though the Law on Local Self-government prescribes the obligations of local self-government authorities to supply data for CPR, CPR platform has not been technically equipped yet for the needs of local self-government units which is an impediment for keeping adequate records at the local level.

* ***Limited opportunities for promotion***

Data submitted by state authorities indicate that the largest number of civil servants and state employees were given the best assessments in both 2018 and 2019. Namely assessment “very good” was given to 72.7% of civil servants in 2018, and 73.4% of civil servants in 2019. The number of civil servants assessed as “fail” has slightly increased – from 0.06% in 2018 to 0.2% in 2019, while the number of civil servants assessed as “good” has slightly decreased from 27.2% in 2018 to 26.4% in 2019. However, having in mind large number of employees assessed as “very good” question arises as to what extent the employees can be equally rewarded on the basis of assessment process results through defined regulated measures of assigning to higher posts and receiving variable salary share for extraordinary results. [[81]](#footnote-81)

DATA SHOULD BE SEEN RELATED TO HOW CIVIL SERVANTS WERE ASSESSED AT THE END OF THE YEAR. ALL RECEIVED THE BEST ASSESSMENT AND INTERNAL EVALUATION INDICATES THAT WE HAVE IDEAL HUMAN RESOURCES. THE SITUATION IN PRACTICE, HOWEVER IS COMPLETELY DIFFERENT.

Focus Group participant

Additionally, opportunities for promotion are limited where **salary and rewarding system is not connected to performance** of civil servants and state employees. Civil servants and state employees rewarding system envisaged in the Law on Civil Servants and State Employees does not have material form of rewarding, but civil servants are “rewarded” on the basis of the best assessment by means of being assigned to a higher post if civil servants received the best assessment for the previous year. However, **assessment of civil servants is not adequately correlated to career path** and rewarding, and the Law on Salaries of Public Sector Employees failed to adequately and fairly regulate levels of salaries for different occupations in the public sector, i.e. **salaries’ coefficients have not been proportionally arranged** in regards to post relevance. For the above mentioned reasons, receiving the best assessment and promotion to higher post do not introduce adequate satisfaction to civil servants as acknowledgment for extraordinary efforts which may result in demotivation, lower productivity and performance of civil servants. **In addition to inadequate correlation of assessment and career path, keeping of these records through CPR is not regularly updated.**

IT ALL COMES DOWN TO REWARDING AND SANCTIONING SYSTEM. DISCIPLINARY MECHANISMS CAN RESOLVE OUR PROBLEMS REGARDING PUBLIC ADMINISTRATION REFORM.

Focus Group participant

Focus groups[[82]](#footnote-82) pointed out to hidden discrimination present amongs civil servants at agencies and administration. **Different salaries for the same type of tasks are paid.** Agencies and public bodies have the same function, and yet disproportionately uneven salaries. Agencies provide better work conditions and require lower scope of work.

* ***Insufficient application of knowledge acquired in trainings***

**Target groups of employees do not attend trainings** in practice. **Training quality monitoring system is not used sufficiently,** through later practical application of knowledge and skills acquired during trainings.

Employees from the category of managerial staff and employees employed for the first time within an authority have the right as well as the obligation to participate in all relevant trainings, however, this is not realized in practice. [[83]](#footnote-83) Managers do not perceive trainings as necessary and as a consequence do not support civil servants in professional development and trainings. Additionally, civil servants employed for the first time within an authority are not trained and their performance is not adequately monitored.

Large number of civil servants attend **trainings with the aim to improve competences** for performing tasks at their job position, however, there are no information on training effect on civil servants performance. Decree on Professional Development and Training of Civil Servants and State Employees does not provide adequate legal framework in respect to contents that would be used as basis for planning and implementing professional development and training of civil servants in regards to functional connection and alignment with the present Montenegro development path. Additionally, the Decree does not specify methodology for identifying needs for professional development, criteria and standards for evaluation of public administration professional development programs, implemented trainings evaluation procedure, does not specifically elaborate on trainers and educators selection criteria and selection procedure and trainers and educators compensation for trainings – general and specific training programs, mentoring and mentor work methods, manner of recruiting and compensations for implementators and those realizing public administration professional development accredited programs.

**Training strategic planning is not present within authorities,** and civil servants apply to previously planned HRMA trainings. Human resources management units are mainly not present within state authorities and civil servants performing HR tasks do not perform this system function adequately, since it is not defined as obligatory. Authorities rely on Human Resources Management Authority and procedures HRMA implements. Authorities with HR management units generally conduct analysis and plan professional development of their employees, however the analysis is not conducted in the same period. There are some indivual examples of authorities that prepared report on necessity of further professional development of employees after assessment procedure. [[84]](#footnote-84)

According to SIGMA Assessment from 2021, the number of civil servants that attended trainings at the central level in 2020 amounted to 2.134 which represents the **coverage** of 27% of civil servants at the central level[[85]](#footnote-85). Nevertheless, the share of 27% is a decline compared to 35% from 2016. HRMA data indicate that the number of civil servants at the local level that attended general program training amounted to 510 and 102 atteded special program for management and internal control training. Additionally, **HRMA budget** for central level trainings amounted to 360.000 in 2020 and it is far **less than** **1% of the overall budget for salaries** which is a minimum request according to Public Administration Principles (developed by the European Commission and OECD/SIGMA). There are no available data on the number of employees in other authorities that attended trainings organized by other training providers. These data can be entered into HRIS, however, authorities do not enter the data. The same applies to the budget.

* ***Limited human resources management capacities***

**Human resources management units (HRMU) are most frequently units for legal and general affairs, and not the units for human resources management and creation of strong human resources within administration.** Within the systems with HRMU units, their work is directed towards preparing legal acts – general and individual, ensuring legality in the field of employment and legal and state and civil servants relations and performing administrative tasks[[86]](#footnote-86). There is insufficient number of human resources management units as separate organizational units, [[87]](#footnote-87) and insufficient number of civil servants performing these tasks within general and personnel tasks. This is reflected in all stages of human resources management cycle, including professional development, where in case of absence of such units, professional development and training of employees within authorities is not planned, i.e. there is no clear connection between professional development and employees performance monitoring.

**System of continuous employees satisfaction measuring is not in place** which would aim at improving authorities performance, as well as satisfaction and motivation of employees, and consequently managers do not get feedback on the level of satisfaction, motivation and key challenges of civil servants and for this reason it is not possible to prevent the best civil servants from leaving and monitor reform success year after year. SIGMA prepared Practical Guidelines for Introducing Surveys on Measuring Satisfaction of Montenegro Public Administration Employees, and in line with the Guidelines measuring employees satisfaction is planned within authorities which are selected pilot institutions (Human Resources Management Authority, the Ministry of Public Administration, Digital Society and Media, Parliament Administrative and Professional Service and Kolašin municipality).

* ***Poor efficiency of public administration performance***

Public administration institutions structure and organization were not developed after previously conducted functional analysis of operations, including clear mapping of work processes and competences, identifying number of employees and the degree of burden at authority, organizational unit and individual employee level. Disproportionate distribution of tasks within authorities’ sectors and excessive burden with tasks for some employees is frequent within public administration institutions due to absence of necessary analyses on authorities’ performance which is causing institutional work backlog. Non-optimal distribution of tasks is frequent public perception that public administration is slow, with too much bureaucracy, expensive and inadequately organized and in this respect lacks aligning with the demands of citizens and businesses. Special challenges have been identified within the sector of health, education, armed forces and police at the level of structure and work efficiency in these complex systems. Absence of internal work processes map and improving work processes through simplification of operational procedures is fundamental challenge for public administration operation. Public administration continues to be based on traditional bureaucratic relations with customers which leads to inefficiency and unnecessarily lengthy procedures, which in turn increases the costs of execution of citizens and other customers rights.

System weaknesses are present in respect to fixed term employment. There is no single set of rules and procedures in regards to recruitment (selection) of persons through contracts, level of compensation, contract duration, reporting on performed tasks, necessary professional qualifications and the like. Temporary service contracts and temporary employment contracts are concluded for positions that have been systematized, contrary to the Law on Civil Servants and State Employees. There is no practice of preparing reports on performed subject-matter of temporary service contracts and temporary employment contracts. Precise analytics on total costs of recruiting based on temporary service contracts and temporary employment contracts is not available. Expenditures related to temporary service contracts and temporary employment contracts are recorded within several diverse budgetary positions. Comprehensive records (data base) on temporary service contracts and temporary employment contracts and adequate supervision and control of execution of concluded contracts by employers, authorities for whose needs contracts were concluded are not available.

HR planning within authorities in compliance with the Law on Civil Servants and State Employees is a small segment of standardized human resources management within public administration. Absence of this mechanism for all institutions and employees financed from the budget leads to continuous increase in the number of public administration employees as well as the absence of single electronic records on the number of public administration employees financed from the budget.

* **STRATEGIC GOAL 3 STAKEHOLDER ANALYSIS**

Within the pattern of stakeholders for strategic goal “Professional Public Administration” great interest of all relevant participants is visible. Namely, the Government of Montenegro, MPADSM, MFSW as decision makers, and international organizations – EU, SIGMA, OECD, UNDP, WB, embassies are perceived as the most important partners which need to have continuous cooperation. Administrative Court, Administrative Inspection and Commission for Appeals are institutions defining with their opinions and decisions further development directions for professional public administration. Cooperation with all ministries and other administrative authorities implementing concepts from this field and contributing to better Strategy implementation is very important.

INTERES

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POWER/IMPACT STRENGTH?IMPACT

*Diagram: Strategic goal Professional Public Administration stakeholder analysis*

* **OPERATIONAL OBJECTIVES BASED ON IDENTIFIED CHALLENGES**

**OPERATIONAL OBJECTIVE 3.1. *Efficient HR planning system based on identified needs, depoliticization and improving human resources recruitment procedure and further digitalization of civil service system***

**HR plans shall be connected to budget planning in the forthcoming period** and negotiations led in the process of developing Law on Budget proposal with a view to create obligatory better strategic planning for state authorities. HR plans connection with CPR shall ensure easy development of the mentioned document, as well as, better state authorities HR plans implementation monitoring on daily, weekly, quarterly and annual level. This type of monitoring shall enable HRMA, but also state authorities to monitor the level of implementation and staffing within the year HR plan is prepared for.

Separate regulations may define the obligation to develop HR plan using methodological approach applied by HRMA. This type of approach would be useful for other entities exercising public powers with the purpose of better HR planning and management. HRMA could provide professional assistance and support in this process, and also HRMA could have the task to monitor HR plan development, to comment/give opinions and keep records on HR plans.

Aiming at developing HRIS as proper tool for human resources management the platform needs to be improved with forms for specific solution-types related to legal employment status of employees and exercising employees rights (e.g. decision on appointing form, decision on employment form, decision on job assignment form, decision on termination of employment form, annual leave decision form and the like). [[88]](#footnote-88)

Local self-government units do not have a single HR information system and HRIS needs to be upgraded in this respect with a single human resources information system for LSGUs. **Upgrading Human Resources Information System based on local self-government units**[[89]](#footnote-89) **needs** shall enable Human Resources Management Authority to have direct access to information on civil servants and state employees at the central and local level about persons that will be entitled to severance pay and comply with regulation limiting employment within the period of five years after severance pay, which requires previous amending of normative framework in respect to HRMA competence in regards to legal basis for data management.

Additionally, **mechanism for monitoring of entrance and updating of HRIS data** needs to be established as a platform for efficient HR planning. Main advantage of HR information system is not just reflected in digitalization of data on employees, but the benefits of such a system are numerous: simplified process of HR planning, analytics, reporting, and general human resources management. It is necessary to establish mechanisms of control of entering and updating data on all levels of operations (not just by Administrative Inspection) and mandatory data cross sections need to be performed periodically and in the event of failure to update data responsible persons need to be sanctioned depending on the reasons for failure to update data.

Heads of authorities would need to be accountable for failure to update personnel records. Additionally, heads of authorities and higher managerial staff would need to be informed about the relevance of CPR using instructions, meetings, presentations, conferences and the like. This especially applies with the view of future when new set of heads of authorities and higher managerial staff is expected. Preparing CPR report that HRMA would send on monthly basis to the Government for the purpose of informing and publish the report at HRMA website (data transparency) would be another newly established mechanism for data updating.

In addition, it is necessary to switch to (centralized) payroll calculation based on CPR data, as one of the mechanisms for obtaining updated records. This type of payroll calculation increases level of up to date, accuracy and quality of data entered into CPR, as it will contribute to proper management of human resources, better quality of reporting as basis for preparing and adopting strategic documents and plans.

All necessary posts, i.e. positions characteristic for special categories of jobs (e.g. chief employee for data, digitalization employee, chief employee for experience and the like) shall be defined and innovated in the process of amending the Law on Civil Servants and State Employees, in line with good practice of developed countries with successful implementation of public administration reform. Procedure for applying and selecting candidates needs to be improved with introduction of **electronic application and documentation for candidates applying to advertisements and competitions** and organize **promotion activities** with the purpose to encourage public administration employment.

**Internal labor market,** divided into central and local level should be integrated into public administration internal labor market. This concept needs to be normatively remodeled with a view of creating a mechanism that will facilitate easier mobility and recruitment of not just civil servants who lost their jobs after authorities reorganization, but also civil servants interested in changing their job, and also to create a mechanism that will enable equal distribution of labor force. Government Work Program and MPADSM Work Program emphasize optimization as an important mechanism for provision of better services to citizens. Since 55.674 people are working in the public sector (around 24.000 within public administration – ministries, state administration authorities and local self-government authorities), internal labor market is recruitment field which reduces the need for public announcement, which leads to budget savings and use of existing resources. On the other hand, public advertisement is not rejected as a mechanism for recruitment of new employees, because head of institution has the discretion to select staff members.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE 3.1** | **Efficient HR planning system based on identified needs, depoliticization and improving human resources recruitment procedure and further digitalization of civil service system;** | | | |
| **Indicator** | | **Baseline value** | **Target value until 2024** | **Target value in 2026** |
| Percentage of authorities[[90]](#footnote-90) which developed their HR plan with improved quality **[[91]](#footnote-91)** through CPR  Percentage of local self-government authorities and services at the local level[[92]](#footnote-92) which developed their HR plans through CPR | | 28.5% of state authorities (2021)  0% of local self-government authorities and services (2021) | 70% of state authorities  30% of local self-government authorities and services | 100% of state authorities  100% of local self-government authorities and services |
| Percentage of public institutions with adopted HR plan | | 0 | baseline established | 100% of public institutions |
| Percentage of HR plans adopted by state authorities and local self-government authorities | | 63% of state authorities HR plans  37% of local self-government authorities HR plans (2020) | 100% of state authorities and local self-government authorities HR plans | 100% of state authorities and  local self-government authorities HR plans |
| Average number of candidates per advertisement | | Internal advertisement 1.1 (2020)  Public advertisement 4.8 (2020) | 1.6  5 | 1.8  5.5 |
| Average number of candidates per competition | | 2.14 (2020) | 4 | 6 |
| Number of HR functions where records are kept through HRIS alone | | 0 (2020) | 3[[93]](#footnote-93) | 5 [[94]](#footnote-94) |
| Percentage of local self-governments with developed HRIS | | 0 | 30% LSGs | 100% LSGs |

***OPERATIONAL OBJECTIVE 3.2* Public administration attractive employer – efficient system of promotion and rewarding based on monitoring perfomance, assessment and continuous development**

Public administration professionalization through adoption of **Framework of competences for all categories of civil servants and application of framework of competences in the process of recruitment and assessment** shall contribute to alignment of knowledge, skills and capacities of employees with job requirements, and thus contribute to authorities operational efficiency and achievement of strategic objectives. The competences shall be developed for non-managerial positions, for positions of heads of narrow internal organizational units and at the end for higher managerial staff and heads of authorities. The competences shall be acknowledged through Rulebook on Internal Organization and Systematization and would be used as basis for selection and testing of candidates.

Additionally, **strategic planning of trainings and development of employees** needs to be improved by means of identifying training needs on the basis of which priority areas and target groups of civil servants shall be precisely identified; professional development planned and programmed, with which content, methodological and financial aspects of planned trainings are additionally operationalized, improving evaluation, with analysis of evaluation feedback is obtained on the quality of different aspects of implemented trainings and their impact on daily operations of civil servants; establishing reporting which makes performance effects measurable and information transparent and publicly available (establishing system of quality and training effects); strengthening competences of higher managerial staff and employees employed for the first time.

Continuous process of professional development and training for civil servants in the domain of digital and complementary skills needs to be created and continuous development should be enabled for civil servants with the aim of creating efficient, professional, accountable and citizens oriented public administration.

Citizens needs in respect to quality policies, processes and services can be met and digital Montenegro developed only by empowered civil servants and for this reason launching of **Digital Academy** – platform for education and connecting of all relevant actors working towards building digital and leader skills of civil servants, students and vulnerable groups is strategically important. In addition, changing overall working culture, developing projects, products and agile management, leadership and team leading and soft skills as a discipline for working on numerous projects and programs, using modern tools, shall be completely new learning experience for civil servants which is to be implemented through Digital Academy project and ultimately affect their daily performance.

Digital Academy shall be an online platform for learning and improving knowledge and skills necessary for acceleration of digital transformation in Montenegro. Academy’s activities shall contribute to improving of concept for policy designing in an innovative manner, creation of services for citizens and special target groups within public administration digitalization. ILIAS platform development for online training is a strong impulse for civil servants professional development. Academy’s objective is also to include and train students, marginalized groups, as well as older persons in respect to digital transformation and skills, with the aim to overcome digital gap and with determination that no citizen of Montenegro is left without opportunity to obtain skills for 21st century, despite social, material, demographic and other obstacles on the way.

In addition, enable **HRMA** to perform with its horizontal function special role in regards to development and **management of human resources organizational units,** by contributing to inclusion of the best standards. It is impossible otherwise to achieve success before competences of HR management civil servants are strengthened and HR organizational units are established, i.e. until HR function is strengthened on all levels of administrative management. Proven knowledge, skills and competences, including experience should be the main criteria for measuring HR policy success. HR function needs to be organized in line with goals and services public administration needs to deliver, scope of activities which include training, selection, knowledge, skills, competences of employees, knowledge management and HR services on all levels of administrative management. The status of these civil servants needs to be normatively regulated and defined as prerequisite for operations. Certification on acquired key skills for HR management as in this way potential of civil servants who attended Training Program organized by HRMA would be utilized.

HR management units aim at provision of necessary assistance in developing HR plans, civil servants training plans on authorities level, monitoring training success through the quality of employees performance (through evaluation and analysis of employees performance quality), monitoring assessment of civil servants and state employees performance within authorities with a view of merit system based promotion, monitoring mandatory program for new employees, monitoring probation, mentor performance and the like.

**Assessment system** needs to develop instruments for connecting this process with the process of professional development and training, as well as with the framework of competences and envisage material forms of rewarding for the category of civil servants assessed as “very good”, and simultaneously work on standardization of the so called non-material forms of rewarding such as advantage in the process of sending to significant professional development and training opportunities, days off and the like. Civil servants with excellent performance, who strive towards further personal and professional development have the opportunity to accomplish further progress.

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| --- | --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE 3.2** | **Public administration attractive employer – efficient system of assessment, promotion and rewarding based on merits and continuous development;** | | | |
| **Indicator** | | **Baseline value** | **Target value until 2024.** | **Target value in 2026** |
| Percentage of assessed civil servants within state authorities[[95]](#footnote-95) | | 63,38 **[[96]](#footnote-96)** (2019) | 100% | 100% |
| Percentage of civil servants promoted or rewarded based on their performance assessment**[[97]](#footnote-97)** | | 0**[[98]](#footnote-98)** | 10% | 15% |
| Percentage of state authorities, state administration authorities and local self-government units with strategic training planning | | Absence of strategic planning of training within state authorities, state administration authorities and local self-government units | 50% | 100% |
| Percentage of new civil servants who were trained during their first year of work at initial positions of civil servant posts | | Training program for new employees developed | 50% | 80% |
| Percentage of state administration authorities and local self-government units measuring satisfaction of civil servants | | 0% (three institutions) **[[99]](#footnote-99)** | 50% of state administration authorities  20% of LSGUs | 70% of state administration authorities  40% of LSGUs |

***OPERATIONAL OBJECTIVE 3.3.* Optimal administration**

Organizational functioning and efficiency of authorities performance and public administration in general need to be improved, and first step is process mapping for complete public administration, as well as at the level of authorities – developing **functional analysis which is to contribute to process optimization within authorities.** Implementation of functional analysis should clearly map work processes and competences within institutions, consider number of employees and degree of burden at the level of authorities, organizational units and individual employees, with special attention to education and health sector.

**Normative framework** needs to be amended, more precisely the Labor Law, with the purpose of establishing HR planning for all institutions and employees financed from the budget (employment control in institutions applying the Labor Law), as well as the Law on Personal Income Tax in order to increase tax rate on temporary service contracts as discouraging measure. In addition law and bylaws regulating public sector salaries system need to be amended in respect to measuring employees performance and defining more efficient mechanism connecting employees performance results and rewarding; introducing **obligation to keep single electronic records of the number of public administration employees financed from the budget,** and the system of centralized payroll calculation for all employees financed from the budget, creation of legal basis for employment termination by mutual consent and redundant labor with severance pay.

The aim is to introduce organizational, personnel and functional changes, after conducting functional analyses of the overall public administration system, which are to identify work processes, number of employees, operational efficiency (especially in sectors with the largest number of employees) and to create conditions for optimal public administration in respect to both the number of employees and service delivery efficiency.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE 3.3** | **Optimal administration** | | | |
| **Indicator** | | **Baseline value** | **Target value until 2024** | **Target value in 2026** |
| Number of institutions with amended organizational and functional structure based on functional analyses recommendations | | 0 | The value shall be defined after conducting functional analyses**[[100]](#footnote-100)** | The value shall be defined after conducting functional analyses |
| Share of the total number of employees at the central and local level**[[101]](#footnote-101)**  in the total number of employees in Montenegro**[[102]](#footnote-102)** | | 26.0% | 23.7% | 22.3% |

## **4. TRANSPARENT AND OPEN PUBLIC ADMINISTRATION**

* **STRATEGIC GOAL**

Key priorities in this area refer to the improvement of operation and strengthening of the capacities of the Personal Data Protection and Free Access to Information Agency, overall improvement of the functioning of the system of legal protection in the area of free access to information (FAI), enhanced application of the FAI Law by the authorities and strengthening the awareness and development of skills of FAI officers, enhanced information reuse and increased availability of open data.

The goal is to strengthen proactive data publishing by the authorities, including the publishing of records in machine readable formats (open data), while concurrently improving the quality of reactive transparency when the authorities publish information of public significance on request. In other words, the focus is on improving the quality and legality of operation of the first instance authorities in the procedures where they decide upon requests for free access to information with the strengthening of the role and capacity of the Personal Data Protection and Free Access to Information Agency.

The Ministry of Public Administration, Digital Society and Media, in cooperation with the Personal Data Protection and Free Access to Information Agency and with the support of SIGMA prepared specific activities aimed at achieving the stated goals as a part of a special Action Plan, so as to contribute to as effective as possible exercise of the access to information right with a view to overcoming all problems identified in practice.

**STRATEGIC GOAL IS ACHIEVED THROUGH FOLLOWING OBJECTIVES**:

* Improvement of operation and of the capacities of the Personal Data Protection and Free Access to Information Agency and of the legal protection system in general in the FAI area;
* Enhancing the application of the FAI Law by the authorities with a view to securing adequate exercise of the access to information right and granting access to information in accordance with institutional legal framework and raising the awareness of the FAI Law beneficiaries’ skills;
* Enhancing the information reuse and increasing the availability of open data.
* **STATE OF PLAY IN THE AREA**

**Free Access to Information Law[[103]](#footnote-103) from the year 2012** constitutes a legal framework and the basis for the openness and transparency of the authorities. It is a statutory duty of the authorities to publish information proactively on their websites and to update free access to information guides on a regular basis. There is an independent supervisory body competent for the protection of personal data and access to information – **Personal Data Protection and Free Access to Information Agency**.[[104]](#footnote-104) In the upcoming period, Montenegro will be obliged to align its national legislative framework with the **Council of Europe Convention on Access to Official Documents** (ratified by Montenegro), which entered into force on 1st December 2020, as well as with the **EU Directive 2019/1024** on open data and re-use of public sector information, so as to further strengthen transparency and legitimacy of the authorities.

Public opinion polling in the Western Balkan region – Balkan Barometer[[105]](#footnote-105) indicates the drop in positive perception of the citizens and of the commercial sector in the area of information by public administration: 61% of Montenegrin citizens think that public authorities respond timely to the requests for free access to information in 2019, 63% in 2020, but only 46% in 2021. In 2019, 65% think that the information provided by the authority is relevant and complete, 63% in 2020, and 50% in 2021. 61% of citizens think that the information was submitted with reasonable cost in 2019, 65% in 2020, and 50% in 2021.

I think that there is openness, data are provided, but mainly on request.

When it comes to public consultations, tone is rather formal, and esentially it should be communicated to the citizens in simpler terms,

Focus Group Participants

When it comes to the attitude of the business community, 60% of business representatives think that public authorities respond to free access to information requests in a timely manner in 2019, 42% in 2020, and 35% in 2021. 64% of them think that the information provided by the authorities is relevant and complete in 2019, 47% in 2020, and 43% in 2021. 66% consider that the information held by public authorities were submitted with a reasonable cost in 2019, 41% in 2020, and 35% in 2021.

Capital city - Podgorica offers excellent access to information through its viber group

Focus group participant

On the Open Data Portal <https://data.gov.me/> there is a total of 146 datasets published by 20 institutions from 15 different thematic areas. To date, total number of data downloaded from the Portal is 61.672. The data are available in the following formats: *excel*, *cvs, xml, json.*

* **IDENTIFIED PROBLEMS**
* ***Insufficient capacities of the personal data Protection and Free Access to Information Agency for efficient implementation of the FAI Law***

The Report on the state of play relative to the protection of personal data in the area of access to information for the year 2020,[[106]](#footnote-106) concludes that the administrative capacities of the Agency remain limited and that it is necessary to strengthen its administrative capacities by recruiting certain number of employees and the training of the existing personnel. Out of the total of 28 systematized jobs for 47 employees, at the end of 2020 the specified tasks were being performed by 30 employees (63.83%). The competences and the workload of the Agency was not proportionate to current capacities, for instance, in the FAI area alone during 2020 the total of 4.328 of the appeals lodged to the Agency as a second instance authority were being decided upon in accordance with the Law on Free Access to Information. The number of appeals lodged to the Agency is extremely big. Although the Agency identifies around 3.000-4.000 requests in its information system with 2/3 of positive decisions, it also receives more than 3.000 appeals a year. Positive trend of slight decrease in the number of appeals was recorded in the period from 2016 to 2020, as well as the increase in the number of decisions of the Agency (for instance, 2.687 during 2016, and 4.238 in 2020).[[107]](#footnote-107) However, the fact that the Agency is unable to act upon all the appeals in a timely manner due to their number and short deadline stipulated for the same procedure (15 days) leads to a large number of instituted court proceedings. In the period 2018-2020, the total of 5387 administrative disputes were being instituted against the decisions of the Agency (1948 or 36.16%) or against the administrative silence of the Agency (3437 or 63.83%). Dominant share of disputes instituted on the grounds of the failure of the Agency to act (63.80%) indicates that the **Agency lacks capacities for resolving the cases within a statutory deadline**.

On the other hand, the setting up of an adequate case management system is of crucial importance for successful work on appeals and administrative disputes, for the observance of deadlines, ensuring the effectiveness in work and monitoring the application of the law. The Agency has still not established a system of electronic document management; thus, paper is still used which makes it difficult to monitor and manage documents, document groups and team management, which also includes reporting and analyses. In addition, the external monitoring system of the Agency is incomplete. The Agency started doing monitoring of proactive information publishing in March 2017, but it has no IT system for data collection, recording of all requests and decision.[[108]](#footnote-108) Besides, the Agency has no power to pronounce sanctions for the violation of the Law, instead such cases are exclusive competence of the Administrative Inspection, which can file the request for the institution of a misdemeanour procedure. According to the data available to SIGMA, during 2016 the Agency filed 243 such requests to the Administrative Inspection, only there are no available data as to the procedures undertaken by the Inspection in relation to the requests nor are there results of the instituted misdemeanour procedures. With all this in mind, SIGMA concluded that the shortage of information on the consequences of the non-compliance with the legislative framework is an indication that the existing monitoring mechanism is inefficient.

Apart from the fact that the legislative framework is to be aligned with the Council of Europe Convention on Access to Official Documents and the EU Directive 2019/1024, the Free Access to Information Law is to be amended so as to **reduce the abuse**. Current inability of merging the appeals against the decision on the free access to information leads to abuses when multiple requests for the same kind of information are filed at once, and at the moment when there is no response, the same number of appeals can be filed to the Agency. The existing legal framework does not allow the Agency to merge these appeals in one in order to process them in a more efficient manner. The Law on Administrative Procedure[[109]](#footnote-109) (LAP) allows no merging of appeals (unless this is allowed by a special law), and the Law on Free Access to Information also disallows it. Therefore, the Agency needs to spend more money than it is necessary when processing a large number of appeals related to the same topic, while the statutory possibility for merging the appeals would enable more efficient management of the same.

Another challenge is the practice of declaring requested documents classified so as to limit the access to information in the areas prone to corruption and in the sectors dealing with apportioning larger portion of the state budget or assets. Absolute accessibility to information is not possible due to close links between the Free Access to Information Law and the Law governing the protection of personal data and the data[[110]](#footnote-110) deemed classified. One of the challenges concerns the information being requested and designated as classified. The amendments of the FAI Law from 2017 laid down that any piece of information designated with a degree of secrecy were to be fully exempted from the application of this law, which creates problems in practice when deciding on the requests for free access to information, having in mind the collision of such provision with further provisions of this law, which provide for the harm test to be performed for the information designated with a degree of secrecy, as well as prescribe the procedures of the authorities based on such requests. The European Commission in its Report for the year 2019 concluded that the increasingly widespread practice of declaring requested documents as classified in order to limit access to information, was a matter of serious concern. In fact, there is evident rising trend of request rejected on this ground, since during 2018 104 documents were declared confidential, during 2017 50 documents, and during 2016 30 documents. The European Commission particularly emphasized that public institutions should ensure greater transparency and accountability, especially in the areas where there is susceptibility to corruption and in the sectors dealing with apportioning greater parts of the state budget or assets.

* ***Deficiency in the quality and legality of operation of the first instance authorities in the procedures of deciding upon requests for free access to information***

During 2020, there was a high percentage of appeals (76%) upheld by the Personal Data Protection and Free Access to Information Agency. One third was related to administrative silence, and 8.16% of decisions of the Agency were quashed by the Administrative Court. Also, the European Commission in its 2019 Report expressed its concern due to a large number of requests for free access to information which had remained unanswered and emphasized that court decisions were not being enforced in an effective way. In its 2020 Report, the European Commission concluded that the implementation of the applicable FAI law had done little towards increasing the accountability and transparency of public authorities.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Comparative overview by year | Total number of appeals received by the Agency | Total number of appeals filed to the Agency | Total number/ percentage of appeals upheld by the Agency | Out of the upheld appeals, total number/percentage of annulled first instance decisions | Out of the upheld appeals, total number/percentage of those upheld on the grounds of administrative silence | Number/ percentage of cases in which the Administrative Court quashed the decisions of the Agency |
| 2018[[111]](#footnote-111) | 3909 | 3.284 | 1.077/ 32,8% | 658/ 61,1% | 419/ 38,9% | 94 out of the total of 565 cases (16.6%)[[112]](#footnote-112) |
| 2019[[113]](#footnote-113) | 3518 | 3.684 | 1.924/ 52,2% | 1.381/ 71,8% | 543/ 28,2% | 638 judgements on appeals against the Agency.  202 were upheld (31.7%) |
| 2020[[114]](#footnote-114) | 3.000 | 4.328 | 3.304/ 76,3% | 2.302/ 69,7% | 1.002/ 30,3% | 566 cases  83 judgements on appeals. against the Agency.[[115]](#footnote-115)  42 complaints were upheld 8.16%[[116]](#footnote-116) |

When it comes to the issue of **timeliness of decision making by the authorities**, in one quarter of the cases the first instance bodies exceeded the deadline prescribed for making a decision: 1.499 cases in 2018, which makes 24.6% of the total number of cases; 1.487 cases in 2019, which makes 25.1% of the total number of cases; 1.264 cases in 2021 which makes 26.3% out of the total number of cases.

On the basis of the stated data, it can be concluded that in the previous three-year period the number of appeals lodged against the decisions of the first instance bodies remains at a high level. Also, the number of appeals lodged because of administrative silence has for years represented one third of the appeals upheld by the Agency. The values of these indicators speak about the **deficiency in the quality and legality of operation of the first instance bodies** in the procedures of deciding upon the requests for free access to information.

* ***Inadequately proactive publishing of data held by the authorities, including even machine-readable data***

In practice, **the authorities show insufficient proactivity and transparency** when it comes to relation towards relevant data and documents, and/or information held by the Agency. Although the target value of the indicator envisaged by the Public Administration Reform Strategy 2016-2020 which monitors proactive publishing of information has been reached (97.35%),[[117]](#footnote-117) several gaps have been noticed. The identified gaps in proactive publishing of information cause **a large number of request for free access to information (FAI),** administrative and technical workload of the authorities, which leads to frequent “administrative silence“, and in that regard to a large number of appeals to the Agency (997 appeals in 2016, 1002 appeals in 2020).[[118]](#footnote-118) In fact, the focus groups[[119]](#footnote-119) assessed that the citizens were unable to get hold of all necessary pieces of information of importance for the exercise of their right to access to information via Internet page in a simple and understandable way. Internet pages of the state authorities and of the municipalities are not created in a uniform manner, thus it is not easy to find the desired information. Also, the information on the operation of the state authorities is assessed as selective and partial and it is not possible to obtain the information (published on the website which is currently unavailable) from civil servants without lodging a FAI request. The WEBER Report for the year 2020 also indicates that there is no progress in relation to 2017 in the area of proactive information of the public by the authorities.[[120]](#footnote-120)

They publish information literally selectively. Something they publish, something they do not, you always have to call them.

websites and portals serve one-way communications, which is not good.

Google, sadly remains principal source of information

Focus Group participants

When it comes to the **publishing of data in an open format** there are numerous challenges, above all in the readiness of the institutions to publish the data in an open format. This prevents the development of high-quality applicative solutions which in turn could create an added value when resolving citizens’ everyday problems by using the data.

* ***Small number of institutions publish datasets on the open data portal***

Based on the “Damar“ Agency survey, which was carried out within the framework of the project “Speeding-up of Digital Management“, the following data were obtained:

* + 84.6% of the employees of the public administration are not familiar with the Open data concept.
  + 93.5% of the employees are not familiar with the concept of the reuse of already available/published data.
  + 83.0% of the employees have not heard of the notion of machine-readable data.

Also, the employees of the public administration are not informed that public administration bodies, recognized as such in the FAI Law, have the duty to publish the information for reuse and to do it in an open format on the open data portal, which is the central access point to the authorities and available 24/7, pursuant to Article 12 of the said FAI Law.

The importance of publishing the data held by the authorities in an open format has not been sufficiently recognized beside the fact that it was emphasized in previous strategic documents, with **key duty being proactive access to information.**

* ***Inadequate number of (high-quality) datasets on the Open Data Portal***

Although the new Directive on open data issues a recommendation and specification for the publishing of high-value-data-sets, like: geo-spatial data, environment protection data, meteorological data, statistical data, enterprises and ownership of the same, mobility, despite the fact that the work has been done on raising the quality and quantity of data, it has still not been sufficient for achieving greater number of such datasets to unlock full potential of the open data.

The identified problem is the one of missing targeted, systematized and usable data on the Open Data Portal which would make it possible for business starters to access the information and data they might use to start businesses and strengthen their market positions. A small number of open data were created and published with a view to improving intra and inter-sectoral communication, especially in relation to more thorough information of the public in various areas of public interest. Although there was an interaction with business sector, there was insufficient communication with the very data users, therefore business starters should have been interviewed on the type and structure of data that should be found on the Open Data Portal, which would make it possible for them to start a business in a quicker and simpler way, create added value in the market and exchange of data with other interested parties.

* **STAKEHOLDER ANALYSIS / ANALYSIS OF INTERESTED PARTIES FOR STRATEGIC GOAL 4**

The graph provides a concise overview of the stakeholder analysis, where one notices a big interest of all relevant actors. The issue of transparency of operation of public administration affects the entire society. The matrix shows the institutions which are directly included in the very process of public administration reform, which have also got major influence on policy development in this area as well as on its implementation: Personal data Protection and Free Access to Information Agency, Administrative Court and Administrative Inspection, as well as all those bound by the FAI Law. The first instance bodies have big influence on the implementation of the FAI Law, especially on proactive data publishing. EU, SIGMA, OECD, UN are perceived as crucial partners.

INTERES

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INFLUENCE/POWER

*Graph: Stakeholder Analysis for the Strategic Goal: Transparent and open public administration*

* **OPERATIONAL OBJECTIVES BASED ON IDENTIFIED CHALLENGES**

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

The objective is to align the Law on Free Access to Information (FAI Law) with international standards and improve the appeal and other procedures with concurrent strengthening of the capacities and of the method of operation of the Personal Data Protection and Free Access to Information Agency. In addition, it is necessary to digitize the internal work processes of the Agency through the introduction of the electronic document management system (eDMS) which is linked to the Administrative and the Supreme Court, as well as to all those obliged to apply the Law. Besides, external information system will be developed – decisions search engine, linked to the eDMS and the published data held by the Agency in a machine-readable format. The communication activities and the methodology of preparation and presentation of the annual report of the Agency will be improved.

The indicators for monitoring the achievement of this objective are the following:

|  |  |  |  |
| --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE 4.1.** | **Improvement of the functioning of the system of legal protection in the FAI area and strengthening of the capacities of the Personal Data Protection and Free Access to Information Agency** | | |
| **Indicator** | **Baseline value** | **Target in 2024** | **Target in 2026** |
| Share of annulled decisions of the Agency by the Administrative Court, in relation to the total number of judgements in administrative disputes in relation to the decisions of the Agency | 42.17%[[121]](#footnote-121) (2020) | -10% in relation to the baseline value | -15 % in relation to the baseline value |
| Share of Administrative Court decisions in administrative disputes instituted because of the failure of the Agency to issue decision | 82.28% | 55% | 40% |
| Share of authorities which register requests for access to information in the information system (in relation to the total number of authorities) | 85.9%[[122]](#footnote-122) (2020) | +10% in relation to the baseline value | +20% in relation to the baseline value |

#### OPERATIONAL OBJECTIVE 4.2. Improvement of the application of the FAI Law by those obliged to apply the Law with a view to ensuring adequate exercise of the access to information right

As regards reactive transparency, it is necessary to reduce the number of requests for access to information, with concurrent proactive increase in the quantity and quality of information published by the authorities. Besides the training and raising of the awareness of the beneficiaries of the Free Access to Information Law, it is necessary to work on establishing a FAI Law Task Force at the level of the authorities and develop a quality management model in the area of free access to information with the purpose of self-assessment and enhanced observance of the FAI Law.

It is necessary to ensure additional support to the operation of the Council of the Personal Data Protection and Free Access to Information Agency, as the Agency collective management body, by establishing a network of authorized officers for FAI Law in the authorities and by improving mutual communication and coordination channels between the latter and the Council.

Based on the previous analyses, it is necessary to develop a searchable database of the decisions of the Agency and of the courts in the area of free access to information, including internal connection between the eDMS of the Agency and judicial databases.

The indicators for monitoring the achievement of this objective are the following:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL **OBJECTIVE 4.2.** | **Improvement of the application of the FAI Law by those obliged to apply the Law with a view to ensuring adequate exercise of the access to information right** | | | |
| **Indicator** | | **Baseline value** | **Target in 2024** | **Target in 2026** |
| Share of upheld appeals against administrative silence in relation to the total number of appeals | | 23.15% (1.002 out of 4.328 in 2020) | 15% | 10% |
| Share of decisions of the authorities annulled by the Agency in relation to the total number of appeals | | 53.19% (2.302 out of 4.328 in 2020) | 45% | 35% |

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

The transparency of public administration, strengthening the role of citizens in the development of public policies, as well as the use of new technologies in managing changes are end results that the Ministry of Public Administration, Digital Society and Media wishes to achieve with the achievement of this objective. With the Open Government Partnership <https://www.opengovpartnership.org/members/montenegro/>) and the establishing of the Open Data Portal <https://data.gov.me/> the Ministry made the first step towards promoting these values, and the contemporary data management model comprises standardized, available, machine readable and reliable data in real time, the widespread use and exchange of which can contribute to development in all segments of the society.

Promotional activities and campaigns aimed at raising the awareness and spreading the initiative on the opening of data held by public administration will lead to greater transparency of the authorities, use and reuse of the same data. Beside the promotional activities, the improvement of the Open Data Portal by way of introduction of *high value* datasets (data collections linked to important benefits for the society and economy when reused) and dynamic datasets (i.e. sets in real time), and by training administrators/officers in the authorities entrusted with publishing the data onto the Portal, will lead to the increase in the number of datasets, as well as in the number of institutions which publish such data in accordance with the FAI Law.

Additional improvement of coordination in this area is expected through the work of the Open Data Council as a working party of the Government.

The indicators for monitoring the achievement of this objective are the following:

|  |  |  |  |
| --- | --- | --- | --- |
| **OPERATIONAL OBJECTIVE**  **4.3** | **Improvement of information reuse and increasing the availability of open data** | | |
| **Indicator** | **Baseline value** | **Target in 2024** | **Target in 2026** |
| Number of datasets on the Open Data Portal [www.data.gov.me](http://www.data.gov.me) | 146 (2021) | 500 | 800 |
| Number of institutions[[123]](#footnote-123) publishing the data on the Open Data Portal | 1.5% of institutions obliged to apply FAI Law | 10% of institutions obliged to apply FAI Law | 15% of institutions obliged to apply FAI Law |
| Number of published high-value datasets with APIs on the Open Data Portal | 0 | At least 10 | At least 20 |
| Share of authorities which publish proactively the information in line with the FAI Law | Baseline value will be determined on the basis of the Report of the operation of the Agency in March 2021 | 65% of ministries and other (chosen) public authorities  65% of local self-governments | 80% of ministries and other public authorities  80% of local self-governments |

## **5. POLICY PLANNING WITH AND FOR CITIZENS**

* **STRATEGIC GOAL**

The key priorities in this area in the forthcoming four-year period concern the **strengthening of the medium-term planning system and development of an integrated strategic planning system** (linking the medium-term budget planning, Medium-term and Annual Work Programmes of the Government and individual ministries, sector policy planning and European integration process). At the same time, such an **integrated planning system** should contribute to the **incorporation of the results of monitoring**, reporting and evaluation in the future **planning cycles**, to ensure evidence-based public policies).

That contribution towards **evidence-based policy-making** will be secured through a strengthened cooperation with the research community and the academia, NGOs, MONSTAT and other producers of official statistics, in the aim of enhanced data availability and use. Emphasis will be placed on defining specific mechanisms for cooperation and setting up a unit modelled after the innovation hubs and research centres; in addition to conducting research, that unit would be tasked also with fostering cooperation within the relation state administration – researchers/academia – civil sector and effective use of data and research.

The focus will be on the **mechanisms for institutional cooperation** and development, strengthening of institutional and HR capacities in the specific areas necessary for efficient policy coordination (**Strategic Planning Network and establishment of units for strategic planning and IPA programming**).

With a view to enhanced transparency of public policies, the focus will also be on **reinforcing the system of preliminary stakeholder consultations (javne konsultacije) and full-scale public consultations (javne rasprave**), primarily in the context of empowering the civil servants to conduct these processes when developing laws and strategies. Additional focus will be placed on strengthening the mechanisms that enable greater influence of local self-governments and neighbourhoods on the decision-making bodies, mandatory consideration of their demands and taking action on the priorities.

A uniform arrangement for carrying out assessment of the social, economic, fiscal and environmental impacts of policies and regulations should be envisaged through **RIA**. Measurable objectives and indicators need to be introduced to monitor the implementation of regulatory provisions. Improvement includes also strengthening of the capacities to conduct RIA and transparency of the process, with RIA being available on the single e-government portal.

**THE FOLLOWING OPERATION OBJECTIVES SERVE TO ACCOMPLISH THE STRATEGIC GOAL**:

* Strengthening the evidence-based planning system that leads to sustainable policies and achievement of Government priorities;
* Improved institutional coordination for stronger policy impacts;
* Increased scope of RIA and capacities for its implementation
* **STATE OF PLAY**

Montenegro has set up the **regulatory framework** [[124]](#footnote-124) for policy planning and coordination, which is permanent and supported by adequate methodological and implementation guidelines,[[125]](#footnote-125) and provides a sound basis for further development of the policy planning and development system. The European Commission Reports on Montenegro for 2019[[126]](#footnote-126) and 2020.[[127]](#footnote-127) indicate significant improvements in the strategic policy planning system.

The **institutional arrangement** for strategic planning has also been set up [[128]](#footnote-128) through the establishment of the Department for Coordination, Monitoring of Harmonisation and Implementation of Strategies within the General Secretariat of the Government (GSG), which determines the policies. Its primary responsibilities are as follows:

Establishing and developing a system for coordination and monitoring of harmonisation of the strategies setting out public policies and other national strategic documents and/or acquis communautaire, and monitoring their implementation,

quality assurance of strategic documents and reports on their implementation, and activities to improve those documents.

From the perspective of quality assurance of strategic documents, the GSG keeps track of the improvements in the quality of each strategic document by issuing its opinions, using a specific template, in the draft and proposal stages, and assessing the harmonisation with the following:

1. national strategic framework (vertical and horizontal policy harmonisation),
2. strategic framework of the EU,
3. Methodology for policy-making, development and monitoring of implementation of strategic documents.

The new Rulebook on the internal organisation and job systematisation of the GSG assigned to the mentioned Department also the activities of planning, coordination and monitoring of Government policies,[[129]](#footnote-129) seeking to **merge, within the GSG, the processes of medium-term planning of the work of the Government and its ministries and the strategic planning process**. This is a step towards an integrated approach to policy development and planning which will enable a broader perspective on the planning of Government strategic documents and priorities.

We design strategies that are not based on prior collection of data and indicators

A focus group participant

**In the field of policy planning, monitoring and reporting**, one of the key roles of the GSG in the strategic planning system is that of issuing opinions on the quality of public policies, using a structured template and following the criteria stipulated in the Decree and the accompanying Methodology. It should be noted, in this context, that the practice to date with regard to the implementation of the Decree suggests a positive trend in terms of the **increase in quality and harmonisation of strategic documents**, namely a rise from 47% in 2019 to 69% at the end of 2020. The positive effects of the implementation of the Decree are reflected, through the promotion of the principles of harmonisation, economy and rational planning, also in the drop in the number of effective sector strategies – from more than 120 in 2017 to 97 in 2020.

**The strategic planning portal has been developed within the European integration IT system (MESPH)** to facilitate better-informed monitoring and reporting. **The IT system for monitoring and reporting on the Medium-term Work Plans of individual ministries** (ISPI) was established following a similar model. Although these are two separate systems, their specifications give rise to the conclusion that these are two complementary solutions that can be connected. In addition to the two, there is a specific system for the development of the programme-based budget.

The first **Medium-term Government Work Programme for the period 2018-2020** was introduced in 2018, along with the **Medium-term Work Programmes for three pilot ministries**, namely the Ministry of Economy, Ministry of Agriculture and Rural Development and Ministry of Sustainable Development and Tourism, for the period 2019-2021. The Methodology for medium-term planning of the work of the Government and its ministries was adopted also in 2018; it served as the framework for the development of the first medium-term work programmes of the pilot ministries.

In the aim of better policy coordination, in 2019 the GSG set up the **Strategic Planning Network**, as an informal consultative body that would consider all issues of importance for policy development. Its members, in addition to the GSG representatives, include representatives of individual ministries who completed the **Strategic Planning Training Programme**. The Programme was implemented by the GSG together with the HRMA, and its chief aim was to equip civil servants with the key skills for development of strategic documents and reports which they would then apply in practice, in compliance with the set legal and methodological framework.[[130]](#footnote-130)

**Public participation in the policy-making process, through public consultations and involvement of NGOs in the working bodies** of state administration authorities, contributes to the quality of policies and advancement of democratic processes, enhanced transparency and greater legitimacy of the documents intended to regulate some matters to detail. The Government of Montenegro passed the Decree on the election of NGO representatives to the working bodies of the state administration authorities and conducting public consultations in the preparation of laws and strategies,[[131]](#footnote-131); the Decree lays down, inter alia, the procedure and method of conducting public consultations in the course of developing laws and strategies, which includes consultations with the interested public during the initial stage of drafting a law or a strategy and organisation of public consultations on the draft. The EC Report for 2020 noted that stakeholder consultations in the legislative process and policy-making process still lacked genuine and systematic involvement of relevant stakeholders. Pursuant to a PAR Special Group conclusion, Montenegro undertook to set up the mechanisms for quality assurance of such consultations in the policy-making process.

An important indicator of the openness and transparency of the Government of Montenegro is the implementation of the new systems of **eParticipation,[[132]](#footnote-132)** ePetition**[[133]](#footnote-133) and open data publication**. The Open Data Portal was set up, in the context of enhancing the openness of public administration, in line with the activities under the 2016-2020 PAR Strategy,[[134]](#footnote-134); in 2019, the Ministry of Public Administration and the Chamber of Economy implemented the activity to set up an open data hub that contributes to the advancement of the open data ecosystem, with its potential for generating new value and contributing to the society and to the competitiveness of the economy. A mobile version of the eParticipation portal was provided in 2021, with the aim to motivate the public to use this system to a greater extent, as it serves primarily to inform citizens and ensure their transparent participation in designing policies.

There is no analysis of actual impacts. It is all about the activities of the administration– legislative activity, administrative processes, inspection. These determine everything else... You start from the functions. The functional principle should be implemented instead of the sectoral one.

A focus group participant

The business community is still not getting sufficently and timely involved. The problem is identification of all the regulations and secondary legislation. the procedure is not transparent, we are not aware of the activities of state bodies. Citizens and businesses should be involved in public consultations and the procedure for adopting legislation from the start.

A focus group participant

The process of consulting the public for the purpose of identification of Government priorities was implemented for the first time in the course of drafting the annual Government Work Programme for 2021. The new circumstances caused by the COVID-19 pandemic revealed that citizens appreciated the possibility to share their proposals online. For instance, out of the total number of 361 proposals for the Work Programme, 350 were shared via e-mail or the survey.

With regard to institutional arrangements, it should be noted that the Government of Montenegro Rules of Procedure require the proposing entity to conduct a **regulatory impact assessment (RIA)** in the course of development of laws and other regulations, in line with the Ministry of Finance and Social Welfare act. The Ministry issues its opinion on the submitted RIA Form. Regulatory impact assessment was formally introduced in the Montenegrin regulatory system in 2012.[[135]](#footnote-135) Useful advice and methodological and organisational guidance for the ministries concerning each stage of the assessment are included in the RIA Manual. The Guidance on drawing up an RIA Report, which includes as its integral part the RIA Report Template, helps develop a better understanding of the RIA Form[[136]](#footnote-136).

The latest Report on the quality of RIA Forms for 2020 noted an improvement in quality in comparison with the previous reporting period. Progress was noted in the following areas/steps related to RIA: problem definition, objectives and fiscal impact assessment. The areas in need of further improvement were: analysis of options; impact analysis; fiscal impact assessment; stakeholder consultations, monitoring and evaluation. The obligation of conducting impact assessments of local regulations was introduced under Article 71 of the Law on Local Self-Government[[137]](#footnote-137), which stipulated the obligation of the local government bodies to prepare and conduct impact assessments for the decisions and other regulations passed by the Local Council and the Mayor. To facilitate the understanding of the RIA Form being used at the local level, the Ministry of Finance issued, in October 2020, the Guidance on the preparation and impact assessment of the decisions and other regulations of local government bodies.[[138]](#footnote-138)

In the aim of further improvement of the quality of RIA implementation, the MFSW organises continuous training events. The Programme for delivering specialised training on the technical skills for development of RIA Reports was prepared together with the HRMA in late 2019.

* **IDENTIFIED PROBLEMS**
* ***Lack of coherence between public policies and the budget preparation process, annual and medium-term planning and requirements of all stakeholders***

Despite the evident positive trend, **there is no full alignment between public policies and the prescribed methodological criteria**. This is caused by the deficiencies of the current legal provisions that would regulate the area of strategic planning and lack of an integrated methodological approach in the Government planning system. The Montenegrin regulatory framework currently includes a significant number of legal provisions that envisage adoption of strategic documents, define their structure and the priorities to be addressed. As a result, the strategic documents adopted on the basis of those provisions are not fully aligned with the methodological criteria provided in the Decree and the priorities contained in the strategic documents do not match the current trends based on the available data. Besides, the current regulatory framework does not recognise laws as public policies, which brings about a non-integrated approach in the relation regulatory action – Government priorities – budget planning – sector policies, and reduces the options for effective Government action.

Public administration has never asked the business sector for help towards achievement of RIA objectives. Public administration lacks capacities. The objectives of the report should be made a part of PAR Strategy.

A focus group participant

Another identified problem, which contributes to lower level of harmonisation of public policies and their lower quality, is that of public policies **not being sufficiently based on publicly available and verifiable data**. According to the situation assessment in 2020, the degree of compliance of strategic documents with the Decree was 44%, which was considerably lower than the general degree of compliance of strategic documents with the Decree. That situation is caused primarily by the unavailability of consolidated data, i.e. lack of systematised data disaggregated by sex, gender, ethnicity, age etc. that would be available to policy makers. That cause is linked with the lack of a systemic approach towards securing necessary data and lack of systemic cooperation in the relation institutions – producers of official statistics – academia and researchers.

The inconsistency of public policies is also a result of the **lack of the regulatory framework for medium-term budget planning and lack of the medium-term budget framework with identified spending limits** that would serve to plan the financial aspects of policies and establish a clear link between sector policies and the budget. As a consequence, public policies are not sustainable, which affects the effectiveness of their implementation and the effectiveness of the Government’s work. The absence of a uniform approach that would connect medium-term budget planning, planning of Medium-term and Annual Work Programmes and planning of sector policies should be particularly noted, in the context of integrated methodological approach in the Government planning system. The terminology of the Methodology for medium-term planning of the work of the Government was aligned in 2020 with the Decree on the method and procedure for drafting, harmonisation and monitoring of implementation of strategic documents and the accompanying Policy Development Methodology, and was updated to reflect the experience from the exercise with pilot ministries. The work on that document stopped during the parliamentary election; that, in turn, meant the absence of clear Guidelines for the ministries that would have standardised the process of development of medium-term and annual Government and ministry Work Programmes and provided a uniform approach in terms of the quality of their inputs based on Government priorities and sector policies.

The second edition of the Methodology for policy development and drafting and monitoring of implementation of strategic documents seeks to improve the quality of policies and promote gender mainstreaming, i.e. endorsement of the gender equality principle, as envisaged under the Gender Equality Law (Official Gazette of RMNE [46/2007](javascript:void(0)), [40/2011](javascript:void(0)) and [35/2015](javascript:void(0))), to assess the impact of policies on the respective positions of men and women and respond to their respective needs. However, a broader view of the state of play in individual sectors, gender mainstreaming, environmental impacts, alignment with the national-level priorities and alignment of the system with the requirements of the process of Montenegro’s accession to the EU and achievement of Sustainable Development Goals is often not at the forefront. As a consequence, **policies are not being designed in a sufficiently inclusive way**, with consultations between ministries and key stakeholders constantly in place throughout all stages of the policy planning and development cycle.

**The consultation process for strategic documents and regulations is under-utilised**. The Ministry of Public Administration, Digital Society and Media (MPADSM) has been recognised as the institution in charge of quality assurance of public consultations. Numerous activities have been implemented to make this mechanism operational (guidelines, training events, amendments to the Government Rules of Procedure etc).

PAR Strategy evaluation showed that the **systems of eParticipation and ePetition were not sufficiently utilised**, primarily due to lack of recognition by the citizens (only one comment to draft regulations delivered in 2019). On the other hand, the problem with the ePetition system referred to the procedures conducted by institutions, where they failed to publish petitions for voting. This eroded citizens’ trust, as their warranted demands were not presented for voting.

There should be less red tape and citizen’s views should be collected informally . Social networks should be used to gauge public opinion.

A focus group participant

According to the Report on the implementation of the Decree on the election of NGO representatives to the working bodies of the state administration authorities and conducting public consultations in preparation of laws and strategies in 2019, timely announcement of public consultations and information-sharing on the ongoing public consultations, publication of RIA Report together with the draft law/strategy and the need for improved quality of authorities’ reports on the results of consultations – not just to meet the standards, but improve the quality of communication between the administration and the stakeholders involved in those consultations – remained among the major challenges. In 2019, 8 out of the total number of 17 ministries (47%) published the lists of laws to be subject to public consultations. Furthermore, the 35 launched public calls for participation in public consultations on draft laws were accompanied by publication of 21 RIA Forms, which accounted for 60%. Lastly, only 49% of public consultations reports were published within the set deadline.

According to the Decree on the election of NGO representatives to the working bodies of the state administration authorities and conducting public consultations in preparation of laws and strategies (Official Gazette of MNE 041/18), reports on conducted public consultations are to be delivered within seven days from the expiry of the deadline for delivery of proposals and suggestions, while the reports from public consultations are to be prepared within 15 days from the end of the public consultations. There is, however, **no systemic arrangement for the interested public to share proposals for any umbrella or sectoral strategic document, or law, or any specific section of such documents, and to keep track of further procedure in real time, without delays and without waiting for feedback**. The Progress Report for Montenegro for 2021 noted that most of the ministries appointed CSO members to the working groups in charge of drafting law and state strategies in their respective areas, an obligation under the Law on Public Administration. However, not all ministries conduct public consultations n draft laws and strategies are prepared. When they do so, the consultations remain sometimes a formality, without al openness towards the views of civil society representatives. Public administration needs to improve the consultation mechanisms with civil society.

**Reporting and monitoring of the performance and results of adopted strategic documents** constitute a major step towards development of strategic planning and development of result-oriented policies. However, in the absence of an integrated approach within the planning system, the results of monitoring, reporting and evaluation are not incorporated or used for the purposes of the next planning cycle or for the purposes of Government priority planning for the next medium-term period. In terms of quality assessment in line with the methodological requirements, with regard to general assessment of quality of reports, 52% of reports obtained a positive opinion from the GSG, while 48% obtained a conditional positive opinion. In 2020, 43% of reports were noted as containing good or partially good analyses of performance indicators; this was slightly higher than in 2019, when 35% of all reports met this criterion. The challenge in this regard is the absence of a sound analysis of indicators caused by incomparability of data, lack of high-quality relevant data and information, but also by weak capacities of civil servants for developing analytical reports. In addition, the link between the performance indicators contained in a strategic document and the budget indicators has not been established, and there is no defined list of national and international indicators that are produced and monitored on a regular basis and that would also be linked with IPA programming and planning. The findings of the evaluation are not fed into the new policy planning cycle due to the lack of this stage in the policy planning practice (evaluations are conducted sporadically). This is compounded by the inadequate HR and institutional capacities for evaluation, vague procedures for conducting evaluations and often also lack of funding for this process.

With regard to spending reports, the line ministries have considerably upgraded their reporting on the funds spent for the purpose of implementing activities, with 46% of reports containing fully acceptable information on spending and sources of funding; this is higher by 20% compared with 2019. Still, this percentage shows that budgeting was not devoted attention in the course of development of strategic documents, as illustrated by the relatively average quality of the financial estimates included in the strategic documents, with only 56% of new documents including robust overviews of finances.

The Strategic Planning Portal was set up within the **IT system for European integration (MESPH). The IT system for monitoring and reporting on the Medium-term Work Programmes of Ministries –ISPI** was also set up. Although **these are two separate systems**, their specifications suggest that these are two complementary solutions that can be connected. However, the piloting of both systems revealed that they did not fully meet the needs of their users (civil servants), and that they missed some elements from the relevant methodologies, in particular in relation to development of implementation reports. In addition to these two, there is a specific system for development of programme-based budget. The respective **IT solutions for policy monitoring and programme-based budget are not connected systemically.** At this point there is no uniform terminology or data scheme that could be taken from the Information System for the purposes of programme budgeting, planning the work of ministries and developing strategic documents and implementation reports.

***Lack of rules and procedure that would clearly define the roles and responsibilities of all the actors in the strategic planning process in each state administration authority and LSGU*. The absence of prescribed procedures for cooperation that would clearly define the roles and** **responsibilities of all actors in the strategic planning system** results in fragmented actions of institutions and limited cumulative effects that the strategic planning system is supposed to render in practice.

Given its **informal character** and its operational level (expert staff), the **Strategic Planning Network has not succeeded in assuming the role of a functional coordination mechanism** that would respond to the shortcomings identified by SIGMA in its Report,[[139]](#footnote-139) which stated a lack of institutional coordination between the centre-of-government institutions (GSG, MFSW, SL, EIO, UMM) for the purpose of development of the Medium-term Government Work Programme and sectoral strategic documents that should be aligned with the budgetary framework and the obligations arising from the EU accession process.

There are several reasons for the lack of institutional coordination. First and foremost, there is no defined coordination mechanism at the level of the Government that would incorporate the operational, administrative (technical) and political aspects of coordination with clearly defined procedures,[[140]](#footnote-140) and roles of each involved actor. There is no appropriate coordination mechanism with relevant procedures at the level of individual ministries that would ensure uniform and high-quality inputs for policy proposals. If these problems are not solved, the policy proposals forwarded to the Government for approval cannot have the required quality in terms of their contents and form, and any potential discrepancies between policies cannot be resolved before the proposals enter the Government’s decision-making procedure.

Likewise, **lack of effective coordination will result in the strategic planning process not being aligned with the IPA programming**. In practice, this results in IPA programming preceding the development of strategic documents, instead of the other way around; over a long-term, this may affect the IPA absorption capacity. NIPAC and GSG agree on the need for joint efforts to improve this segment, in particular with regard to the institutional framework for managing the structural funds. The situation is compounded by the fact that the organisational structure of the ministries included separate IPA planning divisions and the divisions in charge of planning national policies, with the two processes perceived as being separate. This resulted in inconsistencies between the planning of support from structural instruments and the set national priorities. Despite the good cooperation between the GSG and EIO, there is no forum for joint discussion of new policy proposals and possibilities for their inclusion under **IPA**.

Policy coordination challenges have been identified also in the relations between the **central and local levels**, impacted in particular by the lack of a single methodology for putting the into alignment the respective planning documents. The existing Training Programme for the civil servants involved in strategic planning is focused, for the time being, on the central level; its three cycles involved as participants only two civil servants from LSGUs (namely Herceg Novi and Tuzi). LSGUs develop their local plans only once the umbrella strategic documents are in place, as they use such umbrella documents as the framework for development of local plans. There is a methodology in place for the development of the local strategic development plans,[[141]](#footnote-141) with the Regional Development Strategy [[142]](#footnote-142) providing the framework and the Ministry of Economic Development in charge of verification and approval. LSGUs may participate in designing national strategic documents by taking part in the working groups; in those situations, they are usually represented by the Union of Municipalities. There is no training at the level of LSGUs to upgrade the skills required to develop local plans and/or strategic documents. As a consequence of this situation, the local plans vary in quality, the approaches applied in their development are disparate and their link with the priorities defined at the central level is not visible enough.

The challenge concerning the application of acquired knowledge in the policy planning system is reflected in the fact that the staff in charge of **strategic planning is not institutionalised**, so the civil servants who have completed training often remain “invisible“ within their respective institutions, with their skills not being adequately valued. The Programme tends to be attended by the civil servants from the ranks of expert or expert-managerial staff, with a limited share of senior civil servants. This may be caused by the lack of systematised job positions for the civil servants involved in strategic planning that would clearly envisage a formalisation and a specification of their scope of work, including tracking their professional development. Likewise, there is no division/department with a coordination role in the strategic planning process at the level of individual ministries. That role is left to the secretaries, who coordinate the work of the entire ministry, which in turn does not secure sufficient attention to strategic planning.

* ***Insufficient scope of RIA and capacities for its implementation***

**There is no uniform solution for conducting assessments of the social, economic, fiscal and environmental impacts of policies and regulations**. RIA focuses only on the assessment of fiscal and economic impacts, without assessing the environmental impact, impact on the social situation of population, gender equality, citizens’ rights, socially marginalised groups etc. As a consequence of such regulation of RIA development, the entities proposing public policies do not consider the possible impacts of its implementation, which significantly increases the possibility that it may not have the desired impact on the target groups or that it may have a drastically negative impact, as in the case of the 2015 amendments to the Law on Social and Child Protection. Furthermore, environmental impact assessment is conducted independently and in accordance with the Law on Environmental Impact Assessment (Official Gazette 075/18).

In addition to the above, **there are insufficient capacities and expertise for developing RIA and monitoring the implementation of regulatory provisions**. The problems related to RIA development are reflected also in the following:

1. The routine practice of not involving all members of the working groups tasked with drafting polices in the development of RIA, which hampers a comprehensive analysis and puts into question the quality of RIA,
2. Limited capacities for applying the technique used to estimate the costs of regulations (Standard Cost Model), i.e. estimate the administrative costs that regulations may impose on businesses and citizens,
3. Weak capacities for contemplating the long-term fiscal implications of regulations (three-year planning),
4. Lack of measurable objectives and indicators, and measurement of success, i.e. results, in monitoring the implementation of regulatory provisions,
5. Insufficient attention paid to the analysis and implementation of the non-regulatory measures.

* **STAKEHOLDER ANALYSIS**

On the basis of the foregoing, this graph sums up the stakeholder analysis, suggesting a high level of interest of all stakeholders. Namely, public policies as such impact all segments of the society. A distinction is made in terms of direct involvement in the process, with the Government, GSG, MFSW, EIO, Secretariat for Legislation and MPADSM as the centre-of-government institutions in charge of coordinating policies or sections of policies, on the one hand, and all other ministries, HRMA, MONSTAT and international organisations – EU, SIGMA, OECD, UN (DP), as the key partners necessitating ongoing good relations and cooperation on the other.

INTEREST



Academia, CSOs, researchers and research institutions, the Network, participants in the training programme on strategic planning, LSGUs, Union of Municipalities, Citizens

Business community/entrepreneurs

GoM, GSG, MFSW, EIO, SL, MPADSM, MONSTAT,HRMA All ministries EC, DEU, OECD, SIGMA, UNDP

Media



IMPACT/STRENGTH

*Graph: Stakeholder analysis for the Strategic Goal: Policy planning for and with citizens*

Evidence-based policies also require stronger cooperation with the research community and the academia, civil society organisations and citizens, who are impacted by all the policies, in order to ensure transparency and inclusiveness. Network members and participants in the Strategic Planning Training Programme should be empowered to take on a more visible role in the planning process, and the skills necessary for development of strategic documents should be transferred also to the local level. For these reasons, this is the group to have in mind as participants and end beneficiaries; special initiatives should be launched to capture and protect their interests.

The role of the media in this area and their involvement in policy making and coordination should be seen from the perspective of cooperation for the purpose of dissemination of information on the major steps in the establishment of the evidence-based, citizen-oriented and result-oriented policy planning system.

* **OPERATIONAL OBJECTIVES BASED ON IDENTIFIED CHALLENGES**

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

The focus under this objective is on strengthening the medium-term planning system, reflected in the design, implementation and monitoring of the Medium-term Work Programmes of the Government and the individual ministries and orientation towards performance and results. An effective medium-term policy planning system requires a link with the medium-term budget planning process, so as to ensure sustainable policies and set realistic and achievable objectives that will also be identified in the programme-based budget. The system of strategic and medium-term planning must be accompanied by appropriate IT systems that will be upgraded in line with the needs of the system and the users and interconnected, including the connection with the budget planning system to ensure data exchange.

Additional efforts will be made to develop an integrated strategic planning system aimed at linking the medium-term budget planning, planning of Medium-term and Annual Work Programmes of the Government and its ministries, sector policy planning and European integration process. At the same time, such an integrated planning system should help feed the results of monitoring, reporting and evaluation into the prospective planning cycles, for the purpose of evidence-base policies.

The evidence-based policy-making system needs to be supported also through a strengthened cooperation with the research community and the academia, NGOs, MONSTAT and other producers of official statistics, in the aim of greater availability and use of data. Emphasis will be placed on defining specific mechanisms for cooperation and setting up a unit modelled after the innovation hubs and research centres; in addition to conducting research, that unit would be tasked also with fostering cooperation within the relation state administration – researchers/academia – civil sector and effective use of data and research. Attention will be devoted also to potential regulation of this area, having in mind that some aspects will exceed the scope of the existing Decree on the method and procedure for drafting, harmonisation and monitoring of implementation of strategic documents (Official Gazette 54/18).

With a view to enhanced transparency of public policies, focus will be also on strengthening the system of preliminary stakeholder consultations (javne konsultacije) and public consultations (javne rasprave), primarily in the context of empowering the civil servants to implement these processes when developing laws and strategies. Additional focus will be on strengthening the mechanisms enable greater influence of local self-governments and neighbourhoods on the decision-making bodies, mandatory consideration of their demands and taking action on the priorities.

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| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 5.1. | Strengthening the evidence-based planning system that leads to sustainable policies and achievement of Government priorities | | | |
| Indicator | | Baseline value | Target value by 2024 | Target value in 2026 |
| Percentage of new strategic documents fully aligned with the methodological criteria | | 69% (2020) | 75% | 80% |
| Percentage of reports on implementation of strategic documents that are fully aligned with the methodology [[143]](#footnote-143) | | 52% (2020) | 65% | 70% |
| Percentage of ministries with Annual Work Programmes that contain clear objectives and indicators | | 18% (2019) | 80% | 100% |
| Percentage of ministries with annual performance reports that present the result as per the set objectives and indicators | | 0% | 80% | 100% |
| Percentage of strategic documents followed up by evaluation | | Baseline value to be determined after completion of the analysis (2022) | 40% | 60% |
| Percentage of policy consultations conducted in line with the legal framework and SIGMA principles compared to the number of Government acts subject to public consultation | | 0 | 100% | 100% |

#### OPERATIONAL OBJECTIVE 5.2. Enhanced institutional coordination for stronger policy impacts

Institutional coordination at the level of centre-of-government institutions has been recognised as one of the key obstacles to the achievement of full impact of public policies and meeting of set objectives. The focus in this regard will be primarily on the mechanisms for institutional cooperation and development and on the strengthening of institutional and HR capacities in the specific areas necessary for efficient policy coordination. The Strategic Planning Network will be formalised, and its work tracked and defined by the agenda and calendar of activities, along with the possible design of a regional model of cooperation among the civil servants involved in strategic planning.

The Training Programme for the civil servants involved in strategic planning will be revised in line with the civil servants’ needs, given the need for integrating the topics of relevance for public policies – gender mainstreaming, environmental protection, data usage – and identify the modalities for involving local civil servants in the Programme, in the aim of strengthening the liaison with local governments in this area and enhancing the understanding of the methodological guidelines for development of national strategic documents and local plans and programmes. Institutional mechanisms must be reinforced by the strategic planning units that would cover planning, reporting and evaluation and would be linked with the IPA units, so as to achieve coherent policy planning and IPA programming, as two interconnected processes.[[144]](#footnote-144) Furthermore, in terms of developing the capacities of civil servants, there is need to work to define and implement training on evaluation, given that the current capacities of state administration in this regard are quite limited and that the process is of crucial importance for the policy planning cycle and setting the starting point for designing new planning documents, which is the focus of the Operational objective 5.1.

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| --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 5.2. | Enhanced institutional coordination for stronger policy impacts | | |
| Indicator | Baseline value | Target value by 2024 | Target value in 2026 |
| Percentage of ministries that have set up the strategic planning units [[145]](#footnote-145) | 30% (2021) | 70% | 100% |
| Percentage of ministries that have civil servants who are members of the Strategic Planning Network | 50% (2021) | 70% | 100% |

#### OPERATIONAL OBJECTIVE 5.3. Expanding the scope of RIA and strengthening capacities for its implementation

To ensure better quality of each RIA segment, the process for issuance of MFSW opinions on the quality of RIA is intended to be improved by means of checklist application. Additional effort is required also to ensure gender dimension integration in RIA at the national level, as an additional step towards more comprehensive analyses and prospective “full-scale” RIA. Improving the segment on the fiscal implications of regulations is of particular importance for getting a better perspective of the long-term consequences. This part should also be supplemented, to ensure that impacts of regulations on LSGU budgets are considered. The annual reports on the quality of RIA implementation will serve to monitor the progress in the development of these analyses and identify the measures for improvement accordingly.

The quality of RIA is supported by the guidelines provided continuously by the MFSW. The Guidance on development of RIA Reports and RIA Forms is to be upgraded.

Fort the purpose of longer-term impacts that will bring about less complicated, vague and burdensome regulations and more adequate and transparent planning and better designed regulatory framework, further training should be organised at both national and local level, with the aim to enhance the use of analytical tools in developing regulations.

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| --- | --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 5.3. | Expanding the scope of RIA and strengthening the capacities for its implementation | | | | |
| Indicator | | Baseline value | Target value by 2024 | Target value in 2026 |
| Percentage of laws with RIAs that implement the Standard Cost Model | | 18% (2020) | 20% | 30% |
| Percentage of high-quality RIAs against the total number of RIAs delivered to the MFSW for its opinion | | 68.72% (2020) | 77% | 88% |

**VI BUDGET**

Estimated costs of the Strategy, i.e. Action Plan for the implementation of the Public Administration Reform Strategy for the period 2022-2024 were developed with the application of Methodological guidelines for the estimation of costs of Government Strategies – with the examples from public administration reform strategies[[1]](#_ftn1) developed by ReSPA in 2018.

Total estimated Strategy implementation costs for the period from 2022 till 2026 will amount to € 23.750.000. Sector Budget Support Mechanism, planned within IPA III framework, envisages support for the implementation of the PAR Strategy 2022-2026 and for the Public Finance Reform Programme 2022-2026. The costs of the activities planned by the Action Plan for 2022-2024, which is the integral part of the Strategy for the period 2022-2024 amount to € 11.967.330. Detailed structure by strategic objectives is presented in the table below.

Funds for the implementation of this strategy were planned in the budgets of all institutions recognized as the bearers of reform objectives and activities, as well as in the budget of the Ministry of Public Administration, Digital Society and Media – coordinator of the development of this strategic document and reporting on the same, in which way financial and fiscal sustainability have been ensured.

|  |  |  |
| --- | --- | --- |
| Strategic goal | Title | Cost in EUR |
| **I** | Organization and work of public administration in the function of the needs of citizens | 3.570.000 |
| **II** | Citizens and economy use high quality public administration services | 8.540.000 |
| **III** | Professional public administration | 4.600.000 |
| **IV** | Transparent and open public administration | 3.500.000 |
| **V** | Policy planning with and for citizens | 2.670.000 |
|  | Monitoring and evaluation | 870.000 |
|  | **TOTAL** | **23.750.000** |

Policy planning process is aligned with the budget planning process, thus specifically, the Law on Budget for 2021 was drafted in accordance with the activities envisaged by the Action Plan for the implementation of the PAR Strategy 2022-2024. The envisaged funds of all institutions are in accordance with the determined limited expenditure limits set by midterm budget framework, based on Fiscal Policy Guidelines defined by the Ministry of Finance and Social Welfare.

VII MONITORING, REPORTING AND EVALUATION

Public Administration Reform in Montenegro is a cyclical process which requires constant improvement in all areas based on SIGMA Principles of Public Administration and EU guidelines.

Management of public administration reform process implies efficient coordination during its implementation, as well as efficient method of reporting on the results achieved during the implementation period.

In the previous period and/or during the PAR Strategy 2016 -2020 implementation stage, political coordination of the process was established (establishing of the PAR Council) as well as administrative level coordination (Ministry of public administration and intersectoral team for more efficient implementation of the Strategy).

In relation to the operation of the PAR Council, as the Government advisory body, which provided political support to the reform process, the following challenges were identified:

On the other hand, the **Coordination Team for More Efficient Implementation** was composed of the focal points from all lead institutions who were also the focal points in charge of submitting data on the degree of achievement of the planned indicators and played a significant part in the monitoring of public administration reform process. However, what was missing was that the Team was not empowered in the sense of additional training and additional financial support, having in mind the fact that these are additional tasks on their jobs, as well as that there was a failure in establishing firmer links between the Operational Body and the PAR Council operations, i.e. the Council was familiar with the operation of the Operational Body only on the basis of one information on its operation.

Keeping in mind the lessons learnt from the previous experience of monitoring the implementation of the Strategy, primarily of reporting and evaluation of strategic goals and operational objectives, for the purpose of establishing the efficient process of implementation of the Strategy 2022 – 2026 the following is necessary:

* Improve the operation of the PAR Council. Administrative technical support to the Council has got to be more efficient in the sense of better preparation of the materials, conclusions and sessions of the Council, as well as submission of authentic collected information
* Make the operation of the Council more proactive with greater involvement of all stakeholders, which also implies the strengthening of capacities in respect of administrative technical support to the Council
* Ensure greater transparency in the operation of the Council in order for the same to be a body which would manage the process of public administration reform in terms of adoption of intervention measures and recognizing risks in achieving the planned objectives of the future Strategy
* Continue with the practice of the existence of an intersectoral team at the operational level with the establishment of a direct link between the operation of the Council and of the Operational Team, i.e. for decisions to be based on the recommendations and conclusions of the Operational Team
* Find adequate mechanisms to serve as incentives for the civil servants who are members to the Operational Team for the implementation of the Strategy 2022 – 2026
* Bring further improvement to the system of reporting on the Reform. The improvement should be related to the quality of reporting in the sense of recognizing intervention measures and activities in case of delays during the reform process
* In order to collect better quality data and information, create analytical documents it is necessary to designated coordinators for each one of strategic goals in order for monitoring and reporting to be more efficient, and for their capacities to be increased in this respect
* It is necessary to secure adequate information system which will facilitate data collection process, so as to make the coordinators’ role analytical and administrative technical one
* It is necessary to ensure better visibility of the reform results by establishing a communication plan

**Following the reorganization of the Government of Montenegro in December 2020**, the Ministry of Public Administration, Digital Society and Media continues defining public administration reform through its basic goals, and continues being competent for the implementation of the PAR Strategy.

By establishing the Directorate for Strategic Planning in Public Administration, international cooperation and IPA projects with special Directorate for strategic planning and monitoring the implementation of strategic documents within the framework of the Ministry of Public Administration, Digital Society and Media, the importance and focus of the Ministry on the planning, development, implementation and reporting on PAR Strategy has been clearly defined. In addition, within the Ministry there is a Coordination Team for the Development and Implementation of the Strategy, which is headed by the acting director of the Directorate for Strategic Planning in Public Administration, International Cooperation and IPA projects.

**The PAR Council was established with the amended concept and composition in relation to the previous one. Innovation of this advisory body was necessary, bearing in mind the scope and importance of public administration reform in the forthcoming period and its operation will focus on the activities conducted by public administration bodies with the purpose of implementation of the SIGMA principles, which are the basis of this strategic document.**

The PAR Council was established at the Government session held on 18th March 2021. The role of the PAR Council is to provide support, from the point of view of politics, to the implementation of activities related to the organization of public administration, strengthening the process of managing policies, development of modern and professional civil service system, improvement of the system of local self-government, improvement of transparency and openness of work of the administration as a whole, strengthening the internal and external control of public administration. The Council is chaired by the Prime Minister of Montenegro. The newly established Council has improved its operation and structure. Besides the representatives of the competent institutions, the Council members are the representatives of nongovernmental organizations, academic community and the Data Protection and Free Access to Information Agency. So far, the Council has held 2 sessions.

Ultimate goal of public administration reform, digitization process and optimization is optimal and efficient public administration, which will be a better service for citizens and the economy, through considering draft regulations, strategic, planning and analytical documents related to public administration reform etc.). The Ministry of Public Administration, Digital Society and Media is going to continue providing expert and administrative support to the operation of the PAR Council.

**Coordination and organizational structure for managing and monitoring public administration reform 2022-2026**

Having in mind the scope, the goals, activities and indicators necessary for the implementation of the new Strategy, careful planning was done of the manner and structure of coordination of this important process.

Particularly inciting is the fact that the scope of the Strategy has been expanded and that it covers more than 540 institutions in the public administration system, that the issue of optimization has been positioned as the integral part of the Strategy, that there is complementarity and the need for monitoring results in other strategies.

Political and administrative structure in the process of monitoring public administration reform remain unchanged, thus previous experience showed that levels and mechanisms of coordination should not be rendered complicated, instead they should be made simple and efficient.

The Council, as the Government advisory body, according to the decision on establishing the same, monitors the implementation of the PAR Strategy and of the public finance management programme.

On the other hand, on the administrative level, within the framework of the Council, special coordination teams are going to be established which will have a main focal point tasked with each one of the strategic goals in order for the data collection process and reporting to be more efficient, as well as with the implementation of the identified activities.

Such organizational structure and the complexity of the process requires additional capacity building of the Strategic Planning International Cooperation and IPA Projects Directorate which concurrently does reform monitoring and provides administrative technical support to the operation of the Council.

*In fact, the need for establishing a secretariat for the reform of public administration through project support stems from the experience in the previous period and the analysis of the operation of the Council to date. The Secretariat would contribute to and improve the operation of the Council, as well as strengthen its role, the aim of which is to deal with essential issues of importance for public administration which is service oriented both to citizens and economy, based on their needs*. The establishing of the Secretariat would create added value in the sense of expert and technical support. In this way, detailed and continuous monitoring would be ensured of the implementation of the planned activities of the Council. It is the intention to improve the dialogue through active participation of the state institutions, NGO sector, academic community and international community in the initiatives undertaken by the Council.

The operation of the Secretariat would be reflected in the preparation of the draft Annual Work Plan of the Council, monitoring the enforcement of the conclusions made at the Council sessions, collecting of relevant opinions related to the topics planned in the agenda of the Council, maintaining continuous communication with the Council members, state institutions, NGOs, academic and business community with the purpose of defining measures for the improvement of operation of the public administration and of the services provided by the same, expert assistance to the working parties recognized as the priority ones, organization of round table discussions, technical and logistic support to the Council, as well as to the building of capacities for the successful application of the reform.

With a view to improving the system of reporting and analysing the state of play of public administration reform, the development of the web portal is planned. The aim of the Portal is to give an overview of all the activities in real time and the extent of their implementation, so as to be able to concurrently monitor the progress and the challenges in the implementation of the activities planned for the implementation of public administration reform.

The planned concept, besides improving the public administration reform implementation capacities, would facilitate and accelerate the process of reforms and try to accommodate citizens’ needs through a more transparent and open approach, using all the tools and channels for the communication with citizens, economy and international community.

In accordance with the Methodology for the development of policies, drafting and monitoring the implementation of strategic documents, PAR Strategy 2022-2026 lays down Monitoring, Reporting and Evaluation Plan.

Monitoring will ensure regular collection and analysing of data on the achievement of goals and outcomes during the course of the implementation of the activities. Specifically, it will be focused on the Action Plan for the implementation of annual activities envisaged by the Plan. The report on the monitoring of the implementation of the activities will mostly be dealing with outcome indicators with reference to performance indicators, provided such data are available. In accordance with the Methodology, the annual report will contain the following elements:

* Brief executive summary with the overall assessment of the implementation of the strategic document
* Specific values and achievement of outcome indicators (and of performance indicators, if available)
* Information on financial means spent in relation to the planned amounts, with funding sources
* Identified challenges and recommendations for more efficient achievement of the goals
* Changes, if any, of deadlines related to the achievement of goals
* Gantt chart or another tabular presentation of the achieved goals

The institutions identified in the PAR Strategy, as well as in the document entitled *Passport indicators*, will be performing the monitoring of individual reform goals, as well as of related indicators. During the coming four-year period, these will be reporting to the Ministry of Public Administration, Digital Society and Media and submitting all the necessary data requested by the Ministry as lead institution for the process of public administration reform. With a view of timely reporting to the Ministry, which will be providing professional and administrative support, in all responsible institution focal points will be designated so as to provide and submit all the requested information.

For the purpose of drafting an objective report, various data sources will be used – starting from the data to be submitted by relevant institutions, Government materials, reports on the implementation of the work programmes of the authorities, interviews with focal points, focus groups with relevant parties, materials created by NGOs, as well as surveys and reports produced by international organizations. All reports will be presented to the PAR Council for adoption, as well as to the Government of Montenegro.

The table below lists the institutions identified for data collection, monitoring and reporting:

In line with the Methodology, mid-term evaluation of the strategic document has been envisaged with a view to determining the relevance and achievement of goals, development efficiency, effectiveness, impact and sustainability of the Strategy (following the implementation of the first action plan). Also, final evaluation will be conducted at the end of the implementation period, in order to assess the effects and performance of the PAR Strategy 2022-2026, with the initial analysis of the state of play for the adoption of next strategic document. Combined method will be used for the purpose of ensuring objectivity of the evaluation, which will be done by an independent expert, while the Ministry of Public Administration will be coordinating the entire process. The evaluation will primarily focus on performance indicators, and the report will be examined by the PAR Council, only to be submitted to the Government for adoption via the Government Secretariat General.

VIII COMMMUNICATION PLAN

Key contribution which communication might bring to public administration reform is the influence on opinion, stance and ultimately on the conduct of the key parties (including leaders, civil servants and citizens). This is important since every reform requires a change of behaviour on the side of the stakeholders. Especially, because the outcomes of public administration reform are mostly dependent on those who are responsible for its implementation – public sector employees, on one side, and citizens who are, tentatively speaking, consumers and beneficiaries of such changes.

In order for public administration reform to be successful, involvement and active participation is necessary of a significant number of stakeholders. In this regard, target publics have been recognized within the framework of public administration reform process, which are direct actors of the reform process (internal publics) or the publics targeted as the ones capable of contributing to the increase of impact, change of opinion and greater mobilization within the framework of public administration reform process – external publics. Internal publics consist of the public sector employees both in the state and local administrations, while the external public consists of: general public (citizens), media, MPs, NGOs, business sector representatives, representatives of trade union organizations, representatives of academic community and those of international organizations.

Communication activities will mostly focus on three key channels: media relations, social networks (Facebook and Instagram page of the Ministry), as well as the official website: www.mju.gov.me

Intersectoral communication has been recognized as a special communication challenge for the Ministry of Public Administration, Digital Society and Media since it is coordinating the entire public administration reform process, as well as one part of specific activities, according to the Action Plan for the implementation of the PAR Strategy.

In the forthcoming period, it is necessary to strengthen the synergic approach to promotion of public administration reform and involve other bodies and institutions which are key actors for this activity, having in mind that the distribution of communication tasks and responsibilities within public administration has been perceived as vague, as well as that certain communication challenges depend of other bodies.

The following objectives have been recognized towards achieving specific contribution that communication might bring to the reform:

* Citizens understand PAR process better and they have better perception of the goals, activities, benefits and outcomes of the reform;
* Improved perception and visibility of the activities, benefits and outcomes of public administration reform outcomes with the general and other target publics;
* Citizens use more electronic services provided by public administration.

With the purpose of raising public awareness and increasing the understanding of the need and benefits of public administration reform, during the previous period the project “Efficient Internal and External Communication on Public Administration Reform” was implemented by the consortium headed by KPMG for the needs of the Ministry of Public Administration and with financial support of the European Union.

During the implementation of the said project a whole series of communication activities were being conducted, which improved and increased the visibility and understanding of public administration reform. Also, the bases were created for the establishment of strategic communication targeting various publics, including the survey on the perception of public administration reform, identification and mapping of the communication challenges related to PAR process in Montenegro, creating, thus the foundation for designing communication on a long-term basis. All useful channels, tools and strategic communication techniques were recognized in relation to public administration reform process and guidelines given for communicating a large spectrum of activities of the public administration reform process.

As a part of the project, a survey was made the result of which says that almost 41% of citizens are familiar with the notion of public administration reform, while the remaining interviewees stated they did not know or that they were unsure. The survey was carried out in 2020 and it showed that a large percentage of citizens (59.9%) have trust in public administration, although the percentage of those who are distrustful is not negligible – 37.1%. Despite the fact that the trust in public administration is not dependent on the contacts with public administration, the survey showed that it was related to negative experience. Also, personal negative experience is related to the general assessment of public administration as a sector. Negative experiences are mostly related to waiting, unkindness, lack of competence and proactivity in wishing to assist a customer. When it comes to the area of digitization, 61.2% of citizens heard that public administration worked on enabling for greater number of services to be provided digitally, over Internet, and not by coming to the counter. The interviewees most often find out about the E-Government Portal by watching TV and from the social networks, which are two most frequent information channels in Montenegro. The majority of those who used the Portal claim that it made it easier for them to obtain certain documents (56.1%), while 11.5% claim that it was not the case.

For the purpose of efficient implementation of the PAR Strategy 2022-2026, it would be necessary to continue with the implementation of the project which would imply the drafting of the Action Plan which would focus on the activities and performance indicators recognized by the new strategic document.

Reform monitoring, coordination and management of public administration reform process is of special importance. To this end, PAR Council was established in order to comply with the principles of participation and inclusion. The Council will be monitoring the implementation of public administration reform, in all stages, monitoring the priorities, the dynamics and the deadlines for the implementation of measures and activities with main actors being the state authorities, state administration authorities, local self-government bodies, local authorities and other competent institutions.

In the process of promotion of the entire public administration reform process, special attention is paid to the promotion of the role and importance of the Council, for the purpose of which official website was launched: <https://srju.gov.me/direktor> which will continue being on the same address even in the forthcoming period for the sake of continuity in the monitoring of the reform benefits.

**ACTION PLAN 2022–2024**

**for implementing the Public Administration Reform Strategy 2022–2026**

**STRATEGIC GOAL I**

**CITIZEN-ORIENTED ORGANIZATION AND OPERATION OF THE PUBLIC ADMINISTRATION**

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| OPERATIONAL OBJECTIVE 1.1 | | | Functional public administration with efficient oversight of its operation and application of the managerial accountability concept | | | | | | | | | | |
| Indicator | | | | | Baseline value | | | Target value by 2024 | | | Target value in 2026 | | |
| Amount collected by means of enforcement procedure in labour cases handled by the Protector of Property and Legal Interests | | | | | €10,412,089 (2020) | | | Unchanged compared to baseline | | | -3% compared to baseline | | |
| Percentage of institutions having established a reporting system at the level of outcome indicators and objectives which would enable monitoring of the achievement of results with indicators of the programme-based budget implementation | | | | | No system is in place | | | 100% of ministries have outcome reporting in place | | | 100% of ministries and 50% of administrative authorities and public institutions | | |
| Average length of administrative disputes in Administrative Court | | | | | 17 months | | | 12 months | | | 6 months | | |
| Percentag of recommendations implemented by public authorities based on the Ombudsman’s annual work report | | | | | 19.88% (2020)[[146]](#footnote-146) | | | Over 40% of implemented recommendations | | | Over 60% of implemented recommendations | | |
| Percentage of ministries which delegate financial management and internal control authority to senior management in accordance with the Decree | | | | | 8.3% | | | 50% | | | 80% | | |
| Number of administrative authorities having been subjected to administrative oversight by the line ministry | | | | | 0% | | | 30% | | | 50% | | |
| Percentage of laws which are harmonised with the Law on State Administration | | | | | 66.7% | | | 95% | | | 100% | | |
| Activities | | | Output indicator | | | Responsible institutions | Start | | End | Funding | | Source of funding |
| 1.1.1 | Develop Proposal for the Law on the Government | Proposal for the Law adopted by the Government | | | | MPADSM – Directorate for Normative Affairs  Parliament of MN | I Q 2022 | | III Q 2022 | €5,000 | | MNE Budget |
| 1.1.2 | Pass the Law on Public Institutions | - Analysis including identified challenges and recommendations regarding the need to establish a normative framework of public institutions is developed  - Adopt Proposal for the Law on Public Institutions | | | | MPADSM – Directorate for Normative Affairs  UOM | IQ 2023 | | IV Q 2024 | €18,000 | | MNE Budget |
| 1.1.3 | Establish Registry of State Authorities and Institutions at the central and local level | - Upgraded Registry of State Authorities is published on [www.drzavniorgani.me](http://www.drzavniorgani.me)  - Registry of public services founded by the local self-government is established  - Identification of contact persons in relevant institutions to enter data in the registries | | | | MPADSM – Directorate for Normative Affairs, Directorate for Good Public Administration and Directorate for Digitalisation  UOM  LSGUs  SIGMA | II Q 2022 | | IV Q 2023 | €35,000 | | MNE Budget |
| 1.1.4 | Draft amendments to the Law on Inspectorial Oversight | Law on Inspectorial Oversight is amended to introduce a combined method of work and efficiency of inspectorial oversight | | | | MPADSM – Directorate for Normative Affairs  Inspection Affairs Administration | II Q 2022 | | IV Q 2022 | €5,000 | | MNE Budget |
| 1.1.5 | Upgrade the Single Inspection Information System (SIIS) by developing a module enabling companies (inspected entities) to perform self-checks by filling in the check lists which are directly “sent“ to the base | - ToR developed to include the necessary upgrade  - SIIS upgrade tender is published  - New SIIS modul is developed | | | | Inspection Affairs Administration | IQ 2023 | | IQ 2024 | €60,000 | | MNE Budget |
| 1.1.6 | Strengthen personnel capacity of the Administrative Inspectorate | - At least 6 training events are implemented for the Administrative Inspectorate employees  - Number of AI staff members increased | | | | HRMA  MPADSM | II Q 2022 | | IV Q 2023 | €16,000 | | MNE Budget |
| 1.1.7 | Improve transparency of Administrative Inspectorate | Fragmented oversight programme of Administrative Inspectorate is developed | | | | Administrative Inspectorate | I Q 2022 | | IV Q 2022 | €5,000 | | MNE Budget |
| 1.1.8 | Improve the system of reporting on the work of the Administrative Inspectorate | Methodology for developing annual work reports of the Administrative Inspectorate is improved by information about repeated inspections and outcomes of inspection activities | | | | Administrative Inspectorate | II Q 2022 | | IV Q 2022 | €15,000 | | MNE Budget |
| 1.1.9 | Develop analysis of the reasons/grounds for payment of additional enforcement costs in lost cases and implement recommendations in institutions identified as being involved in a higher number of disputes | - comprehensive analysis of the reasons for paying enforcement costs in lost cases and concrete recommendations for improvement are developed  - Dialogue and cooperation with the institutions identified as being involved in a higher number of disputes are improved | | | | Protector of Property and Legal Interests  MFSW  MJHMR  Agency for Amicable Labour Dispute Resolution  SIGMA | II Q 2022 | | II Q 2023 | €18,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.10 | Improve the structure of reporting of the Protector of Property and Legal Interests on the costs of enforced payment  in lost court cases | Report is improved and includes situation assessment and recommendations for improvement of work of the authorities recognised as being involved in a higher number of court cases, case-law, overview of costs, legal opinions relevant to the public interest | | | | Protector of Property and Legal Interests | III Q 2022 | | I Q 2023 | €2,000 | | MNE Budget |
| 1.1.11 | Improve the analysis of impact of the proposed organisational changes with the focus on justifiability of establishing new or merging/abolishing authorities | Regulatory impact assessment (RIA) is improved  \*activity related to 3.3.7 and 5.1.1 | | | | MPADSM  MFSW  SIGMA | I Q 2022 | | III Q 2022 | €10,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.12 | Harmonisation of special laws with the Law on State Administration | Information Brief on the level of harmonisation of special laws with LSA is developed and adopted | | | | MPADSM | I Q 2023 | | IV Q 2024 | €10,000 | | MNE Budget |
| 1.1.13 | Develop methodology for developing the work programme of state administration authorities including performance indicators | * Methodology for state administration authorities is developed * Methodology is also promoted for public institutions | | | | MPADSM  SIGMA | II Q 2022 | | IV Q 2022 | €25,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.14 | Develop methodology for developing the work programme of authorities including an overview of implementation of objectives and performance indicators[[147]](#footnote-147) | Methodology is adopted to encourage result oriented reporting | | | | MPADSM – Directorate for Normative Affairs  MFSW  SIGMA | II Q 2022 | | III Q 2022 | €12,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.15 | Analyse available data and upgrade necessary data and information in two pilot institutions | Analysis covering two pilot institutions MPADSM and HRMA is published | | | | MPADSM  HRMA | II Q 2022 | | III Q 2022 | €25,000 | | MNE Budget |
| 1.1.16 | Increase availability of data held by two pilot institutions | Number of datasets on the websites of two pilot institutions MPADSM and HRMA | | | | MPADSM  HRMA | III Q 2022 | | IV Q 2022 | €25,000 | | MNE Budget |
| 1.1.17 | Improve organisation of work and communication based on available data in two pilot institutions | Plan for improving communication in two pilot institutions MPADSM and HRMA is developed | | | | MPADSM  HRMA | I Q 2023 | | III Q 2023 | €45,000 | | MNE Budget |
| 1.1.18 | Organise training on application of methodology for developing work programmes and reporting on the work of authorities, including an overview of implementation of objectives and performance indicators | At least 70 employees are trained in developing work programmes and reporting on the work of authorities, including an overview of implementation of objectives and performance indicators | | | | HRMA  GSG  MPADSM | IV Q 2022 | | II Q 2023 | €12,000 | | MNE Budget |
| 37 employees in the first training event | | 37 employees in the second training event | |
| 1.1.19 | Improve the normative framework governing administrative disputes | - Law on Administrative Dispute is amended regarding costs of disputes and conduct of oral hearing to reduce the length of administrative disputes   * Training for judges on implementation of the new law | | | | MJHMR  Judicial Training Centre  Administrative Court | II Q 2022 | | IV Q 2022 | €12,000 | | MNE Budget |
| 1.1.20 | Develop analysis with recommendations on the length of administrative disputes in administrative matters | - Analysis of ping-pong cases is developed  - Identification of institutions with the highest % of annulled acts  - Administrative procedure training for identified institutions is delivered | | | | Administrative Court  MPADSM  HRMA  SIGMA | III Q 2022 | | II Q 2024 | €25,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.21 | Improvement of the structure of annual reporting by including overview of the situation regarding implementation of recommendations given by Ombudsman | - Ombudsman’s annual report is improved concerning implemented recommendations and violations of citizens’ rights by public authorities  - Proactive work of Ombudsman through promotion of human rights and freedoms in the context of recommendations given to public authorities | | | | Ombudsman | II Q 2022 | | I Q 2023 | €7,000 | | MNE Budget |
| 1.1.22 | Develop and present Information Brief on unimplemented Ombudsman’s recommendations given to public authorities from previous reporting periods, in order to determine the way to improve the implementation rate | - Information Brief adopted and presented  - Intensive dialogue with the institutions frequently violating citizens’ rights and failing to follow Ombudsman’s recommendations is established | | | | Ombudsman  Parliament Committee  SIGMA | II Q 2023 | | II Q 2024 | €7.000 € | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.23 | Develop plan of Ombudsman’s visits to the authorities having failed to implement recommendations, including methods of follow-up reporting | Plan of Ombudsman’s visits to the authorities having failed to implement recommendations, including methods of follow-up reporting is developed | | | | Ombudsman  Parliament Committee  SIGMA | II Q 2024 | | IV Q 2024 | €8,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.1.24 | Amend the legal framework on internal controls in the public sector | Law on Management and Internal Controls in the Public Sector is amended with respect to managerial accountability | | | | MFSW – Directorate for Central Harmonisation | I Q 2022 | | IV Q 2022 | €5,000 | | MNE Budget |
| 1.1.25 | Raise senior management awareness of managerial accountability | - At least 50 managers and employees are trained on the importance of implementation of managerial accountability in the public administration  - One roundtable meeting on senior management awareness of managerial accountability is held | | | | HRMA  MFSW  MFSW-AMM | III Q 2022 | | IV 2023 | €16,000 | | MNE Budget |
| In 2022 25 managers | | In 2023  25 managers | |
| 1.1.26 | Organise training for internal auditors to improve their skills for evaluating the implementation of managerial accountability | At least 60 internal auditors are equipped with skills for evaluating the implementation of managerial accountability | | | | HRMA  MFSW | I Q 2023 | | IV Q 2023 | €13,000 | | MNE Budget |
| 1.1.27 | Review the quality of management and internal control to evaluate the situation | Reports including situation assessment, identified problems and recommendations for improvement are adopted | | | | MFSW | IV Q 2022 | | II Q 2023 | €2,000 | | MNE Budget |
| 1.1.28 | Promote public administration based on diversity, non-discrimination policies and equal opportunities | Regulatory framework governing and affirming diversity, equality, inclusion is promoted (Law on the Prohibition of Discrimination, Law on Gender Equality, Law on Same Sex Life Partnership) | | | | MPADSM  MJHMR  Line ministries | II Q 2022 | | IV Q 2022 | €15,000 | | MNE Budget |
| 1.1.29 | Develop public administration communications plan affirming diversity, equality, non-discrimination policies and equal opportunities, while considering sector-specific approach to these matters | Communications plan developed and adopted | | | | MPADSM  MJHMR  Line ministries | I Q 2023 | | III Q 2023. | €30,000 | | MNE Budget |
| 1.1.30 | Develop a platform of institutions reflecting the commitment to affirmation of human rights, gender equality, value of diversity and improtance of inclusion | - Websites of institutions are upgraded  - Communications plans of institutions are improved  - Three roundtable meetings are held  - Promotional activities– video, iconography, etc. | | | | MPADSM  MJHMR  Line ministries | I Q 2024 | | IV Q 2024. | €40,000 | | MNE Budget |
| 1.1.31 | Develop methodology for developing gender equality plans in all ministries | Methodology for developing gender equality plans in ministries is developed | | | | MJHMR  GSG | II Q 2022 | | IV Q 2022 | €7,000 | | MNE Budget |
| 1.1.32 | Develop gender equality plans in 3 pilot ministries | At least 3 ministries have developed individual gender equality plans | | | | MJHMR  MCI  MER  GSG | III Q 2022 | | IV Q 2023 | €18,000 | | MNE Budget |

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| OPERATIONAL OBJECTIVE 1.2 | | | Paperless administration | | | | | | | | | |
| Indicator | | | | Baseline value | | | Target value by 2024 | | | Target value in 2026 | | |
| Percentage of public authorities[[148]](#footnote-148) which have established electronic document management system | | | | 38% (2020) | | | 50% | | | 80% | | |
| Percentage of public authorities [[149]](#footnote-149) performing fully electronic exchange (externally) of documents via eDMS | | | | 0 | | | 20% | | | 40% | | |
| Activities | | Output indicator | | | Responsible institutions | Start | | End | Funding | | Source of funding |
| 1.2.1 | Analyse challenges and advantages of eDMS | Analysis of technical eDM systems which are in place is carried out | | | MPADSM – Directorate for Digitalisation and e-Services  SIGMA | I Q 2022 | | III Q 2022 | €27,000 | | MNE Budget  Donor funds Direct support SIGMA |
| 1.2.2 | Redesign eDMS and link it to e-government portal | - Development of technical specification for eDMS redesign  - UX/UI system redesign based on user experience | | | MPADSM | IV Q 2023 | | III Q 2024 | €500,000 | | MNE Budget |
| 1.2.3 | Improve employees’ knowledge of eDMS | - Minimum 150 public administration employees successfully completed eDMS training  - eDMS is linked to electronic Government sessions | | | MPADSM | I Q 2024 | | III Q 2024 | €30,000 | | MNE Budget |
| 1.2.4 | Implement document management system [[150]](#footnote-150) in authorities with the highest volume of interaction with the citizens | - Analysis identifying administrative and technical requirements for establishment of eDMS is developed  - Document management system implemented in additional 16 public authorities | | | MPADSM  Public authorities implementing the system (pilot in selected agencies, administrations, fund) | II Q 2023 | | IV Q 2023 | €430,000 | | MNE Budget |
| 1.2.5 | Introduce eDMS at the local level in four selected LSGUs having no electronic document management system in place | - Situation analysis regarding current status to identify requirements for establishment of eDMS (technical and administrative requirements)  - eDMS is introduced in two selected LSGUs  - eDMS training is organised for a minimum of 60 LSGU employees | | | MPADSM  LSGUs  HRMA | I Q 2023 | | IV Q 2023 | €250,000 | | MNE Budget |
| 1.2.6 | Strengthen the capacity of MPADSM IT Department staff members | Minimum 10 specialised training events for IT personnel | | | MPADSM - Directorate for Digitalisation and e-Services  Specialised IT training providers | I Q 2023 | | IV Q 2023 | €47,000 | | MNE Budget |

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| OPERATIONAL OBJECTIVE 1.3 | | | Strengthening functional and financially independent municipalities to ensure more equal development of all LSGUs | | | | | | | | |
| Indicator | | | | Baseline value | | | Target value by 2024 | | Target value in 2026 | | |
| Number of tasks involving inter-municipal cooperation | | | | 20 (2020) | | | 24 | | 30 | | |
| Ratio of debt of all municipalities to their total revenue (at the level of all municipalities) | | | | 2.86% | | | 2.36% | | 1.86% | | |
| Activities | | | Output indicator | | Responsible institutions | Start | | End | Funding | Source of funding |
| 1.3.1 | Screen the functioning of the local self-government | Screening of current LSGUs tasks is implemented for all areas, including situation assessment, level of implementation and proposed measures for future functioning of LSGUs, challenges faced by LSGUs in performing: delegated and entrusted tasks, transfer of powers to municipalities under strategic documents without ensured funding by central-level authorities, cost-benefit analysis of core LSGU tasks, with recommendations for improvement and options for introducing soft poly-typic functioning system | | | MPADSM  UOM  LSGUs | I Q 2022 | | IV Q 2022 | €30,000 | MNE Budget |
| 1.3.2 | Adopt a plan with recommendations based on findings of the screening activity under 1.3.1 | Plan with recommendations is adopted | | | MPADSM  UOM  LSGUs | IV Q 2022 | | II Q 2023 | €9,000 | MNE Budget |
| 1.3.3 | Amend the Law on Local Self-Government | Law on Local Self-Government Amendments regulating the following are adopted:  - harmonisation with the Law on Civil Servants and State Employees  - improvement of administrative oversight over the work of public services  - elimination of challenges in implementing the current Law  - inter-municipal cooperation  - use of electronic services of trust of LSGU performed by the state administration authority in charge of electronic administration affairs and electronic business operations  - other amendments according to the screening results | | | MPADSM  MFSW  UOM  LSGUs | IQ 2023 | | IIIQ 2023 | €3,000 | MNE Budget |
| 1.3.4 | Promote the mechanism of inter-municipal cooperation | Two workshops on the importance of inter-municipal cooperation are held and attended by all LSGUs | | | MPADSM  UOM  LSGUs | I Q 2023 | | IV Q 2023 | €13,000 | MNE Budget |
| 1.3.5 | Carry out analysis of challenges associated with the collection of local public revenues and fiscal capacity of LSGUs | Analysis with action plan for improving the collection of local public revenues is carried out | | | MPADSM  UOM  LSGUs  SIGMA | II Q 2022 | | IV Q 2022 | €13,000 | MNE Budget  Donor funds Direct support SIGMA |
| 1.3.6 | Strengthen oversight of LSGU financial operations by giving opinions on the budget and periodic reports on the financial situation of LSGUs which will include concrete recommendations | - Outstanding debt of local self-governments is reduced in absolute amounts  - Number of issued opinions  - Number of controls of budget inspectorate | | | MFSW – Directorate for LSG and majority state-owned companies | III Q 2023 | | IV Q 2024 | €15,000 | MNE Budget |
| 1.3.7 | Increase the share of own revenue in the current revenue of LSGUs | - Number of training events to strengthen the capacity of LSGs to collect own revenues  - Normative framework for collection of own revenues is improved | | | MFSW  LSGUs  UOM | IV Q 2022 | | IV Q 2023. | €5,000 | MNE Budget |
| 1.3.8 | Strengthen the capacity of LSGUs legal representative concerning property and legal interests | - At least 20 persons completed training  - Role of the LSGU legal representative is affirmed by means of training addressing amended decision on internal organisation and method of operation of local self-government bodies, workshops etc. | | | HRMA  MPADSM  UOM  LSGUs | I Q 2023 | | IV Q 2023 | €18,000 | MNE Budget |

**STRATEGIC GOAL II**

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

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| **OPERATIONAL OBJECTIVE 2.1** | | **Higher efficiency of service delivery and introduction of service delivery quality management** | | | | | | | | | | |
| **Indicator** | | | **Baseline value** | | **Target value until 2024** | | | | **Target value in 2026** | |
| Number of institutions with introduced quality management system | | | 0 | | 5 | | | | 15 | |
| Citizens’ satisfaction with public services (Balkan barometer) [[151]](#footnote-151) | | | 3,3 | | 3,5 | | | | 3,7 | |
| Percentage of administrative acts cancelled by the Administrative Court | | | 20,33% | | 20% | | | | 18% | |
| **Activities** | | **Output indicator** | | **Responsible institutions** | | **Commencement of activities** | **Completion of activities** | **Fnnds required for implementation** | | **Source of funding** | |
| 2.1.1 | Defining Road Map for introducing service delivery quality management system | Road Map defined at the Council for Public Administration Reform | | MPADSM | | I Q 2022 | III Q 2022 | 27.000 € | | Montenegro budget | |
| 2.1.2 | Development of methodology for introduction of quality management in the public administration system | Methodology for introduction of quality management in the public administration system developed and promoted | | MPADSM  ReSPA | | III Q 2022 | II Q 2023 | 10.000 € | | Montenegro budget  Donor funds  Direct assistance  ReSPA | |
| 2.1.3 | Implementation of quality management mechanism CAF and CAF evaluation of performance | CAF model implemented in three institutions/organizational units of the administration  Report on external CAF evaluation in institutions/organizational units of the administration | | MPADSM  ReSPA | | III Q 2022 | II Q 2024 | 75.000 € | | Montenegro budget  Donor funds  Direct assistance  ReSPA | |
| 2.1.4 | Establishing Network for Quality Management in Public Administration | - Institutions with the highest frequency of service provision to citizens and businesses in Montenegro identified  - Focal points for establishing Network for Quality Management in Public Administration identified  - Minimum three Network meetings held | | MPADSM  Public administration authorities | | II Q 2023 | IV Q 2024 | 18.000 € | | Montenegro budget | |
| 2.1.5 | Raising awareness on quality management system (CAF as one of the methods) and its relevance for public administration | - Experience and best practice exchanged between public administration employees aiming at raising service quality and service users satisfaction (via training, study visits, round tables, regional initiatives)  - Web page development designated to quality management  - Promotion activities on social media and videos, presentation of good practice at two round tables implemented | | MPADSM  Chamber of Economy  ReSPA | | III Q 2022 | IV Q 2024 | 53.000 € | | Montenegro budget  Donor funds  Direct assistance  ReSPA | |
| 2.1.6 | Work processes mapping with a view to optimize operations and introduction of management system at the level of public administration | Analysis for improving work processes and services with specific recommendations for improving internal organization developed in minimum four pilot institutions (MPADSM, Sports and Youth Administration, Agency for Personal Data Protection and Free Access to Information, Social Welfare Center Podgorica, Employment Agency)  - Improvement and digitalization of internal procedures (including simplification)  - Reorganization and optimal work processes implemented in line with the Analysis | | MPADSM  MFSW  APDPFAI  Social Welfare Center Podgorica  Employment Agency  Sports and Youth Administration  LSGUs (Nikšić, Pljevlja) | | II Q 2022 | II Q 2023 | 370.000 € | | Montenegro budget | |
| 2.1.7 | Improving reporting on administrative decisions quality | Methodology improved with adjudication on the merits in the II instance, data exchange as official duty and authorized official, parties present their position on the results of the proceedings and ping pong effect, repeated proceedings, detailed statistics on deciding of the Administrative Court with emphasis on the number and content of final decisions on its own merits in respect to specific administrative matter, and the number of decisions when administrative matters have been returned for repeated proceedings | | MPADSM -  Directorate for Efficient Good Governance Implementation SIGMA | | III Q 2022 | I Q 2023 | 6.000 € | | Montenegro budget  Donor funds  Direct SIGMA funds | |
| 2.1.8 | Creation of Catalogue of services in pilot institutions | Catalogue of services and administrative procedures pilot project in five institutions with cost estimate and possibility of digitalization of specific services | | MPADSM -  Directorate for Efficient Good Governance Implementation | | I Q 2022 | IV Q 2022 | 85.000 € | | Montenegro budget | |
| 2.1.9 | Creation of Catalogue of all services at the central and local level | *Off-line and On-line* Services Catalogue with analysis of their condition/quality with the concept of *“human centered design”* with an overview of administrative procedures and recommedations for further aligning of bylaws wth the Law on Administrative Procedure developed | | MPADSM  Public administration authorities  SIGMA | | I Q 2023 | IV Q 2024 | 372.000 € | | Montenegro budget  Donor funds  Direct SIGMA funds | |
| 2.1.8 | MPADSM change management capacities improvement | Minimum 20 MPADSM civil servants attended specialized trainings related to work processes management, quality of delivered services and change of culture modeled after countries with the best practice | | MPADSM | | I Q 2023 | IV Q 2023 | 16.000 € | | Montenegro budget | |

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| **OPERATIONAL OBJECTIVE 2.2** | | **Full interoperability of information systems and increased number of electronic services with high level of sophistication** | | | | | | | | |
| **Indicator** | | | **Baseline value** | **Target value until 2024** | | | | **Target value in 2026** | | |
| Number of digitalized services in a single portal in areas defined in line with EU methodology “eGovernment Benchmark”[[152]](#footnote-152) | | | 0 (2020) | 10 digitalized services in a single portal | | | | 20 digitalized services in a single portal | | |
| Percentage of electronically submitted requests compared to the total number of submitted requests by users for pilot service use[[153]](#footnote-153) | | | 0**[[154]](#footnote-154)** | 15% per pilot service | | | | 45% per pilot service | | |
| Number of electronic exchanges from registries in metaregistry | | | 8 (2021) | 30 | | | | 50 | | |
| Number of municipalities exchanging data using SISEDE | | | 1 (2021) | 10 | | | | All LSGUs | | |
| **Activities** | | **Output indicator** | **Responsible institutions** | | **Commencement of activities** | **Completion of activities** | **Funds required for implementation** | | **Source of funding** |
| 2.2.1 | “Montenegro Digital” project implementation | - Project adopted by the Government  - Report on annual project implementation | MPADSM | | I Q 2022 | III Q 2024 | 1.900.000 € | | Montenegro budget |
| 2.2.2 | Designing new single public administration ePortal[[155]](#footnote-155) | - New public administration portal designed based on once-only principle in regards to integration of separated systems as a single point for all services of public administration: electronic payments, electronic authentication and electronic identification of users (availability of services delivered by LSGUs)  - eGovernment portal improved to be accessible to people with disabilities | MPADSM –  Directorate for Digitalization and eServices | | II Q 2022 | IV Q 2024 | 655.000 € | | Montenegro budget  Donor funds  EU/UNDP  Project “eServices and digital infrastructure as measures of response to COVID-19” |
| 2.2.3 | Development of new eServices in a single public administration portal in key life events | - 10 new eServices developed in line with *eGovernment Benchmark* minimum level of sophistication 3\*/4\***[[156]](#footnote-156)**  - Promotion activities- short videos on use of services, video instructions, information campaigns | MPADSM  Public administration authorities | | I Q 2022 | IV Q 2024 | 337.000 € | | Montenegro budget  Donor funds  EU/UNDP  Project “eServices and digital infrastructure as measures of response to COVID-19” |
| 2.2.4 | Analyzing method for keeping and managing public administration authorities and local self-government units registries | Analysis on the method for keeping and managing public administration authorities and local self-government units registries adopted with proposal of measures for improvement | MoI  MPADSM  MFSW | | I Q 2023 | IV Q 2023 | 7.000 € | | Montenegro budget |
| 2.2.5 | Setting up electronic exchange of data between registries[[157]](#footnote-157) | - Development of new data exchange web services  - Minimum 30 public administration civil servants attended training for setting up electronic data exchange between registries and SISEDE use | MPADSM  MoI  MJHMR  Tax Administration  UMM  LSGUs  Cadastre | | I Q 2022 | IV Q 2023 | 378.000 € | | Montenegro budget |
| 2.2.6 | Establishing Certification Authority (CA) for state administration authorities and local self-government authorities needs and provision of qualified trust electronic services (certificates for: qualified electronic signature, qualified electronic seal and service of qualified time stamp) | - Certification Authority (CA) established with the status of qualified provider of trust electronic services  - Number of issued certificates for state administration authorities needs for: qualified electronic signature and qualified electronic seal  - Number of state administration authorities using qualified time stamp service  - Number of local self-government authorities and administration authorities using qualified time stamp service | MPADSM  LSGUs | | I Q 2022 | I Q 2023 | 49.000 € | | Montenegro budget |
| 2.2.7 | Connecting LSGUs to SISEDE aiming at data exchange | Technical requirements and safety standards for LSGUs access to this system aiming at data exchange established | MPADSM  LSGUs | | I Q 2022 | IV Q 2023 | 270.000 € | | Montenegro budget |
| 2.2.8 | IT system upgrade with a view of data collection for statistical purpose | Increased use of CAPI, CAWI and introduction of CATI method for data collection | MONTSTAT | | I Q 2023 | IV Q 2023 | 590.000 € | | Montenegro budget  Donor funds  IPA III |
| 2.2.9 | Establishing efficient information systems (IS) and electronic services auditing within state administration authorities | - Guidelines for IS and electronic services auditing in state administration authorities developed  - Two workshops for IT sector employees implemented aiming at training on key standards in managing IS | MPADSM  MFSW | | III Q 2022 | II Q 2023 | 27.000 € | | Montenegro budget |
| 2.2.10 | Risk identification system quality raising in the process of IS and electronic services management | - Framework for risk identification in the process of IS management and use by state administration authorities analyzed aiming at creating guidelines for raising IS quality level  -Two workshops implemented for leaders on the role of IS auditing in raising the quality of risk management and controls in the area of IS and electronic services | MPADSM  MFSW | | II Q 2022 | II Q 2023 | 38.000 € | | Montenegro budget |
| 2.2.11 | Conducting analysis of needs and existing tools for IS auditing support with reference to use of CAAT software | Analysis on support tools for IS auditing conducted | MPADSM  MFSW | | II Q 2023 | IV Q 2023 | 8.000 € | | Montenegro budget |

**STRATEGIC GOAL III**

**PROFESSIONAL PUBLIC ADMINISTRATION**

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| **OPERATIONAL OBJECTIVE 3.1** | | **Efficient HR planning system based on identified needs, depoliticization and improving human resources recruitment procedure and further digitalization of civil service system** | | | | | | | | | | | | | | |
| **Indicator** | | | | **Baseline value** | | | | **Target value until 2024** | | | | | **Target value in 2026** | | | | |
| Percentage of authorities[[158]](#footnote-158) which developed their HR plan with improved quality through CPR  Percentage of local self-government authorities and services at the local level[[159]](#footnote-159) which developed their HR plans through CPR in line with LCSSE and in line with LLSG | | | | 28.5% of state authorities (2021)  0% of local self-government authorities and services (2021) | | | | 70% of state authorities  30% of local self-government authorities and services | | | | | 100% of state authorities  100% of local self-government authorities and services | | | | | |
| Percentage of public institutions with adopted HR plan | | | | 0 | | | | Baseline established | | | | | 100% public institutions | | | | | |
| Percentage of HR plans adopted by state authorities and local self-government authorities | | | | 63% of state authorities HR plans  37% of local self-government authorities HR plans (2020) | | | | 100% of state authorities and local self-government authorities HR plans | | | | | 100% of state authorities and local self-government authorities HR plans | | | | | |
| Average number of candidates per advertisement | | | | Internal advertisement 1.1 (2020)  Public advertisement 4.8 (2020) | | | | 1.6  5 | | | | | 1.8  5.5 | | | | | |
| Average number of candidates per competition | | | | 2.14 (2020) | | | | 4 | | | | | 6 | | | | | |
| Number of HR functions where records are kept through HRIS alone | | | | 0 (2020) | | | | 3 [[160]](#footnote-160) | | | | | 5 [[161]](#footnote-161) | | | | | |
| Percentage of local self-governments with developed HRIS | | | | 0 | | | | 30% LSGs | | | | | 100% LSGs | | | | | |
| **Activities** | | | **Output indicator** | | **Responsible institutions** | **Commencement of activities** | | | **Completion of activities** | | **Funds required for implementation** | | | **Source of funding** | |
| 3.1.1 | Conducting analysis of civil service system within public administration | | - Analysis of civil service system conducted with reference to further model of developing civil service system, scope and further recommendations for improving civil service system  - Action Plan developed based on conducted analysis | | MPADSM –  Directorate for Normative Affairs  SIGMA | | III Q 2022 | | | II Q 2023 | | 14.000 **€** | | | Montenegro budget  Donor assistance –direct SIGMA support | |
| 3.1.2 | Developing amendments to the Law on Civil Servants and State Employees | | With the focus on strengthening internal labor market, mobility, amendments to assessing capacities and competences of civil servants, amendments to assessment procedure, internal labor market | | MPADSM | | II Q 2023 | | | IV Q 2024 | | 7.000 **€** | | | Montenegro budget | |
| 3.1.3 | Adopting Framework of Competences | | Framework of Competences for all categories of civil servants and applying the Framework of Competences within the recruitment and assessment procedures – developed and adopted | | MPADSM  HRMA | | I Q 2022 | | | I Q 2023 | | 9.000 **€** | | | Montenegro budget | |
| 3.1.4 | Innovation of Guidelines for HR Plan Development | | HR Plan Development Guidelines amended in regards to alignment of HR plan development steps with the Law on Budget, previous analysis of employment needs, financial estimate for new employment with mid-term budget estimate, mandatory items and form for requests for budget funds allocation, termination of employment in the event that it includes severance pay, with information on employment outside of HR plan and other | | MPADSM HRMA  UMM  MFSW | | I Q 2022 | | | III 2022 | | 17.000 € | | | Montenegro budget | |
| 3.1.5 | Organizing trainings for civil servants in charge of innovated HR plan development | | Minimum 90 civil servants trained | | HRMA | | III Q 2022 | | | IV Q 2024 | | 9.000 € | | | Montenegro budget | |
| 3.1.6 | Establishing working group of MFSW-MPADSM-HRMA for the purpose of preparing connection between HR plans and Budget draft | | - Identified focal points from relevant institutions with the purpose of preparing  -Improved coordination between identified institutions in regards to HR plan and Budget development coordination | | MPADSM  MFSW  HRMA | | II Q 2022 | | | IV Q 2022 | | 3.000 € | | | Montenegro budget | |
| 3.1.7 | HR plan connection to the Budget | | - HR plans connected to Budget preparation, by means of improving HR Plans Development Guidelines, and development quality control and HR plans adoption and results monitoring  - Analysis of quality of previous HR plans | | MPADSM  MFSW  HRMA | | III Q 2022 | | | IV Q 2022 | | 2.000 € | | | Montenegro budget | |
| 3.1.8 | Improving inspection supervision of HRIS data | | - Regular supervision plan publicly available  -Inspection supervision of HRIS conducted | | AIA  HRMA | | III Q 2022 | | | IV Q 2023 | | 4.000 € | | | Montenegro budget | |
| 3.1.9 | Improving applied candidates selection procedure | | * Decree on Assessment of Knowledge, Skills and Competences improved * Developed system for e-application of candidates for HRMA positions (with electronic delivery note) | | MPADSM  HRMA | | I Q 2022 | | | I Q 2023 | | 60.000 € | | | Montenegro budget | |
| 3.1.10 | Implementing promotion activities aiming at encouraging employment within public administration | | - Developed videos on candidate selection process  - Established HRMA communication via social media – FB, Instagram and YouTube channel | | HRMA | | III Q 2022 | | | IV Q 2024 | | 46.000 € | | | Montenegro budget | |
| 3.1.11 | Establishing ILIAS platform for online learning with training programs | | - ILIAS platform for online training established at HRMA  - Minimum three training programs developed at online platform for training | | HRMA | | I Q 2022 | | | IV Q 2024 | | 195.000€ | | | Montenegro budget | |
| 3.1.12 | Establishing internal mobility of civil servants via digital platform “Use Opportunities” | | Developed module on ILIAS platform with available profiles of all civil servants and the list of key projects to be implemented by the Government for the purpose of making a link between necessary and available civil servants skills | | HRMA  MPADSM | | I Q 2023 | | | III Q 2023 | | 54.000 € | | | Montenegro budget | |
| 3.1.13 | Establishing efficient functioning of Human Resources Information System | | - Developed business processes analysis with recommendations on further HRIS components development  - HRIS upgraded with the following modules:   * HR plan * Training process from applying to evaluation * Annual leave recording process from applying to implementation * Training planning process for all state authorities and local self-government authorities – connected to the budget * HRIS improved with forms on legal employment status (decision on appointing form, decision on employment form, decision on job assignment form, decision on termination of employment form, annual leave decision form and the like) | | HRMA | | III Q 2022 | | | II Q 2024 | | 152.000 € | | | Montenegro budget | |
| 3.1.14 | Improving civil servants capacities for innovated HRIS use | | - Instruction on HRIS Use improved in view of new modules  – Three presentations organized on HRIS importance for heads of authorities and higher managerial staff  - Three trainings organized for minimum 20 focal points for HR management | | HRMA | | II Q 2024 | | | IV Q 2024 | | 25.000 **€** | | | Montenegro budget | |
| 3.1.15 | HRIS software upgrade related to HRIS local level development | | - Analysis on the State of Play in HR Management within HR units on local level developed  - Tender procedure development/project prepared and tendering  - Local level HRIS system upgrade with HRIS functions at the central level | | HRMA MPADSM  LSGUs  UMM | | II Q 2022 | | | II Q 2024 | | 62.000 € | | | Montenegro budget | |
| 3.1.26 | Local level civil servants knowledge on HRIS use improvement | | - Instruction on entering data into HRIS, development of HR plans, monitoring and reporting implemented  – Three trainings organized for minimum 60 local level civil servants | | HRMA  MPADSM  LSGUs  UMM | | II Q 2024 | | | IV Q 2024 | | 13.000 **€** | | | Montenegro budget | |

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| **OPERATIONAL OBJECTIVE 3.2** | | **Public administration attractive employer – efficient system of assessment, promotion and rewarding based on merits and continuous development** | | | | | | | | | |
| **Indicator** | | | **Baseline value** | | | **Target value until 2024** | | | **Target value in 2026** | | |
| Percentage of assessed civil servants in state authorities[[162]](#footnote-162) | | | 63,38%[[163]](#footnote-163) (2019) | | | 100% | | | 100% | | |
| Percentage of civil servants promoted or rewarded based on their performance assessment | | | 0 | | | 10% | | | 15% | | |
| Percentage of state authorities, state administration authorities and local self-government units with strategic training planning | | | Absence of strategic planning of training within state authorities, state administration authorities and local self-government units | | | 50% | | | 100% | | |
| Percentage of new civil servants who were trained during their first year of work at initial positions of civil servant posts | | | Training program for new employees developed | | | 50% | | | 80% | | |
| Percentage of institutions measuring satisfaction of state level civil servants and local level civil servants | | | 0% | | | 50% of state administration authorities  20% of LSGUs | | | 70% of state administration authorities  40% of LSGUs | | |
| **Activities** | | **Output indicator** | | **Responsible institutions** | **Commencement of activities** | | **Completion of activities** | **Funds required for implementation** | | **Source of funding** |
| 3.2.1 | Improving the quality of Internal Organization Acts | -Amended criteria for systematization acts development aiming at improving their quality using clear and precise job descriptions and description of competences necessary for good performance (mandatory development of analysis of existing jobs, job description of civil servant posts and requirements for duties concerned) and monitoring and evaluation of employees performance  - Commission for Opinion Provison on Systematization Acts comprised of HRMA, MPADSM, MFSW representatives established | | MPADSM  HRMA SIGMA | III Q 2022 | | II Q 2023 | 17.000 € | | Montenegro budget  Donor funds |
| 3.2.2 | Improving employees performance assessment system | * Manual amended regarding employees performance assessment * Employees in state authorities assessed using HRIS in pilot authorities | | HRMA  LSGUs  NGO | II Q 2022 | | IV Q 2022 | 15.000 € | | Montenegro budget |
| 3.2.3 | Connecting assessment system with further professional development and training | - Performance based assessment system is connected to necessary trainings for further employees development  - Employees attend professional development trainings on the basis of identified weaknesses within annual assessment process | | HRMA | I Q 2023 | | III Q 2024 | 23.000 € | | Montenegro budget |
| 3.2.4 | Improving of rewarding system | System improved based on performance results(related to activity 3.3.2 – Law on Salaries in the Public Sector and Law on amendments to the Law on Civil Servants and State Employees amended in respect to employees performance measuring and defining efficient mechanism between employees performance results and rewarding) | | MFSW  MPADSM  HRMA | III Q 2022 | | IV 2023 | 18.000 € | | Montenegro budget |
| 3.2.5 | Training implementation in line with authorities needs | - Guidelines for development of training needs analysis revised  - Five trainings for employees competent for training needs analysis implementation at the central and the local level realized | | HRMA  MPADSM  UMM | III Q 2022 | | I Q 2023 | 127.000 € | | Montenegro budget |
| 3.2.6 | Improving of professional development and training system | Decree on Professional Development and Training amended in regards to program type, training effect analysis, training cycle management | | MPADSM  HRMA | II Q 2022 | | III Q 2022 | 7.000 € | | Montenegro budget |
| 3.2.7 | Set up/revise new civil servants training programs | - New civil servants training program set up/revised  - Two cycles of new civil servants training programs realized | | HRMA | III Q 2022 | | IV Q 2023 | 62.000 € | | Montenegro budget |
| 3.2.8 | Improving platform for e-trainings – establishing Digital Academy | -Guidelines for e-trainings developed at HRMA  -E-trainings platform improved  - Minimum 20 trainings developed in line with guidelines for e-trainings | | HRMA | III Q 2022 | | IV Q 2023 | 72.000 € | | Montenegro budget |
| 3.2.9 | Existing units/focal points for human resources analysis | - Developed analysis with recommendations for further improvement of work of units /focal points for human resources  - Minimum 50 HR civil servants successfully finished training for acquiring knowledge and skills for HR management | | HRMA  MPADSM | II Q 2022 | | IV Q 2022 | 66.000 € | | Montenegro budget |
| 3.2.10 | Network for Human Resources Management at the central level agenda development | - Analysis related to application solution for Network activities information exchange developed  - E-platform for the Network established | | HRMA  HR management units | II Q 2022 | | III Q 2023 | 39.000 € | | Montenegro budget |
| 3.2.11 | Promoting the work of Network for Human Resources Management at the central level | - Minimum three Network for Human Resources Management meetings  - Development and distribution of Network activities promotion material | | HRMA  HR management units | II Q 2023 | | III Q 2023 | 9.000 € | | Montenegro budget |
| 3.2.12 | Implementing specialized trainings for HRMA employees | Minimum 20 employees at HRMA and MPADSM attended standardized trainings of HR management institute in the country with the best HR management practice | | HRMA | II Q 2022 | | IV 2023 | 15.000 € | | Montenegro budget |
| 3.2.13 | Organizing gender equality trainings for public administration employees | 200 participants attended gender equality trainings | | HRMA | II Q 2022 | | IV Q 2023 | 45.000 € | | Montenegro budget |
| 3.2.14 | Organizing training on inclusive public administration based on human rights principles | Two trainings on inclusive public administration based on human rights principles organized for: civil servants, managerial staff, Government Commissions members (Commission for Economic Affairs (CEA) and Commission for Political System (CPS)), HR Commission members and HRMA, integrity managers, PR civil servants | | HRMA | I Q 2023 | | III Q 2024 | 12.000 € | | Montenegro budget |
| 3.2.15 | Leader competences development program preparation | - Leader competences training developed including principles of diversity, equality, inclusiveness and accessibility  - 30 leaders attended leader competences training  - Expert group for encouraging 21st century leadership within public administration aiming at improving organizational culture and motivating managerial styles in the public administration established | | HRMA  MPADSM  GSG  Prime Minister Office | I Q 2023 | | IV Q 2024 | 43.000 € | | Montenegro budget |
| 3.2.16 | Mentorship modules for public administration leadership development | - Mentorship modules for public administration leadership with focus on integrating principles of equality and human rights respect developed  - 100 public administration employees received mentoring through modules | | HRMA  MPADSM  GSG  Prime Minister Office | III Q 2023 | | IV Q 2024 | 23.000 € | | Montenegro budget |
| 3.2.17 | Promotion of public administration based on principles of diversity, equality and non-discriminatory policy | - Organized round table with the topic of public administration based on principles of diversity, equality and anti-discrimination in the process of recruitment and work within public administration authorities at leadership level  - Videos for promotion of public administration based on principles of diversity and equality created | | MPADSM | II Q 2022 | | IV Q 2024 | 56.000 € | | Montenegro budget |
| 3.2.18 | Public administration employees digital skills improvement | - Digital skills training program designed  - Training for minimum 80 civil servants implemented | | HRMA  MPADSM | II Q 2022 | | II Q 2024 | 49.500 € | | Montenegro budget |
| 3.2.19 | Public administration employees digital skills improvement – within financial services | -Training program for public administration financial services employees designed  -20% of public administration financial services employees trained | | HRMA MPADSM | II Q 2022 | | II Q 2024 | 49.500 € | | Montenegro budget |
| 3.2.20 | Public administration employees digital skills improvement – within legal services | -Training program for public administration legal services employees designed  -20% of public administration legal services employees trained | | HRMA MPADSM | II Q 2022 | | II Q 2024 | 49.500 € | | Montenegro budget |
| 3.2.21 | Implementing promotion campaign on relevance of improving public administration employees digital skills | - Promotion campaign on importance of improving public administration employees digital skills developed  - Number of promotion activities | | MPADSM | I Q 2023 | | IV Q 2024 | 49.500 € | | Montenegro budget |
| 3.2.22 | Improving of skill gaps in respect to digital skills for future IT engineers positions within public administration | - Accredited digital skills program needed for IT engineer positions within public administration  - Minumum 120 persons trained on digital skills | | University of Montenegro  Employment Agency  MPADSM  NGO | III Q 2023 | | IV Q 2024 | 307.000 € | | Montenegro budget |
| 3.2.23 | Improving capacities on e-accessibility concept | - 200 public administration employees trained on eAccessibility concept (document development)  - 50 public administration website editors and 50 public administration website administrators trained on eAccessibility standards application in the process of public administration authorities websites planning and development  - 5 MPADSM employees trained/certified in the area of eAccessibility standards for portal GOV.ME (WCAG 2.1) administrators. | | HRMA  MPADSM  LSGUs | II Q 2022 | | IV Q 2023 | 98.000 € | | Montenegro budget |
| 3.2.24 | Administrators for applicative section of Single Information System for Electronic Data Exchange (SISEDE) capacities strengthening | 40 administrators of SISEDE information system trained | | HRMA  MPADSM | I Q 2022 | | IV Q 2023 | 12.000 € | | Montenegro budget |
| 3.2.25 | Content administrators at portal data.gov.me training implementation | 66 administrators of data.gov.me information system trained | | HRMA MPADSM | I Q 2022 | | IV Q 2023 | 16.000 € | | Montenegro budget |
| 3.2.26 | Promotion of data preparation in open data format | - Number of trainings held for public administration and local self-government units with the purpose of improving their skills and understanding when preparing data in open data format  - Number of workshops held on the topic of open data for diverse stakeholders | | MPADSM  HRMA  CEM | II Q 2022 | | IV Q 2023 | 47.000 € | | Montenegro budget |
| 3.2.27 | Raising awareness on eServices provision relevance | - Number of implemented promotion events/workshops about public administration eServices provision relevance  - Number of trained administrators and moderators of eGovernment portal | | MPADSM  HRMA | III Q 2022 | | IV Q 2024 | 25.000 € | | Montenegro budget |
| 3.2.28 | Raising capacities of civil servants at MPADSM on ICT project management | 10 employees trained on ICT project management | | MPADSM | I Q 2022 | | IV Q 2023 | 19.000 € | | Montenegro budget |
| 3.2.29 | Training implementation in ISO standards and GDPR (for certificates for implementators and internal audits) | - 20 public administration employees trained/certified for one of ISO standards  - 20 public administration employees trained for GDPR | | MPADSM | I Q 2022 | | IV Q 2023 | 25.000 € | | Montenegro budget |
| 3.2.30 | Improvement of system for measuring public administration employees satisfaction | - Methodology for public administration employees satisfaction measuring improved  - Standardized guidelines for public administration employees satisfaction measuring developed | | HRMA  MPADSM | III Q 2022 | | III Q 2024 | 22.500 € | | Montenegro budget |
| 3.2.31 | Implementing training for focal points within HR management units on employees satisfaction measuring procedures | - Number of HR management focal points trained on employees satisfaction measuring procedure  -Promotion activities on importance of measuring employees satisfaction | | HRMA  MPADSM | III Q 2022 | | III Q 2024 | 22.500 € | | Montenegro budget |

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| **OPERATIONAL OBJECTIVE 3.3** | | **Optimal administration** | | | | | | | | | |
| **Indicator** | | | **Baseline value** | | | **Target value until 2024** | | | **Target value in 2026** | |
| Number of institutions with amended organizational and functional structure based on functional analyses recommendations | | | 0 | | | The value shall be defined after conducting functional analyses | | | The value shall be defined after conducting functional analyses | |
| Share of the total number of employees at the central and the local level[[164]](#footnote-164) in the total number of employees in Montenegro[[165]](#footnote-165) | | | 26% | | | 23.7% | | | 22.3% | |
| **Activities** | | **Output indicator** | | **Responsible institutions** | **Commencement of activities** | | **Completion of activities** | **Funds required for implementation** | | **Source of funding** | |
| 3.3.1 | Records/registry development for all employees at the central level financed from the budget of Montenegro | Records of employees at the central level developed at MFSW | | MFSW  LSGUs | I Q 2022 | | III Q 2022 | Funds not required | | Montenegro budget | |
| 3.3.2 | Improvements to the normative framework regulating public sector salary system | * Law on Salaries amended in respect to employees performance measuring and defining efficient mechanism between employees performance results and rewarding; establishing mandatory single records keeping on the number of employees financed from the budget, creation of legal basis for employment termination by mutual consent and redundant labor with severance pay [[166]](#footnote-166) and establishing mechanism for limiting employment of persons who received severance pay with establishing of adequate mechanism for limiting re-recruitment within public administration during defined period of time, after receiving severance pay * Relevant bylaws amendment | | MFSW  MPADSM  MED  LSGUs | I Q 2022 | | IV Q 2022 | 7.000 € | | Montenegro budget | |
| 3.3.3 | Labor Law amendments | Labor Law amended in respect to establishing HR planning (HR plans) in institutions financed from the budget | | MED  MPADSM  MFSW | II Q 2022 | | IV Q 2022 | 3.000 € | | Montenegro budget | |
| 3.3.4 | Establishing efficient mechanism for concluding temporary service contracts and temporary employment contracts | - Increased inspection supervision of concluding temporary service contracts and temporary employment contracts[[167]](#footnote-167)  - Personal Income Tax Law amended in respect to temporary service contracts tax rate increase  - Promotion of concept on recruitment from the list of those who passed capacities assessment up to six months, in line with LCSSE | | MFSW  LSGUs | I Q 2022 | | IV Q 2024 | 17.000 € | | Montenegro budget | |
| 3.3.5 | Public administration functional analysis development in stages | Public administration functional analysis with stages developed with recommendations for improvements in education and health sector (internal work processes, public administration efficiency and accountability, HR policy, number of employees and the like) | | MPADSM MFSW  LSGUs  World Bank | III Q 2022 | | III Q 2024 | 505.000 € | | Montenegro budget | |
| 3.3.6 | Coordination of implementation of public administration optimization recommendations (including development of functional analyses) | - Teams established applying sectoral approach aiming at monitoring of recommended optimization measures implementation and developed functional analyses  - Recommendations implementation in respect to developed functional analyses (according to AP time frame)  - Coordination teams reporting on developed functional analyses implemented recommendations | | MFSW  MPADSM  All ministries  All PA authorities Public institutions | II Q 2023 | | III Q 2024 | 407.000 € | | Montenegro budget | |
| 3.3.7 | Development of c*ost-benefit* analysis on introducing common services for key administration functions aiming at work processes optimization | - Analyses with recommendations on introducing common functions developed (legal service, accounting, HR management, procurement, real-estate management and the like) and merging regional units of authorities merged at the central level based on the Decree on Public Administration Organization[[168]](#footnote-168)  - Action Plan with defined further activities developed based on analysis recommendations  (\*connected to activity 1.1.12) | | MFSW  MPADSM  MED  MCI  SIGMA | III Q 2022 | | IV Q 2023 | 108.000 € | | Montenegro budget | |
| 3.3.8 | Creation of mechanism for controlling medical certificates for temporary inability to work (sick leave) | - Amended normative framework on health care adopted  - Analytical material on the number of sick leaves and financial implications developed  - Temporary inability to work monitoring mechanism created | | MH  MFSW  MPADSM | III Q 2022 | | IV Q 2024 | 15.000 € | | Montenegro budget | |

**STRATEGIC GOAL IV**

**TRANSPARENT AND OPEN PUBLIC ADMINISTRATION**

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| **OPERATIONAL OBJECTIVE 4.1** | | **Improvement of the functioning of the system of legal protection in the FAI area and strengthening of the capacities of the Personal Data Protection and Free Access to Information Agency** | | | | | | | | | |
| **Indicator** | | | **Baseline value** | | **Target in 2024** | | | | | **Target in 2026** | |
| Share of decisions of the Agency annulled by the Administrative Court, in relation to the total number of judgements in administrative disputes in relation to the decisions of the Agency | | | 42.17%[[169]](#footnote-169) (2020) | | -10% in relation to the baseline value | | | | | -15 % in relation to the baseline value | |
| Share of Administrative Court decisions in administrative disputes instituted because of the failure of the Agency to issue decision | | | 82.28% (2020) | | 55% | | | | | 40% | |
| Share of authorities which register requests for access to information in the information system (in relation to the total number of authorities) | | | 85.9%[[170]](#footnote-170) (2020) | | +10% in relation to the baseline value | | | | | +20% in relation to the baseline value | |
| **Activities** | | **Performance indicator** | | **Competent institutions** | | **Beginning** | | **End** | **Funds** | | **Funding source** |
| 4.1.1. | Improvement of the Free Access to Information Law | - FAI Law innovated in accordance with international and European standards  - Amendments to the Law adopted | | MPADSM – Legislative Affairs Directorate  PDPFAIA | | I Q 2022 | IV Q 2022 | | € 3.000 | | MNE Budget |
| 4.1.2. | Improvement of the appeal and other procedures as well as of the formal organizational setup and practice of the Agency | - Analysis of the appeal procedure and other procedures conducted by the Agency developed  - Analysis of internal organizational structure of the Agency and of the processes (relation between the Council and expert service) with recommendations for improvement conducted | | PDPFAIA | | I Q 2022 | II Q 2024 | | € 5.000 | | MNE Budget  Donor funds |
| 4.1.3. | Digitization and improvement of work on the cases and record keeping | - Needs analysis conducted and ToR developed (with the option of establishing links with the information system, with the Administrative Court and the Supreme Court)  - Electronic document management system introduced in the Agency | | PDPFAIA  MPADSM | | I Q 2022 | II Q 2024 | | € 60.000 | | MNE Budget |
| 4.1.4. | Improvement of the functioning of the Agency information system and data publishing | - Analysis developed of the functioning of the information system from Article 41/2 of FAI Law  - categorization revised, data input plan developed and the plan of basic statistical indicators (rulebook, plan)  - Database on the authorities published in the open format  - Appeals data entered (appeal linked to previously entered request) | | PDPFAIA  MPADSM | | IV Q 2022 | III Q 2024 | | € 87.000 | | MNE Budget |
| 4.1.5. | Establishment of the FAI Council | - Legal framework for the establishment of the Council prepared  - Two Council sessions held  - Working parties established | | PDPFAIA  MPADSM  Authorities  NGOs  Media  Academic institutions | | I Q 2022 | IV Q 2022 | | € 3.000 | | MNE Budget |
| 4.1.6 | Strengthening the capacities of the Agency | - Increase in the number of the employees of the Agency at the annual level  - At least six training sessions conducted for the employees of the Agency | | PDPFAIA | | II Q 2022 | IV Q 2024 | | € 40.000 | | MNE Budget |
| 4.1.7. | Trainings of the employees of the Agency aimed at strengthening the capacity for the implementation of FAI Law | - Programme of training and support created according to different needs and areas (sanctions, enforcement, restrictions, etc.)  - 5 workshops implemented, 1 round table discussion, 1 study visit to the institution with best practice in certain issues for 5 Agency employees | | HRMA  PDPFAIA  MPADSM  MNE Courts  SIGMA | | I Q 2022 | IV Q 2023 | | € 79.000 | | MNE Budget  Donor funds  SIGMA direct assistance |
| 4.1.8. | Providing continuous support to beneficiaries | - Improved information via the website and social networks, including the review and analysis of the website and other ways of communication (FAQ), phone line to be used by the beneficiaries, e-mail address  - Open-door day organized for beneficiaries | | PDPFAIA  FAI Council | | I Q 2022 | IV Q 2024 | | € 26.000 | | MNE Budget |
| 4.1.9. | Preparation and implementation of the Agency communication plan | - Development of the Agency communication strategy  - Strategy implementation report | | PDPFAIA | | I Q 2022 | II 2024 | | € 15.000 | | MNE Budget |
| 4.1.10 | Improvement of the methodology for the annual report of the Agency which is submitted to the Parliament | - Reporting methodology for the Parliament developed  - Report published on the website and on networks | | PDPFAIA  FAI Council | | I Q 2022 | I Q 2023 | | € 17.000 | | MNE Budget |

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| **OPERATIONAL OBJECTIVE 4.2** | | **Improvement of the application of the FAI Law by those obliged to apply the Law and strengthening of the capacities of the users of the Law with a view to ensuring adequate exercise of the access to information right** | | | | | | | | | |
| **Indicator** | | | | **Baseline value** | | **Target in 2024** | | | **Target in 2026** | | |
| Share of upheld appeals against administrative silence in relation to the total number of appeals | | | | 23.15%[[171]](#footnote-171) (2020) | | 15% | | | 10% | | |
| Share of decisions of the authorities annulled by the Agency in relation to the total number of appeals | | | | 53.19%[[172]](#footnote-172) (2020) | | 45% | | | 35% | | |
| **Activities** | | | **Performance indicator** | | **Competent institutions** | | **Beginning** | **End** | | **Funds** | **Funding source** |
| 4.2.1 | Providing support to chosen authorities with a view to improving the application of the FAI Law | | - Analysis developed and support plan prepared with recommendations for improvement for key identified authorities having most access to information requests and appeals (at least 10 authorities)  - Number of requests reduced by 30%, quantity of information on the website increased by 30% | | PDPFAIA  FAI Council | | IV Q 2021 | IV Q 2024 | | € 13.000 | MNE Budget |
| 4.2.2 | Development of guidelines for the application of the provisions of the FAI Law | | - Guidelines for proactive publishing developed (by categories, as stated in the wording of the FAI Law article, individually or as a whole) for the application of exclusions and restrictions related to free access to information, for conducting the harm test or public interest test, for certain FAI Law related issues and the procedure | | PDPFAIA  MPADSM  NGOs  FAI Council | | I Q 2022 | IV Q 2023 | | € 26.000 | MNE Budget |
| 4.2.3 | Development of browser of the decisions of the Agency and courts, with browsing option | | - Needs analysis and the proposal of searchable base structure developed, including the proposals for linking judicial bases with the Agency eDMS  - Applicative solution ordered and implemented with (at least) included option of browsing by the type of authority, restriction, key words and decision outcome | | PDPFAIA  MPADSM  Administrative Court / Supreme Court | | I Q 2022 | II Q 2023 | | € 32.000 | MNE Budget |
| 4.2.4 | Preparation of manuals, publications and training materials | | - Manual for information officers in the authorities developed and published  - Award established for the most proactive authority and manner of award presentation | | PDPFAIA  MPADSM  Ministries  NGOs  Academic community  FAI Council | | I Q 2022 | IV Q 2023 | | € 36.000 | MNE Budget |
| 4.2.5 | Continuous trainings ensured for authorised officers, managerial staff and other civil servants in the authorities | | - Training needs assessment performed  - Training Plan developed containing target groups (authorized persons, information officers, other persons, managerial staff), contents by category, contents by type, as well as trade secret, data marked by a degree of confidentiality, protection of personal data and privacy)  - At least 200 persons underwent training | | PDPFAIA  FAI Council  HRMA  MFSW  NGOs  Academic community | | I Q 2022 | IV Q 2023 | | € 27.000 | MNE Budget |
| 4.2.6 | Planning and implementation of continuous training and raising of awareness of the beneficiaries | | - Strategic Plan developed for the identification of targeted beneficiaries and partnership  - Advertising material developed (national TV and Radio) | | PDPFAIA  FAI Council  NGOs  Media | | II Q 2022 | IV Q 2023 | | € 42.000 | MNE Budget |
| 4.2.7 | Training for lecturers for the application of the FAI Law | | - Training of trainers plan developed  - Training of trainers conducted, with at least 15 trainers attending | | HRMA  PDPFAIA  FAI Council  NGOs  Media  Academic community | | II Q 2023 | IV Q 2024 | | € 25.000 | MNE Budget |
| 4.2.8 | Development of internal FAI management / working parties for the improvement of transparency | | - Guidelines developed for the establishment of the working parties of the FAI Law at the level of the authorities  - Establishment of the FAI Law Working Party at the level of the authorities – at least 50 authorities in the first year, 100 in the second etc. | | PDPFAIA  FAI Council  Authorities | | I Q 2022 | III Q 2022 | | € 2.000 | MNE Budget |
| 4.2.9 | Improvement of quality in the area of free access to information (questionnaire on the quality of access to information for the purpose of assessment and improvement of observance of the FAI Law) | | - Quality management model in the area of FAI developed with the purpose of application in the authorities, containing the following:   * Self-assessment and action plan * Training of the employees | | PDPFAIA  MPADSM  FAI Council  Authorities | | I Q 2023 | IV Q 2023 | | € 13.000 | MNE Budget |
| 4.2.10 | Support to authorized persons in the authorities through the establishment of a network of authorized persons | | - Special group of civil servants for information organized as a support to the Council (4.3.)  - Communication channels secured (social network group, mailing list, online forum) | | PDPFAIA  MPADSM  Authorities | | II Q 2022 | I Q 2023 | | € 2.000 | MNE Budget |
| 4.2.11 | Establishment of high-quality fiscal transparency for the authorities | | - Budget transparency strengthening plan prepared in accordance with international and European standards  - Pilot plan prepared in at least 20 authorities of various groups | | PDPFAIA  MFSW  MPADSM  FAI Council  Authorities  NGOs  Academic community | | I Q 2022 | IV Q 2023 | | € 4.000 | MNE Budget |

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| **OPERATIONAL OBJECTIVE 4.3** | | **Improvement of information reuse and increasing the availability of open data** | | | | | | | | | |
| **Indicator** | | | | **Baseline value** | | | **Target in 2024** | | | **Target in 2026** | |
| Number of datasets on the Open Data Portal [www.data.gov.me](http://www.data.gov.me) | | | | 146 (2021) | | | 500 | | | 800 | |
| Number of institutions[[173]](#footnote-173) publishing the data on the Open Data Portal | | | | 1.5% institutions obliged to apply the FAI Law | | | 10% institutions obliged to apply the FAI Law | | | 15% institutions obliged to apply the FAI Law | |
| Number of published high-value datasets with APIs on the Open Data Portal | | | | 0 | | | At least 10 | | | At least 20 | |
| Share of authorities which publish proactively the information in line with the FAI Law | | | | Baseline value will be determined on the basis of the Report of the operation of the Agency in March 2021 | | | 65% of ministries and other (chosen) public authorities  65% of local self-governments | | | 80% of ministries and other public authorities  80% of local self-governments | |
| **Activities** | | | **Performance indicator** | | **Competent institutions** | **Beginning** | | **End** | **Funds** | | **Funding source** |
| 4.3.1 | Development of the Draft amendment to the FAI Law in the part related to information reuse and open data | | Analysis of alignment of the existing provisions of the FAI Law with European standards and Open data Directive with recommendations for improvement | | MPADSM – Legislative Affairs Directorate  Open Data Council | III Q 2023 | | II Q 2024 | € 12.000 | | MNE Budget |
| 4.3.2 | Improvement of [www.data.gov.me](http://www.data.gov.me) portal | | - Increased number of total datasets (50%) as well as of dynamic datasets (50%)  - Analysis of the need for improving the functionality of the Portal | | MPADSM  MONSTAT  Union of Municipalities of Montenegro  Local self-government units  Authorities obliged to apply the FAI Law  Open Data Council | I Q 2022 | | IV Q 2023 | € 67.000 | | MNE Budget |
| 4.3.3 | Identification and review of already published datasets | | Existing sets updated – at least 75% of datasets on the Portal  - Pilot project in ministries, chosen authorities and chosen local self-governments for the publishing of data in open format (at least 30 authorities) | | MPADSM  Authorities obliged to apply the FAI Law | II Q 2022 | | IV Q 2023 | € 37.000 | | MNE Budget |
| 4.3.4 | Identification of high value open datasets[[174]](#footnote-174)- pilot initiatives for key areas like public finance, geolocation, healthcare, transport | | - Completed analysis of high value datasets developed, with recommendations  - Increased number of high value open datasets (at least 10) | | MPADSM  MFSW  MED  MH  MCI  Open Data Council | III Q 2022 | | IV Q 2023 | € 17.000 | | MNE Budget |
| 4.3.5 | Organization of campaign with a view to raising awareness of the public and of public administration on the importance of open data and their value | | - at least 2 promotional events organized  - at least 6 training events organized for civil servants tasked with entering datasets onto the data.gov.me Portal  - at least 2 *Hackatons* on the occasion of Open Data Days (March every year) | | MPADSM  HRMA  NGOs  Association of Montenegrin Managers  Academic community  CCMNE  Authorities obliged to apply the FAI Law  Open data Council | III Q 2022 | | IV Q 2023 | € 62.000 | | MNE Budget |
| 4.3.6 | Improving the availability of gender equality data | | - Development of Manual for the application of GAP III European standards for publishing gender equality data  - Rasing the awareness of public administration bodies of the publishing of gender equality data on the Open Data Portal | | MPADSM – Innovation Directorate  All public administration bodies | II Q 2023 | | IV Q 2024 | € 15.000 | | MNE Budget  Donor funds UNDP |

**STRATEGIC GOAL V**

**POLICY PLANNING WITH AND FOR CITIZENS**

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| OPERATIONAL OBJECTIVE 5.1 | | Strengthening the data-based planning system that leads to sustainable policies and achievement of Government priorities | | | | | | | | |
| Indicator | | | Baseline value | | | Target value by 2024 | | | Target value in 2026 | |
| Percentage of new strategic documents fully aligned with the methodological criteria | | | 69% (2020) | | | 75% | | | 80% | |
| Percentage of reports on implementation of strategic documents that are fully aligned with the methodology [[175]](#footnote-175) | | | 52% (2020) | | | 65% | | | 70% | |
| Percentage of ministries with Annual Work Programmes that contain clear objectives and indicators | | | 18% (2019) | | | 80% | | | 100% | |
| Percentage of ministries with annual performance reports that present the result as per the set objectives and indicators | | | 0% | | | 80% | | | 100% | |
| Percentage of strategic documents followed up by evaluation | | | Baseline value to be determined after completion of the analysis (2022) | | | 40% | | | 60% | |
| Percentage of policy consultations conducted in line with the legal framework and SIGMA principles compared to the number of Government acts subject to public consultation | | | 0 | | | 100% | | | 100% | |
| Activities | | Output indicator | | Responsible institutions | Start | | End | Funding | | Source of funding |
| 5.1.1 | Development of a supplemented methodology for medium-term planning of the work of the Government and the ministries | - Developed and adopted Methodology which sets out the guidelines for the medium-term planning of the work of the Government and the ministries  - Official promotion of the methodology held  - Presentation of the methodology held (at least once in the line ministries) | | GSG  SIGMA | I Q 2022 | | III Q 2022 | €9,800 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway; support by EU/SIGMA |
| 5.1.2 | Delivery of training on the development of medium-term work programmes of the ministries and development for the 2023-2025 cycle | * Number of training events on developing MTWP for the civil servants responsible for these activities * Developed 2023-2025 MTWP in all ministries | | GSG  MPADSM  SIGMA | II Q 2022 | | I Q 2023 | €6,850 | | Donor funds, EU/SIGMA support |
| 5.1.3 | Revision of the Training Programme for Strategic Planning in terms of the topics covered and pool of participants | Revised contents of the Training Programme for Strategic Planning to cover gender mainstreaming and environmental impact assessment, with the pool of participants expanded to the civil servants working in other state institutions and local governments | | GSG  HRMA  MJHMR  MESPU  LSGUs | I Q 2022 | | I Q 2022 | €5,200 | | Donor funds |
| 5.1.4 | Organisation of training as per the revised Programme | - Number of delivered Programme cycles  - Number of trained participants (central and local level) who completed the Programme | | GSG  HRMA | I Q 2022 | | III Q 2022 | €37,700 | | Donor funds, EU support |
| 5.1.5 | Development of the analysis on the mechanisms for cooperation with researchers and producers of official statistics | Developed analysis and identified mechanisms for establishing systemic cooperation between researchers and state administration | | GSG | I Q 2022 | | I Q 2022 | €3,600 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.6 | Piloting of selected mechanisms for cooperation with researchers for joint policy design and use of data for policy making | Number of strategic documents that integrated the findings of scientific research | | GSG | I Q 2022 | | II Q 2022 | €5,940 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.7 | Development of guidelines for integrating research findings and official statistics in the next policy planning cycle | Developed guidelines for using research findings in policy design | | GSG in cooperation with MONSTAT (innovation hub) | I Q 2022 | | II Q 2022 | €1,620 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.8 | Development of an analysis on the implementation of strategic document evaluation | Developed analysis with information on the implementation of evaluations of strategic documents and recommendations for improvement | | GSG | I Q 2022 | | I Q 2022 | €2,420 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.9 | Development of a Manual on evaluation and incorporation of evaluation and reporting findings in the new policy planning cycle | Developed Manual | | GSG | I Q 2022 | | III Q 2022 | €7,000 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.10 | Development of digital contents (video material, short reports) on the policy planning process | Developed digital contents available at [www.javnepolitike.me](http://www.javnepolitike.me) | | GSG | I Q 2022 | | III Q 2022 | €6,150 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.11 | Development of a list of standard costs in drafting strategies | Developed list of standard costs | | GSG  MFSW | II Q 2022 | | III Q 2022 | €2,400 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.1.12 | Defining the list of national performance indicators per sector of policies, to be regularly produced and monitored | - Defined list of national performance indicators, linked with IPA  - Number of performance indicators being regularly produced and monitored  - Number of performance indicators aligned with IPA indicators | | GSG  MFSW  KEI  MONSTAT | II Q 2022 | | IV Q 2022 | €1,000 | | MNE Budget |
| 5.1.13 | Development of a methodology for integrated strategic planning | Developed methodology for integrated strategic planning which links the policy planning process with the budget planning process | | GSG  MFSW  MPADSM  KEI  SIGMA | II Q 2022 | | IV Q 2023 | €12,550 | | Donor funds, EU support |
| 5.1.14 | Upgrade of the methodology for policy planning, drafting and monitoring of implementation of strategic documents related to gender mainstreaming | Methodology upgraded in terms of the impact of strategic documents on gender equality | | GSG | III Q 2022 | | III Q 2023 | €7,500 | | Donor funds, UNDP support |
| 5.1.15 | Development of an analysis of the IT system for strategic planning (MESPH), monitoring and reporting (ISPI), programme-based and medium-term budget | Developed analysis of the existing IT systems with options for connecting them | | GSG  MPADSM  MFSW | I Q 2023 | | IV Q 2023 | €5,400 | | Donor funds, EU support |
| 5.1.16 | Development of an analysis of the legislative framework on strategic planning | Developed analysis of the possibilities for improvement of the regulatory framework on strategic planning | | GSG | I Q 2023 | | III Q 2023 | €4,600 | | Donor funds, EU support |
| 5.1.17 | Delivery of training for the civil servants involved in drafting legislation and strategies on the standards related to stakeholder consultations in the course of development of laws and strategies | At least 80 civil servants trained | | HRMA  MPADSM | III Q 2022 | | II Q 2024 | €17,000 | | MNE Budget |
| 5.1.18 | Upgrade of the report on the implementation of the Decree on the election of NGO representatives and conduct of public consultatitions in the process of drafting laws and strategies | - Revised structure of the report, with upgraded statistics and additional information on the satisfaction of the working group members, annual evaluation of the conducted public consultation processes  - Number of working bodies involving LSGU representatives | | MPADSM  GSG | II Q 2022 | | III Q 2022 | €5,000 | | MNE Budget |
| 5.1.19 | Efficient use of e-platforms for public participation in policy design | - Developed analysis of the reasons behind poor utilisation of the e-petition and e-participation portals, with relevant recommendations  - Overcoming of the already identified challenges on the basis of user experience and implementation of the recommendations generated by the analysis (e-petition validation deadline, access from tablets and mobile phones etc.)  - Promoted good practices of public participation in the policy design process, with particular focus on the consultations during the initial stages of document development  - The e-petition and e-participation portals promoted | | MPADSM | III Q 2022 | | III Q 2024 | €87,000 | | MNE Budget |

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| OPERATIONAL OBJECTIVE 5.2 | | Enhanced institutional coordination for stronger policy impacts | | | | | | | | |
| Indicator | | | | Baseline value | | Target value by 2024 | | | Traget value in 2026 | |
| % of ministries that set up the strategic planning units [[176]](#footnote-176) | | | | 30% (2021) | | 70% | | | 100% | |
| % of ministries that have civil servants who are members of the Strategic Planning Network | | | | 50% (2021) | | 70% | | | 100% | |
| Activities | | Output indicator | Responsible institutions | | Start | | End | Funding | | Source of funding |
| 5.2.1 | Development of the Briefing Note on the need for setting up the strategic planning units merged with IPA programming | The Briefing Note adopted by the Government, with recommendations and conclusions concerning further activities | GSG  EIO | | I Q 2022 | | I Q 2022 | No additional funds needed | | MNE Budget |
| 5.2.2 | Amendment to the ministries’ Rulebooks on job systematisation (classification) to identify the units for strategic planning and IPA programming[[177]](#footnote-177) | Number of ministries with Rulebooks on job systematisation that include merger of the strategic planning unit and IPA unit | Ministries, with GSG as a coordinator | | I Q 2022 | | II Q 2022 | No additional funds needed | | MNE Budget |
| 5.2.3 | Establishment of strategic planning units merged with IPA programming | Number of ministries with strategic planning units set up and merged with IPA units | Ministries, with GSG as a coordinator | | I Q 2022 | | II Q 2022 | No additional funds needed [[178]](#footnote-178) | | MNE Budget |
| 5.2.4 | Development of a Briefing Note on the formalisation of the Strategic Planning Network | The Briefing Note adopted by the Government, with recommendations and conclusions concerning further activities | GSG | | II Q 2022 | | II Q 2022 | €1,600 | | MNE Budget,  Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.2.5 | Formalisation of the Strategic Planning Network | Number of civil servants included in the Network/Number of ministries that have two representatives in the Network | GSG | | II Q 2022 | | III Q 2022 | No additional funds needed | | MNE Budget |
| 5.2.6 | Develop the agenda and work plan of the Strategic Planning Network for the period 2022-2024 | Network Agenda for 2022-2024 designed and adopted | GSG  Network (line ministries) | | II Q 2022 | | IV Q 2022 | €5,000 | | Donor funds, project “Strengthening capacities for the acceleration of the EU accession of Montenegro II“, UNDP, MFA of Kingdom of Norway |
| 5.2.7 | Develop guidelines for ministries on the coordination mechanisms ad internal policy planning procedures | Developed guidelines that explain the mechanisms and procedures for policy design and coordination in the ministries | GSG  Network (line ministries) | | I Q 2023 | | III Q 2023 | €4,700 | | Donor funds, EU support |
| 5.2.8 | Develop guidelines for aligning national policy planning with IPA programming | Developed guidelines | GSG  EIO  MFSW | | II Q 2023 | | IV Q 2023 | €3,800 | | Donor funds, EU support |
| 5.2.9 | Develop an analysis of the relations between national-level and local-level strategic documents | Developed analysis on the relations between the national-level and strategic-level documents, with recommendations for improvement | GSG  UOM  LSGUs | | I Q 2023 | | IV Q 2023 | €4,600 | | Donor funds, EU support |

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| OPERATIONAL OBJECTIVE 5.3 | | Expand the scope of RIA and strengthen the capacities for its implementation | | | | | | | | | | | | | |
| Indicator | | | | | Baseline value | | | Target value by 2024 | | | | | Traget value in 2026 | | |
| Percentage of laws with RIAs that implement the Standard Cost Model | | | | | 18% (2020) | | | 20% | | | | | 30% | | |
| Percentage of high-quality RIAs against the total number of RIAs delivered to the MFSW for its opinion | | | | | 68.72% (2020) | | | 77% | | | | | 88% | | |
| Activities | | Output indicator | Responsible institutions | | | Start | | | End | | Funding | | | Source of funding | |
| 5.3.1 | Revision of the Guidance on development of RIA Reports and RIA Manual | Revised Guidance section on the budgetary impact on LSGUs and gender equality, revised RIA Manual | | MFSW | | | II Q 2022 | | | IV Q 2022 | | No additional funds needed | | | MNE Budget |
| 5.3.2 | Delivery of training on the implementation of the techniques used to estimate costs of regulations and consideration of long-term fiscal impact of regulations | 140 civil servants trained | | HRMA  MFSW | | | I Q 2022 | | | IV Q 2023 | | €12,500 | | | MNE Budget |
| 5.3.3 | Upgrade of the annual reports on the quality of preparation of RIA, by ensuring involvement of external evaluators in the quality assessment exercise | 2 upgraded annual reports on the state of play concerning RIA | | MFSW | | | IV Q 2022 | | | IV Q 2023 | | €2,400 | | | MNE Budget |
| 5.3.4 | Make all RIAs publicly available on the consolidated new e-government portal | Number of RIAs on the new e-government portal | | MPADSM  MFSW | | | III Q 2022 | | | IV Q 2023 | | €3,000 | | | MNE Budget |
| 5.3.5 | Upgrade of the template for the MFSW opinion on RIA | Adopted upgraded template for the mandatory opinion and feedback on the quality of RIA | | MFSW | | | I Q 2022 | | | II Q 2022 | | No additional budget funds needed | | | MNE Budget |
| 5.3.6 | Establish cooperation with the Parliament to ensure better RIA implementation | Number of consultations and trainings held | | MFSW | | | I Q 2022 | | | IV Q 2022 | | No additional budget funds needed | | | MNE Budget |

**STRATEGY IMPLEMENTATION, MONITORING AND REPORTING ACTIVITIES**

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Activities | | Output indicator | Responsible institutions | Start | End | Funding | Source of funding | |
| 1. | Increase the capacity of employees of the Directorate for Strategic Planning, International Cooperation and IPA funds | - At least 4 employees have completed accredited strategic management training  - At least 4 employees have completed specialised training | HRMA  Specialised training providers | II Q 2022 | II Q 2024 | €49,000 | | MNE Budget |
| 2. | Improved coordination of the identified implementing institutions and MPADSM | - Four two-day monitoring and reporting workshops are organised for the contact persons of the institutions identified in the Strategy  - Study visit of MPADSM to a country with the best strategic monitoring system is organised | MPADSM  Relevant institutions listed in the Strategy | III Q 2022 | IV Q 2024 | €86,000 | | MNE Budget |
| 3. | Development of additional mechanisms for better monitoring and reporting on the results of the Strategy 2022-2026 | - Analysis of the best regional practice concerning the monitoring system for the Strategy implementation is developed  - Tender dossier is developed for developing an IT system for monitoring purposes  - Creation of IT solutions for monitoring the strategy implementation | MPADSM | I Q 2022 | IV Q 2024 | €105,000 | | MNE Budget |
| 4. | Promotion of the PAR Strategy, achieved results and activities | Plan for implementing the PAR communications strategy is adopted, covering 2022 – 2024 | MPADSM | II Q 2022 | IV Q 2024 | €120,000 | | MNE Budget |
| 5. | Reporting and evaluation of strategic outputs | - PAR Strategy continuous annual reporting and mid-term external evaluation are implemented | MPADSM | II Q 2023 | II Q 2024 | €170,000 | | MNE Budget |

**ANNEXES**

**ANNEX 1.** – List of central level institutions and List of local level institutions, with the number of employees

CENTRAL LEVEL Number of institutions – 459 Number of employees – 44.936[[179]](#footnote-179)

LOCAL LEVEL Number of institutions – 79 Number of employees – 6.655

|  |  |  |  |
| --- | --- | --- | --- |
| **Data on the number of the employees at the central level (November 2021)** | | | |
| **Name of institution** | **Number of employees** | **Type of institution** | **LAW** |
| **1 PRESIDENT OF MONTENEGRO** | | |  |
| Presidential Service | 23 | Professional service | Regulations on civil servants and public employees |
| **2 PARLIAMENT OF MONTENEGRO** | | |  |
| Parliament of Montenegro | 288 | Professional service | Regulations on civil servants and public employees |
| State Election Board | 12 | Professional service | Regulations on civil servants and public employees |
| **3 JUDICIARY** | | |  |
| Constitutional Court of Montenegro | 40 | State authority | Regulations on civil servants and public employees |
| Judicial Council | 43 | State authority | Regulations on civil servants and public employees |
| Supreme Court | 54 | State authority | Regulations on civil servants and public employees |
| Court of Appeals | 45 | State authority | Regulations on civil servants and public employees |
| Administrative Court | 61 | State authority | Regulations on civil servants and public employees |
| Commercial Court | 111 | State authority | Regulations on civil servants and public employees |
| High Court Bijelo Polje | 72 | State authority | Regulations on civil servants and public employees |
| High Court Podgorica | 164 | State authority | Regulations on civil servants and public employees |
| High misdemeanour Court | 25 | State authority | Regulations on civil servants and public employees |
| Misdemeanour Court Bijelo Polje | 60 | State authority | Regulations on civil servants and public employees |
| Misdemeanour Court Budva | 61 | State authority | Regulations on civil servants and public employees |
| Misdemeanour Court Podgorica | 158 | State authority | Regulations on civil servants and public employees |
| Basic Court Bar | 64 | State authority | Regulations on civil servants and public employees |
| Basic Court Berane | 51 | State authority | Regulations on civil servants and public employees |
| Basic Court Bijelo Polje | 62 | State authority | Regulations on civil servants and public employees |
| Basic Court Cetinje | 32 | State authority | Regulations on civil servants and public employees |
| Basic Court Danilovgrad | 24 | State authority | Regulations on civil servants and public employees |
| Basic Court Herceg Novi | 46 | State authority | Regulations on civil servants and public employees |
| Basic Court Kolašin | 17 | State authority | Regulations on civil servants and public employees |
| Basic Court Kotor | 67 | State authority | Regulations on civil servants and public employees |
| Basic Court Nikšić | 84 | State authority | Regulations on civil servants and public employees |
| Basic Court Plav | 18 | State authority | Regulations on civil servants and public employees |
| Basic Court Pljevlja | 35 | State authority | Regulations on civil servants and public employees |
| Basic Court Podgorica | 252 | State authority | Regulations on civil servants and public employees |
| Basic Court Rožaje | 24 | State authority | Regulations on civil servants and public employees |
| Basic Court Ulcinj | 29 | State authority | Regulations on civil servants and public employees |
| Basic Court Žabljak | 12 | State authority | Regulations on civil servants and public employees |
| **4 PROSECUTION SERVICE** | | |  |
| Prosecutorial Council | 21 | State authority | Regulations on civil servants and public employees |
| Supreme State Prosecution | 41 | State authority | Regulations on civil servants and public employees |
| Special State Prosecution | 49 | State authority | Regulations on civil servants and public employees |
| High State Prosecution Bijelo Polje | 20 | State authority | Regulations on civil servants and public employees |
| High State Prosecution Podgorica | 39 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Bar | 21 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Berane | 16 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Bijelo Polje | 21 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Cetinje | 16 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Herceg Novi | 11 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Kolašin | 7 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Kotor | 21 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Nikšić | 23 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Plav | 8 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Pljevlja | 13 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Podgorica | 65 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Rožaje | 9 | State authority | Regulations on civil servants and public employees |
| Basic State Prosecution Ulcinj | 10 | State authority | Regulations on civil servants and public employees |
| Judiciary Training Centre | 14 | Independent organization | Regulations on civil servants and public employees |
| **5 GOVERNMENT OF MONTENEGRO** | | |  |
| Secretariat General of the Government of Montenegro | 132 | Professional service | Regulations on civil servants and public employees |
| Prime Minister’s Office | 88 | Professional service | Regulations on civil servants and public employees |
| Secretariat for legislation | 20 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Justice, Human and Minority Rights | 108 | State administration authority | Regulations on civil servants and public employees |
| Centre for development and preservation of culture of minorities | 8 | Public institution | General labour regulations |
| Criminal sanctions enforcement administration | 517 | State administration authority | Regulations on civil servants and public employees |
| Centre for alternative resolution of disputes | 8 | Special legal entities exercising public authorities | Regulations on civil servants and public employees |
| Ministry of Interior | 932 | State administration authority | Regulations on civil servants and public employees |
| Police Administration | 4,374 | State administration authority – part of the Ministry of Interior | Regulations on civil servants and public employees |
| Ministry of Defence | 283 | State administration authority | Regulations on civil servants and public employees |
| Armed Forces of Montenegro | 1,912 | State administration authority – part of the Ministry of Defence | Special regulation from this area |
| Military diplomatic missions | 25 | State administration authority – part of the Ministry of Defence | Special regulation from this area |
| Confidential data protection directorate | 21 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Finance and Social Welfare | 306 | State administration authority | Regulations on civil servants and public employees |
| PI Social work centre Podgorica | 97 | Public institution | General labour regulations |
| PI Social work centre Danilovgrad | 17 | Public institution | General labour regulations |
| PI Social work centre Plav | 22 | Public institution | General labour regulations |
| PI Social work centre Pljevlja | 21 | Public institution | General labour regulations |
| PI Social work centre Bar | 33 | Public institution | General labour regulations |
| PI Social work centre Bijelo Polje | 26 | Public institution | General labour regulations |
| PI Social work centre Herceg Novi | 18 | Public institution | General labour regulations |
| PI Social work centre Nikšić | 59 | Public institution | General labour regulations |
| PI Social work centre Berane | 31 | Public institution | General labour regulations |
| PI Social work centre Rožaje | 21 | Public institution | General labour regulations |
| PI Social work centre Mojkovac | 19 | Public institution | General labour regulations |
| PI Social work centre Kotor | 30 | Public institution | General labour regulations |
| PI Social work centre Cetinje | 18 | Public institution | General labour regulations |
| PI Nursing home "Bijelo Polje" | 92 | Public institution | General labour regulations |
| PI Nursing home Grabovac Risan | 113 | Public institution | General labour regulations |
| PI Nursing home "Pljevlja" | 45 | Public institution | General labour regulations |
| PI Nursing home "Nikšić" | 39 | Public institution | General labour regulations |
| PI Nursing home "Podgorica" | 38 | Public institution | General labour regulations |
| PI Children’s home "Mladost" Bijela | 89 | Public institution | General labour regulations |
| PI Institute "Komanski most" - Podgorica | 92 | Public institution | General labour regulations |
| PI Centre for children and youth "Ljubović" - Podgorica | 40 | Public institution | General labour regulations |
| PI "Lovćen-Bečići" - Cetinje | 17 | Public institution | General labour regulations |
| Statistical Office of Montenegro | 97 | State administration authority | General labour regulations |
| Protector of property and legal interests of Montenegro | 35 | State authority | Regulations on civil servants and public employees |
| Investments Agency | 31 | State authority | Regulations on civil servants and public employees |
| Social Council | 1 | Professional service | General labour regulations |
| Institute for Social and Children’s Protection | 18 | State administration authority | Regulations on civil servants and public employees |
| Cadastre and State Property Administration | 563 | State administration authority | Regulations on civil servants and public employees |
| Revenue and Customs Administration | 1.111 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Foreign Affairs | 270 | State administration authority | Regulations on civil servants and public employees |
| Administration for cooperation with diaspora – emigrants | 18 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Education, Science, Culture and Sport | 169 | State administration authority | Regulations on civil servants and public employees |
| Police Academy | 76 | Public institution | General labour regulations |
| Montenegrin National Theatre | 134 | Public institution | General labour regulations |
| Royal Theatre "Zetski dom" | 30 | Public institution | General labour regulations |
| National library of Montenegro "Đurđe Crnojević" | 80 | Public institution | General labour regulations |
| Natural History Museum of Montenegro | 26 | Public institution | General labour regulations |
| Montenegrin Cinematheque | 10 | Public institution | General labour regulations |
| Montenegro Music Centre | 87 | Public institution | General labour regulations |
| Library for the Blind of Montenegro | 12 | Public institution | General labour regulations |
| PI National Museum of Montenegro | 133 | Public institution | General labour regulations |
| Maritime Museum of Montenegro | 18 | Public institution | General labour regulations |
| Contemporary Arts Centre of Montenegro | 39 | Public institution | General labour regulations |
| Centre for Conservation and Archaeology of Montenegro | 61 | Public institution | General labour regulations |
| PI Film Centre of Montenegro | 8 | Public institution | General labour regulations |
| Institute of Education | 60 | Public institution | General labour regulations |
| Examination Centre | 33 | Public institution | General labour regulations |
| Centre for Vocational Education | 29 | Public institution | General labour regulations |
| Higher Education control and quality assurance agency | 15 | State agency | Regulations on civil servants and public employees |
| State Archives | 141 | State administration authority | Regulations on civil servants and public employees |
| Administration for the Protection of Cultural Properties | 34 | State administration authority | Regulations on civil servants and public employees |
| Sport and Youth Administration | 36 | State administration authority | Regulations on civil servants and public employees |
| **PRESCHOOL INSTITUTIONS** |  |  |  |
| "Vukosava I. Mašanović" - Bar | 183 | Public institution | General labour regulations |
| "Radmila Nedić" - Berane | 71 | Public institution | General labour regulations |
| "Dašo Bešekić" - Bijelo Polje | 173 | Public institution | General labour regulations |
| "Ljubica V. Jovanović - Maše" - Budva | 145 | Public institution | General labour regulations |
| "Zagorka Ivanović" - Cetinje | 75 | Public institution | General labour regulations |
| "Irena Radović" - Danilovgrad | 77 | Public institution | General labour regulations |
| "Naša Radost" - Herceg Novi | 122 | Public institution | General labour regulations |
| "Sestre Radović" - Kolašin | 30 | Public institution | General labour regulations |
| "Radost" - Kotor | 112 | Public institution | General labour regulations |
| "Jevrosima Rabrenović" - Mojkovac | 25 | Public institution | General labour regulations |
| "Dragan Kovačević" - Nikšić | 282 | Public institution | General labour regulations |
| Kindergarten - Plav | 49 | Public institution | General labour regulations |
| "Eko bajka" - Pljevlja | 94 | Public institution | General labour regulations |
| "Đina Vrbica" - Podgorica | 776 | Public institution | General labour regulations |
| "Ljubica Popović" - Podgorica | 475 | Public institution | General labour regulations |
| "Boško Buha" - Rožaje | 65 | Public institution | General labour regulations |
| "Bambi" - Tivat | 98 | Public institution | General labour regulations |
| "Solidarnost" - Ulcinj | 60 | Public institution | General labour regulations |
| **ELEMENTARY SCHOOLS** |  |  |  |
| **Andrijevica** | | |  |
| "Bajo Jojić" | 74 | Public institution | General labour regulations |
| "Milić Keljanović" | 18 | Public institution | General labour regulations |
| **Bar** | | |  |
| "Anto Đedović" | 57 | Public institution | General labour regulations |
| "Blažo Jokov Orlandić" | 88 | Public institution | General labour regulations |
| "Bratstvo i jedinstvo" | 14 | Public institution | General labour regulations |
| "Đerđ Kastrioti Skenderbeg" | 27 | Public institution | General labour regulations |
| "Jovan Tomašević" | 22 | Public institution | General labour regulations |
| "Jugoslavija" | 108 | Public institution | General labour regulations |
| "Kekec" | 40 | Public institution | General labour regulations |
| "Meksiko" | 57 | Public institution | General labour regulations |
| "Mrkojevići" | 34 | Public institution | General labour regulations |
| Music school | 49 | Public institution | General labour regulations |
| "Srbija" | 46 | Public institution | General labour regulations |
| **Berane** | | |  |
| "Donja Ržanica" | 22 | Public institution | General labour regulations |
| "Lubnice" | 21 | Public institution | General labour regulations |
| "Music school" | 27 | Public institution | General labour regulations |
| "Polica" | 25 | Public institution | General labour regulations |
| "Radomir Mitrović" | 100 | Public institution | General labour regulations |
| "Vladislav Rajko Korać" | 19 | Public institution | General labour regulations |
| "Vuk Karadžić" | 120 | Public institution | General labour regulations |
| "Vukajlo Kukalj" | 22 | Public institution | General labour regulations |
| "Vukašin Radunović" | 58 | Public institution | General labour regulations |
| **Bijelo Polje** | | |  |
| "9. maj" | 46 | Public institution | General labour regulations |
| "21. maj" | 26 | Public institution | General labour regulations |
| "Aleksa Bećo Đilas" | 30 | Public institution | General labour regulations |
| "Braća Ribar" | 51 | Public institution | General labour regulations |
| "Dušan Korać" | 95 | Public institution | General labour regulations |
| "Krsto Radojević" | 32 | Public institution | General labour regulations |
| "Marko Miljanov" | 85 | Public institution | General labour regulations |
| "Milomir Đalović" | 25 | Public institution | General labour regulations |
| "Milovan Jelić" | 32 | Public institution | General labour regulations |
| "Mladost" | 22 | Public institution | General labour regulations |
| Muzička škola | 29 | Public institution | General labour regulations |
| "Nedakusi" | 24 | Public institution | General labour regulations |
| "Pavle Žižić" | 38 | Public institution | General labour regulations |
| "Rifat Burdžović Tršo" | 35 | Public institution | General labour regulations |
| "Risto Ratković" | 49 | Public institution | General labour regulations |
| "Šukrija Međedović" | 35 | Public institution | General labour regulations |
| "Vladislav Sl. Ribnikar" | 62 | Public institution | General labour regulations |
| "Vuk Karadžić" | 27 | Public institution | General labour regulations |
| **Budva** | | |  |
| "Druga osnovna škola" | 113 | Public institution | General labour regulations |
| "Mirko Srzentić" | 27 | Public institution | General labour regulations |
| Music school | 43 | Public institution | General labour regulations |
| "Stefan Mitrov LPIbiša" | 117 | Public institution | General labour regulations |
| **Cetinje** | | |  |
| "Boro Vukmirović" | 12 | Public institution | General labour regulations |
| "Lovćenski partizanski odred" | 56 | Public institution | General labour regulations |
| Music school "Savo Popović" | 20 | Public institution | General labour regulations |
| "Njegoš" | 60 | Public institution | General labour regulations |
| "Šunjo Pešikan" | 12 | Public institution | General labour regulations |
| **Danilovgrad** | | |  |
| "Blažo Mraković" | 14 | Public institution | General labour regulations |
| "Miloslav Koljenšić" | 22 | Public institution | General labour regulations |
| "Njegoš" | 75 | Public institution | General labour regulations |
| "Vuko Jovović" | 110 | Public institution | General labour regulations |
| **Gusinje** | | |  |
| "Džefer Nikočević" | 63 | Public institution | General labour regulations |
| **Herceg Novi** | | |  |
| "Dašo Pavičić" | 112 | Public institution | General labour regulations |
| "Ilija Kišić" | 45 | Public institution | General labour regulations |
| "Milan Vuković" | 62 | Public institution | General labour regulations |
| Music school | 40 | Public institution | General labour regulations |
| "Orjenski bataljon" | 61 | Public institution | General labour regulations |
| **Kolašin** | | |  |
| "dr Radoslav J. Vešović" | 16 | Public institution | General labour regulations |
| "Međuriječje" | 15 | Public institution | General labour regulations |
| "Mojsije Stevanović" | 18 | Public institution | General labour regulations |
| Music school | 16 | Public institution | General labour regulations |
| "Risto Manojlović" | 64 | Public institution | General labour regulations |
| "Vojin Čepić" | 18 | Public institution | General labour regulations |
| **Kotor** | | |  |
| "Ivo Visin" | 23 | Public institution | General labour regulations |
| "Nikola Đurković" | 38 | Public institution | General labour regulations |
| "Njegoš" | 71 | Public institution | General labour regulations |
| "Savo Ilić" | 53 | Public institution | General labour regulations |
| "Veljko Drobnjaković" | 27 | Public institution | General labour regulations |
| **Mojkovac** | | |  |
| "Aleksa Đilas Bećo" | 70 | Public institution | General labour regulations |
| "Milovan Rakočević" | 14 | Public institution | General labour regulations |
| "Radomir Rakočević" | 19 | Public institution | General labour regulations |
| **Nikšić** | | |  |
| "Braća Bulajić" | 17 | Public institution | General labour regulations |
| "Braća Labudović" | 60 | Public institution | General labour regulations |
| "Braća Ribar" | 69 | Public institution | General labour regulations |
| "Branko Višnjić" | 20 | Public institution | General labour regulations |
| "Dobrislav Đedo Pernović" | 12 | Public institution | General labour regulations |
| "Dušan Bojović" | 48 | Public institution | General labour regulations |
| "Dušan Đukanović" | 16 | Public institution | General labour regulations |
| "Ivan Vušović" | 54 | Public institution | General labour regulations |
| "Jagoš Kontić" | 51 | Public institution | General labour regulations |
| "Janko Bjelica" | 20 | Public institution | General labour regulations |
| "Janko Mićunović" | 33 | Public institution | General labour regulations |
| "Jovan Draganić" | 18 | Public institution | General labour regulations |
| "Jovan Gnjatović" | 17 | Public institution | General labour regulations |
| "Luka Simonović" | 71 | Public institution | General labour regulations |
| "Mileva Lajović Lalatović" | 117 | Public institution | General labour regulations |
| "Milija Nikčević" | 73 | Public institution | General labour regulations |
| Music school "Dara Čokorilo" | 65 | Public institution | General labour regulations |
| "Olga Golović" | 83 | Public institution | General labour regulations |
| "Pavle Kovačević" | 18 | Public institution | General labour regulations |
| "Rade Perović" | 16 | Public institution | General labour regulations |
| "Radoje Čizmović" | 33 | Public institution | General labour regulations |
| "Ratko Žarić" | 86 | Public institution | General labour regulations |
| **Petnjica** | | |  |
| "25. maj" | 18 | Public institution | General labour regulations |
| "Mahmut Adrović" | 39 | Public institution | General labour regulations |
| "Savin Bor" | 30 | Public institution | General labour regulations |
| "Trpezi" | 23 | Public institution | General labour regulations |
| "Tucanje" | 21 | Public institution | General labour regulations |
| **Plav** | | |  |
| "Hajro Šahmanović" | 98 | Public institution | General labour regulations |
| "Petar Dedović" | 29 | Public institution | General labour regulations |
| **Plužine** | | |  |
| "Bajo Pivljanin" | 13 | Public institution | General labour regulations |
| "Bećko Jovović" | 12 | Public institution | General labour regulations |
| Centre of education | 91 | Public institution | General labour regulations |
| **Pljevlja** | | |  |
| "Boško Buha" | 64 | Public institution | General labour regulations |
| "Bratstvo-jedinstvo" | 15 | Public institution | General labour regulations |
| "Dušan Ivović" | 26 | Public institution | General labour regulations |
| "Jakub Kubur" | 17 | Public institution | General labour regulations |
| "Kruševo" | 16 | Public institution | General labour regulations |
| "Mataruge" | 15 | Public institution | General labour regulations |
| "Mihailo Žugić" | 31 | Public institution | General labour regulations |
| "Mile Peruničić" | 21 | Public institution | General labour regulations |
| Music school | 13 | Public institution | General labour regulations |
| "Radoje Kontić" | 7 | Public institution | General labour regulations |
| "Radoje Tošić" | 20 | Public institution | General labour regulations |
| "Ristan Pavlović" | 67 | Public institution | General labour regulations |
| "Saljko Aljković" | 70 | Public institution | General labour regulations |
| "Vladimir Rolović" | 18 | Public institution | General labour regulations |
| "Živko Džuver" | 9 | Public institution | General labour regulations |
| **Podgorica** | | |  |
| "18. oktobar" | 18 | Public institution | General labour regulations |
| "21. maj" | 105 | Public institution | General labour regulations |
| "Boško Radulović" | 14 | Public institution | General labour regulations |
| "Božidar Vuković Podgoričanin" | 126 | Public institution | General labour regulations |
| "Branko Božović" | 112 | Public institution | General labour regulations |
| "dr Dragiša Ivanović" | 125 | Public institution | General labour regulations |
| "Đoko Prelević" | 19 | Public institution | General labour regulations |
| "Maksim Gorki" | 124 | Public institution | General labour regulations |
| "Marko Miljanov" | 64 | Public institution | General labour regulations |
| "Milan Vukotić" | 83 | Public institution | General labour regulations |
| "Milorad Musa Burzan" | 132 | Public institution | General labour regulations |
| "Niko Maraš" | 23 | Public institution | General labour regulations |
| "Oktoih" | 153 | Public institution | General labour regulations |
| "Pavle Rovinski" | 123 | Public institution | General labour regulations |
| "Radojica Perović" | 144 | Public institution | General labour regulations |
| "Savo Kažić" | 14 | Public institution | General labour regulations |
| "Savo Pejanović" | 73 | Public institution | General labour regulations |
| "Sutjeska" | 135 | Public institution | General labour regulations |
| "Šćepan Đukić" | 14 | Public institution | General labour regulations |
| "Štampar Makarije" | 144 | Public institution | General labour regulations |
| "Vladika Danilo" | 45 | Public institution | General labour regulations |
| "Vladimir Nazor" | 113 | Public institution | General labour regulations |
| "Vlado Milić" | 105 | Public institution | General labour regulations |
| "Vojin Popović" | 20 | Public institution | General labour regulations |
| "Vuk Karadžić" | 93 | Public institution | General labour regulations |
| "Zarija Vujošević" | 37 | Public institution | General labour regulations |
| **Rožaje** | | |  |
| "25. maj" | 88 | Public institution | General labour regulations |
| "Bać" | 40 | Public institution | General labour regulations |
| "Balotiće" | 30 | Public institution | General labour regulations |
| "Bratstvo i jedinstvo" | 51 | Public institution | General labour regulations |
| "Bukovica" | 22 | Public institution | General labour regulations |
| "Daciće" | 15 | Public institution | General labour regulations |
| "Donja Lovnica" | 31 | Public institution | General labour regulations |
| "Milun Ivanović" | 37 | Public institution | General labour regulations |
| "Miroslav Đurović" | 19 | Public institution | General labour regulations |
| "Mustafa Pećanin" | 79 | Public institution | General labour regulations |
| **Šavnik** | | |  |
| "Bogdan Kotlica" | 19 | Public institution | General labour regulations |
| "Jovan Ćorović" | 10 | Public institution | General labour regulations |
| Centre of education | 41 | Public institution | General labour regulations |
| **Tivat** | | |  |
| "Branko Brinić" | 24 | Public institution | General labour regulations |
| "Drago Milović" | 128 | Public institution | General labour regulations |
| Music school | 50 | Public institution | General labour regulations |
| **Tuzi** | | |  |
| "29. novembar" | 35 | Public institution | General labour regulations |
| "Đerđ Kastrioti Skenderbeg" | 25 | Public institution | General labour regulations |
| "Jedinstvo" | 24 | Public institution | General labour regulations |
| "Mahmut Lekić" | 150 | Public institution | General labour regulations |
| **Ulcinj** | | |  |
| "Bedri Elezaga" | 80 | Public institution | General labour regulations |
| "Boško Strugar" | 58 | Public institution | General labour regulations |
| "Marko Nuculović" | 27 | Public institution | General labour regulations |
| "Maršal Tito" | 147 | Public institution | General labour regulations |
| Music school | 27 | Public institution | General labour regulations |
| **Žabljak** | | |  |
| "Dušan Obradović" | 28 | Public institution | General labour regulations |
| "Vuk Knežević | 14 | Public institution | General labour regulations |
| **SECONDARY SCHOOLS** |  |  |  |
| Secondary school of economics and hospitality - Bar | 66 | Public institution | General labour regulations |
| Secondary vocational school - Bar | 65 | Public institution | General labour regulations |
| Secondary medical school "dr. Branko Zogović" - Berane | 64 | Public institution | General labour regulations |
| Secondary vocational school - Berane | 44 | Public institution | General labour regulations |
| Secondary vocational school "Vukadin Vukadinović" - Berane | 54 | Public institution | General labour regulations |
| Secondary school of electrical engineering and economics - Bijelo Polje | 85 | Public institution | General labour regulations |
| Secondary vocational school - Bijelo Polje | 81 | Public institution | General labour regulations |
| Secondary vocational school - Cetinje | 49 | Public institution | General labour regulations |
| Secondary maritime school - Kotor | 64 | Public institution | General labour regulations |
| First Secondary vocational school - Nikšić | 105 | Public institution | General labour regulations |
| Secondary school of economics and hospitality - Nikšić | 114 | Public institution | General labour regulations |
| Secondary vocational school - Nikšić | 64 | Public institution | General labour regulations |
| Secondary vocational school - Pljevlja | 110 | Public institution | General labour regulations |
| Secondary school of economics "Mirko Vešović" - Podgorica | 131 | Public institution | General labour regulations |
| Secondary school of electrical engineering "Vaso Aligrudić" – Podgorica | 124 | Public institution | General labour regulations |
| Secondary civil engineering and geodesic school "Inž. Marko Radević" - Podgorica | 82 | Public institution | General labour regulations |
| Secondary vocational school "Ivan Uskoković" - Podgorica | 100 | Public institution | General labour regulations |
| Secondary vocational school "Spasoje Raspopović" - Podgorica | 81 | Public institution | General labour regulations |
| Junior college/secondary vocational school "Sergije Stanić" - Podgorica | 132 | Public institution | General labour regulations |
| Vocational medical school - Podgorica | 134 | Public institution | General labour regulations |
| Secondary vocational school - Rožaje | 99 | Public institution | General labour regulations |
| Mixed secondary school - Andrijevica | 28 | Public institution | General labour regulations |
| Mixed secondary school "Danilo Kiš" - Budva | 77 | Public institution | General labour regulations |
| Mixed secondary school "Ivan Goran Kovačić" - Herceg Novi | 96 | Public institution | General labour regulations |
| Mixed secondary school "Braća Selić" – Kolašin | 40 | Public institution | General labour regulations |
| Mixed secondary school "Vuksan Đukić" - Mojkovac | 42 | Public institution | General labour regulations |
| Mixed secondary school – Petnjica | 28 | Public institution | General labour regulations |
| Mixed secondary school "Bećo Bašić" – Plav | 77 | Public institution | General labour regulations |
| Mixed secondary school Golubovci - Podgorica | 47 | Public institution | General labour regulations |
| Mixed secondary school "Mladost" – Tivat | 57 | Public institution | General labour regulations |
| Mixed secondary school "25. maj" - Tuzi | 61 | Public institution | General labour regulations |
| Mixed secondary school "Bratstvo-jedinstvo" - Ulcinj | 96 | Public institution | General labour regulations |
| Mixed secondary school "17. septembar" - Žabljak | 29 | Public institution | General labour regulations |
| Gymnasium "Niko Rolović" - Bar | 52 | Public institution | General labour regulations |
| Gymnasium "Panto Mališić" - Berane | 48 | Public institution | General labour regulations |
| Gymnasium "Miloje Dobrašinović" - Bijelo Polje | 52 | Public institution | General labour regulations |
| Gymnasium Cetinje | 34 | Public institution | General labour regulations |
| Gymnasium "Petar I Petrović Njegoš" - Danilovgrad | 43 | Public institution | General labour regulations |
| Gymnasium - Kotor | 54 | Public institution | General labour regulations |
| Gymnasium "Stojan Cerović" - Nikšić | 101 | Public institution | General labour regulations |
| Gymnasium "Tanasije Pejatović" - Pljevlja | 45 | Public institution | General labour regulations |
| Gymnasium "Slobodan Škerović" - Podgorica | 187 | Public institution | General labour regulations |
| Gymnasium "30. septembar" - Rožaje | 37 | Public institution | General labour regulations |
| **ARTISTIC SCHOOLS** |  |  |  |
| Secondary school of fine arts "Petar Lubarda" – Cetinje | 24 | Public institution | General labour regulations |
| Elementary and secondary music school ŠOISMO "Vida Matjan" - Kotor | 75 | Public institution | General labour regulations |
| Artistic elementary and secondary music school "Andre Navara" - Podgorica | 10 | Public institution | General labour regulations |
| Artistic school of music and ballet "Vasa Pavić" - Podgorica | 178 | Public institution | General labour regulations |
| **RESOURCE CENTRES** |  |  |  |
| RC for education and recreation of persons of impaired hearing and speech "Dr Peruta Ivanović" - Kotor | 75 | Public institution | General labour regulations |
| RC for education and professional development "1. Jun" - Podgorica | 78 | Public institution | General labour regulations |
| RC for children and youth - Podgorica | 69 | Public institution | General labour regulations |
| **STUDENT HOMES** |  |  |  |
| Bar | 9 | Public institution | General labour regulations |
| Berane | 25 | Public institution | General labour regulations |
| Cetinje | 16 | Public institution | General labour regulations |
| Kotor | 36 | Public institution | General labour regulations |
| Nikšić | 35 | Public institution | General labour regulations |
| Podgorica | 124 | Public institution | General labour regulations |
| **INSTITUTIONS** |  |  |  |
| PI Institute for textbooks and teaching aids | 63 | Public institution | General labour regulations |
| **UNIVERSITIES AND FACULTIES** |  |  |  |
| PI University of Montenegro | 67 | Public institution | General labour regulations |
| Faculty of Architecture | 27 | Public institution | General labour regulations |
| Biotechnical Faculty | 86 | Public institution | General labour regulations |
| Faculty of Economics | 77 | Public institution | General labour regulations |
| Faculty of Electrical Engineering | 65 | Public institution | General labour regulations |
| Faculty of Political Sciences | 29 | Public institution | General labour regulations |
| Faculty of Maritime Affairs | 36 | Public institution | General labour regulations |
| Faculty of Tourism and Hotel Management | 21 | Public institution | General labour regulations |
| Faculty of Dramatic Arts | 29 | Public institution | General labour regulations |
| Faculty of Fine Arts | 36 | Public institution | General labour regulations |
| Faculty of Sport and Physical Education | 26 | Public institution | General labour regulations |
| Faculty of Philosophy | 82 | Public institution | General labour regulations |
| Philological Faculty | 115 | Public institution | General labour regulations |
| Faculty of Civil Engineering | 50 | Public institution | General labour regulations |
| Marine Biology Institute | 30 | Public institution | General labour regulations |
| Historical Institute | 19 | Public institution | General labour regulations |
| Faculty of mechanical Engineering | 40 | Public institution | General labour regulations |
| Faculty of Medicine | 55 | Public institution | General labour regulations |
| Faculty of Metallurgy and Technology | 37 | Public institution | General labour regulations |
| Music Academy | 31 | Public institution | General labour regulations |
| Faculty of Law | 46 | Public institution | General labour regulations |
| Faculty of Science and mathematics | 89 | Public institution | General labour regulations |
| Faculty of Montenegrin language and literature | 27 | Public institution | General labour regulations |
| Ministry of Economic Development | 220 | State administration authority | Regulations on civil servants and public employees |
| Institute of Metrology | 43 | State administration authority | Regulations on civil servants and public employees |
| Competition Protection Agency | 28 | State agency | Regulations on civil servants and public employees |
| Accreditation Authority | / | Independent non-profit organization | General labour regulations |
| Standardization Institute | 19 | Public institution | General labour regulations |
| Ministry of Capital Investments | 142 | State administration authority | Regulations on civil servants and public employees |
| Maritime Safety and Port Management Administration | 55 | State administration authority | Regulations on civil servants and public employees |
| Transportation Administration | 42 | State administration authority | Regulations on civil servants and public employees |
| Railway Administration | 11 | State administration authority | Regulations on civil servants and public employees |
| Carbohydrates Administration | 7 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Agriculture, Forest Management and Water Management | 181 | State administration authority | Regulations on civil servants and public employees |
| Forestry Administration | 366 | State administration authority | Regulations on civil servants and public employees |
| Water Administration | 8 | State administration authority | Regulations on civil servants and public employees |
| Administration for Food Safety, Veterinary and Phytosanitary Affairs | 87 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Health | 72 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Ecology, Spatial Planning and Urban Planning | 172 | State administration authority | Regulations on civil servants and public employees |
| Environment Protection Agency | 74 | State administration authority | Regulations on civil servants and public employees |
| Administration of Public Works | 56 | State administration authority | Regulations on civil servants and public employees |
| National Tourism Organization of Montenegro | 31 | Organization of public interest | General labour regulations |
| Institute of Hydrometeorology and Seismology | 115 | State administration authority | Regulations on civil servants and public employees |
| Ministry of Public Administration, Digital Society and Media | 100 | State administration authority | Regulations on civil servants and public employees |
| Human Resource Management Authority | 65 | State administration authority | Regulations on civil servants and public employees |
| Administration for Inspection Affairs | 303 | State administration authority | Regulations on civil servants and public employees |
| **6 INDEPENDENT SPENDING UNITS** | | |  |
| Protector of Human Rights and Freedoms of Montenegro | 36 | State authority | Regulations on civil servants and public employees |
| State Audit Institution | 76 | Professional service | Regulations on civil servants and public employees |
| Montenegrin Academy of Sciences and Arts | 28 | Public institution | General labour regulations |
| “Matica crnogorska”-Montenegrin cultural institution | 5 | Organization of public interest | General labour regulations |
| Personal data Protection and Free Access to Information Agency | 32 | State Agency | General labour regulations |
| Agency for Peaceful Resolution of Labour Disputes | 12 | State Agency | Regulations on civil servants and public employees |
| Senate of the former Royal Capital | 4 | Advisory body | Regulations on civil servants and public employees |
| Audit Authority | 21 | Independent audit authority | Regulations on civil servants and public employees |
| Corruption Prevention Agency | 54 | State Agency | Regulations on civil servants and public employees |
| Commission for the Protection of Rights in Public Procurement Procedures | 23 | Independent legal entity | Regulations on civil servants and public employees |
| Official Gazette of Montenegro | 17 | Public institution | General labour regulations |
| Fond for the protection and exercise of minority rights | 11 | State fund | Regulations on civil servants and public employees |
| **6 STATE FUNDS** | | |  |
| Pension and Disability Insurance Fund | 202 | State fund | Regulations on civil servants and public employees |
| Health Insurance Fund | 190 | State fund | Regulations on civil servants and public employees |
| Public healthcare institution Clinical Centre of Montenegro | 2.828 | Public institution | General labour regulations |
| Dobrota Hospital | 165 | Public institution | General labour regulations |
| “Vaso Ćuković” Hospital | 183 | Public institution | General labour regulations |
| General Hospital Bar | 322 | Public institution | General labour regulations |
| General Hospital Berane | 391 | Public institution | General labour regulations |
| General Hospital Bijelo Polje | 348 | Public institution | General labour regulations |
| General Hospital Cetinje | 205 | Public institution | General labour regulations |
| General Hospital Kotor | 235 | Public institution | General labour regulations |
| General Hospital Nikšić | 463 | Public institution | General labour regulations |
| General Hospital Pljevlja | 299 | Public institution | General labour regulations |
| Specialised hospital for pulmonary diseases "Dr Jovan Bulajić" | 147 | Public institution | General labour regulations |
| Public healthcare institution EMA Institute of Montenegro | 522 | Public institution | General labour regulations |
| Public Health Institute | 226 | Public institution | General labour regulations |
| Blood Transfusion Institute of Montenegro | 122 | Public institution | General labour regulations |
| Healthcare institution -Pharmacies of Montenegro “Montefarm” | 442 | Public institution | General labour regulations |
| Healthcare Centre Andrijevica | 46 | Public institution | General labour regulations |
| Healthcare Centre Bar | 206 | Public institution | General labour regulations |
| Healthcare Centre Bijelo Polje | 173 | Public institution | General labour regulations |
| Healthcare Centre Budva | 114 | Public institution | General labour regulations |
| Healthcare Centre Cetinje | 95 | Public institution | General labour regulations |
| Healthcare Centre Danilovgrad | 78 | Public institution | General labour regulations |
| Healthcare Centre Kolašin | 56 | Public institution | General labour regulations |
| Healthcare Centre Kotor | 73 | Public institution | General labour regulations |
| Healthcare Centre Mojkovac | 72 | Public institution | General labour regulations |
| Healthcare Centre Nikšić | 303 | Public institution | General labour regulations |
| Healthcare Centre Plav | 103 | Public institution | General labour regulations |
| Healthcare Centre Pljevlja | 122 | Public institution | General labour regulations |
| Healthcare Centre Podgorica | 641 | Public institution | General labour regulations |
| Healthcare Centre Rožaje | 133 | Public institution | General labour regulations |
| Healthcare Centre Tivat | 74 | Public institution | General labour regulations |
| Healthcare Centre Ulcinj | 122 | Public institution | General labour regulations |
| Healthcare Centre Berane | 143 | Public institution | General labour regulations |
| Healthcare Centre Herceg Novi | 122 | Public institution | General labour regulations |
| Employment Bureau | 310 | State fund | Regulations on civil servants and public employees |
| Compensation Fund | 7 | State fund | Regulations on civil servants and public employees |
| Labour fund | 10 | State fund | Regulations on civil servants and public employees |
| **44.936** | |  | |

LIST OF LOCAL LEVEL INSTITUTIONS

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Municipality** | **Local self-government bodies and services[[180]](#footnote-180)** | **Public institutions[[181]](#footnote-181)** | | **TOTAL** |
| **Andrijevica** | **71** | **36** | | **107** |
| Public institution Cultural centre |  | **32** | |  |
| Municipal organization of the Red Cross |  | **4** | |  |
| **Bar** | **262** | **57** | | **319** |
| Reorganization of the public enterprise “Cultural centre” into the public institution ”Cultural Centre” Bar |  | **57+10 employed via Agency for temporary assignment** | |  |
| **Berane** | **290** | **83** | | **373** |
| Public institution Cultural centre Berane |  | **30** | |  |
| Public institution “Polimlje Museum” Berane |  | **25** | |  |
| Public institution Day Centre for children and youth with disabilities and impairments Berane |  | **28** | |  |
| **Bijelo Polje** | **307** | **82** | | **389** |
| Public institution ”Museum” |  | **9** | |  |
| Public institution “Ratković’s poetry evenings” |  | **6** | |  |
| Public institution Tisa |  | **17** | |  |
| Public institution Centre for support to children and family |  | **11** | |  |
| Public institution Cultural centre |  | **30** | |  |
| Public institution Centre for sport and recreation |  | **9** | |  |
| **Budva** | **445** | **147** | | **592** |
| Public institution “Museums and gallery” |  | **81** | |  |
| Public institution “Library” |  | **25** | |  |
| Public institution Day centre for children and youth with disabilities and impairments - "Biseri" |  | **13** | |  |
| Public institution “Theatre Town” |  | **28** | |  |
| **Danilovgrad** | **100** | **50** | | **150** |
| Protection service |  | **20** | |  |
| Public institution Cultural centre |  | **15** | |  |
| Public institution “Artistic colony” |  | **3** | |  |
| Public institution Day care centre for children with impairments and adults with disabilities |  | **7** | |  |
| Municipal organization “Red Cross” Danilovgrad |  | **2** | |  |
| Local broadcaster “Radio Danilovgrad” |  | **10** | |  |
| **Gusinje** | **57** | **11** | | **68** |
| Public institution Cultural centre |  | **11** | |  |
| **Herceg Novi** | **319** | **115** | | **434** |
| Agency for construction and development |  | **27** | |  |
| Town museum and gallery |  | **26** | |  |
| Town library and reading room |  | **7** | |  |
| Agency for the protection and development of Mount Orjen |  | **11** | |  |
| Public institution from the area of culture “Herceg Fest“ |  | **30** | |  |
| Public institution “Day centre” |  | **14** | |  |
| **Kolašin** | **98** | **18** | | **116** |
| Public institution Cultural centre Kolašin |  | **18** | |  |
| **Kotor** | **245** | **113** | | **358** |
| Directorate for planning and construction |  | **51** | |  |
| Municipal public institution “Museums Kotor” |  | **31** | |  |
| Public institution Cultural centre “Nikola Đurković” Kotor |  | **31** | |  |
| **Mojkovac** | **100** | **18** | | **118** |
| Public institution Day centre for children with disabilities and impairments |  | **9** | |  |
| Public institution Cultural centre "Nenad Rakočević" |  | **9** | |  |
| **Nikšić** | **490** | **185** | | **675** |
| Public institution Day centre |  | **22** | |  |
| Public institution “Museums and galleries” |  | **46** | |  |
| Public institution - Public library „Njegoš“ |  | **35** | |  |
| Public institution “Nikšić Theatre” |  | **51** | |  |
| Public institution “Zahumlje” |  | **31** | |  |
| **Petnjica** | **44** | **6** | | **50** |
| Public institution Cultural centre |  | **6** | |  |
| **Plav** | **132** | **41** | | **173** |
| Public institution Cultural centre “Husein Bašić” Plav |  | **26** | |  |
| Public institution Centre for children and youth with impairments “LIPA” Plav |  | **15** | |  |
| **Plužine** | **56** | **8** | | **64** |
| Public institution Cultural centre |  | **8** | |  |
| **Pljevlja** | **252** | **78** | | **330** |
| Public institution Art gallery “Vitomir Srbljanović” Pljevlja |  | **7** | |  |
| Public institution Public library “Stevan Samardžić” |  | **13** | |  |
| Public institution “Local History Museum” Pljevlja |  | **9** | |  |
| Public institution Cultural centre Pljevlja |  | **12** | |  |
| Public institution Day centre for children with impairments and persons with disabilities Pljevlja |  | **23** | |  |
| **Podgorica** | **749** | **262** | | **1011** |
| Public institution Day centre for children with impairments |  | **11** | |  |
| Childcare public institution "Children’ Alliance" |  | **13** | |  |
| Public institution for accommodation, rehabilitation and resocialization of psychoactive substance abusers |  | **39** | |  |
| Public institution "Museums and galleries" |  | **41** | |  |
| Public institution Public library "Radosav Ljumović" |  | **32** | |  |
| Public institution "Town theatre" |  | **58** | |  |
| Public institution Cultural-information centre "Budo Tomović" |  | **47** | |  |
| Public institution Cultural-information centre „Zeta" |  | **10** | |  |
| Public institution Cultural-information centre „Malesija“ |  | **11** | |  |
| **Rožaje** | **232** | **135** | | **367** |
| Day centre for children and youth with disabilities and impairments in Rožaje municipality |  | **20** | |  |
| Public library Rožaje |  | **14** | |  |
| Ski-centre “Hajla” |  | **9** | |  |
| Local history museum “Ganića Tower” |  | **21** | |  |
| Radio & television Rožaje |  | **27** | |  |
| Cultural centre Rožaje |  | **44** | |  |
| **Tivat** | **158** | **63** | | **221** |
| Public institution Cultural centre |  | **15** | |  |
| Public institution “Sport Arena” |  | **12** | |  |
| Public institution Day centre for children and youth with disabilities and impairments - Tivat |  | **20** | |  |
| Public institution “Museum and gallery” |  | **10** | |  |
| Public institution Town library |  | **6** | |  |
| **Ulcinj** | **199** | **59** | | **258** |
| RTV Ulcinj |  | **10** | |  |
| Construction and Development Agency |  | **11** | |  |
| Cultural centre |  | **25** | |  |
| Public institution “Siren” |  | **13** | |  |
| **Cetinje** | **197** | **33** | | **230** |
| Day centre for children with impairments |  | **14** | |  |
| Public library and reading room "Njegoš" |  | **19** | |  |
| **Žabljak** | **53** | **6** | | **59** |
| Public institution Cultural centre Žabljak |  | **6** | |  |
| **Šavnik** | **52** | **8** | | **60** |
| Public institution Centre for culture, sport and media |  | **8** | |  |
| **Tuzi** | **95** | **0** | | **95** |
| **Golubovci** | **30** | **8** | | **38** |
| Centre for the provision of services from the area of social welfare and child protection for the municipality of Golubovci as a part of the Capital city |  | **8** | |  |
| **TOTAL** | | | **6.655** | |

**ANNEX 2**. – List of activities involving LSGUs

**STRATEGIC OBJECTIVE I**

**CITIZEN-ORIENTED ORGANISATION AND OPERATION OF THE PUBLIC ADMINISTRATION**

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.1 | | | | Functional public administration with efficient oversight of its operation and application of the managerialaccountability concept | | | | | | | | | | | | | | |
| Activities | | | | Output indicator | | Responsible institutions | | Start | | | End | | | Funding | | | Source of funding | |
| 1.1.2 | | Pass the Law on Public Institutions | | - Analysis including identified challenges and recommendations regarding the need to establish a normative framework of public institutions is developed  - Adopt Proposal for the Law on Public Institutions | | MPADSM – Directorate for Normative Affairs  UOM | | IQ 2023 | | IV Q 2024 | | | €18,000 | | | MNE Budget | | |
| 1.1.3 | | Establish Registry of State Authorities and Institutions at the central and local level | | - Upgraded Registry of State Authorities is published on [www.drzavniorgani.me](http://www.drzavniorgani.me)  - Registry of public services founded by the local self-government is established  - Identification of contact persons in relevant institutions to enter data in the registries | | MPADSM – Directorate for Normative Affairs, Directorate for Good Public Administration and Directorate for Digitalisation  UOM  LSGUs  SIGMA | | II Q 2022 | | IV Q 2023 | | | €35,000 | | | MNE Budget | | |
| OPERATIONAL OBJECTIVE 1.2 | | | | | Paperless administration | | | | | | | | | | | | | |
| Activities | | | Output indicator | | | | Responsible institutions | | Start | | | End | | | Funding | | | Source of funding |
| 1.2.5 | Introduce eDMS at the local level in 4 selected LSGUs having no electronic document management system in place | | - Situation analysis regarding current status to identify requirements for establishment of eDMS (technical and administrative requirements) is developed  - eDMS is introduced in two selected LSGUs  - eDMS training is organised for a minimum of 60 LSGU employees | | | | MPADSM  LSGUs  HRMA | | I Q 2023 | | | IV Q 2023 | | | €250,000 | | | MNE Budget |

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| OPERATIONAL OBJECTIVE 1.3 | | Strengthening functional and financially independent municipalities to ensure more equal development of all LGUs | | | | | | |
| Activities | | Output indicator | Responsible institutions | Start | End | Funding | Source of funding | |
| 1.3.1 | Screen the functioning of the local self-government | Screening of current LSGUs tasks is implemented for all areas, including situation assessment, level of implementation and proposed measures for future functioning of LSGUs, challenges faced by LSGUs in performing: delegated and entrusted tasks, transfer of powers to municipalities under strategic documents without ensured funding by central-level authorities, cost-benefit analysis of core LSGU tasks, with recommendations for improvement and options for introducing soft poly-typic functioning system | MPADSM  UOM  LSGUs | I Q 2022 | IV Q 2022 | €30,000 | MNE Budget |
| 1.3.2 | Adopt a plan with recommendations based on findings of the screening activity under 1.3.1 | Plan with recommendations is adopted | MPADSM  UOM  LSGUs | IV Q 2022 | II Q 2023 | €9,000 | MNE Budget |
| 1.3.3 | Amend the Law on Local Self-Government | Law on Local Self-Government Amendments regulating the following are adopted:  - harmonisation with the Law on Civil Servants and State Employees  - improvement of administrative oversight over the work of public services  - elimination of challenges in implementing the current Law  - inter-municipal cooperation  - use of electronic services of trust of LSGU performed by the state administration authority in charge of electronic administration affairs and electronic business operations  - other amendments according to the screening results | MPADSM  MFSW  UOM  LSGUs | IQ 2023 | IIIQ 2023 | €3,000 | MNE Budget |
| 1.3.4 | Promote the mechanism of inter-municipal cooperation | Two workshops on the importance of inter-municipal cooperation are held and attended by all LSGUs | MPADSM  UOM  LSGUs | I Q 2023 | IV Q 2023 | €13,000 | MNE Budget |
| 1.3.5 | Carry out analysis of challenges associated with the collection of local public revenues and fiscal capacity of LSGUs | Analysis with action plan for improving the collection of local public revenues is carried out | MPADSM  UOM  LSGUs  SIGMA | II Q 2022 | IV Q 2022 | €13,000 | MNE Budget |
| 1.3.6 | Strengthen oversight of LSGU financial operations by giving opinions on the budget and periodic reports on the financial situation of LSGUs which will include concrete recommendations | - Outstanding debt of local self-governments is reduced in absolute amounts  - Number of issued opinions  - Number of controls of budget inspectorate | MFSW – Directorate for LSG and majority state-owned companies | III Q 2023 | IV Q 2024 | €15,000 | MNE Budget |
| 1.3.7 | Increase the share of own revenue in the current revenue of LSGUs | - Number of training events to strengthen the capacity of LSGs to collect own revenues  - Normative framework for collection of own revenues is improved | MFSW  LSGUs  UOM | IV Q 2022 | IV 2Q 023 | €5,000 | MNE Budget |
| 1.3.8 | Strengthen the capacity of LSGUs legal representative concerning property and legal interests | - At least 20 persons completed training  - Role of the LSGU legal representative is affirmed by means of training addressing amended decision on internal organisation and method of operation of local self-government bodies, workshops etc. | HRMA  MPADSM  UOM  LSGUs | I Q 2023 | IV Q 2023 | €18,000 | MNE Budget |

**STRATEGIC GOAL II**

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

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| OPERATIONAL OBJECTIVE 2.1 | | Efficient service delivery and introduction of service delivery quality management | | | | | | | | | | | | | | | | | | | |
| Activities | | Output indicator | | | Responsible institutions | | | | Commencement of activities | | | Completion of activities | | | Funds required for implementation | | | Source of funding | | |
| 2.1.6 | Work processes mapping with a view to optimize operations and introduction of management system at the level of public administration | Analysis for improving work processes and services with specific recommendations for improving internal organization developed in minimum 4 pilot institutions (MPADSM, Sports and Youth Administration, Agency for Personal Data Protection and Free Access to Information, Social Welfare Center Podgorica, Employment Agency)  - Improvement and digitalization of internal procedures (including simplification)  - Reorganization and optimal work processes implemented in line with the Analysis | | | MPADSM  MFSW APDPFAI  Social Welfare Center Podgorica  Employment Agency Sports and Youth Administration  LSGUs  (Nikšić. Pljevlja) | | | II Q 2022 | | | II Q 2023 | | | 370.000 € | | | Montenegro budget | | |
| 2.1.9 | Creation of Catalogue of all services on both central and local level | - *Off-line* and *On-line* Services Catalogue with analysis of their condition/quality with the concept of *“human centered design”* with an overview of administrative procedures and recommendations for further aligning of bylaws with the Law on Administrative Procedure developed | | | MPADSM  Public administration authorities  SIGMA | | | I Q 2023 | | | IV Q 2024 | | | 372.000 € | | | Montenegro budget  Donor funds  Direct funds  SIGMA | | |
| OPERATIONAL OBJECTIVE 2.2 | | | Full interoperability of information systems and increased number of electronic services with high level of sophistication | | | | | | | | | | | | | | | | | | |
| Activities | | | Output indicator | | | Responsible institutions | | | | Commencement of activities | | | Completion of activities | | | Funds required for implementation | | | Source of funding | | |
| 2.2.2 | Designing new single public administration ePortal[[182]](#footnote-182) | | | -New public administration portal designed based on once-only principle in respect to integration of separated systems as a single point for all services of public administration e-payments, e-authentication and e-identification of users (availability of services delivered by LSGUs)  - eGovernment portal improved to be accessible to people with disabilities | | | MPADSM -  Directorate for Digitalization and eServices | | | II Q 2022 | | | IV Q 2024 | | | 655.000 € | | | Montenegro budget  Donor funds | | |
| 2.2.4 | Analyzing method for keeping and managing public administration authorities and local self-government units registries | | | Analysis on the method for keeping and managing public administration authorities and local self-government units registries adopted with proposal of measures for improvement | | | MoI  MPADSM  MFSW | | | I Q 2023 | | | IV Q 2023 | | | 7.000 € | | | Montenegro budget | | |
| 2.2.5 | Setting up electronic exchange of data between registries[[183]](#footnote-183) | | | - Development of new data exchange web services  - Minimum 30 public administration civil servants attended training for setting up electronic data exchange between registries and SISEDE use | | | MPADSM  MoI  MJHMR  Tax Administration  UMM  LSGUs  Cadastre | | | I Q 2022 | | | IV Q 2023 | | | 378.000 € | | | Montenegro budget | | |
| 2.2.6 | Establishing Certification Authority (CA) for state administration authorities and local self-government authorities needs and provision of qualified trust electronic services (certificates for: qualified electronic signature, qualified electronic seal and service of qualified time stamp) | | | - Certification Authority (CA) established with the status of qualified provider of trust electronic services.  - Number of issued certificates for state administration authorities needs for: qualified electronic signature and qualified electronic seal.  - Number of state administration authorities using qualified time stamp service.  - Number of local self-government authorities and administration authorities using qualified time stamp service. | | | MPADSM  LSGUs | | | I Q 2022 | | | I Q 2023 | | | 49.000 € | | | Montenegro budget | | |
| 2.2.7 | Connecting LSGUs to SISEDE for the purpose of data exchange | | Technical requirements and safety standards for LSGUs access to this system aiming at data exchange established | | | MPADSM  LSGUs | | | | I Q 2022 | | | IV Q 2023 | | | 270.000 € | | | Montenegro budget | | |
| 2.2.11 | Conducting analysis of needs and existing tools for IS auditing support with reference to use of CAAT software | | Analysis on support tools for IS auditing conducted | | | MPADSM  MFSW | | | | II Q 2023 | | | IV Q 2023 | | | 8.000 € | | | Montenegro budget | | |

**STRATEGIC GOAL III**

**PROFESSIONAL PUBLIC ADMINISTRATION**

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| OPERATIONAL OBJECTIVE 3.1 | | | | Efficient HR planning system based on identified needs, depoliticization and improving human resources recruitment procedure and further digitalization of civil service system | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Activites | | | | | | Output indicator | | | | | | | Responsible  institutions | | | Commencement of activities | | | | | Completion of activities | | | | | Funds required for implementation | | | | Source of funding |
| 3.1.4 | Innovation of Guidelines for HR Plan Development | | | | HR Plan Development Guidelines amended in regards to alignment of HR plan development steps with the Law on Budget, previous analysis of employment needs, financial estimate for new employment with mid-term budget estimate, mandatory items and form for requests for budget funds allocation, termination of employment in the event that it includes severance pay, with information on employment outside of HR plan and other. | | | | | | | | MPADSM  HRMA  UMM  MFSW | | | I Q 2022 | | | | | III Q 2022 | | | | | 17.000 € | | | | Montenegro budget |
| 3.1.5 | Organizing trainings for civil servants in charge of innovated HR plan development | | | | Minimum 90 civil servants trained | | | | | | | | HRMA | | | III Q 2022 | | | | | IV Q 2024 | | | | | 9.000 € | | | | Montenegro  budget |
| 3.1.13 | Establishing efficient functioning of Human Resources Information System | | | | - Developed business processes analysis with recommendations on further HRIS components development  - HRIS upgraded with the following modules:   * HR plan * Training process from applying to evaluation * Annual leave recording process from applying to implementation * Training planning process for all state authorities and local self-government authorities – connected to the budget * HRIS improved with forms on legal employment status (decision on appointing form, decision on employment form, decision on job assignment form, decision on termination of employment form, annual leave decision form and the like) | | | | | | | | HRMA | | | III Q 2022 | | | | | II Q 2024 | | | | | 152.000 € | | | | Montenegro budget |
| 3.1.14 | Improving civil servants capacities for innovated HRIS use | | | | - Instruction on HRIS Use improved in view of new modules  – Three presentations organized on HRIS importance for heads of authorities and higher managerial staff  - Three trainings organized for minimum 20 focal points for HR management | | | | | | | | HRMA | | | II Q 2024 | | | | | IV Q 2024 | | | | | 25.000 € | | | | Montenegro budget |
| 3.1.15 | HRIS software upgrade related to HRIS local level development | | | | - Analysis on the State of Play in HR Management within HR units on local level developed  - Tender procedure development/project prepared and tendering  - Local level HRIS system upgraded with HRIS functions at the central level | | | | | | | | HRMA  MPADSM  LSGUs UMM | | | II Q 2022 | | | | | II Q 2024 | | | | | 62.000 € | | | | Montenegro budget |
| 3.1.26 | Local level civil servants knowledge on HRIS use improvement | | | | - Instruction on entering data into HRIS, development of HR plans, monitoring and reporting implemented  – Three trainings organized for minimum 60 local level civil servants | | | | | | | | HRMA  MPADSM  LSGUa  UMM | | | II Q 2024 | | | | | IV Q 2024 | | | | | 13.000 € | | | | Montenegro budget |
| OPERATIONAL  OBJECTIVE 3.2 | | | | | | | | Public administration attractive employer – efficient system of assessment, promotion and rewarding based on merits and continuous development | | | | | | | | | | | | | | | | | | | | | | | |
| Activities | | | | | | | | Output indicator | | | | Responsible  institutions | | | Commencement of activities | | | Completion of activities | | | | | Funds required for implementation | | | | | | Source of  funding | |
| 3.2.2 | Improving employees performance assessment system | | | | | | - Manual for employees performance assessment amended   * Employees in state authorities assessed using HRIS in pilot authorities | | | | HRMA  LSGUs  NGO | | | II Q 2022 | | | IV Q 2022 | | | | | 15.000 € | | | | | | Montenegro budget | | |
| 3.2.5 | Training implementation in line with authorities needs | | | | | | - Guidelines for development of training needs analysis revised  - Five trainings for employees competent for training needs analysis implementation at the central and the local level realized | | | | HRMA  MPADSM  UMM | | | III Q 2022 | | | I Q 2023 | | | | | 127.000 € | | | | | | Montenegro budget | | |
| 3.2.13 | Gender equality trainings organized for public administration employees | | | | | | 200 participants attended gender equality trainings | | | | HRMA | | | II Q 2022 | | | IV Q 2023 | | | | | 45.000 € | | | | | | Montenegro budget | | |
| 3.2.23 | Improving capacities on e-accessibility concept | | | | | | - 200 public administration employees trained on eAccessibility concept (document development)  - 50 public administration website editors and 50 public administration website administrators trained on eAccessibility standards application in the process of public administration authorities websites planning and development  - 5 MPADSM employees trained/certified in the area of eAccessibility standards for portal GOV.ME (WCAG 2.1) administrators | | | | HRMA  MPADSM  LSGUs | | | II Q 2022 | | | IV Q 2023 | | | | | 98.000 € | | | | | | Montenegro budget | | |
| 3.2.24 | Administrators for applicative section of Single Information System for Electronic Data Exchange (SISEDE) capacities strengthening | | | | | | 40 administrators of SISEDE information system trained | | | | HRMA  MPADSM | | | I Q 2022 | | | IV Q 2023 | | | | | 12.000 € | | | | | | Montenegro budget | | |
| 3.2.26 | Promotion of data preparation in open data format | | | | | | - Number of trainings held for public administration and local self-government units with the purpose of improving their skills and understanding when preparing data in open data format  - Number of workshops held on the topic of open data for diverse stakeholders | | | | MPADSM  HRMA  CEM | | | II Q 2022 | | | IV Q 2023 | | | | | 47.000 € | | | | | | Montenegro budget | | |
| 3.2.30 | Improvement of public administration employees satisfaction measuring system | | | | | | - Methodology for public administration employees satisfaction measuring improved  - Standardized guidelines for public administration employees satisfaction measuring developed | | | | HRMA  MPADSM | | | III Q 2022 | | | III Q 2024 | | | | | 22.500 € | | | | | | Montenegro budget | | |
| 3.2.31 | Implementing training for focal points within HR management units on employees satisfaction measuring procedure | | | | | | - Number of HR management focal points trained on employees satisfaction measuring procedure  - Promotion activities on importance of measuring employees satisfaction | | | | HRMA  MPADSM | | | III Q 2022 | | | III Q 2024 | | | | | 22.500 € | | | | | | Montenegro budget | | |
| OPERATIONAL OBJECTIVE 3.3 | | | Optimal administration | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Activities | | | Output indicator | | | | | | | Responsible  institutions | | | | | Commencement of activities | | | | | Completion of activities | | | | | Funds required for implementation | | | Source of  funding | | |
| 3.3.1 | Records/registry development for all employees at the central level financed from the budget of Montenegro | Records of employees at the central level developed at MFSW | | | | | | | MFSW  LSGUs | | | | | I Q 2022 | | | | | III Q 2022 | | | | | Funds not required | | | Montenegro budget | | | | | |
| 3.3.2 | Improving of the normative framework regulating public sector salary system | - Law on Salaries amended in respect to employees performance measuring and defining efficient mechanism between employees performance results and rewarding; establishing mandatory single records keeping on the number of employees financed from the budget, creation of legal basis for employment termination by mutual consent and redundant labor with severance pay[[184]](#footnote-184) and establishing mechanism for limiting employment of persons who received severance pay with establishing of adequate mechanism for limiting re-recruitment within public administration during defined period of time, after receiving severance pay.   * Relevant bylaws amendment | | | | | | | MFSW  MPADSM  MED  LSGUs | | | | | I Q 2022 | | | | | IV Q 2022 | | | | | 7.000 € | | | Montenegro budget | | | | | |
| 3.3.4 | Establishing efficient mechanism for concluding temporary service contracts and temporary employment contracts | - Increased inspection supervision of concluding temporary service contracts and temporary employment contracts[[185]](#footnote-185)  - Personal Income Tax Law amended in respect to temporary service contracts tax rate increase  - Promotion of concept on recruitment from the list of those who passed capacities assessment up to six months, in line with LCSSE | | | | | | | MFSW  LSGUs | | | | | I Q 2022 | | | | | IV Q 2024 | | | | | 17.000 € | | | Montenegro budget | | | | | |
| 3.3.5 | Public administration functional analysis development in stages | Public administration functional analysis developed in stages with recommendations for improvements in education and health sector (internal work processes, public administration efficiency and accountability, HR policy, number of employees and the like) | | | | | | | MPADSM  MFSW  LSGUs  World Bank | | | | | III Q 2022 | | | | | III Q 2024 | | | | | 505.000 € | | | Montenegro  budget | | | | | |
| 3.3.6 | Coordination of implementation of public administration optimization recommendations (including developed functional analyses) | - Established teams applying sectoral principle aiming at monitorig of recommended optimization measures implementation and developed functional analyses  - Recommendations implementation in respect to developed functional analyses (according to AP time frame)  - Coordination teams reporting on developed functional analyses implemented recommendations | | | | | | | MFSW  MPADSM  All ministries  All PA authorities  Public institutions | | | | | II Q 2023 | | | | | III Q 2024 | | | | | 407.000 € | | | Montenegro budget | | | | | |

**STRATEGIC GOAL IV**

**TRANSPARENT AND OPEN PUBLIC ADMINISTRATION**

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| OPERATIONAL OBJECTIVE 4.3 | | Improvement of information reuse and increasing the availability of open data | | | | | | |
| Activities | | Performance indicator | Competent institutions | Beginning | End | Funds | Funding source |
| 4.3.2 | Improvement of [www.data.gov.me](http://www.data.gov.me) portal | - Increased number of total datasets (50%) as well as of dynamic datasets (50%)  - Analysis of the need for improving the functionality of the Portal | MPADSM  MONSTAT  Union of Municipalities of Montenegro  Local self-government units  Authorities obliged to apply the FAI Law  Open Data Council | I Q 2022 | IV Q 2023 | € 67.000 | MNE Budget |
| 4.3.3 | Identification and review of already published datasets | Existing sets updated – at least 75% of datasets on the Portal  - Pilot project in ministries, chosen authorities and chosen local self-governments for the publishing of data in open format (at least 30 authorities) | MPADSM  Authorities obliged to apply the FAI Law | II Q 2022 | IV Q 2023 | € 37.000 | MNE Budget |
| 4.3.6 | Improving the availability of gender equality data | - Development of Manual for the application of GAP III European standards for publishing gender equality data  - Rasing the awareness of public administration bodies of the publishing of gender equality data on the Open Data Portal | MPADSM – Innovation Directorate  All public administration bodies | II Q 2023 | IV Q 2024 | € 15.000 | MNE Budget  Donor funds UNDP |

**STRATEGIC GOAL V**

**POLICY PLANNING WITH AND FOR CITIZENS**

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| OPERATIONAL OBJECTIVE 5.1 | | | Strengthening the evidence-based planning system that leads to sustainable policies and achievement of Government priorities | | | | | | | | | | |
| Activities | | | Output indicator | | Responsible institutions | Start | | End | | Funding | | Source of funding | |
| 5.1.3 | | Revision of the Training Programme for Strategic Planning in terms of the topics covered and pool of participants | Revised contents of the Training Programme for Strategic Planning to cover gender mainstreaming and environmental impact assessment, with the pool of participants expanded to the civil servants working in other state institutions and local governments | | GSG  HRMA  MJHMR  MESPU  LSGUs | I Q 2022 | | I Q 2022 | | €5,200 | | Donor funds | |
| 5.1.4 | | Organisation of training as per the revised Programme | - Number of delivered Programme cycles  - Number of trained participants (central and local level) who completed the Programme | | GSG  HRMA | I Q 2022 | | III Q 2022 | | €37,700 | | Donor funds, EU support | |
| 5.1.18 | | Upgrade of the report on the implementation of the Decree on the election of NGO representatives and conduct of public consultatitions in the process of drafting laws and strategies | - Revised structure of the report, with upgraded statistics and additional information on the satisfaction of the working group members, annual evaluation of the conducted public consultation processes  - Number of working bodies involving LSGU representatives | | MPADSM  GSG | II Q 2022 | | III Q 2022 | | €5,000 | | MNE Budget | |
| OPERATIONAL OBJECTIVE 5.2 | | | Enhanced institutional coordination for stronger policy impacts | | | | | | | | | | |
| Activities | | | Output indicator | Responsible institutions | | | Start | | End | | Funding | | Source of funding |
| 5.2.9 | | Develop an analysis of the relations between national-level and local-level strategic documents | Developed analysis on the relations between the national-level and strategic-level documents, with recommendations for improvement | GSG  UOM  LSGUs | | | I Q 2023 | | IV Q 2023 | | €4,600 | | Donor funds, EU support |
| OPERATIONAL OBJECTIVE 5.3 | | | Povećanje obuhvata i jačanje kapaciteta za sprovođenje RIA | | | | | | | | | | |
| Activities | | | Output indicator | Responsible institutions | | | Start | | End | | Funding | | Source of funding |
| 5.3.1 | Revision of the Guidance on development of RIA Reports and RIA Manual | | Revised Guidance section on the budgetary impact on LSGUs and gender equality, revised RIA Manual | MFSW | | | II Q 2022 | | IV Q 2022 | | €3,000 | | MNE Budget |

1. 459 central-level and 79 local-level institutions [↑](#footnote-ref-1)
2. <http://media.cgo-cce.org/2013/03/Strategija-reforme-javne-uprave-u-Crnoj-Gori-2011-2016-AURUM.pdf> [↑](#footnote-ref-2)
3. <https://www.gov.me/en/documents/eb181a14-f291-44be-8603-bfbb75901152> [↑](#footnote-ref-3)
4. Detailed information about realised and partly realised goals and activities in the Final Implementation Report for the Public Administration Reform Strategy 2016-2020 can be found at: https://www.gov.me/dokumenta/50f923ab-72b8-477e-ad0f-f052ff388bc4 [↑](#footnote-ref-4)
5. https://www.gov.me/dokumenta/0aef2dec-5785-497d-8dba-527932ac124c [↑](#footnote-ref-5)
6. <https://javnepolitike.me/wp-content/uploads/2020/11/Metodologija-razvijanja-politika-draft3-preview-22SEP20.pdf> [↑](#footnote-ref-6)
7. A total of 8 focus groups were held with over 60 participants, and all relevant communites were involved: university students, civil society organisations, small businesses, academic community, business community and trade unions, public servants (2 focus groups), citizens. Focus group report was developed, while the activities suggested by all of the communities were incorporated in the strategic document. Additionally, a survey for all citizens was developed to collect information about their experience in working with the public administration; based on suggestions obtained this way, activities were created for the first two-year action plan supporting this strategy.

   Once all the stakeholders had been identified, stakeholder meetings (6 in total) were held in May for each of the strategic goals identified. In addition to that, 3 two-day workshops with working groups were held (involving representatives of public authorities) to ensure open and inclusive public consultation during the first stages of the drafting process (more than 35 participants at each of the workshops). [↑](#footnote-ref-7)
8. Report available at <https://www.gov.me/dokumenta/ec924896-5446-48f7-9551-df6461c6fffa> [↑](#footnote-ref-8)
9. Report on the Implementation of the Public Administration Reform Strategy (PAR) 2016 – 2020, the 2020 Report on the Implementation of the Public Administration Optimisation Plan 2018-2020, including overview of implementation of the entire document, Analysis of Effects of Short-Term Measures in the Optimisation Plan in 2018, Model of Optimisation of Economic Entities and Institutions Founded by the Local Self-Government, August 2020. Situation Analysis in the Field of Human Resource Management in 2020, HRMA, Report on the Quality of Implementation of Regulatory Impact Assessments (RIA) in Montenegro in 2020, Research into the Level of User Satisfaction with Public Services in Selected Institutions of Montenegro, May 2021, Report on Activities in Administrative Matters for the period 01 January 2020 – 31 December 2020, the 2017 Report on the Implementation of the PAR Strategy Action Plan, the 2018 Report on the Implementation of the PAR Strategy Action Plan, the 2019 Report on the Implementation of the PAR Strategy Action Plan, Mid-Term Evaluation of the PAR Strategy 2016-2020, Evaluation of the EU Support for the Public Administration Reform Sector PAR SBS (through IPA II 2014-2020), the 2018 EC Progress Report on Montenegro, the 2019 EC Progress Report on Montenegro, the 2020 EC Progress Report on Montenegro, the 2019 SIGMA Monitoring Report, SIGMA comments and suggestions on further public administration reform, WeBER National PAR Monitor Montenegro 2017/2018, WeBER public perception survey on administrative services in the Western Balkans (December 2020), Gender Equality in Public Administrations in the Western Balkan Countries – Montenegro Report, Gender Mainstreaming Survey – opinions and perceptions of the public administration employees and assessment of the application of the gender equality principle in public authorities [↑](#footnote-ref-9)
10. Art 69 of the Law on LSG [↑](#footnote-ref-10)
11. List of institutions annexed to the document [↑](#footnote-ref-11)
12. Decision on Establishing “Montenegro works“ LLC (Official Gazette of MNE 85/21 i 86/21) [↑](#footnote-ref-12)
13. Challenges associated with economic operators founded by municipalities, relating to their financial sustainability, recruitment, different accounting policies and other areas identified in the analysis “Optimisation model for economic operators and institutions founded by LSG” will be addressed by other activities of the Ministry of Finance and Social Welfare. [↑](#footnote-ref-13)
14. Briefing Note on the Management of Registries in the State Administration and Local Self-Government, including a proposal for measures to improve the situation, was adopted by the Government in 2015. Based on information received from 79 central and local level institutions having submitted data pertaining to the number and method of maintaining registries and information systems supporting the registry maintenance, more than 600 registries are identified in state administrative authorities and local self-government units. Analysis has shown that authorities required to keep registries are facing exponential growth of data, which is not accompanied by corresponding technological support in terms of data exchangeability and creation of new services arising from it. [↑](#footnote-ref-14)
15. Official Gazette of Montenegro 1/2007 and 38/2013 – Amendments I-XVI [↑](#footnote-ref-15)
16. Official Gazette of Montenegro 78/18 i 70/21) [↑](#footnote-ref-16)
17. Official Gazette of Montenegro 118/2020, 121/2020, 1/2021 and 2/2021 [↑](#footnote-ref-17)
18. Official Gazette of Montenegro 2/2018, 34/2019 i 38/2020 [↑](#footnote-ref-18)
19. Official Gazette of Montenegro 54/11, 26/12, 27/13, 62/13, 12/14, 3/16, 31/17, 86/18 and 3/20) [↑](#footnote-ref-19)
20. Decree on the Organisation and Method of Operation of the State Administration (Official Gazette of Montenegro 118/20) [↑](#footnote-ref-20)
21. 4 December 2020 [↑](#footnote-ref-21)
22. Ministry of Justice, Human and Minority Rights, Ministry of the Interior, Ministry of Defence, Ministry of Finance and Social Welfare, Ministry of Foreign Affairs, Ministry of Public Administration, Digital Society and Media, Ministry of Education, Science, Culture and Sport, Ministry of Health, Ministry of Economic Development, Ministry of Agriculture, Forestry and Water Management, Ministry of Ecology, Spatial Planning and Urban Development, Ministry of Capital Investments [↑](#footnote-ref-22)
23. Administration for the Execution of Criminal Sanctions, Police Administration, Department for the Protection of Classified Data, Customs and Revenue Administration, Cadastre and State Property Administration, Statistics Administration, Social and Child Protection Bureau, Diaspora Administration, Human Resource Management Administration, Education Bureau, Administration for the Protection of Cultural Goods, State Archives, Sport and Youth Administration, Metrology Bureau, Administration for Food Safety, Veterinary and Phytosanitary Affairs, Forestry Administration, Water Management Administration, Public Works Administration, Administration for Environmental and Nature Protection Hydrometeorology and Seismology Bureau, Maritime Safety and Port Management Administration, Transport Administration, Railway Administration, Hydrocarbons Administration, Inspection Affairs Administration, Secretariat for Legislation [↑](#footnote-ref-23)
24. Law on the State Administration (Official GAzette of Montenegro 78/18) [↑](#footnote-ref-24)
25. List of local level public institutions is available at the open data portal, <https://data.gov.me/dataset/spisak-lokalnih-institucija-u-monitoringu-primjene-plana-optimizacije> [↑](#footnote-ref-25)
26. Law on Public Entreprises and Law on Social Activities, passed in 1991, were systemic pieces of legislation governing public service providers, but both were repealed. [↑](#footnote-ref-26)
27. # Briefing Note on the establishment of document exchange within the electronic document management system (eDMS), 24 July 2020

    <https://www.gov.me/dokumenta/ab4bd6ea-4999-4cb6-a7f6-079fb068b9d9> [↑](#footnote-ref-27)
28. Of which Municipality of Golubovci is a constituent part of the Podgorica Capital [↑](#footnote-ref-28)
29. Law Amending the Law on Public Utilities (Official Gazette of Montenegro 66/19) [↑](#footnote-ref-29)
30. According to the Analysis of Potential Areas and Mechanisms of Cooperation between LSGU and Sources of Funding and the Proposal for the Plan of Incentives, developed in the framework of the *“Support to the creation of a transparent efficient and service-oriented public administration”* funded by the EU and implemented by UNDP in cooperation with the Ministry of Public Administration in September 2019, examples of municipal cooperation in different areas and under different agreements are as follows:

    * Joint internal audit activities under an agreement, in accordance with the Law on Management and Internal Control in the Public Sector (Municipality of Nikšić for Municipalities of Plužine and Šavnik; Municipality of Pljevlja, for Municipality of Žabljak; Municipality of Tivat for Municipalities of Kolašin and Mojkovac)
    * Chief City Architect activities (under an agreement, Municipality of Nikšić i.e. its Chief City Architect carries out these tasks also in Municipalities of Šavnik, Žabljak, Plužine, Podgorica Capital for the Municipality of Kolašin, Municipality of Rožaje for the Municipality of Gusinje and Municipality of Berane for the Municipality of Mojkovac)
    * Managing the regional sanitary landfill (Municipalities of Bar and Ulcinj have concluded a contract on establishing „Možura“ LLC tasked with managing the regional sanitary landfill, where Bar owns 65% and Ulcinj 35% of the company)
    * Introduction of composting and selective collecting of waste (Municipalities of Kotor, Budva, Tivat and Herceg Novi – Project Leader is Public Utility (JKP) Kotor. Project partners are JKP Budva, Tivat and Herceg Novi)
    * Management of waste water treatment facility (Municipalities of Tivat and Kotor)
    * Establishment of the Sinjajevina Regional Park (Project Leader is the Municipality of Mojkovac. Project partners are Municipalities of Danilovgrad, Žabljak, Kolašin and Šavnik)
    * Establishment of the Regional Business Centre for North-East Region (Project Leader is the Municipality of Berane. Project partners are Municipalities of Andrijevica, Bijelo Polje, Plav, Rožaje, Regional Development Agency Bjelasica, Komovi and Prokletije).

    [↑](#footnote-ref-30)
31. Petnjica, Rožaje, Kotor, Tivat, Berane, Mojkovac, Danilovgrad, Žabljak, Kolašin, Šavnik, Kotor, Budva, Ulcinj, Herceg Novi, Nikšić, Plužine, Gusinje (source: 2020 Report on the implementation of the public administration optimisation plan 2018-2020 with general overview of implementation of the overall document) [↑](#footnote-ref-31)
32. Final report on the implementation of the PAR Strategy 2016–2020, including 2020 activities, March 2021, available at: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-32)
33. Analysis of potential forms of inter-municipal cooperation in Montenegro <https://www.me.undp.org/content/montenegro/sr/home/library/analiza-o-mogu_im-oblicima-meuoptinske-saradnje-u-crnoj-gori-.html> [↑](#footnote-ref-33)
34. Final report on the implementation of the PAR Strategy 2016–2020, including 2020 activities, March 2021, available at: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-34)
35. Agency for Electronic Communications and Postal Services, Agency for Medicines and Medical Devices, Agency for Amicable Labour Dispute Resolution, Insurance Supervision Agency, Agency for the Protection of Competition, Pension and Disability Insurance Fund, Health Insurance Fund and Labour Fund [↑](#footnote-ref-35)
36. <https://www.gov.me/dokumenta/8ab85e15-37e7-49ab-9b6a-60d1c67dc721> [↑](#footnote-ref-36)
37. 2018 Report on the Implementation of the Action Plan for the PAR Strategy 2016 – 2020, Ministry of Public Administration of Montenegro, March 2019 and Final Report on the Implementation of the PAR Strategy 2016–2020, including 2020 activities, March 2021, available at: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-37)
38. Annual Report on Conducted Audits and Activities of the State Audit Institution of Montenegro October 2018 – October 2019, Podgorica, 29 October 2019, available at:

    <http://www.dri.co.me/1/doc/Godi%C5%A1nji%20izvje%C5%A1taj%20o%20izvr%C5%A1enim%20revizijama%20i%20aktivnostima%20DRI%20za%20period%20oktobar%202018%20-%20oktobar%202019.%20godine.pdf> i Godišnji izvještaj o izvršenim revizijama i aktivnostima Državne revizorske institucije Crne Gore za period oktobar 2019 – oktobar 2020. godine, Podgorica, 30. 10. 2020. godine, link ka dokumentu:

    <http://www.dri.co.me/1/doc/Godi%C5%A1nji%20izvje%C5%A1taj%20DRI%20X%202019%20-%20X%202020.pdf> [↑](#footnote-ref-38)
39. Data obtained by the Ministry of Finance during SIGMA Assesment process for 2021. [↑](#footnote-ref-39)
40. The 2020 Work Report, Protector of Human Rights and Freedoms, Podgorica, March 2021, available at: <https://www.ombudsman.co.me/docs/1619074992_izvjestaj_01042021.pdf> [↑](#footnote-ref-40)
41. Final Report on the Implementation of the PAR Strategy 2016–2020, including 2020 activities, March 2021, available at: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-41)
42. Final Report on the Implementation of the PAR Strategy 2016–2020, including 2020 activities, March 2021, available at: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-42)
43. Municipalities with no electronic document management system in place: Mojkovac, Šavnik, Žabljak, Kolašin, Plužine, Rožaje, Andrijevica, Tuzi, Danilograd, Nikšić, Petnjica, Gusinje. Municipality of Bijelo Polje implemented eDMS after this analysis had been developed. [↑](#footnote-ref-43)
44. Ministry of Public Administration, Digital Society and Media has created and disseminated to all LSGUs a questionnaire to collect data about the level of digitalisation of these processes and obtain additional information about all relevant issues in this area. The findings of the survey are presented in this analysis. [↑](#footnote-ref-44)
45. Consolidated municipal debt amounts to app. EUR 175.75 million at the end of 2016, <https://www.gov.me/dokumenta/e69b4f81-e111-41ec-b26c-63bc433dda76> , consolidated municipal debt amounts to app. EUR 150.80 million at the end of 2018, <https://wapi.gov.me/download/5e706afb-cd8e-45f7-86e2-67c1271245e3?version=1.0>, consolidated municipal debt amounts to app. EUR 118.70 million at the end of 2019, <https://www.gov.me/dokumenta/be4caf8d-23bb-45bc-83ad-d44ce29920c5>, consolidated municipal debt amounts to app. EUR 119.76 million in 2020 <https://www.gov.me/dokumenta/36e6eebd-1c0c-473a-bf36-44db85771437> [↑](#footnote-ref-45)
46. <http://www.dri.co.me/1/index.php?option=com_k2&view=item&id=827:objavljen-izvje%C5%A1taj-o-tematskoj-reviziji-reviziji-presjeka-%E2%80%9Enaplata-i-evidencija-sopstvenih-prihoda-u-lokalnim-samoupravama-u-okviru-kategorije-71-teku%C4%87i-prihodi-u-2019-godini%E2%80%9C&lang=sr> [↑](#footnote-ref-46)
47. Mojkovac, Šavnik, Žabljak, Kolašin, Plužine, Rožaje, Andrijevica, Tuzi, Danilograd, Nikšić, Petnjica, Gusinje do not have eDMS. After this analysis had been developed, Municipality of Bijelo Polje implemented eDMS. [↑](#footnote-ref-47)
48. Ministries and local self-government [↑](#footnote-ref-48)
49. According to EU Methodology *eGovernment benchmark*  [↑](#footnote-ref-49)
50. “Official Gazette of Montenegro”, no 56/2014, 20/2015, 40/2016 and 37/2017 [↑](#footnote-ref-50)
51. “Official Gazette of Montenegro” no 12/2007, 73/2010, 28/2011, 50/2012, 10/2014 and 18/2019 [↑](#footnote-ref-51)
52. [www.par-monitor.org/what-do-citizens-tell-us-about-administrative-services-the-second-public-perception-survey-in-the-western-balkans/](http://www.par-monitor.org/what-do-citizens-tell-us-about-administrative-services-the-second-public-perception-survey-in-the-western-balkans/) [↑](#footnote-ref-52)
53. <https://www.gov.me/dokumenta/4f2a9033-a42e-416f-8830-e6ffe3b49702> [↑](#footnote-ref-53)
54. 2.326.892 cases [↑](#footnote-ref-54)
55. Comparative Study on Service Delivery of Regional School of Public Administration – ReSPA, 2018, document link: <https://www.respaweb.eu/download/doc/Comparative+Study+on+Service+Delivery.pdf/2342ffd1fe9e64da16d225f545eef521.pdf> [↑](#footnote-ref-55)
56. Balkan barometer: <https://www.rcc.int/balkanbarometer/results/2/public> [↑](#footnote-ref-56)
57. Surveying the degree of satisfaction of public services users in selected institutions of Montenegro <https://www.me.undp.org/content/montenegro/sr/home/library/istra_ivanje-stepena-zadovoljstva-korisnika-javnim-uslugama-u-od.html> [↑](#footnote-ref-57)
58. # Degree of sophistication of e-services (one stop shop) is defined by the European Commission through 5 levels including Level 1. Information: Merely information on services is available on the Internet (e.g. procedure description); Level 2. One way interaction: Forms available in electronic format for computer storage; Level 3. Two way communication: Interactive form filling and logging in with authentication. After filling in the form specific service is initiated; Level 4. Transaction: Full service is available on the Internet and thus filling of forms, authentication, payment and delivery of receipts, order or other forms of full service are available via Internet; Level 5. Targetization: Public service provides proactive or automatized service without the need for users to submit requests, as data necessary for provision of these services are collected as official duty. *Five-stage model for e-government maturity (European Commission, 2010).*

    [↑](#footnote-ref-58)
59. „*There are two functional one stop shop services available via the central e-Government portal (www.eUprava.me/en/) – professional development and student loans.“,* Comparative study on service delivery, Regional School of Public Administration – ReSPA, 2018, document link: <https://www.respaweb.eu/download/doc/Comparative+Study+on+Service+Delivery.pdf/2342ffd1fe9e64da16d225f545eef521.pdf> [↑](#footnote-ref-59)
60. Survey: ICT Impact on Montenegro Development <https://www.me.undp.org/content/montenegro/sr/home/library/human_development/NHDR2018.html> [↑](#footnote-ref-60)
61. Report on acting in administrative matters for 1.1.2019 – 31.12.2019 period, the Ministry of Public Administration, June 2020, document link: <https://www.gov.me/dokumenta/4a61d65e-54db-4ad9-a7c7-626ebe15dfff> [↑](#footnote-ref-61)
62. “Official Gazette of Montenegro” no 070/19 [↑](#footnote-ref-62)
63. <https://www.rcc.int/pubs/122/balkan-barometer-2021--public-opinion>, page 88 [↑](#footnote-ref-63)
64. <https://www.capgemini.com/resources/egovernment-benchmark-2020/> [↑](#footnote-ref-64)
65. Services shall be selected in line with services most frequently used by citizens and businesses, based on survey in progress [↑](#footnote-ref-65)
66. Proposal: e-employment, e-NGO registration, e- student, e- professional exam. [↑](#footnote-ref-66)
67. Report on Optimization Plan 2018-2020 implementation [↑](#footnote-ref-67)
68. “Official Gazette of Montenegro”, no 2/18 ,34/19 and 8/21 [↑](#footnote-ref-68)
69. Increase of education sector employees coefficients was introduced for 2020 by 9% and in 2021 by another 3%;

    Increase of health sector employees coefficients was introduced for 2020 by 12% and in 2021 by another 3%; [↑](#footnote-ref-69)
70. Report on Implementation of Public Administration Optimization Plan 2018-2020 for year 2020 with review of overall document implementation, the Ministry of Public Administration, Digital Society and Media, Montenegro, June 2021 [↑](#footnote-ref-70)
71. Report on Implementation of Public Administration Optimization Plan 2018-2020 for year 2020, the Ministry of Public Administration, Digital Society and Media, June 2021 [↑](#footnote-ref-71)
72. Public Administration Reform Strategy 2016-2020 and Public Administration Optimization Plan 2018-2020 envisage reduction in number of employees at the central level by 5% and by 10% at the local level until the end of 2020 compared to the baseline value defined in December 2017. This objective has not been accomplished and instead of planned reduction **the number of employees increased by 8%** at both central level and local level. On 31st of December 2020 **42.193** persons were employed at the central level and **13.235** at the local level, amounting to the total of **55.428 employees at the level of public administration.** The Report on Implementation of Public Administration Optimization Plan 2018-2020 for 2020, the Ministry of Public Administration, Digital Society and Media, June 2021, shows that during implementation of Optimization Plan the number of employees at the central level increased by 3.136 and at the local level by 1.061, making the total increase by 4.197 employees at the level of public administration during the period from December 2017 until December 2020. [↑](#footnote-ref-72)
73. Report on Implementation of Public Administration Optimization Plan 2018-2020 for 2020, with review of overall document implementation, the Ministry of Public Administration, Digital Society and Media, June 2021, [↑](#footnote-ref-73)
74. Report on Implementation of Public Administration Optimization Plan 2018-2020 for 2020, with review of overall document implementation, the Ministry of Public Administration, Digital Society and Media, June 2021. [↑](#footnote-ref-74)
75. Analysis on the State of Play in the Area of HR Management for 2020, HRMA, June 2021 indicates that state administration authorities and other state authorities, planned within Personnel Plan for 2020 recruitment of 1260 employees and within procedures based on internal, public advertisements and public competitions decisions were made to select 767 candidates which is 61% of the planned number. [↑](#footnote-ref-75)
76. Analysis on the State of Play in the Area of HR Management for 2020, HRMA, June 2021 [↑](#footnote-ref-76)
77. It frequently happens in practice that delivery is not done during the same time period, due to larger number of applied candidates because in some cases personal delivery is not successful. [↑](#footnote-ref-77)
78. “Official Gazette of MNE”, no 2/2018, 34/2019 and 8/2021 [↑](#footnote-ref-78)
79. Ipsos Strategic Marketing for Institut Alternativa, Perception of Public Administration 2019, September 2019 [↑](#footnote-ref-79)
80. Analysis on the State of Play in the Area of HR Management for 2020, HRMA, June 2021 [↑](#footnote-ref-80)
81. Draft Report on the Law on Civil Servants and State Employees Implementation, the Ministry of Public Administration, Digital Society and Media, April 2021 [↑](#footnote-ref-81)
82. Report from focus groups held in April 2021 for Public Administration Reform Strategy 2022-2026, the Ministry of Public Administration, Digital Society and Media and UNDP, Podgorica, May 2021 [↑](#footnote-ref-82)
83. Data from the Analysis on the State of Play of Human Resources Management for 2020, indicate that **3.000 participants were planned to attend training programs in 2020, and records show that there were 2.134.** Dominant number comes from the category of expert and executive staff, and managerial staff is less present. Specific trainings were designed for the category of high managerial staff exclusively, however, the category of expert managerial staff frequently attended such trainings. This indicates the necessity to introduce obligatory attending for specific trainings and specific categories of civil servants, as well as to plan trainings at the level of authorities, HRMA, June 2021, [↑](#footnote-ref-83)
84. Analysis on the State of Play of Human Resources Management for 2020, HRMA, June 2021 [↑](#footnote-ref-84)
85. Referring only to trainings organized and implemented by HRMA [↑](#footnote-ref-85)
86. Analysis on the State of Play of Human Resources Management for 2020, HRMA, June 2021 [↑](#footnote-ref-86)
87. According to the Analysis on the State of Play of Human Resources Management for 2020, HRMA, June 2021, the following state authorities have established human resources units:

    1. The Ministry of Defense – Directorate for Human Resources Management;
    2. The Ministry of Economic Development- General Affairs and Human Resources Office;
    3. The Ministry of Foreign Affairs – Department for Human Resources Management;
    4. The Ministry of the Interior – Department for Human Resources, Training and Professional Development;
    5. The Ministry of Ecology, Spatial Planning and Urbanism – Human Resources Management Service;
    6. The Ministry of Capital Invesments - General Affairs and Human Resources Service.

    [↑](#footnote-ref-87)
88. A module has been developed within HRIS which is to simplify significantly HR plan development for state authorities and HR plan implementation monitoring for HRMA. The module is named HR plan and state authorities will be able to develop their HR plans using HRIS in simple manner, by means of the system taking data and systematization and filling in the first part of the HR plan and HRMA shall be able to view all data and monitor HR plan implementation. [↑](#footnote-ref-88)
89. ”Analysis on the State of Play and data collection for Central Personnel Records (CPR) implementation within local self-government units” have been conducted. After this, project for development of single information system for human resources management at the local level has been prepared, all in cooperation with MPADSM, Union of Municipalities of MNE and representatives of several municipalities. This project has been developed when previous HRIS system was in place and it has been planned to amend the project accordingly and reexamine, i.e. harmonize with the new HRIS. [↑](#footnote-ref-89)
90. In line with the Law on Civil Servants and State Employees and the Law on Local Self-Government [↑](#footnote-ref-90)
91. Improved HR plan is related to Guidelines for HR Plan Development amended in regards to aligning HR plan develpment steps with the Law on Budget, previous analysis of recruitment needs, financial estimate of new employment with mid-term budgetary estimate, mandatory items and form for requests for allocation of budget funds, employment termination, in the event that it involves severance pay, with information on recruitment outside of HR plan and other. [↑](#footnote-ref-91)
92. In line with the Law on Civil Servants and State Employees, the Law on Local Self-Government and the Law on eGovernment [↑](#footnote-ref-92)
93. HR planning and applying for trainings, annual leave [↑](#footnote-ref-93)
94. Assessment and payroll calculation [↑](#footnote-ref-94)
95. According to HRIS data, HRMA [↑](#footnote-ref-95)
96. In line with the Law on Civil Servants and State Employess (8.670 employees assessed out of 13.679 in total) [↑](#footnote-ref-96)
97. Data source – HRIS HRMA [↑](#footnote-ref-97)
98. Decions on promotion based on employees performance were not recorded within CPR [↑](#footnote-ref-98)
99. MPADSM, HRMA, and Kolašin municipality [↑](#footnote-ref-99)
100. In the sector of education and health. [↑](#footnote-ref-100)
101. In line with identified Strategy coverage [↑](#footnote-ref-101)
102. Share is identified through correlation between the number of employees from the records kept based on instructions by MFSW and overall number of employees in Montenegro according to Statistical Office of Montenegro data [↑](#footnote-ref-102)
103. Free Access to Information Law ("Official Gazette of Montenegro", no. 44/2012 and 30/2017), link to the document: <https://www.gov.me/dokumenta/f9dcdea6-e2b9-4b1a-a80c-e243a073d7b4> [↑](#footnote-ref-103)
104. Personal Data Protection and Free Access to Information Agency: <http://www.azlp.me/me/o-agenciji> [↑](#footnote-ref-104)
105. Balkan Barometer: <https://www.rcc.int/balkanbarometer/results/2/public> and <https://www.rcc.int/balkanbarometer/results/1/business> [↑](#footnote-ref-105)
106. The Report on the state of play relative to the protection of personal data in the area of access to information for the year 2020, Personal Data Protection and Free Access to Information Agency, Montenegro, 2020, link: <https://www.azlp.me/docs/zajednicka/izvjestaj_o_stanju/IZVJESTAJ%202020%20final.pdf> [↑](#footnote-ref-106)
107. https://www.azlp.me/me/izvjestaji [↑](#footnote-ref-107)
108. There is the initial application (incomplete database) <https://spi.azlp.me/> designed as the basis for further development of the existing IT system of the Agency. [↑](#footnote-ref-108)
109. https://www.paragraf.me/propisi-crnegore/zakon\_o\_opstem\_upravnom\_postupku.html [↑](#footnote-ref-109)
110. Personal data Protection Law ("OG MNE", no. 79/08 dated 23rd December 2008, 70/09 dated 21st October 2009, 44/12 dated 9th August 2012), link to the document: <http://www.azlp.me/docs/zajednicka/zakoni/zakon-o-zastiti-podataka-o-licnosti.pdf> [↑](#footnote-ref-110)
111. The Report on the state of play relative to the protection of personal data in the area of access to information for the year 2018, Personal Data Protection and Free Access to Information Agency, Podgorica, March 2019, link to the document:

     <http://www.azlp.me/docs/zajednicka/izvjestaj_o_stanju/IZVJESTAJ%202018.doc> [↑](#footnote-ref-111)
112. Remark: The data for 2018 are not fully comparable to the years 2019 and 2020 since the Report of the Agency for 2018 does not elaborate further the presented data. [↑](#footnote-ref-112)
113. The Report on the state of play relative to the protection of personal data in the area of access to information for the year 2019, Personal Data Protection and Free Access to Information Agency, Podgorica, March 2020, link to the document:

     <http://www.azlp.me/docs/zajednicka/izvjestaj_o_stanju/IZVJESTAJ%202019%20final.pdf> [↑](#footnote-ref-113)
114. The Report on the state of play relative to the protection of personal data in the area of access to information for the year 2020, Personal Data Protection and Free Access to Information Agency, Podgorica, March 2021, link to the document:

     <http://www.azlp.me/docs/zajednicka/izvjestaj_o_stanju/IZVJESTAJ%202020%20final.pdf> [↑](#footnote-ref-114)
115. 649 decisions of the Administrative Court of Montenegro, 83 of which passed in the form of judgement and 566 in the form of decision. [↑](#footnote-ref-115)
116. Out of the total of 649 decisions, 53 were annulled. [↑](#footnote-ref-116)
117. Final report on the implementation of PAR Strategy 2016–2020, with reference to the activities for 2020, March 2021, link to the document: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-117)
118. Final report on the implementation of the PAR Strategy 2016–2020, with reference to the activities for 2020, March 2021, link to the document: <https://wapi.gov.me/download/9bd7ecd6-1673-4469-8e47-18a88af893db?version=1.0> [↑](#footnote-ref-118)
119. Report of the focus groups held in April 2021 for the PAR Strategy 2022 – 2026, Ministry of Public Administration, Digital Society and Media and UNDP, Podgorica, May 2021 [↑](#footnote-ref-119)
120. WeBER Indicator Summary Area: Accountability, Montenegro, link: <https://weber-new.s3.us-west-2.amazonaws.com/wp-content/uploads/2021/06/04102419/MNE_4ACC_P2_I2_summary-1.pdf> [↑](#footnote-ref-120)
121. 35 out of 83 judgements [↑](#footnote-ref-121)
122. 1140 authorities out of 1327 [↑](#footnote-ref-122)
123. Entities obliged to apply the FAI Law – total of 1327 (year 2020) [↑](#footnote-ref-123)
124. Law on State Administration (Official Gazette of Budget13/18), Decree on the method and procedure for drafting, harmonisation and monitoring of implementation of strategic documents (Official Gazette of MNE. 54/18), Rules of Procedure of the Government of Montenegro [↑](#footnote-ref-124)
125. Methodology for policy development, drafting and monitoring of implementation of strategic documents (GSG, UNDP, 2020)) [↑](#footnote-ref-125)
126. In the section titled *Political Criteria – Governance,* the EC explicitly stressed that the*: “legal framework for strategic planning capacities by the central government bodies was significantly strengthened.“* [↑](#footnote-ref-126)
127. “*Monitoring of the quality of strategic policy documents by the Government's General Secretariat has become structured and systemic... The General Secretariat of the government has an active role in monitoring implementation of the decree and ensuring quality control by issuing opinions on draft strategic documents, which accompany the texts when they are presented to the government for adoption. The methodology also aims to rationalise such documents and has led to a reduction in their number*.“ [↑](#footnote-ref-127)
128. Adoption of the Decree Amending the Decree on the General Secretariat of the Government, Official Gazette of MNE 33/18 of 14 May 2018 [↑](#footnote-ref-128)
129. Former Sector for Government policy planning, coordination and monitoring [↑](#footnote-ref-129)
130. Following two successful years of implementation with the support of the EU Sector Budget Support, the GSG and HRMA launched the third cycle of the Training Programme for the professional development of the civil servants involved in strategic planning in October 2020; the last module completed in April 2021**.** To date, theProgramme has equipped three generations of participants (150 civil servants) with practical knowledge on policy planning and drafting of strategies, with the first generation starting the Strategic Planning Network [↑](#footnote-ref-130)
131. Official Gazette of Montenegro 41/18 [↑](#footnote-ref-131)
132. eParticipation: <https://www.euprava.me/eparticipacije> [↑](#footnote-ref-132)
133. ePetition: <http://epeticije.gov.me/>Građanima je omogućeno da sa 3 000 prikupljenih potpisa mogu da pokreću inicijative u oblasti javnih politika. [↑](#footnote-ref-133)
134. Open Data Portal: <https://data.gov.me/> Established for the first time in Montenegro in 2018, as the central point for publication of information held by the public administration which enables easy searches of data in open, machine-readable format. The portal currently includes 133 data sets by 20 institutions from 15 areas. Montenegro joined the European family of open data; as of June 2020, the data from the Montenegrin national portal are available on the European open data portal <https://www.europeandataportal.eu/en> [↑](#footnote-ref-134)
135. The obligation of conducting the analysis is laid down in Articles 33 and 40 of the Government Rules of Procedure (Official Gazette of MNE 062/18). [↑](#footnote-ref-135)
136. Official Gazette of MNE 09/12 [↑](#footnote-ref-136)
137. Official Gazette of MNE 002/18 [↑](#footnote-ref-137)
138. Official Gazette of MNE 105/20 [↑](#footnote-ref-138)
139. SIGMA Monitoring Report 2017, <https://sigmaweb.org/publications/Monitoring-Report-2017-Montenegro.pdf> [↑](#footnote-ref-139)
140. The Government Rules of Procedure define the roles of the four standing commissions – Commission for Political System, Internal and Foreign Policy, Commission for the Economic System and Financial Policy, Commission for HR and Administrative Issues, and Commission for Distribution of a Share of Budgetary Reserves. The Commissions review the materials before they are forwarded to Government meetings, but do not ensure a comprehensive perspective of the prepared and adopted materials in the context of the overall planning system and strategic planning. [↑](#footnote-ref-140)
141. Provided by the Rulebook on the methodology for development of strategic development plans of local self-government units (Official Gazette of MNE 37/11), [Pravilnik o metodologiji za izradu strateıkog plana razvoja jedinice lokalne samouprave (wapi.gov.me)](https://wapi.gov.me/download/1f9d04b1-f5e3-4453-af02-7a1a9ac357a1?version=1.0) [↑](#footnote-ref-141)
142. The Regional Development Strategy was adopted for the period 2014-2020, and the new one will be developed next year, for the period starting from 2022. [↑](#footnote-ref-142)
143. That received a positive opinion from the GSG [↑](#footnote-ref-143)
144. This is also one of the suggestions from the Final Evaluation Report on the EU cooperation with Montenegro for the period 2012-2019 (“Although efficient EU funds management required establishment of specific units for cooperation with the EU within ministries and public sector bodies, this inadvertently resulted in the separation of the national policy-making process and public spending, on the one hand, and programming and EU project management, on the other. The recently adopted legal framework which aims to strengthen the process of strategy drafting is rendering impact. Regardless, there is the need for greater coherence between the process of programming national policies and IPA programming.“) [↑](#footnote-ref-144)
145. With coordination function in the field of policy planning [↑](#footnote-ref-145)
146. Of the total number of recommendations given at the level of institution (357), 71 recommendations have been implemented (administration area) [↑](#footnote-ref-146)
147. U javnoj upravi [↑](#footnote-ref-147)
148. Based on the Decree on the Organisation and Method of Operation of State Administration [↑](#footnote-ref-148)
149. Ministries and LSG [↑](#footnote-ref-149)
150. State administration authorities and LSG bodies [↑](#footnote-ref-150)
151. <file:///D:/Korisnicki%20podaci/Downloads/Balkan_Barometer_Public_opinon_2021v4.pdf>, page 88 [↑](#footnote-ref-151)
152. <https://www.capgemini.com/resources/egovernment-benchmark-2020/> [↑](#footnote-ref-152)
153. Proposal: eEmployment, eNGO registration, eStudent, eProfessional exam [↑](#footnote-ref-153)
154. Services referred in footnote 167 have not been developed yet [↑](#footnote-ref-154)
155. Improved among others in regards to transition from one way to two way communication with citizens involvement in services designing, improving user interface at presently accessible portals, on the basis of user experience, information on the situation related to request for eService, cell phone version of website [↑](#footnote-ref-155)
156. Level 3 – two way communication is provided, i.e. forms may be filled and submitted via internet, and public service shall provide the service to authorized user

     Level 4 – transaction may be conducted, i.e. services may be fully provided via internet, by submitting filled forms or data to be processed electronically; decisions of state authoritiees are also submitted electronically [↑](#footnote-ref-156)
157. Registries registered in metaregistry [↑](#footnote-ref-157)
158. In line with the Law on Civil Servants and State Employees and the Law on Local Self-Government [↑](#footnote-ref-158)
159. In line with the Law on Civil Servants and State Employees, the Law on Local Self-Government and the Law on eGovernment [↑](#footnote-ref-159)
160. HR planning and applying for trainings, annual leave [↑](#footnote-ref-160)
161. Assessment and payroll calculation [↑](#footnote-ref-161)
162. According to HRIS data, HRMA [↑](#footnote-ref-162)
163. 8.670 employees assessed out of the total of 13.679 [↑](#footnote-ref-163)
164. In line with defined Strategy coverage [↑](#footnote-ref-164)
165. Share is defined by means of making a correlation between the number of employees on the basis of the records kept in line with instructions by the MFSW and the total number of employees in Montenegro according to Statistical Office data [↑](#footnote-ref-165)
166. Fiscal Strategy draft 2022-2026. [↑](#footnote-ref-166)
167. Activities additionally defined by means of strengthening Budget Inspection through Public Finances Reform Program 2022-2026 [↑](#footnote-ref-167)
168. Tax unit for Cadastre and State Property and Revenue Administration [↑](#footnote-ref-168)
169. 35 out of 83 judgements [↑](#footnote-ref-169)
170. 1140 institutions out of 1327 [↑](#footnote-ref-170)
171. 1.002 out of 4.328 [↑](#footnote-ref-171)
172. 2.302 out of 4.328 [↑](#footnote-ref-172)
173. Entities subject to the FAI Law – total of 1327 (year 2020) [↑](#footnote-ref-173)
174. “High value data“ New Directive (EU) 2019/1024 on open data and reuse of PSI introduces the concept of high value datasets, defined as the data linked to important benefits for the society and economy when reused. High value datasets are subject to a special set of rules which ensure their availability free of charge, in machine readable formats, which are provided through APIs (application programming interface) and, where applicable, for mass downloading. [↑](#footnote-ref-174)
175. That received a positive opinion from the GSG [↑](#footnote-ref-175)
176. With coordination function in the field of policy planning [↑](#footnote-ref-176)
177. With coordination function in the field of policy planning [↑](#footnote-ref-177)
178. In case of reassignment of existing staff members [↑](#footnote-ref-178)
179. Total number of employees at the central level comprises 168 persons belonging to the category of Senior Managers and are entitled to remuneration upon termination of office [↑](#footnote-ref-179)
180. Law on local self-government [↑](#footnote-ref-180)
181. General labour regulations [↑](#footnote-ref-181)
182. Improved among others in regards to transition from one way to two way communication with citizens involvement in services designing, improving presently available user interface portals, on the basis of user experience, information on the situation related to request for eService, cell phone version of website. [↑](#footnote-ref-182)
183. Registries registered in metaregistry [↑](#footnote-ref-183)
184. Fiscal Strategy draft 2022-2026. [↑](#footnote-ref-184)
185. Activites additionally defined by means of strengthening Budget Inspection through Public Finances Reform Program 2022-2026 [↑](#footnote-ref-185)