

**ANNUAL REPORT ON ACTION PLAN 2022 – 2023 IN IMPLEMENTING THE PUBLIC ADMINISTRATION REFORM STRATEGY 2022 – 2026**

**FOR 2022**

****

**INTRODUCTORY SUMMARY**

The main findings of the monitoring for 2022, regarding 138 activities and 50 indicators that were monitored and measured, show that **the activities were implemented at a slower pace**, as per the graph below.

Following the implementation of **activities by institutions**, the situation is as follows: MPA was identified as the leading institution in 50 activities from the action plan for the relevant period, HRMA for 26 activities, GSG for 20, APDPFAI for 17, Ministry of Finance for 13 activities, while other institutions were responsible for the successful implementation of the remaining 13 activities. The graphic below shared more on the success of activities implemented by institutions.

SUBSTANTIAL ACHIEVEMENTS IN THE IMPLEMENTATION OF THE PAR STRATEGY in 2022.

CHALLENGES IN BUDGET IMPLEMENTATION

TABLE OF CONTENTS

|  |  |
| --- | --- |
| ABBREVIATIONS | 6 |
| I INTRODUCTORY SUMMARY | **8** |
| II INFORMATION ON PROGRESS IN ACHIEVING OPERATIONAL GOALS | **19** |
| 2.1 GENERAL OVERVIEW | **19** |
| 2.2 PROGRESS IN ACHIEVING STRATEGIC GOAL 1. ORGANIZATION AND WORK OF PUBLIC ADMINISTRATION TO THE BENEFIT OF CITIZENS | **22** |
| 2.3 PROGRESS IN ACHIEVING STRATEGIC GOAL 2. CITIZENS AND COMMERCE USE PUBLIC ADMINISTRATION'S QUALITY SERVICES | **28** |
| 2.4 PROGRESS IN ACHIEVING STRATEGIC GOAL 3. PROFESSIONAL PUBLIC ADMINISTRATION | **34** |
| 2.5 PROGRESS IN ACHIEVING STRATEGIC GOAL 4. TRANSPARENT AND OPEN PUBLIC ADMINISTRATION | **42** |
| 2.6 PROGRESS IN ACHIEVING STRATEGIC GOAL 5. POLICY PLANNING WITH AND FOR CITIZENS | **48** |
| III REPORTING TABLE | **58** |
| IV RECOMMENDATIONS FOR THE NEXT IMPLEMENTATION PERIOD | **96** |

ABBREVIATIONS

AMMNE Association of Montenegrin Managers

AP PAR Public Administration Reform Action Plan

AURUM Public Administration Reform Strategy 2011-2016.

APDPFAI Agency for Personal Data Protection and Free Access to

Information

GDP Gross domestic product

CAF Common Assessment Framework

CPR Central Personnel Records – Common Assesment Framework

MNE Montenegro

DEU Delegation of the European Union to Montenegro

SAI State Audit Institution

DT Digital transformation

ECDL Standard ICT Skills Certificate

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 General Data Protection Regulation of the European Union

GSB Government Service Bus - unique information system for electronic data exchange between state authorities and state administration authorities

GSG Secretariat-General of the Government of Montenegro

ELIAS E-learning/training platform

IPA III Instrument for Pre-accession Assistance

IS Information systems

ISO International Organization for Standardization

ISPR Reporting on the mid-term work programs of the ministries (ISPI – Information System for Planning and Reporting

IT Information Technology

LGU Local self-government unit

UISDE Unique information system for electronic data exchange

MEA Ministry of European Affairs

CEA Economic Affairs Committee

HRMIS Human Resource Management Information System

KPMG Consulting and Auditing Company

CPS Commission for the Political System

LSG Local Government

MED Ministry of Economic Development

MESPH Portal for strategic planning within the IT system for European

integration

MF Ministry of Finance

MLSW Ministry of Labor and Social Welfare

Standard Cost Model Standard cost model

MONSTAT Statistical Office of Montenegro

MI Ministry of Interior

MJHMR Ministry of Justice, Human, and Minority Rights

MH Ministry of Health

NGO Non-government organization

OGP Open Government Partnership

CEM Chamber of Economy of Montenegro

MAPEU Montenegro's Accession Program to the European Union

PFR Public finance reform program

GWP Government Work program

RCC Regional Council for Cooperation

ReSPA Regional School for Public Administration

WG Working group

RIA Regulatory Impact Assesment

PAR Public Administration Reform

SBS Sectoral budget support

SIGMA A joint initiative of the Organization for Economic Cooperation and Development (OECD) and the European Union to strengthen and improve the public administration system

FAI Free Access to Information

HRD Human Resources Directorate

UN United Nations

UNDP United Nations Development Programme

HRMA Human Resources Management Authority

WB6 Six Economies of the Western Balkans

LCSE Law on Civil Servants and Employees

UMM Union of Municipalities of Montenegro

LFAI Law on Free Access to Information

LAP Law of Administrative Procedure

EA Employment Agency

**I INTRODUCTORY SUMMARY**

The reform of public administration, with the rule of law and economic reforms, is one of the three crucial pillars in the process of enlargement of the European Union and is positioned high in the priorities of the Government of Montenegro with the vision to create a professional public administration that provides quality services to end users and has adequate capacities for joining the European Union.

**The Public Administration Reform Strategy 2022-2026 (PAR Strategy)**, with the 2022-2024 Action Plan, **was adopted in December 2021** and prepared inclusively within the broad framework of consultations of all relevant institutions[[1]](#footnote-1). The structure of this Strategy followed the logic of the reform areas set out in the **Principles of Public Administration[[2]](#footnote-2)** document and the broader strategic framework of EU policies and the UN agenda, considered when defining goals and activities and considering compliance with national umbrella documents.

The fundamental **goal of the PAR Strategy** is to create an efficient and service-oriented public administration characterized by the growth of citizens' trust in its work. The Strategy includes the following **five strategic goals**: organization and work of public administration to the benefit of citizens; citizens and businesses using quality public administration services; professional public administration; transparent and open public administration; policy planning with and for citizens. These strategic goals include operational goals, indicators for monitoring progress, and activities directly aimed at achieving the established goals. Concerning strategic and operational goals, it should be emphasized that activities for promoting public administration based on diversity, non-discriminatory policies, and equal opportunities were implemented following the relevant institutions' legal decisions on gender equality, prohibition of discrimination, etc. A summary[[3]](#footnote-3) of the 2022-2026 Strategy of Public Administration Reform in Montenegrin and English was prepared to promote this strategic solution.

**A report on the implementation of the PAR Strategy for 2022** was prepared in line with the Methodology for developing policies, drafting, and monitoring the implementation of strategic documents, which stipulates the preparation of yearly implementation reports. Various sources of data were used to create an objective report - data submitted by institutions, meetings with contact persons in institutions responsible for the implementation of activities, data from materials discussed at the sessions of the Government of Montenegro, annual reports of authorities, and reports of international and relevant non-governmental organizations.

It is imperative to point out that the implementation of the PAR Strategy in 2022 took place at a particular political moment, which entailed the reconstruction of the Government, significantly affecting the overall reorganization of public administration. Namely, the beginning of 2022 was marked by political instability, resulting in a vote of no confidence on the 42nd. Government until the formation of the 43rd Government of Montenegro, April 28, 2022. Political instability continued with a vote of no confidence in the 43rd Government in August 2022. Specifically, the changes are reflected in the change of the management staff and in the changes in the structure of the public administration itself, with an increased number of ministries and authorities in their composition, concerning the shift in the form of the public administration from the period of the creation of the strategic document, and in the altered and expanded competencies of institutions. All of this resulted in many personnel changes, affecting the implementation dynamics, and lowering the implementation level of activities in 2022. An additional challenge in implementation was the hybrid attack on the information infrastructure of the Government of Montenegro in August 2022, causing the suspension of the information infrastructure until October 2022 and entailing the re-installation of a vast number of computers and causing the loss of important archival material and documents under construction.

The Report testifies that, despite the challenges encountered during implementation and monitoring, an additional effort was made to consistently implement activities to realize the goals in the strategic document. At the same time, the analysis showed that there are **delays in the implementation** of some activities, which, with the challenges identified above, was influenced by the fact that certain deadlines were ambitiously set, as well as that certain institutions or organizational units within the authorities, did not recognize their department as the holder or participants in the implementation of activities following the strategic solution. It all influenced the lack of progress in specific indicators, led to the extension of deadlines, and imposed the need to reconsider and define competencies for certain activities, which must also be considered when developing the following action plan.

The challenges in the lower percentage of achieved performance indicators, the degree of unrealized and partially realized sub-activities, and recommendations for overcoming them are given in more detail in the rest of this Report.

An advanced cyber security ecosystem was established to eliminate the consequences of cyber-attacks and prevent the emergence of new ones. A set of tools necessary for an effective system of detection, response to threats, and prevention of damage to property and data was implemented. Furthermore, amendments to the Law on Information Security, currently being drafted, will define special organizational units dealing with information security issues, cyber-attack prevention, and special teams responding to incident situations.

The main findings of the monitoring for 2022, regarding the activities and indicators that were monitored and measured, show that the activities were implemented at a slower pace, as shown in the graphs below.

The reporting period includes **activities** whose implementation begins in 2022, and the implementation deadline consists of 2022 and the following years of the action plan's validity. A total of 138 activities were selected, of which 24 activities (17.4%) were fully implemented, 89 activities (64.5%) were ongoing or partially implemented, and 25 activities (18.1%) have not been implemented.

Measuring **the trend of indicators** during 2022, out of a total of 50 indicators, 26, i.e., 52% have a positive trend, 22% (eleven of them) are unchanged compared to the initial values, 20% (i.e., a total of ten) show a negative trend compared to the initial values, comparing with the values set as targets for 2024., while in 6% of cases, i.e., data for three indicators were not provided or could not be measured at the given time.

In this regard, it is essential to point out that the positive trend of indicators within the three strategic goals exceeds 50% and is as follows: for strategic goal II - Citizens and businesses using quality public administration services, this trend is 66%. The positive trend for strategic goal III - Professional public administration is 64.3%; for strategic goal IV - Transparent and open public administration, this trend is 55.6%. Within strategic objective V - Planning policies with and for citizens, the positive trend is 40%, while within strategic objective I - Organization and public administration work to benefit citizens' needs, the positive trend is 36.4%.

In the context of activities according to strategic objectives, of the total number of activities that can be reported in 2022, two activities were fully implemented within strategic objective I (7.1%), two activities were fully implemented within strategic objective II ( 3.3%), within strategic objective III nine activities were fully implemented (20.9%), within strategic objective IV two activities were fully implemented (8.7%) and within strategic objective V nine activities were fully implemented activities (31%).

In 2022, monitoring activities included continuous communication with institutions identified in the Action Plan to obtain accurate and necessary information on the timely implementation of activities. Therefore, following the institutional implementation of **activities**, this is the state of play: MPA was identified as the leading institution in 50 activities from the action plan for the relevant period, HRMA for 26 activities, GSG for 20, APDP for 17, and Ministry of Finance for 13 activities. Other institutions were responsible for the successful implementation of the remaining 13 activities. The graphic below shared more on the success of activities implemented by institutions.

Regarding the Action Plan, four Activities for implementing the Strategy, monitoring, and reporting are specifically indicated and were not covered by this statistic, and their implementation is ongoing.

Through the Report, it can be stated that the public administration in Montenegro has made **progress** in the reform of public administration, particularly by creating a solid and EU-aligned legislative framework of state administration reorganization (Law on Government, Law on Salaries of Public Sector Employees, Law on Free Access information, etc.). The evaluation system has been improved, and activities to improve the merit-based reward system are being carried out.

**The key results that were achieved in the previous period**, in line with the challenges that accompanied the process of public administration reform in achieving certain goals, are:

The PAR strategy identified two **horizontal themes**: a) Public administration based on differences, gender equality, inclusion, anti-discrimination, and equal opportunities for all, and b) Use of data in the process of creating public policies and creating services (database, registers, data management) and digitization of public administration.

When creating an open digital market, the Government of Montenegro has initiated activities for joining the ***Digital Europe*** Program, enabling interested parties to participate in projects financed by the Program[[4]](#footnote-4). Bearing in mind that this Program is of strategic importance for Montenegro, with a more comprehensive concept, and that it takes over certain activities that are foreseen by **the Montenegro Digital project[[5]](#footnote-5)**, in the following period, the Government of Montenegro will report on the status of activities from the Digital Europe Program.

Within the Program of Economic Reforms 2023 - 2025, as the primary document of the country's economic policy and development, specific measures are Digital Academy and Strengthening cyber resilience. The Ministry of Public Administration has initiated the process of establishing the Digital Academy - an online platform for education and connecting all relevant actors working on building digital and leadership skills of public servants, students, and vulnerable groups of strategic importance. By establishing **the Digital Academy,[[6]](#footnote-6)** The Government wants to respond to these needs and provide civil servants, like everyone else, an opportunity to improve their knowledge and skills and create an efficient, professional, and responsible public administration oriented towards citizens. In this regard, the Academy is characterized by: free interactive courses, knowledge, and skills that you can immediately apply; engagement of experienced lecturers; availability of self-study materials; establishment of a community of practitioners for cooperation and exchange of experiences.[[7]](#footnote-7)

In addition to the ministries, the website of the Government, and the website of the Prime Minister and Deputy Prime Ministers of the Government, the websites of administrative bodies have been uploaded for the first time onto the GOV.ME Government Portal. It now meets the accessibility standards the Law prescribes. At the end of 2022, the platform was improved with new functionalities.

The reform of public administration and digitization represents the foundation for more straightforward administrative procedures and increasing the efficiency of public administration work. Synchronized and connected databases between state authorities will ensure better connectivity of public administration.

In December 2022, the Government adopted **the National Action Plan of the Partnership for Open Administration of Montenegro**, whereby Montenegro retained its membership in this initiative. In this activity, establishing a responsible, transparent, and modern administration, at the service of citizens, based on the most current standards, emphasizing strengthening cooperation with European partners, and preserving continuous civil dialogue, is one of Montenegro's priorities. In this regard, it is planned to implement reforms aimed at strengthening institutional and social resilience to global crises and challenges through a further contribution to the dynamics of fulfilling Montenegro's obligations in the EU accession process, which is also a confirmation of the Government's commitment to the principles and values of the growing International open administration Partnership community. What the Plan offers relates to improving the eParticipation portal, encouraging the participation of young people in green policies, better quality control of public debates, management of open data and free access to information, and the publication of more details on the work of the Government.

Gender equality has a special place in public administration reform as a horizontal theme permeating all strategic goals.

In line with the competencies of the Ministry of Public Administration, the issue of gender equality in the work of the ministry was treated with particular attention at all levels of activity of this department, especially considering the affirmation of female leadership as the basis for establishing an open and gender-sensitive public administration. In this sense, the vision of the Ministry of Public Administration is that, based on the PAR Strategy, significant attention will be paid to issues of inclusivity and accessibility through the implementation of numerous activities around policy creation, human resource management, education, and promotion of the principle of gender equality. In this way, a full contribution will be made to creating an inclusive and open public administration that will understand the needs of all citizens of Montenegro and work dedicatedly to recognize and program the needs of all in a timely manner, regardless of diversity.

Representatives of the Ministry of Public Administration took part in Gender Week, a platform implemented by the Ministry of Justice, Human, and Minority Rights with the support of the DEU in Montenegro and UNDP, and actively participated in the work of the 14th session of the Women's Parliament.

Also, in the process of digital transformation, it is essential to include the topic of gender equality, i.e., enable the use of public services for everyone under equal conditions, as well as create preconditions for planning and adopting public policies **respecting the principles of anti-discrimination and inclusiveness** in this sector. The public administration reform strategy foresees **the determination of the Methodology for preparing the Gender Equality Plan in all ministries,** which should have been followed by preparing **it.** However, the activities were not implemented according to the planned dynamics for several reasons, including the reorganization of the state administration, the hybrid attack on the IT infrastructure, and the rebalancing of the Budget adopted in the 3rd quarter of 2022. All this caused a change in dynamics for implementation and postponement for the next cycle.

In the part of strengthening human capacities, when it comes to the gender perspective, the Human Resources Administration plays a vital role, which included training on the topic of "Gender Equality" in the general training programs for state and local officials and employees, and during 2022, six training on this topic. Human Resources Administration, in cooperation with the Secretariat General of the Government of Montenegro, revised the content of the Education Program for the professional development of civil servants and strategic planning officers, worked on improving the Program, i.e., integrating the principle of gender equality into each module of the Program, as an environmental impact assessment. An education program for acquiring critical skills for communication with the public in the public sector was also created through ten modules. While preparing the first cycle, the Human Resources Administration, in cooperation with UNDP, worked on equipping the Program, that is, integrating the principles of gender equality into each module of the Program and standardization of the coaching approach.

Special attention was paid to this issue by analyzing the publications of representatives of civil society, especially in the part of assessing the level of gender equality of sector strategies and the potential of early integration of Montenegro into the institutional framework for gender equality and gender equality at the level of the European Union. [[8]](#footnote-8)According to the available data, out of the total number of strategies currently implemented in Montenegro, which is 57, three strategies are gender transformative, 14 sectoral strategies can be said to be mainstreamed, 4 analyzed strategies are partially mainstreamed, while 36 of them are in not gender mainstreamed at all. It is also important to point out that Montenegro has accepted the new EU enlargement methodology, which foresees that, in the negotiations with Montenegro, the chapters will be grouped into the following six thematic clusters: the rule of law, markets, economy, green agenda and connectivity, agriculture and resources and external relations. [[9]](#footnote-9)In addition, special attention was paid to analyzing the potential of early integration of Montenegro into the institutional framework for gender equality and empowerment at the EU level.

**Monitoring of the 2022-2026 PAR Strategy** is the responsibility of the Ministry of Public Administration. Monitoring of implementation, i.e., monitoring of the Strategy, takes place continuously, following the set time frame of monitoring and reporting on the implementation of activities and the progress of indicators, and the achievement of goals, through the established institutional structure, which is obliged to implement a quality and evidence-based monitoring process. The Ministry of Public Administration, which headed the process of drafting the Public Administration Reform Strategy, with high-quality coordination and cooperation with other departments, is working tirelessly and with dedication to implement the public administration reform in Montenegro, providing monitoring and reporting, and the implementation of many activities.

**Funds for implementing the 2022-2026 PAR Strategy** are planned in the budgets of all institutions that carry reform goals and activities, thus ensuring financial and fiscal sustainability. The PAR Strategy plans to set aside €23,750,000 in the next five years to achieve all operational goals. Proportionally, the AP 2022-2024 foresees an expenditure of €11,967,330, while the subsequent 2024-2026 Action Plan shall define the financial allocation of the remaining funds.

Through the Sectoral Budget Support mechanism, planned within IPA III, support for the implementation of the Public Administration Reform Strategy 2022 - 2026 and the Public Finance Management Program 2022 - 2026 amounts to a total of €14,000,000 (with complementary support of €3,500,000), and this the amount will be paid through one fixed and two variable tranches during the next five-year period. Six goals were defined through the sectoral budget support. Two of them were under the public administration reform portfolio: service delivery and the employment process, while the others are foreseen by the Public Finance Management Program (PFM). Following the objectives of the SBS, indicators from two areas of the PAR were defined and are complementary to the indicators of the PAR Strategy. Complementary support will be implemented through three projects. One will focus on improving coordination and monitoring of the PAR Strategy and support the work of the Public Administration Reform Council and MPA. At the same time, the remaining two will be technical support projects for the area of PAR and PFM.

The total national Budget for the "Reform of Public Administration" sub-program amounted to €1,120,621.41 and was related to implementing activities following the Action Plan 2022 - 2024. According to the Ministry of Public Administration subprogram, the total consumption in the reporting period amounted to €195,668.75. Based on the data provided by the Government's Secretariat-General, funds provided as part of donor support for activities within objective V have amounted to €117,020.00. Institutions identified as carriers of other activities did not submit data on the Action Plan activity implementation fund expenditure.

The reform of public administration in Montenegro is supported by projects and programs financed from donor budgets, and the following projects are currently in the implementation phase:

**II INFORMATION ON PROGRESS IN ACHIEVING OPERATIONAL GOALS**

2.1 GENERAL OVERVIEW

The reform of public administration, in addition to the rule of Law and economic reforms, is one of the three crucial pillars in the process of enlargement of the European Union and is positioned high in the priorities of the Government of Montenegro with the vision to create a professional public administration that provides quality services to end users and has adequate capacities for joining the European Union.

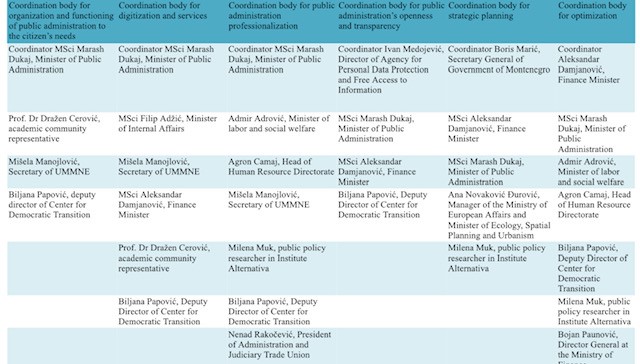
**Analyzes by international institutions** and organizations show that the administration made progress in the previous period but that the following key challenges pertain:

* European Commission 2022 Report states that Montenegro is moderately prepared regarding public administration reform. Overall, limited progress was made in the reporting period. The Report stated that most of the recommendations from 2021 still apply. It was emphasized that in the coming year, Montenegro should establish effective lines of accountability within administrations, provide merit-based recruitment, optimize state administration and implement a new public administration reform strategy following relevant action plans and the mid-term budget framework, and improve Montenegrin citizen's access to public information.
* Partial implementation of the Operational Conclusions of the Special Working Group for Public Administration Reform EU-MNE for 2022[[10]](#footnote-10) points to the necessity of prioritizing the process of policy planning and budgeting alignment, improving the implementation of public consultations, harmonizing the Register of Institutions, further optimizing public administration, and improving and creating effective lines of accountability.
* OECD/SIGMA**[[11]](#footnote-11)** The 2021 Monitoring report concludes that Montenegro has made some progress in the service delivery and human resources management (HRM) portfolio, while reforms in other areas have stalled.
* Also, Montenegro is highly positioned in the human development category, with a 2021 human development index (HDI) value of 0.832.
* According to the published UN survey of 193 countries (UN eGovernment Survey 2022), Montenegro has improved four positions on a world e-government development list. It now holds 71st place and is in the fourth position compared to neighboring countries. In addition to the position, the mentioned Report notes a slight improvement in the Index of online services indicator in Montenegro for 2022, which is 0.5528.
* Based on UNDP research[[12]](#footnote-12) Of the available e-services in Montenegro, citizens mostly use the following: doctor's appointment scheduling, results of laboratory findings view, test results, digital covid confirmation, voter list data checking, services in health insurance, enrollment in educational institutions (faculties, schools, kindergartens), requests, certificates and forms issued by the capital city, the capital city, local governments. The same survey indicates that 50% of citizens are generally familiar with electronic services, while 38.2% of entrepreneurs believe enabling the entire service to be performed online is necessary.
* Weber data[[13]](#footnote-13) surveys on public perception further show that around 67% of Western Balkan citizens know of the e-services offered in their countries[[14]](#footnote-14). On average, 52% of Western Balkans citizens believe it has become easier in the last two years to deal with administrative procedures, while 53% of them think that the time needed to obtain administrative services has decreased in the same period. As per the Balkan Barometer[[15]](#footnote-15), in the provision of services, the estimated value of the indicator for Montenegro is 3.1.

**Monitoring of the 2022-2026 PAR Strategy** is the responsibility of the Ministry of Public Administration. Monitoring of implementation, i.e., monitoring of the Strategy, takes place continuously, following the set time frame of monitoring and reporting on the implementation of activities and the progress of indicators, and the achievement of goals, through the established institutional structure, which is obliged to implement a quality and evidence-based monitoring process. The Ministry of Public Administration, which headed the process of drafting the Public Administration Reform Strategy, with high-quality coordination and cooperation with other departments, is working tirelessly and with dedication to implement the public administration reform in Montenegro, providing monitoring and reporting, and implementing many activities. Specifically, the Directorate for Strategic Planning in Public Administration, International Cooperation, and IPA Funds, which is responsible for monitoring the implementation of the Strategy, in March 2022 reached a Decision on the formation **of the Interdepartmental Operational Team** (Operational Team) for monitoring the implementation of the Action Plan 2022 - 2024, whose members are representatives of institutions responsible for activities in the implementation of the Strategy. The operational team met in February 2022, before the formal appointment, and in December 2022, at two-day workshops held in Budva. Also, since December, members of the Operational Team have been in intensive communication (almost daily) with the Ministry of Internal Affairs representatives, aiming to prepare the Report and monitor the implemented activities.

The public administration reform process is coordinated by **the Council for Public Administration Reform** as an advisory body of the Government of Montenegro, which monitors and directs the public administration reform process and the Public Finance Management Reform Program at the political level. Better transparency was achieved in the work of the Council (three sessions were held in 2022) by publishing materials and session conclusions. The Council also represents a platform for consideration of the EC Report on Montenegro and the operational conclusions of the Special Working Group for the public administration reform portfolio formed among the European Commission and Montenegro. It provides additional support at the highest level to the accession of Montenegro to the EU in public administration reform and public finance management. In addition to the Council, which the Prime Minister chairs, **Coordination Teams** were formed at the administrative level, with a central contact point in charge of each strategic goal to make the data collection and reporting process more efficient and implement identified activities. Six coordination bodies were established based on this, among which is the coordination body for the area of optimization, bearing in mind the complexity of this issue and the necessary multi-sector approach. In this way, a completely new coordination structure for monitoring the Strategy was created, consisting of an operational team, six coordination bodies, and the contact points of these bodies. This innovative approach ensures better communication, coordination, and implementation of the initiated reform steps. Also, it provides the involvement of all relevant subjects if there is a delay in implementing strategic goals and activities, with improved and timely data collection on implementing strategic and operational goals.

Below is a schematic view of the coordination structure.



During the reporting period, the Ministry of Public Administration provided administrative and technical support to the Council, with expert support provided through the project of the EU Delegation in Montenegro, and at the same time, worked intensively on establishing the Secretariat of the Council for Public Administration Reform. The role of the Secretariat is to contribute to the dialogue between all interested parties involved in the process of public administration reform and improve the work of the Council by providing expert and technical support. The intention is to, through expert support for the work of the Council, strengthen its role, and contribute to better coordination of all activities aimed at improving the performance of public administration, which is service-oriented to citizens' and economy's needs. It will be possible to strengthen the professional-administrative capacities and ensure the sustainability of the realization of the planned activities, through provided expert support, by covering all identified challenges.

2.2 PROGRESS IN ACHIEVING STRATEGIC GOAL 1. Organization and work of public administration to the benefit of citizens

This strategic goal aims to improve the organization and put the work of public administration in the function of citizens' needs. In this regard, three operational goals have been recognized that concern a functional public administration with adequate supervision of its work and application of the concept of managerial accountability, establishing an administration that communicates with each other without paper or with as little paper as possible, and strengthening functional and financially independent municipalities to ensure a more even development of all local government units.

In a functional public administration context, the emphasis is on strengthening control and oversight systems, including mechanisms for management accountability. It is necessary to strengthen capacities and improve the work of inspections, the Protector of Human Rights and Freedoms - Ombudsperson, the Protector of Legal and Property Interests, as well as strengthen existing mechanisms such as RIA for justification analysis and financial assessment of the justification for establishing or reorganizing bodies/institutions. Key indicators measured in implementing activities have a negative trend, which is a challenge in terms of not meeting the indicators and the department not being up-to-date in providing information. It is essential to point out here that the failure **to adopt the Bill on Amendments to the Law on Administrative Disputes** directly affects the work of the Administrative Court. According to currently available data, it has around 17,000 cases, while in 2022 alone, it received 7,000 lawsuits on the administration's silence, which will cost citizens around one million euros.[[16]](#footnote-16) In the coming period, it is necessary to work on standardizing court practices and easing citizens' access to information.[[17]](#footnote-17)



* Total of 9040 cases unresolved until 01.01.2022; resolved 23.63% cases in 2022;
* Total of 76.37%of unresolved cases in 2022; % of unresolved cases compared to the number of received ones 39.63%;
* Total of 13.341 cases received in 2022; Ongoing 22.381 cases in 2022.

In establishing a paperless administration, electronic administration and e-office operations must come to life in practice, which implies getting rid of previously acquired habits in office operations and changing the mindset of employees in public administration. According to the data, **a positive trend** has been achieved regarding the number of public administration bodies in which an electronic document management system has been established and bodies that fully exchange documents externally electronically through eDMS.

In strengthening functional and financially independent municipalities, it is necessary to comprehensively analyze the existing system and propose a further improvement of the independence of the work of LGUs, with the aim that the functioning system of LGUs meets the needs of citizens. A positive trend was visible in this area following the debt reduction concerning total income.

Through three operational goals, **46 activities** were recognized, of which **28 (61%)** were up for implementation or implementation started **in 2022.**

­­­Of the total number of activities that can be reported in 2022, two (7.1%) have been fully implemented, 17 (60.7%) have been partially implemented or are being implemented, and 9 are (32.1%) unrealized.

Progress in reaching indicators, i.e., the development trend within this strategic goal, is presented in the following table:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.1 | Functional public administration with effective oversight of its work and application of the concept of management accountability | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND[[18]](#footnote-18)* | *TARGET VALUE UNTIL 2024.* |
| The amount of funds that have been compulsorily collected in cases represented by the Protector of Property and Legal Interests | 10.412.089 € | 15.226.148,67 € | Arrow Rotate right | Unchanged from the initial value |
| % of institutions in which a reporting system has been established at the level of indicators of outcomes and goals that would enable monitoring of the achievement of results with indicators of the implementation of the program budget | No system is in place | The indicator will be tracked through indicator 45 | Transfer | 100% of ministries have established outcome reporting |
| The average duration of an administrative dispute in the Administrative Court | 17 months | 17,7 months | Arrow Rotate right | 12 months |
| % of recommendations implemented by public administration bodies based on the Report of the Protector of Human Rights and Freedoms - Ombudsperson | 19,88% | 19,3 % | Arrow Rotate right | Over 40% of implemented recommendations |
| Percentage of ministries that delegate financial management and internal control authority to senior management following the Regulation | 8,3% | N/A[[19]](#footnote-19) | No sign | 50% |
| Number of administrative bodies over which the line ministry carried out administrative supervision | 0 | 0 | Transfer | 30% |
| Percentage of laws aligned with the Law on State Administration | 66,7% | 83,33% | Arrow Rotate right | 95% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.2 | Paperless administration | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The percentage of public administration bodies in which an electronic document management system has been established | 38% | 40% | Arrow Rotate right | 50% |
| The percentage of public administration bodies that fully electronically exchange (externally) documents through eDMS | 0 | 1.29% | Arrow Rotate right | 20% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 1.3 | Strengthening functional and financially independent municipalities to ensure a more even development of all LGUs | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| Number of jobs in which inter-municipal cooperation was established | 20 | N/A[[20]](#footnote-20) | No sign | 24 |
| Debt ratio compared to their total income (at the level of all municipalities) | 33.5% | 28,28% | Arrow Rotate right | 32% |

It is essential to point out that the previous year was marked by normative activity on the drafting and adoption of the Law on Government, the Law on Administrative Disputes, the Law on Inspection Supervision, and the Law on Management and Internal Controls. To improve court reporting and other institutions reporting efforts were invested to increase the quality of the Ombudsperson's Reports, the Protector of Property and Legal Interests, and the Administrative Court.

The need for the adoption **of the Law on the Government** was recognized years ago, and the fact that the work and organization of the Government, as the highest executive authority body, was not adequately regulated by the Law created challenges in determining competencies, mandates, responsibilities, structure, and internal functioning. This Law regulates the composition of the Government, its mandate, organization, manner of operating, decision-making, powers of the Government and members of the Government from the end of the mandate until the election of a new Government, the relationship with other state bodies and other issues of importance for the work of the Government.

**The goal of passing the Law on Government is the systematic regulation of all issues relevant to the organization and functioning of the Government, which would be the basis for any future executive power to perform its function following best practices and principles of good governance.**

Transparency is one of the cornerstone principles of good governance to ensure the publicity of the work of public administration bodies in the process of public administration reform in Montenegro. In this regard, through the improvement of transparency and availability of data, the Register of State Bodies and Institutions was established**[[21]](#footnote-21),** which enables users to view all state bodies and institutions classified by types, jurisdictions, areas of work, and a standard keyword search.

In creating the strategic framework, a particular set of activities was recognized, including changing the normative framework, strengthening human resources capacities, and improving reports on the work of competent institutions. On December 29, 2021, the Government of Montenegro established **the Proposal for a Law on Amendments to the Law on Inspection Supervision**, which was forwarded to the Parliament. After the formation of the 43rd Government, the Bill has been withdrawn from the parliamentary procedure and is currently being coordinated with the competent authorities.

To overcome problems that arose in the practical implementation of the legal solution to administrative disputes, which affected the efficiency of administrative disputes and the effectiveness of judicial protection, the Government prepared and approved a Bill on Amendments to the Law on Administrative Disputes on June 23, 2022. These changes aim to increase the effectiveness of the Court, especially in terms of the promptness rate and the length of the procedure, and to provide citizens with the right to a trial within a reasonable time. In July 2022, the Law was submitted to the Parliament of Montenegro for further procedure but was not adopted due to insufficient votes during the plenum.

The normative aspect of this strategic goal includes drafting the new **Law on Management and Internal Controls[[22]](#footnote-22)**, which regulates management and internal control in the public sector. In 2022, the WG worked on the text of the new **Law** regulating management and internal controls in the public sector. The regulation changes the deadlines for submitting annual reports to process them promptly and inform the Government about the current situation in this area. The public debate in drafting the Law has ended, and the final coordination phase with the Secretariat for Legislation is underway**.** The Law is expected to be adopted in Q2 2023.

To raise awareness of responsibility and promote the implementation of management accountability in the public sector, which stems from the negotiation chapter 32 - Financial Supervision, the Ministry of Finance **prepared a video on management accountability**.[[23]](#footnote-23) In **December 2022, a review of the quality of management and internal controls was conducted** with a focus on the established system for detecting and acting on notifications of suspected irregularities and fraud. Quality assessment was conducted in four subjects[[24]](#footnote-24) and Reports contain an evaluation of the current situation[[25]](#footnote-25), identified problems, and recommendations for further system improvement.

The 2022-2026 PAR, within **the Department of Administrative Inspection,** recognizes the need to strengthen human resources. In this regard 2022, two persons were employed in the Administrative Inspector I position. Preparatory activities on the development of the Methodology for the development of the annual Report on the work of the Administrative Inspection started and shall contain improved information on repeated inspections and the results of inspection supervision, which will improve the system reporting on the work of the Administrative Inspection.

One of the activities recognized by the 2022 - 2026 PAR Strategy concerns **the Analysis of the reasons/basis for the payment of additional execution costs based on lost items**, which is being developed by the Protector of Property and Legal Interests in cooperation with SIGMA. In this context, the costs of the state's lost cases (principal debt), the public enforcement officer's fees for enforcing these judgments, and litigation costs (which the state had to pay) will be analyzed.

Improvement of the Annual Report structure showing the status of the implemented recommendations of the Protector of Human Rights and Freedoms is reflected in the updated Database of recommendations and a better statistical presentation of the progress. In 35 cases of established violation of rights, 89 recommendations were made, and in other instances, the Protector could not confirm a breach of any protected right. As for recommendations given to competent authorities, 42 (51.68%) recommendations were complied with, while the deadline for implementing some recommendations has not yet expired or they have not been acted upon (47.19%).

The project is implemented through the preservation of continuity in **the eDMS system**, the full implementation of which was carried out in three pilot institutions[[26]](#footnote-26): the Ministry of Public Administration, the Ministry of Justice, and the Human Resources Administration. In this way, paperless communication was established in these three institutions with the aim of greater efficiency in work, reduction of costs, and paper consumption. An analysis of the pilot phase was made to develop a plan for further introducing other institutions into this system. As a result of the hybrid attack on the IT infrastructure, there was a delay in implementing activities that resulted from the aforementioned Analysis. It was impossible to continue the planned activities due to the activities on the server and network infrastructure recovery and recovery of the virtual machines that are the system's foundation.

The 2022-2026 PAR strategy includes **reforming the local self-government system** through vital aspects of the state administration system: organization and work, service delivery, professionalization, openness, and transparency. A Working Group was established.[[27]](#footnote-27) To analyze the functioning of the local self-government system, which should provide clear evidence for expedient decentralization, contribute to the democratization of society, greater responsibility, efficiency, and better services that will provide quality life to citizens in the local community. A Methodology and questionnaire were developed and will be distributed to municipalities to collect analytical material.

2.3 PROGRESS IN ACHIEVING STRATEGIC GOAL 2. Citizens and businesses usING public administration's quality services

In the context of this strategic goal, the activities aim to ensure citizens and businesses using public administration’s quality services. This segment includes two operational goals concerning the efficient provision of services and the introduction of quality management of the services provided, complete interoperability of information systems, and the increase in electronic services at a high level of sophistication. Above all, this implies improving the e-Government Portal through a system for e-payment, e-authentication, and e-identification to secure conditions for paperless, electronic service for citizens.

On efficient service delivery and introduction of quality management, the focus is on taking measures to improve the efficiency of authorities in solving administrative cases and fully implementing the legal obligation of authorities to exchange data from official records. According to the indicators**, a positive trend** dominates, except for the more significant percentage of administrative acts that the Administrative Court annulled.

A positive trend is evident in the interoperability of information systems and the increase in electronic services. Exception goes for the number of digitized services on a single portal, following the EU *eGovernment benchmark* methodology, which is at the same level as two years ago, and its value is "zero."

Through these two operational goals, 21 activities were recognized, of which 15 (71.4)% were due for implementation or implementation started in 2022. Of the total number of activities that can be reported in 2022, two activities (13.3%) have been fully implemented, 11 (7.3%) have been partially implemented or are being implemented, and two are­­­ (13.3%%) unimplemented.

Progress in reaching indicators, i.e., the development trend within this strategic goal, is presented in the following table:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 2.1 | More efficient provision of services and introduction of quality management of services provided | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The number of institutions where the quality management system has been introduced | 0 | 1 | Arrow Rotate right | 5 |
| Citizen satisfaction with public services (Balkan barometer) | 2.9 | 3 | Arrow Rotate right | 3.5. |
| Percentage of administrative acts annulled by the Administrative Court | 20.33% | 28% | Arrow Rotate right | 20% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 2.2 | Full interoperability of information systems and an increase in the number of electronic services at a high level of sophistication | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The number of digitized services on a single portal from areas defined according to the EU methodology "eGovernment benchmark." | 0 (2020) | 0 | Transfer | 10 digitized services on a single portal |
| The percentage of electronically submitted requests to the total number of requests submitted by users for the use of the pilot service[[28]](#footnote-28) | 0 | 1[[29]](#footnote-29) | Arrow Rotate right | 15% per pilot service |
| Number of electronically linked register pairs in the meta-register | 8 (2021) | 12 | Arrow Rotate right | 30 |

Per the PAR Strategy, one of the priorities is to create an environment conducive to more straightforward, faster, and more efficient communication between citizens and the administration. First, by taking steps aimed at **improving the efficiency of authorities in solving administrative cases** and the full implementation of the legal obligation of the authorities to exchange data from official records, to improve the efficiency and cost-effectiveness of the procedure. The goal is to create and provide services that meet the needs of end users. It is necessary to optimize existing services and improve the service development process towards end users, to increase the human and technical capacities of the public administration to improve the control system and ensure the quality-of-service delivery to achieve this goal.

In the Balkan barometer, the estimated value of the indicator for 2022 for Montenegro is 3 in the provision of public administration services, which represents the central value to the other countries of the Western Balkans (Albania 3.2, Bosnia and Herzegovina 2.8, Kosovo 3.4, North Macedonia 2.9, Serbia 3.3). Also, this represents a slight progress compared to 2020, when the same indicator was 2.9. Furthermore, in measuring satisfaction with the availability of public services through digital channels, the value for 2022 is 3.2, and 3.1 for citizens' satisfaction with administrative services at the central level.

As part of the Public Administration Reform Strategy, **the quality management system** was put into focus for the first time. The Ministry of Public Administration launched a subpage[[30]](#footnote-30) dedicated to the Common Self-Assessment Framework - CAF, with basic information about CAF. At the beginning of February 2023, the Rulebook[[31]](#footnote-31) on internal organization and systematization was amended and defined. It defined jobs within the Ministry of Public Administration related to introducing a quality management system in public administration. Furthermore, the work program of the Ministry of Public Administration stipulates the adoption of **the Roadmap for Quality Management in the Public Administration of Montenegro 2023-2026[[32]](#footnote-32)** **In the II quarter of 2023**, which the Council of the PAR is considering. A conference was organized on International Quality Day in November 2022 on "Quality management in Montenegro - doing the right thing" in cooperation with the Chamber of Economy. A Memorandum of Understanding was signed between the MPA and the Chamber of Economy on this occasion, stating the general readiness to jointly raise awareness of quality management in the private and public sectors. In December 2022. The Ministry of Public Administration formed **the Coordinating Body for Quality Management in Public Administration[[33]](#footnote-33)**. This body was established to coordinate and monitor the implementation of measures from the Roadmap for quality management in Montenegro.[[34]](#footnote-34) At the end of 2022, "Quality of public services as a Prerequisite for the Economic and Social Development of Montenegro" was organized[[35]](#footnote-35) to highlight the potential and importance of quality management in Montenegro and the region.

To achieve the operational goal of more efficiency and to introduce the quality management provision of services, work was carried out to improve the Methodology for preparing the Report on the State of Administrative Matters. Data for 2022 was collected based on it, and for the first time, it is possible to obtain a cross-section of the state of play in individual administrative procedures at the local level. With the support of SIGMA, the Ministry organized a round table with the main administrators, where dialogue was held about the Report's key findings and challenges in applying the Law on Administrative Procedure. Thanks to the submitted data, a categorization of administrative procedures at the local level has been made, which is a reasonable basis for improving the Methodology. The drafting of the document is in the final stage. It will provide a solid and concrete foundation for sustainable dynamics of quality management, considering the strategic goals of the new PAR Strategy, the interests and mandates of relevant actors, substantial activities, risk assessment, and proposals for risk reduction.[[36]](#footnote-36)

Establishing **the Catalog of services in the pilot institutions** started in cooperation with the relevant directorate but has not been fully implemented yet. [[37]](#footnote-37) In 2022, as part of implementing a project in cooperation with UNDP, we initiated activities to create an innovative catalog of services for 5 pilot institutions at the central and local levels, including non-electronic services. During the workshop "Establishment of a Network of civil servants engaged in the Development of ICT and interoperable public administration services" workshop, an innovative solution was presented to state administration representatives. The existing Excel form can be further utilized to collect and list all services provided traditionally at the local and local levels.

In Montenegro, 50% of citizens are familiar with electronic services, while 38.2% of entrepreneurs believe that it is necessary to enable the performance of all services online[[38]](#footnote-38). The same survey states that among e-services, citizens use the following the most: scheduling an appointment with a doctor, viewing the results of laboratory findings, test results, and digital covid confirmation, checking data in voter lists, services in the field of health insurance, enrollment in educational institutions (faculties, schools, kindergartens), requests, certificates and forms issued by the capital, the capital, local governments. On the other hand, e-services with which entrepreneurs are most satisfied are the submission of financial reports, electronic public procurement, e-Fiscalization, reporting and payment of income tax and social security contributions, submission of monthly returns and VAT refunds, use of SEP- a (portal for persons not in the VAT system) and requests for excise duties.

A vital prerequisite for providing quality services to citizens is the complete interoperability of the information system, the establishment of electronic data exchange between state databases and registers, and an increase in the number of services that can be completed electronically. In addition to the 12 pairs of electronically linked registers through the Unified Information System for Electronic Data Exchange (UISEDE), the further linking of key registers, necessary for the implementation of critical electronic services, will continue so that documents can be exchanged electronically and delivered ex officio, without burdening citizens. Within the ICT network, informally formed (recognized) by the MPA and consisting of appointed state administration representatives key to the interoperability and development of e-services, a workshop was held in June 2022 on the concept of interoperability, the use of UISEDE and establishment of electronic data exchange for 40 participants. The result of the training is mirrored in the improved participants' knowledge of the UISEDE, its use, and benefits to use this platform more effectively in the daily work of civil servants and state employees. During 2023, per the dynamics of connecting institutions to UISEDE, training of their administrators is planned.

In the local self-government linking, the capital Podgorica is connected and exchanges data through UISEDE.[[39]](#footnote-39) Connecting the local Government to the system for automatic data exchange will enable citizens to use online services better and faster, saving time for individuals, improving access, and achieving greater value for public investments. The development of new **e-services** does not occur on one single e-government portal, as planned by the Strategy of the RU. However, 11 digitized services exist on other dislocated portals. In 2022, four new services were implemented: eStudent, Covid certificate, online enrollment in student dormitories, and online enrollment in student dormitories. There is an increase in the use of e-services among citizens. When it comes to the number of electronically submitted requests for the eStudent pilot service in 2022, it was very high: 85.34% of students submitted a request for admission to the faculty electronically, and 84.7% of pupils /students applied for accommodation in the student dormitory electronically.

A client application was developed in the Statistical Office of Montenegro to connect 16 web services using data from key institutions: the Ministry of Education, the Directorate of Revenue and Customs, and the Ministry of Interior. When these institutions make the data available through the web service, the Statistical Office of Montenegro will be able to automatically download the necessary ones, process and save them, or offer (all or part of them) for use by those who have the right to their access.

Also, in 2022, activities on creating a web service that collects data from the Clinical Center about births and deaths started, while **they must develop a service for accepting such data** to complete **the electronic registration of births and death**.

Establishing **an efficient audit of information systems** and electronic services in the state administration was not finalized in the planned dynamics due to cyber attacks that limited electronic communication and access to documents and slowed the implementation of overall activities. In December 2022, a workshop for employees in the IT sector of state administration on the topic "IT risk management and the role of the internal audit of information systems" was held. It aimed to introduce the participants to the importance and role of auditing information systems in the public administration system and raise awareness of the need to manage IT risks.

2.4 PROGRESS IN ACHIEVING STRATEGIC GOAL 3. Professional public administration

Strategic goal III - Professional public administration and its activities are under the jurisdiction of the Ministry of Public Administration, the Human Resources Administration, the Ministry of Finance, and the Ministry of Economic Development and Tourism. At the same time, the Chamber of Economy, the Union of Municipalities of Montenegro, and local self-government units are recognized as partners.

This strategic goal aims to strengthen the efficiency of the planning system based on identified needs, improve the process of hiring human resources and further digitalize the civil service system; establish an effective merit-based promotion and reward system, assessment, and continuous improvement to make public administration an attractive employer and make public administration optimal and efficient.

To achieve an efficient HR planning system and establish an obligation for state authorities to plan employment strategically, the HR plan was linked to the Budget planning and the negotiations conducted while drafting the Draft Law on the Budget. A positive trend is evident in indicators, except for public institutions that have not adopted the Human resources Plan and LGUs with developed HRMIS. The number of authorities and municipalities equals the initial value and amounts to "zero."

**Public administration - an attractive employer** is a goal to be achieved through professionalization and the adoption of the Competency Framework for all categories of civil servants and its application in the recruitment and evaluation process. It should contribute to aligning the knowledge, skills, and capabilities of employees with the requirements of the workplace and, therefore, to the efficiency of the authorities and the achievement of strategic goals. Apart from the percentage of evaluated officers and employees whose **trend is negative**, the other indicators show a **positive trend**.

The operational goal indicator that measures the success of the implementation related to **optimal public administration** and concerns the number of institutions with a changed organizational and functional structure based on the recommendations of functional analyses, is unchanged compared to the initial value.

A total of 55 **activities** were recognized in three operational goals, of which 43 **(78.2%)** were due for implementation or implementation began **in 2022.**

From the total number of reported activities in 2022, 9 (20.9%) were fully implemented, 28 (65.1%) have been partially implemented or are being implemented, and six activities ­­­ (13.9%) were not realized.

Progress in reaching indicators, i.e., the development trend within this strategic goal, is presented in the following table:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL GOAL 3.1 | An effective human resources planning system based on identified needs, de-politicization, and improvement of the human resources recruitment process and further digitization in the field of the civil service system | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The percentage of bodies that developed a Human resources Plan of improved quality through the CPR  Percentage of local government bodies and services at the local level[[40]](#footnote-40) that developed the Human resources Plan through CPR following LCS and LLS | 28.5% of state bodies (2021)  0% of local government bodies and services (2021)[[41]](#footnote-41) | 82% of state bodies  0% | TransferArrow Rotate right | 70% of state bodies  30% of local government bodies and services |
| The percentage of public institutions that have adopted the Human resources Plan | 0 | 0 | Transfer | Establishment of the starting point |
| Percentage of adopted Human resources Plans of state and local government bodies | 63% of KP state bodies  37% of KP local government bodies  (2020) | 82% of KP state bodies  63% of local government bodies[[42]](#footnote-42) | Arrow Rotate rightArrow Rotate right | 100% of KP state bodies and local government bodies |
| Average number of applicants per advertisement | Internal advertisement 1.1  Public advertisement 4.8  (2020) | Internal advertisement 2.1  Public announcement 6.9[[43]](#footnote-43) | Arrow Rotate right | Internal advertisement 1.6  Public advertisement 5 |
| Average number of candidates in the competition | 2.14  (2020) | 2.46[[44]](#footnote-44) | Arrow Rotate right | 4 candidates |
| Number of HR functions where records are kept only through HRMIS | 0 [[45]](#footnote-45) | 3 | Arrow Rotate right | 3 records |
| Percentage of local self-governments with developed HRMIS | 0 | 0 | Transfer | 30% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 3.2 | Public administration is an attractive employer - an efficient evaluation, promotion, and reward system based on merit and continuous improvement. | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| Percentage of civil servants in state bodies who have been evaluated | 63.38% (2019) | 40% [[46]](#footnote-46) | Arrow Rotate right | 100% |
| Percentage of employees who were promoted or rewarded based on their performance appraisal | 0 | 0,01%[[47]](#footnote-47) | Arrow Rotate right | 10% |
| Percentage of state bodies, state administration bodies, and local self-government units that strategically plan training | State bodies, state bodies, and local self-government units do not strategically plan training | 29% of state bodies strategically plan training  16% of local self-government units strategically plan trainings | Arrow Rotate right | 50% |
| The percentage of newly employed officials who attended training in the first year of work in the initial positions of official titles | Established a training program for new employees | 2 training cycles completed[[48]](#footnote-48) | Arrow Rotate right | 50% |
| Percentage of institutions that measure the satisfaction of state and local officials | 0% | 0% | Transfer | 50% of state administration bodies |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 3.3 | Optimal public administration | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The number of institutions with a changed organizational and functional structure based on the recommendations of functional analyses | 0 | 0 | Transfer | The value will be established after a functional assessment |
| Share of the total number of employees at the central and local level in the total number of employees in Montenegro | 26% | 23% [[49]](#footnote-49) | Arrow Rotate right | 23.7% |

The public administration reform strategy pays special attention to establishing professional public administration through efficient human resources planning system, improving the human resource recruitment process, and further digitizing the civil service system. To that end, a working group was formed, and activities to **amend the Law on Civil Servants and State Employees started.**

In April 2022, the Government of Montenegro adopted the Partial Human resources Plan of State Administration Bodies and Services of the Government of Montenegro for 2022, which included data from the draft human resources plans for 32 state administration bodies or 82% of the total number of state administration bodies, which were obliged to adopt the Human resources Plan for 2022. Of the total number of state bodies with the legal obligation to adopt a human resources plan, the Human resources Plan was adopted by 88 state bodies.

Based on the conclusions of the Government, the Administration, together with the employees of the Ministry of Finance and the representatives working on the project of the new salary calculation system, upon the completion of the pilot calculation in February 2022, started the actual calculation of salaries based on the data from CPR, which included 102 subjects, i.e., state bodies. 97% of all authorities performed the actual calculation of wages based on data from the CPR. However, not all authorities download all the data from the CPR, which means that in the coming period, work must be done on a greater degree of download of the data from the CPR needed for calculating wages.

Creating the Human resources Plan is carried out through **the modernized Central Personnel Records,** which enables state administration bodies to make the Human resources Plan and display data by organizational units, titles, development, and categories precisely and efficiently. According to the Human Resources Administration data, all human resources plans were prepared through HRMIS.

Adoption **of the Human Resources Plan with the Training Plan[[50]](#footnote-50)**. It is based on the European Commission's and SIGMA's recommendations. It will enable further improvement of human resources planning. In this way, the Human resources Plan will enable the authorities, the Government, and other interested parties to have precise and clear information on the employment of civil servants and state employees and their further development and training. Creating a digital evaluation module for civil servants is underway. It will include two pilot institutions, the Human Resources Administration and the Ministry of Public Administration, and the digitization of strategic training planning, all through the HRMIS system.

**Human Resources Management Information System[[51]](#footnote-51)** (HRMIS) modules were upgraded: Human resources plan, training process from application to evaluation, training planning process for all state and local self-government bodies, and electronic evaluation process. Furthermore, a platform was created - My file, connected to HRMIS, which all employees can access. The human resources management information system will be created during 2023 **for local self-government units**, and its upgrade will considerably facilitate and improve the management of human resources in local self-government units in all segments, especially in human resources planning and electronic evaluation.

A cover of a book

Description automatically generatedTo establish a professional public administration**,** among other things**,** **a Methodology for analysis in human resources management** was prepared**[[52]](#footnote-52)** to develop a methodology for monitoring the quality of human resources management at the level of state administration in Montenegro. The Methodology is of particular importance in terms of standardization in approach. It should be helpful to managers, human resource management units, and all those who deal with this field at the level of public administration. Questionnaires and other data collection tools form an integral part of the Methodology. At the same time, special attention is paid to digital transformation through the establishment of **the ILIAS platform**, which represents an information system for integrated learning, information, and communication. The topics of human resources planning and planning professional training and development are also highlighted in the Methodology.

Access to the ILIAS platform ceded to Montenegro for use through the support program[[53]](#footnote-53), will be available to different categories of platform users, state and local officials, students, and citizens. The ILIAS platform also offers excellent opportunities for networking and information exchange within the public administration system, and the Human Resources Network in digital format will also be found on this platform. The Work Program of the Human Resources Network[[54]](#footnote-54) for 2022 was adopted to establish a human resources system. Within the same project, digital pieces of training were created in the EU portfolio: EU accession, EU institutions, European Court of Justice, State aid, gender equality (Women in STEM, Resolution 1325, Gender equality), Open data, as well as in anti-corruption (declaration of assets public officials).

Furthermore, the Human Resources Administration organized two trainings, in cooperation with the Ministry of Public Administration, on the topic: "Training for editors and administrators of the GOV.ME web portal," attended by 27 participants. With trainings on gender equality in public administration, the Human Resources Administration developed the content of programs in this area through several training programs and conducted several trainings on this topic. Strategic training planning was introduced.[[55]](#footnote-55) More on the training conducted by the Human Resources Administration, i.e., detailed information is in the Report on the work of the Human Resources Administration for 2022[[56]](#footnote-56). To achieve a functional and optimal public administration with an efficient human resources planning system based on identified needs, the Action Plan of the PAR Strategy foresees an activity that includes the preparation **of functional analyzes of the public administration**, with recommendations for improving the situation in the education and health sectors. Regarding implementing this activity, the Ministry of Public Administration and the World Bank defined that the World Bank would provide support for preparing an analysis of the health sector. As one of the first steps, the Ministry of Health formed a working group[[57]](#footnote-57) and agreed on the analysis's scope. The scope will include civil servants and health institutions employees. Furthermore, some fundamental challenges regarding salaries and human resource management in healthcare are defined.[[58]](#footnote-58) The subject analysis should provide recommendations on improving the planning and availability of information related to staffing so that the Ministry of Health can adequately plan the approval of specializations and affirm young people to practice medicine and stay in their country. The analysis will be a good input for preparing the Human resources Plan. It will show which areas would be at risk of staff shortages, how to plan specializations, etc.

Based on the instructions for keeping records on the number of employees prepared by the Ministry of Finance, in November 2022, there were 45,277 employees at the central level, i.e., an increase of 341 employees, and at the local level, 6,973 employees, is an increase of 318 employees.[[59]](#footnote-59)

Graph 5. The number of employees at the central and local level[[60]](#footnote-60)

Last year, the Health Insurance Fund allocated around 6 million euros for sick leave, half a million less than in 2021. In 2022, about a million working days were lost. From January to October 2022, there were 12,461 sick leave cases in more than 30 days. To establish **control mechanisms for certificates of temporary work incapacity**, the Law on Compulsory Health Insurance, in force since January 1, 2022, has stipulated the possibility that, in cases of long-term sick leave, if the employer expresses doubt that the temporary incapacity was unjustified, i.e., that it takes an inappropriately long time, may contact the Ministry of Health, that is, a request can be submitted to start the procedure for checking the temporary inability to work. In establishing an efficient mechanism in the part of concluding work contracts and contracts on temporary and casual jobs, the Department of Administrative Inspection of the Ministry of Internal Affairs carried out inspection supervision in the Directorate of Revenue and Customs, during which the control of concluding work contracts and contracts on temporary and casual jobs was carried out.

The Government established **the Proposal for the Law on Amendments to the Law on Salaries of Public Sector Employees.[[61]](#footnote-61)** The position group with the coefficients of Job Group D was deleted[[62]](#footnote-62) and defined that the coefficients are determined by the Branch collective agreement, with the consent of the Government. As of February 15, 2023, there was a 20% salary increase in the public sector, including category D.

The 2022-2024 Mid-Term Government Work Program 2022-2024foreseess draft law on amendments to the Labor Law for the third quarter of 2024. The main reason for changes to the aforementioned Law is alignment with the directives of the European Union on establishing a balance between the private and business life of an employee and care provider and the directive on transparent working conditions. The working group's work on drafting the aforementioned draft law is ongoing. In the context of this legal solution, a proposal for changes in human resources planning will be considered, which will be presented to the working group to reach a compromise through constructive social dialogue to find the best solution applicable in practice.

Also, to increase control in concluding fixed-term contracts and other contractual engagements, the Administrative Inspection Department will conduct regular inspection supervision in all local self-government units, as provided by the 2023 Work Plan of the Administrative Inspection.

***AGREEMENT ON COOPERATION BETWEEN THE MINISTRY OF PUBLIC ADMINISTRATION, HUMAN RESOURCES ADMINISTRATION, AND UNION OF MUNICIPALITIES SIGNED***

The training of local officials and employees is a prerequisite for the successful implementation of reforms of the local self-government system, which ultimately contributes to better providing services to citizens at the local level. The Cooperation Agreement between the Ministry of Public Administration, the Human Resources Administration, and the Union of Municipalities was signed, formalizing and strengthening the cooperation between the three key partners in human resources development at the local level. The agreement has an essential role in gathering, exploring, and supporting the needs and interests of all local governments,

while the Human Resources Administration is the main partner for the improvement

process of professional development of our employees.

The goal is to empower the municipalities according to their needs to

effectively manage human resources. Memorandum

on cooperation between the University of Montenegro and the Administration for

human resources were signed in October and will provide significant

outreach in the implementation of lifelong learning programs,

to strengthen national capacities in the domain of

information security, cyber protection, and digital

literacy, and in other areas of common interest.

2.5 PROGRESS IN ACHIEVING STRATEGIC GOAL 4. Transparent and open public administration

Activities of the strategic goal IV Transparent and open public administration are **under** the Agency for the Protection of Personal Data and Free Access to Information (APDFAI) and the Ministry of Public Administration. Human Resources Administration, the Ministry of Finance, authorities, non-governmental organizations, the academic community, and other relevant ministries are partners.

This strategic goal aims to: strengthen the functioning and capacities of the APDPFAI, the legal protection system in the field of FAI, improve the authorities' application of the Law on FAI, ensure the adequate exercise of the right to access information and provide access to information in line with the institutional, legal framework. Finally, to strengthen the awareness and develop the skills of users of the Law on FAI, improve the reuse of information, and increase the availability of open data.

In improving the functioning and strengthening the capacity of APDP, the goal is to align the Law on Free Access to Information (FIA) with international standards and enhance appeals and other procedures while simultaneously strengthening the capacity and operational manner of APDP. In terms of indicators, there is a notable growth trend here.

To improve the implementation of the Law on FAI, in terms of reactive transparency, it is necessary to reduce the number of requests for access to information while simultaneously proactively increasing the quantity and quality of information published by authorities. Regarding the indicator related to the number of permissible appeals on the administration's silence vs. the total number of appeals, we have a negative trend. At the same time, there is a growing trend in annulled decisions of the authorities by APDP compared to the total number of appeals. the

*The results of meeting the goal of improving the reuse of information and increasing the availability of open data refer to the transparency of public administration, strengthening the role of citizens in creating public policies, and using new technologies in change management. The indicators for 2022 are unchanged, while the number of datasets on the open data portal www.data.gov.me⠀indicates the number of datasets on the open data portal* [*www.data.gov.me*](http://www.data.gov.me) *records an upward trend. A total of* **27 activities**were recognized through three operational goals, of which**23 (85%)**were up for implementation, or the beginning of implementation is planned,**in 2022.**

Of the total reported number of activities in 2022, two (8.7%) were fully implemented, 19 (82.6%) have been partially implemented or are being implemented, and two activities are­­­ (8.7%) unfulfilled.

Progress in reaching indicators, i.e., the development trend within this strategic goal, is presented in the following table:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 4.1 | Improving the functioning of the system of legal protection in the area of FAI and strengthening the capacity of the APDPFAI | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The share of the Agency's decisions annulled by the Administrative Court vs. the total number of judgments in administrative disputes concerning the decisions of the Agency | 42.17% [[63]](#footnote-63) | 17.1 % | Arrow Rotate right | - 10 compared to the initial value |
| Share of decisions of the Administrative Court in administrative disputes initiated due to non-provision of the Agency's decision | 82.28% | 10 % [[64]](#footnote-64) | Arrow Rotate right | 55% |
| Share of authorities that register requests for access to information in the information system (compared to the total number of authorities) | 85.9%  (1347) | (1365)[[65]](#footnote-65) | Arrow Rotate right | + 10 compared to the initial value |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 4.2 | Improve the implementation of the Law on FAI by those obliged to implement it and strengthen the capacity of its users to ensure the adequate realization of the right to access information | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The share of accepted appeals due to the administration's silence to the total number of appeals | 23.15% (2020) | 23.5% [[66]](#footnote-66) | Arrow Rotate right | 15% |
| Share of annulled decisions of authorities by the Agency to the total number of appeals | 53.19% (2020) | 38% [[67]](#footnote-67) | Arrow Rotate right | 45% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 4.3 | Improving the reuse of information and increasing the open data availability | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| Number of datasets on the open data portal www.data.gov.me | 146 (2021) | 197[[68]](#footnote-68) | Arrow Rotate right | 500 |
| The number of institutions that publish data on the open data portal | 1.5% of FAI payer institutions | 1.5%[[69]](#footnote-69) | Transfer | 10% of FAI payer institutions |
| Number of high-value datasets published with API on the Open Data Portal | 0 | 0 | Transfer | At least 10 |
| Number of authorities that proactively publish information under the Law on FAI | The starting point will be determined based on the APDP Work Report in March 2021. | The starting value will be determined 2023 for all ministries, GSG, Cap. Podgorica, municipalities of NK and HN | Transfer | 65% of ministries and other (selected) administrative bodies  65% of local governments |

Free access to information is the cornerstone of democratic life, which affirms the openness of public administration. In this area, a step forward was made in **amendments to the Law on Free Access to Information** (FAI Law) after the Government of Montenegro passed a conclusion in May 2022, withdrawing from the parliamentary procedure all proposals for laws sent to the Parliament during its 42nd mandate, including this Law. In the further alignment of the Law, after all the necessary procedures, a positive opinion of the EC was obtained as a confirmation of conformity with the EU acquis. Finally, on March 7, 2023, the Government approved the Bill on Amendments to the Law on Free Access to Information. Concerning this Law, appeals, and other procedures carried out by APDP after the previous SIGMA analysis, **guidelines on applying the harmfulness test[[70]](#footnote-70)** are being prepared. It is helpful to point out that, as part of support to the functioning of the framework for access to information, APDP, in cooperation with SIGMA, organized a workshop on the topic: *Right to free access to information: how to ensure effective implementation of the Law in practice*. The workshop was an opportunity for the participants to improve their skills to implement the Law in practice better, essential steps in the procedure for requesting access to information, increasing efficiency, conducting a harm test, and deciding in cases where the information contains one of the restrictions prescribed by the Law.

***LAW ON FREE ACCESS TO INFORMATION***

The Government established the Proposal for the Law on Amendments to the Law on Free Access to Information. The proposed amendments will contribute to a more effective exercise of the right to free access to information and create necessary mechanisms for overcoming identified problems in applying the Law. The proposed solutions' direct effects will positively impact citizens in terms of a more effective exercise of the right to free access to information, enabling citizens to be well and timely informed of issues they shall decide on. A positive effect will also be achieved through more efficient work of the authorities, narrowing the scope for abuses, encouraging the legality and regularity of actions, and contributing to more pronounced openness and transparency of authorities.

In digitization and improvement of work in monitoring cases in all stages of the procedure and keeping records of second instance cases, by APDP, the entire judicial system must switch to a new IT platform. To implement this new platform for electronic monitoring of the progress of cases in the second-degree proceedings in the APDP, it is necessary to provide the possibility to link the judicial system and the information systems obliged applicants.

Necessary financial resources were provided, but the tender procedure was delayed due to problems with the public procurement portal caused by a cyber attack. The establishment of the IT system is expected in 2023. The creating degree of implementation of the activities related to creating a data entry plan and fundamental statistical indicators, the publication of the database of authorities in an open format, and the entry of data on complaints will depend on the dynamics of the introduction of the IT system.

Speaking of improving the Methodology for the Agency's annual Report, submitted to the Parliament yearly, amendments to the Law on Free Access to Information elaborate its structure. In the context of providing support to improve the implementation of the Act on FAI, a series of meetings were held with SIGMA's help with school principals, and they agreed to one-on-one education. This type of support is aimed at the critical authorities with the most significant number of requests for access to information and the larger number of complaints, thereby reducing the number of requests and increasing the number of published information.

Adopting the Decision on the appointment of new members of the APDP Council[[71]](#footnote-71) opened the door to implement obligations on the free access to information and protection of personal data portfolio. One of the conclusions of the constitutive session, held by the newly appointed members, was that they would fully contribute to affirming the transparency of work and the proactivity of public information.

Strengthening administrative capacities is one of the EU's critical benchmarks in the negotiation process. In keeping with expectations, it is necessary to enhance the capabilities of APDP, particularly noting that the focus of the European Commission is on the adoption and implementation of the FAI Law. During 2022, two trainings were carried out as part of this activity to improve the quality of decision-making first-instance authority.

Pieces of training for all municipalities were organized to provide continuous user support.[[72]](#footnote-72) The award for the most proactive authority in publishing information was established to provide an additional incentive for strengthening capacity and achieving results. Training for target groups, i.e., authorized officials, management staff, and other government officials, was organized through an online platform, and an exceptional contribution to the enviable number of participants was made by the election processes at the local level that were conducted in 2022. In the context of internal management in activities defined by the Law and to form a working group for improving transparency, contact persons from various institutions were identified for whom specialized training is intended, carried out in cooperation with SIGMA.

A particular area defined by the Law on Free Access to Information concerns **the reuse of information**. Under using the potential of existing data and increasing the availability of open data, one of the key activities is improving the [www.data.gov.me](http://www.data.gov.me) portal. Regarding the indicator of the increase in the number of datasets, this number increased by 35% in 2022 compared to the initial value. To improve the portal's functionality and identify the high value of open data sets, **a needs assessment for improving the portal's functionality was** prepared.

It is important to note that the Government adopted the Decision to form the Council for Open Data during its 42nd mandate. However, due to the establishment of a new Government and significant personnel changes, this activity was halted until a new decision was made. Implementation of numerous activities under the operational objective of increasing the availability of open data, and the identification and revision of already published data sets, depends on the dynamics of the audit and the formation of the new Council for Open Data.

2.6 PROGRESS IN ACHIEVING STRATEGIC GOAL 5. Policy planning with and for citizens

The fifth pillar of the public administration reform, which refers to policy planning with citizens and for citizens, is fragmented into specific activities within three operational goals: strengthening the data-based planning system that leads to the creation of sustainable policies and to achieving the Government's priorities; improvement of institutional coordination for more substantial effects of public policies and increase of scope and capacity for implementation of RIA.

Within the first goal, which refers to **strengthening the planning system,** the focus is creating, implementing, and monitoring med-term Government and ministries programs, focusing on effects and results. The indicators are characterized by a negative trend, except for the number of strategic documents for which an evaluation was prepared, where we have a positive trend.

Considering that **institutional coordination** is one of the key obstacles to achieving the full effects of public policies, its improvement is a goal primarily focused on mechanisms of institutional cooperation and development, strengthening institutional and human resources capacities in specific areas necessary for effective policy coordination. Here it is important to point out that despite the importance of ministries having established units for strategic planning, according to that indicator, we still have a negative trend. The percentage of ministries with members of the Network of Civil Servants for Strategic Planning is increasing compared to the initial situation.

#### The operational objective related to **strengthening the capacity for** **implementation of RIA** aims to achieve a better quality of each segment of RIA analysis and to improve the process of giving opinions on the quality of RIA analysis by the Ministry of Finance. Indicators for this goal are rising, which speaks in favor of a higher number of quality RIAs than the total number of RIA forms submitted for opinion.

Through three operational goals, **34 activities** were planned, of which **29 (85%) were due** for implementation or implementation began **in 2022.**

Of activities reported in 2022, 9 activities (31%) were fully implemented, 15and (51.7%) have been partially implemented or are being implemented, while five activities (17.2%) have not been implemented.

Progress in reaching indicators, i.e., the development trend within this strategic goal, is presented in the following table:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 5.1 | Strengthening the data-based planning system that leads to creating sustainable policies and achieving Government priorities | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| The percentage of new strategic documents fully aligned with the methodological criteria | 69% (2020) | 50%[[73]](#footnote-73) | Arrow Rotate right | 75% |
| The percentage of reports on the implementation of strategic documents that are fully aligned with the MethodologyMethodology | 52% (2020) | 38% | Arrow Rotate right | 65% |
| The percentage of ministries whose annual work programs contain set goals and indicators | 18% (2019) | 0%[[74]](#footnote-74) | Arrow Rotate right | 80% |
| The percentage of ministries who report yearly on results on the set goals and indicators | 0% | 0%[[75]](#footnote-75) | Transfer | 80% |
| Percentage of strategic documents for which an evaluation was made | The initial value will be determined after the analysis (2022) | 31% | Arrow Rotate right | 40% |
| Percentage of consultations on public policy, carried out following the legal framework and SIGMA principles, compared to the number of acts adopted by the Government subject to public consultations. | 0 | N/A[[76]](#footnote-76) | No sign | 100% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 5.2 | Improvement of institutional coordination for more substantial effects of public policies | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| % of ministries that have established units for strategic planning | 30% (2021) | 22.2% [[77]](#footnote-77) | Arrow Rotate right | 70% |
| % of ministries that have members of the Network of Civil Servants for Strategic Planning | 50% (2021) | 87.5% | Arrow Rotate right | 70% |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| OPERATIONAL OBJECTIVE 5.3 | The increase also includes the strengthening of capacities for the implementation of RIA | | | |
| *INDICATOR* | *INITIAL VALUE* | *VALUE FOR 2022.* | *TREND* | *TARGET VALUE UNTIL 2024.* |
| Percentage of laws where the Standard cost model is applied for RIA | 18% (2020) | 18,5% | Arrow Rotate right | 20% |
| The percentage of high-quality RIAs compared to the total number of RIAs that were submitted for the opinion of the MFSW | 68,72% (2020) | 82,49% | Arrow Rotate right | 77% |

In January 2022, the Government adopted **the mid-term Work Program for 2022-2024**, which improved the introduction of performance indicators at the outcome level to measure progress in achieving priorities. These activities incentivize additional strengthening of the planning system at the Government and individual ministries. Based on the above experiences, at the beginning of 2022. GSG initiated cooperation with SIGMA on improving the methodology for mid-term planning of the work of the Government and ministries. In April, a workshop to review previous experiences and opportunities to improve the process of mid-term planning was held. The result of the overall cooperation was the draft **Methodology for mid-term planning of the work of the Government and ministries**, after which the document was sent to the Ministry of Finance and the Ministry of European Affairs for consideration and comments.

With the work on the Methodology, GSG, in cooperation with the Ministry of Public Administration, simultaneously started adapting **the IT system for planning and monitoring the implementation of mid-term plans**. The process was not finalized due to the expiration of the Maintenance Service Agreement[[78]](#footnote-78). Thus, the requirement of GSG regarding the specific form and content of the report that should be obtained from the IT system was not fulfilled. II Q 2023 was proposed as the new deadline for implementation.

Recognizing the need to create **a Methodology for integrated strategic planning,** GSG prepared the first draft of the document. Since the development of the MethodologyMethodology for mid-term planning of the work of the Government and ministries (which binds mid-term planning and the budget) is underway, with the existing MethodologyMethodology for planning strategic documents, this MethodologyMethodology would provide guidelines for linking all processes. Full cooperation with the Ministry of Finance is essential for its application.

In cooperation with the Administration for Human Resources, **the Education Program for strategic planning** was revised per the new methodological matrix for developing educational programs. The Program update process ended at the end of September 2022. In cooperation with HRD, GSG published a call for lecturers and trainers to implement the Education Program for the Professional Development of Civil Servants and Strategic Planning Officers and the IV cycle of education[[79]](#footnote-79) starts in April 2023.

Key novelties of the Program are reflected in the following:

* Increasing the number of modules (from 6 to 7) so that the topic of evaluation of strategic documents is better and more comprehensively treated
* Integrate the gender perspective of environmental impact assessment into teaching modules following the updated methodology for developing policies, drafting, and monitoring the implementation of strategic documents.

To strengthen the planning system based on data**, the Analysis of "Innovative laboratories for policies, Policy labs"** was prepared, within which possible mechanisms for establishing cooperation with researchers and producers of official statistics focused on the academic community were recognized. The analysis contains recommendations for linking institutions (state administration, universities, Science and Technology Park) and international cooperation, primarily with the EU Joint Research Center (JRC), and recommendations for better data usability between the academic community, MONSTA, and the state administration.

Per the policy that entails strengthening the data-based planning system, and based on the prepared Analysis, in the past period, **four strategic documents for the joint creation of policies between researchers and the state administration were** **piloted**: Tourism Development Strategy 2022 - 2025, Digital Attraction Program nomads and encouraging investments in Montenegro 2022 - 2025, Regional Development Strategy 2022 - 2027 and Forestry Development Strategy 2022 - 2028, of which the first two documents were adopted.

Guidelines for preparing strategic documents[[80]](#footnote-80) were drafted and contained detailed explanations of integrating research findings and official statistics into the new cycle of public policies. The Guidelines also include detailed descriptions of the steps from the moment of planning to create a strategic document to its adoption.

As part of the analysis of the application of the Regulation on the method and procedure for drafting, harmonizing, and monitoring the implementation of strategic documents in 2022, which the GSV carried out, and whose findings are an integral part of the "Information on the work of the Sector for Strategic Planning and Government Policy Coordination," special attention is dedicated to the analysis of the implementation of the evaluation for strategic documents, in which it is stated that one of the methodological criteria is the quality of reporting for the final reports and the presentation of the findings of the evaluation of strategies and programs after the expiration of the validity period.[[81]](#footnote-81) During the analysis of the situation to prepare the Manual for evaluating strategic documents, it was determined that by 2022 only 31% of the documents had been prepared for some evaluation.[[82]](#footnote-82) The data leads to the conclusion that there is still insufficient awareness among the relevant ministries of the necessity ⠀to conduct formative and/or final⠀ evaluations as a guideline in preparing a new strategic document. Due to this reason, the GSG started preparing **the Manual for the evaluation of strategic documents**, which will contribute to further improving the capacity of line ministries in the interest of more efficient implementation of evaluations and more responsible planning of new strategic documents based on evaluation findings. The Manual for the evaluation of strategic documents is a valuable tool for providing guidelines to the competent departments of the Government of Montenegro when planning and implementing the assessment of strategic documents and providing basic guidelines to evaluators for choosing a methodology and writing evaluation reports to ensure better policy planning based on data. It is based on international standards of good planning of the SIGMA organization and documents and manuals for evaluations developed by USAID and OECD. The Manual describes the basic types of evaluations, the critical steps in conducting evaluations that need to be followed and gives practical advice to departments on developing an evaluation project task and evaluators - how to create an evaluation methodology and write an evaluation report. In addition to explaining the evaluation, the goal is to contribute through the Manual to a more significant implementation of this process so that new public policies have a clear continuation based on previous experiences.

In creating public policies, a vital segment is the availability of documents and data in a fast and accessible way and the necessity to bring the mentioned processes closer to the state authorities and point out the essential standards. In this regard, in the previous period, GSG paid particular attention to strengthening transparency and accessibility by establishing the website [www.javnepolitike.me](http://www.javnepolitike.me). Three more animations were developed, but due to several factors, the most dominant of which was the hybrid attack on the IT infrastructure, the fact that the contract for the maintenance of the website [www.javnepolitike.me](http://www.javnepolitike.me) had expired, and the tender procedure had not been completed, led to the point that the created materials (animations, developed manuals and analyses) were not placed on the site. After ensuring the conditions for the site's smooth operation, GSG will continue to work intensively on creating promotional materials in the coming period.

The issue of inclusiveness of public administration based on respect for the principles of equality and openness is treated as a horizontal topic through the Public Administration Reform Strategy to raise awareness of this standard's application. It permeates all strategic goals, focusing on a series of activities that should raise awareness of this standard's application. Public policy planning is the initial link in the chain and is recognized as a crucial factor in implementing public policies. To this end, in 2022, GSG updated **the methodology for developing policies, drafting, and monitoring the implementation of strategic documents by introducing a gender perspective in its content.** In the context of updating the Methodology, GSG also updated the forms for issuing opinions on the quality of strategic documents/reports by introducing criteria for evaluating their adequacy. The updated methodology will be applied in the second quarter of 2023.

**In the context of developing strategic documents, the amendments to the Methodology focus on** the following:

✓ use of gender-sensitive language following the Law on Gender Equality;

✓ deepening the analysis of the situation through the use of gender-disaggregated data, looking at gender inequalities and gender obstacles, as well as looking at the different impacts of specific problems on the position of men and women;

✓ in setting intervention goals and success indicators through which the achieved progress in the implementation of strategic documents is measured, the emphasis is placed on their gender sensitivity, i.e., gender desegregation;

✓ planning activities that address identified gender inequalities;

✓ gender-responsive budgeting.

To monitor trends and possible improvements in the quality of conducting public hearings, the Ministry of Public Administration observed the application of the normative framework in this area and prepared **the Report on the Application of the Regulation on the Election of Representatives of Non-Governmental Organizations to the Working Bodies of State Administration Bodies for 2021**, which the Government adopted. December 28, 2022**.** One of the key challenges in preparing this report was the fact that in 2022 there was a change in the organizational structure of the state administration in the period to which the report refers and the consequences of a cyber attack on the state infrastructure. As a result of this attack, it was impossible to access all the links published on the Government of Montenegro website, which refer to the process of public hearings in 2021. Despite this, in 2022, the Ministry of Public Administration worked intensively on improving the process of monitoring the application of this Regulation by improving the methodology for data collection, creating a coordination mechanism for data collection, and holding training on guidelines for data submission. It is essential to point out a particularly noticeable phenomenon during 2021, which refers to the fact that **a group of MPs proposed several important laws** that were adopted without conducting a public consultation process. Based on the analyzed data, the following conclusions could be drawn:

1. The implementation of the Regulation on the election of NGO representatives to the state administration working bodies and the implementation of public hearings in the preparation of laws and strategies is not at a satisfactory level, especially in:

* Publication of the list of laws and strategies for which a public discussion is planned,
* Applications of the public consultation mechanism,
* Applications of the public discussion mechanism,
* Failure to publish the RIA form with the draft law

1. The methods of public hearings most often used by authorities are the publication of acts on the ministry's website, while the percentage of application of innovative and inclusive methods is deficient;
2. The structure of participants in public debates is such that citizens hardly participate in those processes. It corresponds to the research of the Balkan Barometer, according to which Montenegrin citizens perceive themselves to be helpless in influencing government policies.

During the creation of the strategic document, a challenge was identified in applying e-platforms for public participation in preparing policies. Considering the aforementioned, an activity was recognized. It includes preparing an analysis of the reasons for not using the e-petition and e-participation portal with recommendations, which started in the third quarter of 2022. Due to the challenges that marked the second half of 2022, it was deemed necessary to postpone the start of implementation.

**By analyzing the situation around public policy creation**, during the development of the strategic framework, special attention was given to the analysis of the institutional mechanism. It was deemed necessary to establish departments for strategic planning in the ministries while ensuring the complementarity of their work with the work performed by the IPA departments. The goal was a more coherent policy planning and IPA programming as complementary processes. To implement the planned steps, the GSG prepared this proposal for consideration by the Government Commissions (CPS and CEPF). However, it was withdrawn from the procedure[[83]](#footnote-83) , which ultimately caused the implementation delay. Furthermore, with the election of a new government and the change in the institutional arrangement of the state administration, the process of making this decision was further prolonged.

## **The Network of State Officials for Strategic Planning** constituted in February 2018, functions as a comprehensive platform for cooperation in the capacity development for the establishment of a sustainable system of policy planning. The goal of the Network's work is to actively promote interdepartmental cooperation, activities coordination, strategic planning improvement, and mapping of the challenges departments face in implementing strategic documents. Despite the importance of formalizing the Network, which implies linking it with other coordination mechanisms, since it cannot be observed in isolation, frequent organizational changes in the state administration in the previous period, turnover of officials who completed the Strategic Planning Education Program, and the unresolved issue of the institutional location of strategic planning in the ministries made it impossible. However, despite the multiple factors that led to postponing Network endorsement, the Secretarial General, with the financial support of ReSPA, implemented the project "Development of a Comprehensive and Functional Network of civil servants for strategic planning" in 2022. "Guidelines for alignment with the EU strategic framework 2021-2027" were developed under it. Guidelines aim to help improve the quality of Montenegrin's national strategies by connecting them better to relevant EU policies, encouraging the country's transformation into a future credible EU member state. Ultimately, the Guidelines should contribute to better alignment between national strategic planning and the programming of actions supported through IPA III and creating Montenegrin national policies that contribute to the EU's strategic goals.

The conclusions reached during the implementation of the Project point to the need to raise awareness among Government senior officials on the need to align with IPA III and the strategic framework of the EU and the need to ensure better cooperation between IPA departments in ministries and civil servants working on developing strategic documents.

Two workshops on strategic planning and strategy development at the EU level were organized. One was for employees in the Department for Strategic Planning and Policy Coordination of the Government. The second workshop was organized for members of the Network of Civil Servants for Strategic Planning from ministries.

RIA[[84]](#footnote-84) - Analysis of the impact of regulations (considers and measures the benefits, costs, and effects of new or amended regulations) is a handy regulatory tool that provides empirical data and comprehensive analysis, based on which decision-makers can assess the consequences of their decisions, i.e., what options are available. The regulatory impact analysis process consists of 7 steps, shown in the graphic.

Improvement of the RIA form, Manual, and form of opinion is foreseen to ensure a better quality of each segment of the RIA analysis. Thus, the improvement of the RIA form started, and in cooperation with SIGMA**, the first draft of the new RIA form was prepared. It will continue to be upgraded in all segments of the analysis until the final version, with expanded requirements of RIA analysis.** In cooperation with the Administration for Human Resources, the Ministry of Finance continuously conducts RIA training for officials at the state and local level, and 9 trainings were conducted in 2022.

Also, in April 2023, the Government of Montenegro adopted **the Report on the Quality of Implementation of Regulatory Impact Analysis (RIA) in Montenegro for 2022.**[[85]](#footnote-85)It provided an overview of the regulatory framework, institutional framework, SIGMA assessment of the situation in the area, statistical presentation of the application of RIA in Montenegro during 2022, evaluation of the quality of RIA in Montenegro through seven (7) steps, final considerations and proposal of measures for improvement.

Looking at the ratings by area of RIA for the comparative periods of 2021 and 2022, it is evident that the improvement of quality in the following areas: Problem definition, Objectives, Impact analysis, and Fiscal impact assessment.

Also, observing the RIA areas rated "following quality standards" in 2022, it was noted that participation is the lowest in Options since there is room for improvement of skills to identify different options for solving problems.

III REPORTING TABLE

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **STRATEGIC GOAL I ORGANIZATION AND WORK OF PUBLIC ADMINISTRATION TO THE BENEFIT OF CITIZENS** | | | | | | | | | | | | |
| **OPERATIONAL OBJECTIVE 1.1 Functional public administration with effective oversight of its work and application of the concept of management accountability** | | | | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start** | **End** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 1.1.1 | Drafting of the Proposal for the Law on Government | The Government has approved the proposal of the Law | | MPA | IQ 2022 | Q3 2022 | The draft law was sent to the Secretariat for Legislation for its opinion | IQ 2023 | 5.000 € |  | Budget of Montenegro | The changes in Government (42nd and 43rd) caused a delay in implementing this activity. |
| 1.1.3 | Preparation of the Register of state bodies and institutions at the central and local level | - Improved register of state bodies at www.drzavniorgani.me  - A register of public services established, founded by the local self-government  - Identification of contact persons in competent institutions for entering data into registers | | MPA  UMMNE  LG  SIGMA | II Q 2022 | IV Q 2023 | The register was sent to the authorities for their opinion |  | 35.000 € |  | Budget of Montenegro | ongoing |
| 1.1.4 | Development of amendments to the Law on Inspection Supervision | The Law on Inspection Supervision was amended to establish a combined method of work and efficiency of inspection supervision | | MPA | II Q 2022 | IV Q 2022 | The Government adopted the draft law at the December 29, 2021, session, then the draft text was submitted to the Parliament.  After the formation of the 43rd Government, the Bill was withdrawn from the parliamentary procedure and is currently coordinating with the competent authorities. | IQ 2023 | 5.000 € |  | Budget of Montenegro | The changes in Government (42nd and 43rd) caused a delay in implementing this activity. |
| 1.1.6 | Strengthening of human resources capacities of the Administrative Inspection | - At least six trainings for the officers of the Administrative Inspection have been carried out  - The number of employees in the Administrative Inspection increased | | HRD  MPA | II Q 2022 | IV Q 2023 |  |  | 16.000 € |  | Budget of Montenegro |  |
| 1.1.7 | Improving the transparency of the Administrative Inspection's work | Developed a fragmented monitoring program for the Administrative Inspection | | Administrative inspection | IQ 2022 | IV Q 2022 |  |  | 5.000 € |  | Budget of Montenegro |  |
| 1.1.8 | Improving the system of reporting on Administrative Inspection's work | The Methodology for developing the annual report on the Administrative Inspection's work has been improved with Information on repeated inspections and the results of inspection inspections. | | Administrative inspection | II Q 2022 | IV Q 2022 |  | IV Q 2023 | 15.000 € |  | Budget of Montenegro |  |
| 1.1.9 | Preparation of the Analysis on the reasons/basis for the payment of additional execution costs based on lost items and the application of recommendations in institutions with a large number of disputes | - A comprehensive analysis of the reasons for the payment of enforcement costs based on lost items with specific recommendations for improvements developed  - Improved dialogues and cooperation with identified institutions recognized by a more significant number of court proceedings | | Protector of property and legal interests  MF  MJHMR  Agency for Peaceful Resolution of Labor Disputes  SIGMA | II Q 2022 | II Q 2023 |  |  | 18. 000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 1.1.10 | Improving the reporting structure of the Protector of Property and Legal Interests on the costs of compulsory lost court cases payment | The report has been updated with an assessment of the situation and recommendations for improving the work of authorities with the largest number of cases before the courts, judicial practice, review of costs, and publication of legal opinions of the public interest. | | Protector of property and legal interests | Q3 2022 | IQ 2023 |  |  | 2.000 € |  | Budget of Montenegro |  |
| 1.1.11 | Improving the Analysis of the impact of proposed organizational changes focused on the justification of the establishment of new bodies or mergers/abolitions | Advanced Regulatory Impact Assessment (RIA)  \*activity related to 3.3.7 and 5.1.1 | | MPA  MF  SIGMA | IQ 2022 | Q3 2022 |  |  | 10.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 1.1.13 | Prepare the Methodology for the development of the state administration bodies' Work Program with performance indicators | - Methodology for state administration bodies prepared  - Methodology for public institutions promoted | | MPA  SIGMA | II Q 2022 | IV Q 2022 |  |  | 25.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 1.1.14 | Develop a Methodology for reporting on the work of the body regarding the realization of goals and indicators of success | Methodology to encourage results-oriented reporting developed | | MPA – Normative Directorate  MF  SIGMA | II Q 2022 | Q3 2022 |  |  | 12.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 1.1.15 | Analyze the available data and update necessary data and Information within two pilot institutions | Analysis of two pilot institutions, MPADDM and HRMA, published | | MPA  HRD | II Q 2022 | Q3 2022 |  |  | 25.000 € |  | Budget of Montenegro |  |
| 1.1.16 | Increase the availability of data held by the institution in two pilot institutions | Number of data sets on the websites of the two pilot institutions, MPADDM and HRMA | | MPA  HRD | Q3 2022 | IV Q 2022 |  |  | 25.000 € |  | Budget of Montenegro |  |
| 1.1.18 | Organize trainings for applying Methodology for the preparation of the body's work program and reporting on the work concerning the realization of goals and indicators of success | At least 70 officials for the preparation of the body's work program and reporting on the body's work regarding the realization of goals and performance indicators  trained, 37 officers in the first training, 37 officers in the second training | | HRD  GSG  MPA | IV Q 2022 | II Q 2023 |  |  | 12.000 € |  | Budget of Montenegro |  |
| 1.1.19 | Improve the legal framework that regulates the administrative dispute | - Law on Administrative Disputes amended in terms of costs of the dispute and oral submission to reduce the duration of the administrative dispute.  - Training for judges on the implementation of the new Law | | MJHMR  Center for Education of holders of judicial functions  Administrative Court | II Q 2022 | IV Q 2022 | Proposal for the Law on Amendments to the Law on Administrative Disputes, approved by the Government on June 23, 2022. Law returned from parliamentary procedure 12-2022 |  | 12.000 € |  | Budget of Montenegro |  |
| 1.1.20 | Prepare Analysis with recommendations on the duration of the administrative-court dispute in administrative-public cases | - Analysis of cases with the ping-pong effect  prepared -Mapping of institutions with the highest % of annulled acts  - Training for identified institutions in terms of conducting administrative procedures conducted | | Administrative Court  MPA  HRD  SIGMA | Q3 2022 | II Q 2024 | 5 Training on the topic of administrative procedure conducted during 2022 |  | 25.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 1.1.21 | Improve the reporting structure of the Annual Report showing the status of the implemented recommendations of the Protector of Human Rights and Freedoms | - The annual report on the work of the Protector of Human Rights and Freedoms of Montenegro improved by showing the implementation of recommendations on violations of human rights and freedoms by public administration bodies.  - Proactive work of the Protector through the promotion of human rights and freedoms in the context of the implementation of recommendations given to public administration bodies | | Protector of human rights and freedoms of Montenegro - Ombudsperson | II Q 2022 | IQ 2023 |  |  | 7.000 € |  | Budget of Montenegro |  |
| 1.1.24 | Amend the Legal Framework on Internal Controls in the Public Sector | The Law on Management and Internal Controls in the Public Sector, amended in the section on management responsibility | | MoF – Directorate for Central Harmonization | IQ 2022 | IV Q 2022 | The final stage of coordination with the Secretariat for Legislation. | II Q 2023 | 5.000 € |  | Budget of Montenegro |  |
| 1.1.25 | Strengthen the awareness of the KRA on management responsibility | - At least 50 managers and employees trained on the importance of implementing managerial responsibility in public administration  - A round table on the topic of raising awareness of the KRA management responsibility  For 2022, organized 25 managers | | HRD  MF  MF-AMCG | Q3 2022 | IV Q 2023 |  |  | 16.000 € |  | Budget of Montenegro |  |
| 1.1.27 | Review the quality of management and internal controls to assess the situation | Reports with an assessment of the situation identified problems, and recommendations for further improvement were adopted | | MF | IV Q 2022 | II Q 2023 |  |  | 2.000 € |  | Budget of Montenegro |  |
| 1.1.28 | Promote public administration based on diversity, non-discriminatory policies, and equal opportunities | Regulatory framework that governs and affirms diversity, equality, and inclusiveness promoted (Law on Prohibition of Discrimination, Law on Gender Equality, Law on Life Partnership of Persons of the Same Sex) | | MPA  MJHMR  Line ministries | II Q 2022 | IV Q 2022 |  |  | 15.000 € |  | Budget of Montenegro |  |
| 1.1.31 | Establish the Methodology for preparing the Gender Equality Plan in all ministries | The Methodology for the development of the Gender Equality Plan for the Ministries established | | MJHMR  GSG | II Q 2022 | IV Q 2022 |  |  | 7.000 € |  | Budget of Montenegro |  |
| 1.1.32 | Prepare Gender Equality Plan in three pilot ministries | Individual Plans for gender equality have been prepared in three ministries minimum | | MJHMR  MKI  MER  GSG | Q3 2022 | IV Q 2023 |  |  | 18.000 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 1.2** | | | | **Paperless administration** | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 1.2.1 | Analyze the challenges and advantages of the eDMS system | Analysis of technical eDMS systems that have been established and done | | MPA - Directorate for Digitization and e-services  SIGMA | IQ 2022 | Q3 2022 | An analysis of the pilot phase was finalized to develop a plan for the further introduction of other institutions into this system | IQ 2023 | 27.000 € | 79.999,92 € | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| **OPERATIONAL OBJECTIVE 1.3** | | | | **Strengthening functional and financially independent municipalities to ensure a more even development of all LGUs** | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 1.3.1 | Prepare an Analysis of the local self-government functioning | Analysis (screening) of the current operations of LGUs in all areas with an assessment of the situation done, the level of performance and proposed measures for the further functioning of LGUs, the challenges that LGUs face in the performance of delegated and entrusted tasks, a delegation of competences to municipalities through strategic documents without funds provided by authorities at the central level, cost-benefit analysis of the original work of LGUs, with recommendations for improving the situation and the possibility of introducing a mild poly-type system of functioning | | MPA  UMMNE  LGU | IQ 2022 | IV Q 2022 | A Working Group for the preparation of the analysis was established. A Methodology and questionnaire were developed and will be distributed to municipalities to collect analytical material. | III Q 2023 | 30.000 € |  | Budget of Montenegro |  |
| 1.3.2 | Adopt the Plan with recommendations based on the findings of the Analysis from activity 1.3.1 | Plan with recommendations adopted | | MPA  UMMNE  LGU | IV Q 2022 | II Q 2023 |  |  | 9.000 € |  | Budget of Montenegro |  |
| 1.3.5 | Analyze challenges in the collection of local public revenues and the fiscal capacities of JSL | Analysis with an action plan for improving the collection of local public revenues conducted | | MPA  UMMNE  LG  SIGMA | II Q 2022 | IV Q 2022 |  | III Q 2023 | 13.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 1.3.7 | Increase the share of own revenues in current revenues of local self-governments | - Number of training to strengthen the capacity of local self-governments in collecting their revenues  - The normative framework for the collection of own revenues has been improved | | MF  LGU  UMMNE | IV Q 2022 | IV Q 2023 |  |  | 5.000 € |  | Budget of Montenegro |  |
| **STRATEGIC GOAL II CITIZENS AND BUSINESSES USING PUBLIC ADMINISTRATION'S QUALITY SERVICES** | | | | | | | | | | | | |
| **OPERATIONAL OBJECTIVE 2.1 More efficient provision of services and introduction of quality management of services provided** | | | | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 2.1.1 | Define the Roadmap for the introduction of the quality management system of the provided services | Roadmap at the Council for Public Administration Reform established | | MPA | IQ 2022 | Q3 2022 | In November 2022, a conference on "Quality management in Montenegro - doing the right thing" organized A Memorandum of Understanding between the MPA and the Chamber of Economy signed | II Q 2023 | 27.000 € |  | Budget of Montenegro |  |
| 2.1.2 | Develop a methodology for introducing quality management into the public administration system | Methodology for introducing quality management into the public administration system developed and promoted | | MPA  ReSPA | Q3 2022 | II Q 2023 | Coordinating bodies for quality management in public administration formed |  | 10.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA | During the development of the Roadmap for introducing quality in public administration, and according to detailed research, the combined model for introducing quality in public administration was abandoned, and this Methodology is not necessary |
| 2.1.3 | ImplementCAF quality management mechanism and evaluation of CAF performance | CAF model implemented in three institutions/organizational units of public administration  Report on external CAF evaluation in public administration institutions/organizational units | | MPA  ReSPA | Q3 2022 | II Q 2024 |  |  | 75.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 2.1.5 | Raise awareness of the quality management system (CAF as one of the methods) and its importance in public administration | - Experiences and best practices shared among public administration employees to increase the quality of services and user satisfaction (through training, study visits, round tables, and regional initiatives)  - Develop a website dedicated to quality management  - promotional activities on social networks and video clips realized, presentation of good practices at two round tables | | MPA  Chamber of Economy  RESPA | Q3 2022 | IV Q 2024 | A subpage dedicated to the CAF method was created within the MPA portal |  | 53.000 € | 5.715,82 € | Budget of Montenegro |  |
| 2.1.6 | Map work processes to optimize work and introduce a management system at the level of public administration | In at least four Pilot Institutions (MPADDM, Sports Administration, Agency for Protection of Personal Data and Free Access to Information, Center for Social Work Podgorica, Employment Agency), an analysis for improving work processes and services was conducted with concrete recommendations for strengthening the internal organization  - Improvement and digitization of internal procedures (including simplification)  - Implemented reorganization and optimal work processes following the Analysis | | MPA  MF  APDP  Community Center Podgorica  Employment Office  Sports Administration  LGU (Nikšić, Pljevlja) | II Q 2022 | II Q 2023 |  |  | 370.000 € |  | Budget of Montenegro |  |
| 2.1.7 | Improve reporting on the quality of administrative resolution | Methodology improved with meritorious 2nd-degree decision-making, exchange of data ex officio and authorized official, declaration of the party on the results of the procedure and the ping pong effect, re-decision, detailed statistics on the decision of the Administrative Court, with an emphasis on the number and content of final meritorious decisions on the specific occasion administrative matters, that is, on the number of decisions by which the administrative case was returned for re-decision | | MPA - Directorate for Effective Implementation of Good Public Administration  SIGMA | Q3 2022 | IQ 2023 |  |  | 6.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 2.1.8 | Establish a catalog of services in pilot institutions | A pilot project in five institutions Catalog of services and administrative procedures, with an assessment of the costs and possibilities of digitization of individual services | | MPA-Directorate for effective implementation of good public administration | IQ 2022 | IV Q 2022 |  | IQ 2024 | 16.000 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 2.2**  **Full interoperability of information systems and an increase in the number of electronic services at a high level of sophistication** | | | | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start** | **End** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 2.2.1 | Implement the "Montenegro Digital" project | - Project adopted by the Government  - Report on the annual implementation of the project | | MPA | IQ 2022 | Q3 2024 |  |  | 1.900.000 € |  | Budget of Montenegro |  |
| 2.2.2 | Create a new unique public administration e-portal | - New public administration portal created based on the once-only principle as part of the integration of shared systems as a single point for all public administration services: e-payment, e-authentication, and e-identification of users (accessibility to services provided by LGUs)  - Improved the e-government portal in the accessibility section of the PWD | | MPA - Directorate for digitization and e-services | II Q 2022 | IV Q 2024 |  |  | 655.000 € | 0 € | Budget of Montenegro  Donor funds EU/UNDP project "E-services and digital infrastructure as a response measure to COVID-19" | The final technical specifications have been prepared, including implementing the new e-government portal and the improvement of JSERP (project "E-services and digital infrastructure as a measure of response to COVID-19"), which will be announced soon. |
| 2.2.3 | Develop new e-services on a single public administration portal in key life events | - 10 new e-services following the eGovernment Benchmark minimum level of sophistication 3\*/4\* developed  - Promotional activities – short clips on how to use services, video instructions, information campaigns | | MPA  Public administration bodies | IQ 2022 | IV Q 2024 |  |  | 337.000 € | 23.000 €  for the promotion of services | Budget of Montenegro  Donor funds EU/UNDP project "E-services and digital infrastructure as a response measure to COVID-19" | The TOR for the new electronic administration portal and the improvement of JSERP has been finalized so that the development of new e-services in accordance with the eGovernment Benchmark will be implemented on other portals. |
| 2.2.5 | Establish electronic data exchange between registers | - Development of new web services for data exchange  - A minimum of 30 public administration officials have completed training for the establishment of electronic data exchanges between registers and the use of JSERP | | MPA  MIA  MJHMR  Tax Administration  UMMNE  LGU | IQ 2022 | IV Q 2023 |  |  | 378.000 € | 45,000 €  (for developing new web services)  5,800 €  (for ICT network workshop)  Donor funds EU/UNDP project "E-services and digital infrastructure as response measures to covid-19" | Budget of Montenegro  Donor funds EU/UNDP project "E-services and digital infrastructure as response measures to covid-19" | To be able to use the newly developed web services, i.e., to exchange data via the JSERP platform, they need to be tested and fully implemented by the institutions that receive or provide data via these web services. |
| 2.2.6 | Establish Certification Authority (CA) for the needs of state administration and local self-government bodies and the provision of qualified electronic entrusted services (production of certificates for qualified electronic signature, qualified electronic seal, and qualified time stamp production service) | -Certification Body established, with the status of a qualified provider of electronic trust services  - Number of certificates issued for the needs of state administration bodies, for qualified electronic signature and qualified electronic seal  - Number of state administration bodies that use the qualified time stamp service  - The number of local self-government bodies and administrations that use the qualified time stamp service | | MPA  LGU | IQ 2022 | IQ 2023 |  | Establish CA IV quarter 2023 | 49.000 € |  | Budget of Montenegro | The project was initiated by announcing the tender procedure on April 1, 2022, the public procurement procedure has not yet been completed, and the funds for this project phase are foreseen in the Ministry of Public Administration Budget for 2023. |
| 2.2.7 | Connect LGUs to JSERP for data exchange | Technical conditions and security standards for LGU access to this system for data exchange established | | MPA  JSL | IQ 2022 | IV Q 2023 |  | The Capital City is connected and exchanges data with JSERP.  To assess the technical capacities and the possibility of connecting to JSPERP, the procedures for establishing technical conditions and safety standards for connecting to JSERP for other local governments are being considered. | 270.000 € | 14.949,00 € | Budget of Montenegro | Strengthening communication with all local governments and finding the simplest model to achieve data exchange through JSERP is necessary. |
| 2.2.9 | Establish an effective audit of information systems (IS) and electronic services in state administration bodies | - Guidelines for auditing IS and electronic services in state administration bodies  - two workshops for employees in the IT sector for education on key standards in IS management conducted | | MPA  MF | Q3 2022 | II Q 2023 |  |  | 27.000 € |  | Budget of Montenegro |  |
| 2.2.10 | Improve the quality of the risk identification system in the IS and electronic services management process | - Framework for identifying risks in the process of managing and using IS of state administration bodies analyzed to prepare guidelines for raising the level of IS quality  - two workshops for managers on the role of IS audit in raising the quality of risk management and controls in the field of IS and electronic services conducted | | MPA  MF | II Q 2022 | II Q 2023 |  |  | 38.000 € |  | Budget of Montenegro |  |
| **STRATEGIC GOAL III**  **PROFESSIONAL PUBLIC ADMINISTRATION** | | | | | | | | | | | | |
| **OPERATIONAL GOAL 3.1** | | | | **An effective human resources planning system based on identified needs, de-politicization, and improvement of the human resources recruitment process and further digitization in the field of the civil service system** | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 3.1.1 | Conduct an analysis of the civil service system in public administration | - Analysis of the civil service system conducted regarding the model of developing the civil service system, the scope, and further recommendations for the improvement of the civil service system  - Action Plan developed based on the analysis | | MPA - Directorate for Normative Affairs  SIGMA | Q3 2022 | II Q 2023 |  |  | 14.000 € |  | Budget of Montenegro  Donor funds  Direct support from SIGMA |  |
| 3.1.3 | Adopt the Competence Framework | Framework of competencies for all categories of civil servants and application of the framework of competencies in the recruitment and evaluation process - drafted and adopted | | MPA  HRD | IQ 2022 | IQ 2023 |  | IV Q 2023 | 9.000 € |  | Budget of Montenegro |  |
| 3.1.4 | Update Guidelines for the preparation of the Human resources Plan | Guidelines for the preparation of the KP amended in the part of harmonizing the steps of the preparation of the KP with the Law on the Budget, previous analysis of employment needs, financial assessment of new employment, with a mid-term budget assessment, mandatory items and a form for requests for the allocation of budget funds, termination of employment, it implies the payment of severance pay, with Information on employment outside the human resources plan and other | | MPA  HRD  UMMNE  MF | IQ 2022 | Q3 2022 |  |  | 17.000 € |  | Budget of Montenegro |  |
| 3.1.5 | Organize training for officials responsible for the development of the innovative Human resources Plan | At least 90 officers trained | | HRD | Q3 2022 | IV Q 2024 |  |  | 9.000 € |  | Budget of Montenegro |  |
| 3.1.6 | Establish the MFSS-MPADDM-HRMA Working Body to prepare a connected Human resources Plan and draft Budget | Contact points from relevant institutions identified to prepare  Improved coordination of the identified institutions in the coordination of preparation of the Human resources Plan and the Budget | | MPA  MF  HRD | II Q 2022 | IV Q 2022 |  |  | 3.000 € |  | Budget of Montenegro |  |
| 3.1.7 | Connect KP with the Budget | - Human resources plans related to the preparation of the Budget, the improvement of the guidelines for the preparation of the KP, and the quality control of the preparation and adoption of the KP and the monitoring of its implementation  - Analysis of the quality of previous CPS | | MPA  MF  HRD | Q3 2022 | IV Q 2022 |  |  | 2.000 € |  | Budget of Montenegro |  |
| 3.1.8 | Improve inspection supervision of HRMIS data | - routine supervision plan  published - Inspection review of HRMIS carried out | | UU  HRD | Q3 2022 | IV Q 2023 |  |  | 4.000 € |  | Budget of Montenegro |  |
| 3.1.9 | Improve registered candidates' selection procedure | - Improve the Regulation on the verification of knowledge, abilities, and competences  - System for e-application of candidates for jobs in HRMA developed (with e-delivery note) | | MPA  HRD | IQ 2022 | IQ 2023 |  |  | 60.000 € |  | Budget of Montenegro |  |
| 3.1.10 | Implement promotional activities to encourage employment in public administration | - videos on the candidate selection process produced  - Established HRMA communication through social networks - FB, Instagram and YouTube channel | | HRD | Q3 2022 | IV Q 2024 |  |  | 46.000 € |  | Budget of Montenegro |  |
| 3.1.11 | Establish the ILIAS platform for online learning with training programs | - ILIAS platform for online education in HRMA established  - at least 3 training programs on an online education platform developed | | HRD | IQ 2022 | IV Q 2024 |  |  | 195.000 € |  | Budget of Montenegro |  |
| 3.1.13 | Establish efficient functioning of the Human resources Information System | - business process analysis with recommendations on the further development of HRMIS components developed  - HRMIS has been upgraded with the following modules:  - Human resources plan  - Training process from application to evaluation  - The process of recording annual vacations, from application to implementation  - The training planning process for all state bodies and LS bodies - linked to the Budget  - HRMIS improved with forms on labor and legal status (a form of decision on appointment, the establishment of the employment relationship, schedule, termination of the employment relationship, a form of decision on annual leave, and similar) | | HRD | Q3 2022 | II Q 2024 |  |  | 152.000 € |  | Budget of Montenegro |  |
| 3.1.15 | Upgrade the HRMIS system software by developing HRMIS at the local level | - Analysis of the state of human resource management in human resources units at the local level prepared  - Preparation of the tender procedure/project prepared and tender published  - HRMIS system at the local level upgraded with HRMIS functions at the central level | | HRD  MPA  LGU  UMMNE | II Q 2022 | II Q 2024 |  |  | 62.000 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 3.2** | | | | **Public administration is an attractive employer - an efficient evaluation, promotion, and reward system based on merit and continuous improvement.** | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 3.2.1 | Improve the quality of Acts on internal organization | - criteria for drafting acts on systematization amended to improve their quality through clear and precise job descriptions and required competencies for their high-quality performance (mandatory analysis of existing jobs, job descriptions of official positions, and conditions for performing the duties of the position), and monitoring and evaluation of employees' work  - Established the Commission for giving an expedient opinion on Acts on systematization composed of representatives of HRMA, MPADDM, MFSS | | MPA  HRD  SIGMA | Q3 2022 | II Q 2023 |  |  | 17.000 € |  | Budget of Montenegro | Activities on preparing the Job Catalog started. It will improve the quality of the job descriptions in the acts on the internal organization and systematization of state bodies. |
| 3.2.2 | Improve the employee performance evaluation system | - Manual for evaluating the work of employees revised - evaluated employees in state bodies through HRMIS in pilot bodies | | HRD  LGU  NGO | II Q 2022 | IV Q 2022 |  |  | 15.000 € |  | Budget of Montenegro |  |
| 3.2.4 | Improve the reward system | The system improved based on work results (link to activity 3.3.2 - Law on Salaries in the Public Sector and Law on Amendments to the ZDSN, amended in the section measuring the performance of employees and defining an efficient mechanism between the results of employees' work and remuneration) | | MF  MPA  HRD | Q3 2022 | IV Q 2023 |  |  | 18.000 € | 5.167 €  (Public Administration Day) | Budget of Montenegro |  |
| 3.2.5 | Conduct training in line with the needs of the authorities | - Guidelines for the preparation of the Training Needs Analysis revised  - five trainings for employees responsible for conducting training needs analysis at the central and local level organized | | HRD  MPA  UMMNE | Q3 2022 | IQ 2023 |  |  | 127.000 € |  | Budget of Montenegro |  |
| 3.2.6 | Improve the professional training and development system | Regulation on professional training and development in amended in a type of program, analysis of training effects, cycle of training management | | MPA  HRD | II Q 2022 | Q3 2022 |  |  | 7.000 € |  | Budget of Montenegro | The new deadline for implementing the activity is the second half of 2023. |
| 3.2.7 | Prepare/revise training programs for newly hired officers | - training program for newly employed officials prepared/revised  - Two program cycles implemented for newly employed officials | | HRD | Q3 2022 | IV Q 2023 |  |  | 62.000 € |  | Budget of Montenegro |  |
| 3.2.8 | Improve the e-training platform - establish Digital Academy | - G100 - Advanced e-learning platform  developed- a minimum of 20 training courses developed in accordance with e-training guidelines | | HRD | Q3 2022 | IV Q 2023 |  |  | 72.000 € | 116.749,79 € | Budget of Montenegro |  |
| 3.2.9 | Analyze existing units/HR contact persons | - analysis with recommendations for further improvement of the work of units/contact persons for human resources prepared  - At least 50 human resources officers completed training on acquiring knowledge and skills for human resources management | | HRD  MPA | II Q 2022 | IV Q 2022 |  |  | 66.000 € |  | Budget of Montenegro |  |
| 3.2.10 | Develop the agenda of the Human Resource Management Network at the central level | - analysis of the needs of the application solution for the exchange of Information about the operation of the Network  developed - e-platform for the Network established | | HRD | II Q 2022 | III Q 2023 |  |  | 39.000 € |  | Budget of Montenegro |  |
| 3.2.12 | Conduct specialized training for employees of HRMA | At least 20 employees of HRMA and MPADDM passed the standardized training of the institute for HR management in the country with the best practices of managed HR | | HRD | II Q 2022 | IV Q 2023 |  |  | 15.000 € |  | Budget of Montenegro |  |
| 3.2.13 | Organize training on gender equality for employees in public administration | 200 participants attended training on gender equality | | HRD | II Q 2022 | IV Q 2023 |  |  | 45.000 € |  | Budget of Montenegro |  |
| 3.2.17 | Promote public administration based on the principles of diversity, equality, and non-discriminatory policy | - round table on public administration based on the principles of diversity, equality, and anti-discrimination in employment and work in public administration bodies at the leadership level  organized - video clips for the promotion of public administration based on the principles of diversity and equality produced | | MPA | II Q 2022 | IV Q 2024 |  |  | 56.000 € |  | Budget of Montenegro |  |
| 3.2.18 | Improve digital skills of employees in public administration | - training program for acquiring digital skills  developed- training for at least 80 employees conducted | | HRD  MPA | II Q 2022 | II Q 2024 |  |  | 49.500 € |  | Budget of Montenegro |  |
| 3.2.19 | Improve digital skills of employees in public administration - in finance services | - training program for employees in finance services in the public administration  developed - 20% of public administration employees in finance services trained | | HRMA  MPADDM | II Q 2022 | II Q 2024 |  |  | 49.500 € |  | Budget of Montenegro |  |
| 3.2.20 | Improve digital skills of employees in public administration - in legal services | - training program for employees in legal services in the public administration  created - 20% of public administration employees in legal services trained | | HRMA  MPADDM | II Q 2022 | II Q 2024 |  |  | 49.500 € |  | Budget of Montenegro |  |
| 3.2.23 | Build capacities on the concept of e-accessibility | - 200 employees in the public administration on the concept of e-accessibility (production of documents)  trained - 50 editors of public administration websites and 50 administrators of public administration websites trained on the application of e-accessibility standards when planning and designing websites of public administration bodies  - Trained/certified five MPADDM employees in e-accessibility standards for GOV.ME portal administrators (WCAG 2.1) | | HRD  MPA  LGU | II Q 2022 | IV Q 2023 |  |  | 98.000 € |  | Budget of Montenegro |  |
| 3.2.24 | Strengthen the capacity of administrators of the application part of the unified information system for electronic data exchange (JSERP) | 40 administrators of the JISERP information system trained | | HRD  MPA | IQ 2022 | IV Q 2023 |  |  | 12.000 € |  | Budget of Montenegro |  |
| 3.2.25 | Conduct training for content administrators on the data.gov.me portal | 66 administrators of the data.gov.me information system were trained | | HRMA  MPA | IQ 2022 | IV Q 2023 |  |  | 16.000 € |  | Budget of Montenegro |  |
| 3.2.26 | Promote data preparation in open data format | - The number of trainings held for public administration and local self-government units to improve their skills and understanding in the preparation of data in open data format  - Number of open data workshops held for different stakeholders | | MPA  HRMA  CEMNE | II Q 2022 | IV Q 2023 |  |  | 47.000 € |  | Budget of Montenegro |  |
| 3.2.27 | Raise awareness of the importance of providing e-services | - Number of realized promotional events/workshops on the importance of providing electronic services in public administration  - Number of trained administrators and moderators of the Electronic Administration Portal | | MPA  HRD | Q3 2022 | IV Q 2024 |  |  | 24.000 € |  | Budget of Montenegro |  |
| 3.2.28 | Build capacity of officials in MPADDM on the management of ICT projects | 10 employees in ICT project management trained | | MPA | IQ 2022 | IV Q 2023 |  |  | 19.000 € |  | Budget of Montenegro |  |
| 3.2.29 | Conduct ISO standards and GDPR training (for obtaining certificates for implementers and internal audits) | -20 employees in the public administration for some of the ISO standards  trained/certified - Trained 20 employees in the public administration to know the GDPR | | MPA | IQ 2022 | IV Q 2023 |  |  | 25.000 € |  | Budget of Montenegro |  |
| 3.2.30 | Improve the system for measuring employee satisfaction in public administration | - Methodology for measuring employee satisfaction in public administration  improved- standardized guidelines for measuring employee satisfaction in public administration developed | | HRD  MPA | Q3 2022 | Q3 2024 |  |  | 25.500 € |  | Budget of Montenegro |  |
| 3.2.31 | Conduct training for contact persons in human resources management units on the procedure for measuring employee satisfaction | - Number of trained contact persons for HRH on the procedure for measuring employee satisfaction  - Promotional activities on the importance of employee satisfaction measurement | | HRD  MPA | Q3 2022 | Q3 2024 |  |  | 25.500 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 3.2** | | | **Optimal administration** | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 3.3.1 | Create records/registers for all employees at the central level who are financed from the Budget of Montenegro | Records of employees at the central level in MFSS created | | MF  LGU | IQ 2022 | Q3 2022 |  |  | No funds are required |  | Budget of Montenegro |  |
| 3.3.2 | Improve the normative framework that regulates the salary system in the public sector | - The Law on Wages was amended to measure the performance of employees and define an efficient mechanism between the results of employees' work and remuneration; establishment of mandatory keeping of unique records on the number of employees financed from the Budget, creation of a legal basis for mutual termination of employment and technological redundancy, with severance pay and establishment of a mechanism for limiting the work of persons to whom severance pay has been paid, with the establishment of an adequate tool for determining re-employment in the public administration in a certain period, after the payment of severance pay  - Amendment of relevant by-laws | | MF  MPA  MER  LGU | IQ 2022 | IV Q 2022 |  | Q3 2024 | 7.000 € |  | Budget of Montenegro |  |
| 3.3.3 | Amend the Labor Law | The Labor Law was amended to establish Human Resources Planning (HRP) of institutions financed from the Budget | | MER  MPA  MF | II Q 2022 | IV Q 2022 |  | Q3 2024 | 3.000 € |  | Budget of Montenegro |  |
| 3.3.4 | Establish an efficient mechanism for concluding Contracts on work and Contracts on temporary and occasional jobs | - Inspection supervision in concluding the Contract on the work and the Contract on temporary, occasional jobs  strengthened - Amended the Law on Personal Income Tax in increasing the tax rate on Contracts for work  - The promotion instituted the hiring of persons from the list who passed the ability check for up to six months, according to the LSOE | | MF  LGU | IQ 2022 | IV Q 2024 |  |  | 17.000 € |  | Budget of Montenegro |  |
| 3.3.5 | Conduct a phased analysis of the functionality of public administration | A phased analysis of the functionality of the public administration was prepared with recommendations for improving the situation in the education and health sectors (internal work processes, efficiency and responsibility of the public administration, human resources policy, number of employees, etc.) | | MPA  MF  LGU  The World Bank | Q3 2022 | Q3 2024 |  |  | 505.000 € |  | Budget of Montenegro |  |
| 3.3.7 | Create a cost-benefit analysis on the introduction of shared services for key administrative functions to optimize work processes | - An analysis with recommendations made on the introduction of joint functions (legal service, accounting, human resources management, procurement, real estate management, etc.) and the merger of regional units of those authorities that are merged at the central level with the Regulation on the Organization of State Administration  - Action plan with defined further activities based on analysis recommendations developed (\*link to activity 1.1.12) | | MF  MPA  MER  MKI  SIGMA | Q3 2022 | IV Q 2023 |  |  | 108.000 € |  | Budget of Montenegro |  |
| 3.3.8 | Establish a control mechanism for certificates of temporary incapacity for work (sickness) | - An amended normative framework on health care was adopted  - analytical material on the number of sick days and financial implications  prepared - monitoring mechanism for temporary incapacity to work created | | Ministry of Health  MF  MPA | Q3 2022 | IV Q 2024 |  |  | 15.000 € |  | Budget of Montenegro |  |
| **STRATEGIC GOAL IV TRANSPARENT AND OPEN PUBLIC ADMINISTRATION** | | | | | | | | | | | | |
| **OPERATIONAL OBJECTIVE 4.1** | | | **Improving the functioning of the system of legal protection in the area of FAI and strengthening the capacity of the APDPFAI** | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 4.1.1 | Improve the Law on Free Access to Information | - Law on FAI innovated in accordance with international and European standards  - Law on Amendments adopted | | MPA  APDP | IQ 2022 | IV Q 2022 |  |  | 3.000 € |  | Budget of Montenegro |  |
| 4.1.2 | Improve appeals and other procedures as well as formal organizational arrangements and practices in APDP | - Analysis of the appeal procedure and other procedures carried out by the Agency developed | | APPDFAI | IQ 2022 | II Q 2024 |  |  | 5.000 € |  | Budget of Montenegro  Donor funds |  |
| 4.1.3 | Digitize and improve work on cases and record keeping | - needs assessment conducted and ToR prepared (with the option of linking with the Information System and with the Administrative Court and the Supreme Court)  - An electronic document management system was introduced in APDP | | APDP  MPA | IQ 2022 | II Q 2024 |  |  | 60.000 € |  | Budget of Montenegro |  |
| 4.1.4 | Improve the functioning of the APDP information system and publishing data | - analysis of the functioning of the information system from Article 41/2 ZFAI  developed - categorization revised, plan for data entry and basic statistical indicators (rulebook, plan)  created - database of authorities in the open format  published- Data for complaints (complaint related to a previously entered request) entered | | APDP  MPA | IV Q 2022 | Q3 2024 |  |  | 87.000 € |  | Budget of Montenegro |  |
| 4.1.5 | Establish the FAI Council | - legal framework for the establishment of councils  prepared - Two sessions of the Council held  - working groups established | | APDP  MPA  Authorities  NGO  The media  Academic institutions | IQ 2022 | IV Q 2022 |  |  | 3.000 € |  | Budget of Montenegro |  |
| 4.1.6 | Strengthen the capacity of APDP | - Increase the number of employees in APDP on an annual basis  - six trainings for APDP employees conducted | | APPDFAI | II Q 2022 | IV Q 2024 |  |  | 40.000 € |  | Budget of Montenegro | It is necessary to organize specialized training. |
| 4.1.7 | Conduct trainings for employees of APDP to strengthen the capacity for implementation of ZFAI | - training and support program according to different needs and areas (sanctions, enforcement, restrictions, etc.)  created - five workshops conducted, one round table, one study visit to an institution with the best practice in certain issues for five APDP employees. | | HRD  APDP  MPA  Courts of Montenegro  SIGMA | IQ 2022 | IV Q 2023 |  |  | 79.000 € |  | Budget of Montenegro |  |
| 4.1.8 | Provide continuous support to users | - Information through the site and social networks improved, including review and analysis of the site and other means of communication (FAQ), a telephone line for users, email address  - open day for users organized | | APDP  Advice for STIs | IQ 2022 | IV Q 2024 |  |  | 26.000 € |  | Budget of Montenegro |  |
| 4.1.9 | Prepare and implement a communication plan in the Agency | - Develop APDP communication strategy  - Report on the implementation of the Strategy | | APPDFAI | IQ 2022 | II Q 2024 |  |  | 15.000 € |  | Budget of Montenegro |  |
| 4.1.10 | Improve the Methodology for the Agency's annual report submitted to the Assembly | - a methodology for reporting to theParliament prepared  - The report published on the website and the networks | | APDP  Advice for STIs | IQ 2022 | IQ 2023 |  |  | 17.000 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 4.2** | | | | **Improve the implementation of the Law on FAI by those obliged to implement it and strengthen the capacity of its users to ensure the adequate realization of the right to access information** | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 4.2.1 | Provide support to selected authorities to improve the implementation of LoFAI | - analysis and support plan with recommendations for improvement for identified key authorities that have the largest number of requests for access to Information and the largest number of complaints (at least 10 authorities)  prepared - number of requests by 30%, increased amount of data on the site by 30%, reduced | | APDP  Advice for STIs | IV Q 2021 | IV Q 2024 |  |  | 13.000 € |  | Budget of Montenegro | Due to the large number of activities and challenges, education will be organized in the following period on a one-on-one basis. |
| 4.2.2 | Develop guidelines for the application of the provisions of the FAI Act | - guidelines for proactive publication prepared(according to categories, as stated in the text of the Article of the LoFAI, individually or in whole, for the application of exclusions and restrictions for the FAI, for the implementation of the harmfulness or public interest test, for certain questions of the LoFAI and the procedure | | APDP  MPA  NGO  Advice for STIs | IQ 2022 | IV Q 2023 |  |  | 26.000 € |  | Budget of Montenegro |  |
| 4.2.3 | Develop a search engine for FAI decisions of Agencies and courts, with a search option | - needs analysis and proposed structure of the searchable database prepared, including proposals for connection with the databases of the courts and the Agency's eDMS  - Application solution ordered and implemented (at least) with a possibility to search by type of body, limitation, keywords, and decision outcome | | APDP  MPA  Administrative Court / Supreme Court | IQ 2022 | II Q 2023 |  |  | 32.000 € |  | Budget of Montenegro |  |
| 4.2.4 | Prepare manuals, publications, and training materials | - manual for information officers in government bodies prepared and published - award for the most proactive government body and method of awarding established | | APDP  MPA  Ministries  NGO  Academic community  Advice for STIs | IQ 2022 | IV Q 2023 |  |  | 36.000 € |  | Budget of Montenegro |  |
| 4.2.5 | Conduct continuous training for authorized officials, management staff, and other officials of the authorities | - training plan containing target groups prepared (authorized persons, information officers, other persons, management staff), content by categories, content by types and business secrets, data marked with a degree of secrecy, protection of personal data and privacy)  - At least 200 people underwent training | | APDP  Advice for STIs  HRD  MF  NGO  Academic community | IQ 2022 | IV Q 2023 |  |  | 27.000 € |  | Budget of Montenegro |  |
| 4.2.6 | Plan and implement continuous education and strengthen user awareness | - Strategic Plan for identification of target users and partnership  developed - advertising materials (national TV and radio) created | | APDP  Advice for STIs  NGO  The media | II Q 2022 | IV Q 2023 |  |  | 42.000 € |  | Budget of Montenegro |  |
| 4.2.8 | Develop internal LFAI leadership/working group to improve transparency | - guidelines for establishing working groups for LFAI at the level of authorities  prepared - working groups for LFAI at the level of authorities established - at least 50 authorities in the first year, 100 in the second, etc. | | APDP  Advice for STIs  authorities | IQ 2022 | Q3 2022 |  |  | 2.000 € |  | Budget of Montenegro |  |
| 4.2.10 | Provide support to authorized persons in government bodies through the formation of a network of authorized persons | - a particular group of information officers to support the Council (4.3.)  organized - communication channels organized (group on social networks, mailing list, a forum on the website) | | APDP  MPA  authorities | II Q 2022 | IQ 2023 |  |  | 2.000 € |  | Budget of Montenegro |  |
| 4.2.11 | Create high-quality fiscal transparency for authorities | - plan to strengthen budget transparency in accordance with international and European standards prepared  - pilot plan in at least 20 authorities of different groups implemented | | APDP  MF  MPA  Council of STI  authorities  NGO  Academic community | IQ 2022 | IV Q 2023 |  |  | 4.000 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 4.3** | | | **Improving the reuse of Information and increasing the open data availability** | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 4.3.2 | Improve the portal www.data.gov.me | - number of total data sets (50%) and number of dynamic data sets (50%)  increased - Analysis of the need to improve the functionality of the portal | | MPA  MONSTAT  UMMNE  LGU  authorities to the FAI Act  Open Data Council | IQ 2022 | IV Q 2023 |  |  | 67.000 € |  | Budget of Montenegro | Due to the cyber attack on the Government's infrastructure, the portal was not operating for a while. Therefore, there was a delay in the publication of new datasets. The Portal is being reactivated. A conference dedicated to the Open Data Portal will be organized in May in cooperation with UNDP, and the Analysis will be promoted and published. |
| 4.3.3 | Identify and revise published datasets | - existing sets updated – at least 75% of the datasets on the Portal  - Pilot project in ministries, selected administrative bodies and selected local self-governments for publishing data in an open format (at least 30 authorities) | | MPA  Authorities obliged by the FAI Act | II Q 2022 | IV Q 2023 |  |  | 37.000 € |  | Budget of Montenegro |  |
| 4.3.4 | Identify high-value open data sets - pilot initiatives for crucial areas such as public finance, geo-location, healthcare, transport | - Analysis of high-value data sets with recommendations  prepared - Increased number of high-value open data sets (at least 10) | | MPA  MF  MEP  Ministry of Health  MKI  Open Data Council | Q3 2022 | IV Q 2023 |  | Promotion according to 4.3.2. | 17.000 € |  | Budget of Montenegro |  |
| 4.3.5 | Organize a campaign to raise public and public administration awareness of the importance of open data and its value | - At least 2 promotional events organized  - At least 6 trainings for officials appointed to upload data sets on the data.gov.me portal were organized  - At least 2 Hackathons on the occasion of Open Data Day (March every year) | | MPA  HRMA  NGO  Association of Managers Montenegro  Academic community  ECMNE  Authorities obliged by the FAI Act  Open Data Council | Q3 2022 | IV Q 2023 |  | IV Q 2023 | 62.000 € |  | Budget of Montenegro |  |
| **STRATEGIC GOAL V POLICY PLANNING WITH AND FOR CITIZENS** | | | | | | | | | | | | |
| **OPERATIONAL OBJECTIVE 5** | | | **Strengthening the data-based planning system that leads to creating sustainable policies and achieving Government priorities** | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **The status of indicators' realization** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 5.1.1 | Develop an updated methodology for mid-term planning of the work of the Government and ministries | - The official promotion of the Methodology was held  - Held methodology presentations (minimum one in relevant ministries) | | GSG  SIGMA | IQ 2022 | Q3 2022 |  | II Q 2023 | 15.000 € | Consulting support from SIGMA. | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, EU/SIGMA support | It is necessary to improve the coordination and communication of central government institutions in mid-term planning. |
| 5.1.2 | Conduct trainings to prepare mid-term work programs of the ministries and prepare for the cycle 2023 - 2025. | - Number of trainings for preparing SPRM for civil servants who work in these jobs  - Prepared SPRM 2023 - 2025 in all ministries | | GSG  MPA  SIGMA | II Q 2022 | IQ 2023 |  | III Q 2023 | 6.850 € | There was no cost. | Donor funds, EU/SIGMA support | It is necessary to improve the coordination and communication of central government institutions in mid-term planning. |
| 5.1.3 | Revise the Education Program for Strategic Planning in topics and scope | Content of the Education Program for Strategic Planning revised and includes topics of resource development, environmental impact assessments, and extended coverage to employees of other state institutions and local governments | | GSG  HRD  MJHMR  MEPPU  LGU | IQ 2022 | IQ 2022 |  |  | 5.200 € | 1.870 €  OSCE | Donor funds |  |
| 5.1.4 | Conduct training within the updated Program | - Number of completed program cycles  - Number of trained participants (central and local level) who completed the Program | | GSG  HRD | IQ 2022 | Q3 2022 |  | IQ 2023 | 37.700 € | There were no expenses during 2022. | Donor funds, EU support | Speeding up the procedural and administrative activities in preparing for the IV training cycle is necessary. |
| 5.1.5 | Analyse cooperation mechanisms with researchers and producers of official statistics | Mechanisms for establishing systemic cooperation between researchers and state administration analyzed and identified | | GSG | IQ 2022 | IQ 2022 |  |  | 3.600 € | € 7,250 was provided through the project | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support |  |
| 5.1.6 | Pilot selected mechanisms for collaboration with researchers for joint policy creation and use of data for public policy making | The number of strategic documents in which the findings of scientific research are integrated | | GSG | IQ 2022 | II Q 2022 |  |  | 5.940 € | € 53,700 was provided through the project. | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support | Propose the same principle of cooperation for other strategic documents as well. |
| 5.1.7 | Develop guidelines for integrating research findings and official statistics into the new cycle of policy planning | Guidelines for the use of research findings in policy-making developed | | GSG, in cooperation with MONSTAT | IQ 2022 | II Q 2022 |  |  | 1.620 € | €9,540 was secured through the project. | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support | Refer departments to *the Guidelines* when planning to create new strategic documents and use them as one of the Education Program for Strategic Planning textbooks. |
| 5.1.8 | Analyze the implementation of evaluations for strategic documents | An analysis with Information on the implementation of evaluations for strategic documents and recommendations for improving the situation prepared | | GSG | IQ 2022 | IQ 2022 |  |  | 2.420 € | €2,250 was provided through the project. | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support |  |
| 5.1.9 | Prepare manual for evaluation and integration of evaluation findings and reporting into the new cycle of policy planning | Manual prepared | | GSG | IQ 2022 | Q3 2022 |  |  | 7.000 € | €6,210 was secured through the project. | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support | Acquaint officials with the manual and use it as one of the Strategic Planning Education Program textbooks. |
| 5.1.10 | Create digital content (video material, short stories) on the process of public policy planning | Digital content created and available on the website www.javnepolitike.me | | GSG | IQ 2022 | Q3 2022 |  | IV Q 2023 | 6.150 € | €3,000 provided through the project. | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support | Engage technical support that would enable the content of this type to be posted on the javenepolitike.me website. Create other animations that are planned, which would vividly explain the stages of creating a strategic document and implementation report, as well as the role of the GSG in their quality control |
| 5.1.11 | Create a list of standard costs for creating strategies | Prepare a list of standard costs | | GSG  MF | II Q 2022 | Q3 2022 | An initial meeting was held with the MoF and HRMA, which joined the process. |  | 2.400 € |  | Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP; MFA of the Kingdom of Norway, support | The activity is within the primary competence of the Ministry of Finance. The Ministry of Finance should determine the legal basis for creating the list. |
| 5.1.12 | Define a list of national indicators of success by policy sector that are regularly produced and monitored | - List of national success indicators defined, linked with IPA  - Number of success indicators that are regularly produced and monitored  - Number of success indicators that are aligned with IPA indicators | | GSG  MF  KEI  MONSTAT | II Q 2022 | IV Q 2022 |  | IV Q 2023 | 1.000 € | There was no cost | Budget of Montenegro | Implementation of the activity failed due to reduced staff in the Sector for Strategic Planning and Policy Coordination of the Government - GSG, which was left without 5 local consultants until June 2022. In consultation with NIPAC, determine the possibility of realizing this activity by the end of 2023. |
| 5.1.13 | Develop a methodology for integrated strategic planning | Methodology for integrated strategic planning developed, and links policy and budget planning processes | | GSG  MF  MPA  KEI  SIGMA | II Q 2022 | IV Q 2023 |  |  | 12.500 € | The funds were provided through a project financed by the former EU called "Improving Strategic Planning and Policy Coordination and Public Administration." | Donor funds, EU support | Acquaint the decision-makers with the Methodology and determine the practicality of its application in the following period. |
| 5.1.14 | Improve the Methodology of policy planning, drafting, and monitor the implementation of strategic documents in the area of resource development | Methodology improved in the impact of strategic documents on gender equality | | GSG | Q3 2022 | III Q 2023 |  |  | 7. 500 € | € 7,310 for the improvement of the Methodology and € 1,152.00 for the training of the officers of the Department for Policy Coordination of the GSG (NB training is not an activity planned in the Action Plan) - OSCE funds | Donor funds, UNDP support | Start applying the innovative Methodology and opinion forms by Q2 2023. |
| 5.1.17 | Conducting trainings for officials working on the preparation of laws and strategies on the standards of conducting public consultations in the process of preparing laws and strategies | Minimum of 80 employees trained | | HRD  MPA | Q3 2022 | II Q 2024 |  |  | 17.000 € |  | Budget of Montenegro |  |
| 5.1.18 | Improve the report on implementing the Regulation on the selection of representatives of non-governmental organizations and conducting a public hearing in the process of preparing laws and strategies | - Report structure with statistical data improved, Information on the satisfaction of participants in working groups added, an annual evaluation of the process of held public consultations  - Number of working bodies in which representatives of LGUs are included | | MPA  GSG | II Q 2022 | Q3 2022 |  |  | 5.000 € |  | Budget of Montenegro |  |
| 5.1.19 | Effective use of e-platforms for public participation in the creation of public policies | - An analysis of the reasons for unused e-petition and e-participation portals with recommendations was made  - Overcome already identified challenges based on user experience and implementation of analysis recommendations (e-petition validation deadline, availability on tablet computers and mobile phones, etc.)  - Promote good public participation practices in the policy-making process, with a special focus on consultations in the initial stages of drafting documents.  - Promote e-petition and e-participation portals | | MPA | Q3 2022 | Q3 2024 |  |  | 87.000 € |  | Budget of Montenegro |  |
| **OPERATIONAL OBJECTIVE 5.2** | | | **Improvement of institutional coordination for more substantial effects of public policies** | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 5.2.1 | Prepare Information on the need to form units for strategic planning combined with IPA programming | Information adopted by the Government, with recommendations and conclusions for further work | | GSG  KEI | IQ 2022 | IQ 2022 |  |  | No funds are required | There was no cost | Budget of Montenegro | The Information was prepared and nominated, but it was asked to be returned to the Government commissions due to one conclusion of the MEP (regarding the formation of units for strategic planning in the ministries), which is why the Information was not adopted. The annual Information on the work of the Strategic Planning Sector was prepared, within which the issue of establishing strategic planning units was addressed and adopted on February 24, 2023. |
| 5.2.2 | Amend the rulebook on the systematization of ministries in the part of defining the unit for strategic planning and programming of IPA | The number of ministries with regulations on systematization that foresee a unit for strategic planning united with the IPA | | Ministries, with the coordinating function of GSG | IQ 2022 | II Q 2022 |  |  | No funds are required | There was no cost | Budget of Montenegro | It is necessary to implement activity 5.2.1 beforehand |
| 5.2.3 | Establish strategic planning units integrated with IPA programming | Number of ministries with established units for strategic planning merged with IPA | | Ministries, with the coordinating function of GSG | IQ 2022 | II Q 2022 |  |  | No funds are required | There was no cost | Budget of Montenegro | It is necessary to implement activity 5.2.1 beforehand |
| 5.2.4 | Prepare Information on the formalization of the Network of Civil Servants for Strategic Planning | Information adopted by the Government, with recommendations and conclusions for further work | | GSG | II Q 2022 | II Q 2022 |  |  | 1.600 € | UNDP provided €18,260 for the need to hire local consultants | Budget of Montenegro,  Donor funds the project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP, Ministry of Foreign Affairs of the Kingdom of Norway | Prepare annual Information on the work of the Sector for Strategic Planning, within which the issue of formalization of the Network for Strategic Planning will be processed and candidates for the Government session in the 1st quarter of 2023 |
| 5.2.5 | Formalize the Network of Civil Servants for Strategic Planning | Number of civil servants in the Network/ number of ministries that have two representatives in the Network | | GSG | II Q 2022 | Q3 2022 |  |  | No funds are required | There was no cost | Budget of Montenegro | It is necessary to implement activity 5.2.1 first - officials employed in strategic planning units should be members of the Network |
| 5.2.6 | Determine the Network of Civil Servants for Strategic Planning agenda and work plan for 2022-2024. | The Network's agenda for 2022 - 2024 was defined and adopted. | | GSG  Network (line ministries) | II Q 2022 | IV Q 2022 |  |  | 5.000 € | UNDP provided € 7,700 to hire a local consultant | Donor funds the project "Strengthening capacities for faster accession of Montenegro to the European Union II," UNDP |  |
| **OPERATIONAL OBJECTIVE 5.3** | | | **The increase also includes the strengthening of capacities for the implementation of RIA** | | | | | | | | | |
| **Activities** | | **Results indicator** | | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 5.3.1 | Amend the Instructions on preparing the report on the analysis of the impact of regulations and the Manual for RIA | Instructions amended in the assessment of the fiscal impact on local self-government budgets and gender equality and the Manual for RIA | | MF | II Q 2022 | IV Q 2022 |  | IV Q 2023 | No funds are required | There was no cost | Budget of Montenegro | The activities are carried out in cooperation with SIGMA, and an extension of the project is awaited, through which expert support will be provided. |
| 5.3.2 | Conduct training on the application of techniques used to estimate the costs of Regulation and look at the long-term fiscal implications of regulations | 140 employees trained | | HRD  MF | IQ 2022 | IV Q 2023 |  |  | 12.500 € |  | Budget of Montenegro |  |
| 5.3.3 | Improve annual reports on the quality of RIA preparation by ensuring the participation of external evaluators during the quality assessment | Two annual reports improved on the state of the RIA | | MF | IV Q 2022 | IV Q 2023 |  |  | 2.400 € |  | Budget of Montenegro |  |
| 5.3.4 | Publish all RIAs to be available on a single new e-government portal | RIA number on the new e-government portal | | MPA  MF | Q3 2022 | IV Q 2023 |  |  | 3.000 € |  | Budget of Montenegro |  |
| 5.3.5 | Improve the opinion form of the Ministry of Finance and Social Welfare on RIA | The form of mandatory opinion improved to analyze and provide feedback on RIA quality | | MF | IQ 2022 | II Q 2022 |  | IV Q 2023 | No funds are required | There was no cost | Budget of Montenegro | The activities are carried out in cooperation with SIGMA, and an extension of the project is awaited, through which expert support will be provided. |
| 5.3.6 | Establish cooperation with the Parliament for better implementation of the RIA | Number of held consultations and trainings | | MF | IQ 2022 | IV Q 2022 |  | IV Q 2023 | No funds are required | There was no cost | Budget of Montenegro | Considering that the Ministry of Finance did not receive an answer from the Parliament, the Ministry will send the initiative again. |

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Strategy implementation activities, monitoring, and reporting** | | | | | | | | | | | |
| **Activities** | | **Results indicator** | **Competent institutions** | **Start date** | **Planned completion date** | **Indicator realization status** | **New deadline** | **Funds planned** | **Funds realized** | **Source of finance** | **Comments/recommendations for the next implementation period** |
| 1. | Improve the capacity of employees in the Directorate for Strategic Planning, International Cooperation, and IPA Funds | - At least four employees have undergone accredited strategic management training  - At least four employees have undergone specialized training | HRD  Specialized training institutions | II Q 2022 | II Q 2024 |  |  | 49.000 € |  | Budget of Montenegro |  |
| 2. | Improve coordination of identified institutions for implementing activities and MPAM | - Four two-day workshops on monitoring and reporting for contact persons of identified institutions in Strategies organized  - Study visit of MPA to the country with the best practice of the strategic monitoring system | MPA  Relevant institutions in the Strategy | Q3 2022 | IV Q 2024 | Two two-day workshops were organized, one of which was organized by SIGMA. |  | 86.000 € | 4.215 € | Budget of Montenegro |  |
| 3. | Develop additional mechanisms for better monitoring and reporting on the results of the Strategy 2022-2026 | - Analysis of the best practice in the region on the monitoring system for the implementation of the Strategy developed  - Tender documentation for the development of an IT system for monitoring developed  - Create IT solutions for monitoring strategy implementation | MPA | IQ 2022 | IV Q 2024 |  |  | 105.000 € |  | Budget of Montenegro |  |
| 4. | Promote the PAR Strategy and achieve results and activities | The Plan for implementing the Public Administration Reform Communication Strategy 2022-2024 was adopted. | MPA | II Q 2022 | IV Q 2024 | A bilingual abbreviated version of the Strategy of the PAR prepared |  | 120.000 € | 1.942,05 € | Budget of Montenegro |  |

IV RECOMMENDATIONS FOR THE NEXT PERIOD OF IMPLEMENTATION

From August 2022. Montenegro was faced with continuous cyber attacks of great intensity and complexity, which affected the Government's IT infrastructure and the information and communication network of the authorities. It caused the unavailability of information systems and services for other state institutions, citizens, and the economy, significantly hampering regular business processes' performance. The Ministry of Public Administration received support from domestic and international partners during this period to recover from cyber-attacks. All information systems and services unavailable or had limited access in the previous period are now in operation. Accordingly, all business processes are adequately taking place.

In addition, organizational changes in the Government of Montenegro significantly influenced the non-realization and delays in the realization of a certain number of activities during 2022. Political instability continued with a vote of no confidence in the 43rd Government in August 2022. It all resulted in many personnel changes rendering the implementation dynamics and lowering the expected 2022 activity implementation level.

The challenges that the Government faced relate to the insufficient participation of the public in the procedures for creating public policies, low trust of citizens in the work of institutions, the uneven practice of proactive publication of open data of the public sector, i.e., adherence to the standards of free access to Information and integrity and public responsibility, at the national and the local level. Key horizontal challenges have been recognized in almost all areas by the institutions that are the carriers of the following activities:

* organizational changes of the Government and changes in the work manner
* primary assumption of the role of a proponent of key laws in the public administration reform by the Parliament. The Government does not have a control mechanism concerning laws previously adopted in compliance with all legal procedures.
* There is insufficient public participation in policy-making procedures
* and connection between planned activities and set indicators."

Considering identified challenges, the following recommendations for the next period and more successful implementation of activities were defined:

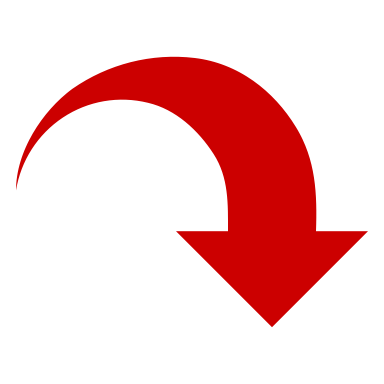
* **STRATEGIC GOAL I** 
  + - MPA

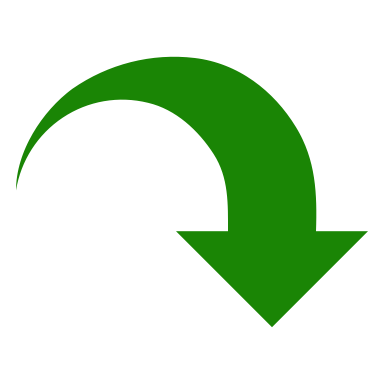
Intensify activities on adopting new and amended laws and their implementation (Law on Government, Law on Administrative Inspection, Law on Inspection Supervision, Law on Civil Servants and State Employees, Law on Local Self-Government, etc.).

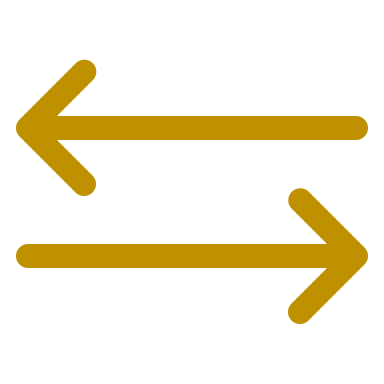
* **STRATEGIC GOAL II** 
  + - MPA
      * Strengthen communication with all public administration institutions, following the Law on Electronic Administration, to exchange data through the Unified System for Electronic Data Exchange (JSERP).
      * Intensify activities on the implementation of the System for electronic payment and control of public revenue collection (NS-NAT), which is the foundation of developing electronic services and whose implementation enables: electronic payment via payment cards, monitoring and easy verification of all transactions related to the collection of public revenue and reducing the number of abuses that occur in this part of the payment transaction.
      * Simplify administrative procedures, including further digitization of public services and interoperability of registers and e-services (registration in student dormitories, electronic identity card) in cooperation with relevant institutions: the Ministry of Education and the Ministry of Interior.
* **STRATEGIC GOAL III**
  + - All departments
    - For the draft personnel plans and the unified Proposal of the Human Resources Plan for 2023 to be prepared promptly through the Central Personnel Records, the data on systematized workplaces and the number of employed civil servants and state employees must be up-to-date in the Central Personnel Records.
    - Improve the preparation of annual human resources plans and ensure compliance with the Budget.
    - Greater participation of senior management personnel in training and their involvement in creating training and initiating specific training programs is necessary.
    - Plan and implement continuous education at all levels and strengthen user awareness.
* **STRATEGIC GOAL IV** 
  + - MPA
      * Establish an Open Data Council
      * APPDFAI
      * From the Council for Free Access to Information
      * Intensify activities to improve the functioning of the APDP information system and the publication of data, digitization, improvement of work on cases, and record keeping.
      * Intensify the implementation of trainings for APDP employees to strengthen the capacity for the implementation of the FAI Law
      * All departments
      * To act on all requests promptly, in line with free access to Information, to avoid citizen complaints.
* **STRATEGIC GOAL V** 
  + - GSG
    - Improve the coordination and communication of institutions of the center of the Government in mid-term planning and organize training for civil servants, who cover these positions, to strengthen capacities and ensure the sustainability of this process.
    - Conduct a functional analysis of the GSG, defining its organizational structure and roles in the context of public policy coordination and creating a modern institution that can meet the needs of future EU membership.
    - Establish an operational team for monitoring the implementation of the Government's Work Program, composed of senior management personnel of the ministries, to monitor the implementation of obligations from the Government's Work Program more effectively on a quarterly level and inform the members of the Government on the dynamics of the implementation of commitments more regularly.
    - Improve activities to formalize the work of the Network of Civil Servants for Strategic Planning through the implementation of the proposed model for its positioning in the public administration system, which implies the existence of strategic planning units in all departments to establish the foundation for the progress of the entire planning system.
    - Improve the department's capacities (through the Network) for more reliable reporting and evaluation, with an emphasis on the quality of financial reporting and monitoring the value of success indicators, for more responsible planning of public policies based on reliable data
    - It is necessary to use the IT tools that will enable coordination and connection between strategic planning (overarching and sectoral strategic documents, mid-term work plans of the Government and ministries), program budget, and donor aid.
    - MPA
    - Ensure the application of the compliance mechanism with the consultation requirements following the relevant legislation by considering all draft laws and strategies submitted to the Government for adoption.
    - MF
    - Create a web portal for greater transparency and to publish all RIA forms in one place.
    - All departments
    - Intensify activities on implementing the 2022-2026 PAR Strategy following the 2022-2023 Action Plan, using coordination mechanisms at the political and administrative levels.
    - Ensure strong links between policy planning and budgeting through appropriate regulatory frameworks and inter-institutional coordination and cooperation.

Finally, it is recommended to conceptualize certain activities and define the bearers of the activities more clearly, concerning the possible revision of AP 2022 - 2024 and when conceptualizing the next action plan with clearly specified responsibilities. All to improve monitoring of the implementation of the Strategy so that the corrective mechanisms can be initiated promptly if challenges in performance are identified. All this implies strengthening horizontal cooperation, with a timely exchange of Information between institutions and within the authorities themselves.

1. state authorities, local self-government, donors, non-governmental sector, academic community, and trade unions [↑](#footnote-ref-1)
2. developed by the European Commission and OECD/SIGMA [↑](#footnote-ref-2)
3. https://www.gov.me/dokumenta/448c1b69-b0d0-44d7-8a74-5305f5ce9dc6 [↑](#footnote-ref-3)
4. The Program is financed in five key areas: cyber security, digital skills, supercomputing, artificial intelligence, and ensuring the wide use of digital technologies in the economy and for citizens**,** including digital innovation hubs. [↑](#footnote-ref-4)
5. MPA has launched a series of activities that provide clear guidelines for defining digital standards at the level of the entire Government. Guidelines for accessibility standards in the development of internet portals were adopted, and activities to draft amendments to the Law on Information Security were initiated to define standards for information security. [↑](#footnote-ref-5)
6. The Academy offers programs, materials, and tools to acquire the skills needed by the digital society and their practical application. [↑](#footnote-ref-6)
7. Within the Pilot Program, three trainings were presented in the following areas:

   (i) Transformational leadership and change management; (ii) "Human-centered design" - introduction to human-centered design; (iii) "Cyber security" - security culture and data protection. [↑](#footnote-ref-7)
8. [https://institut-alternativa.org/stratesko-planinarje-pod-rodnom-lupom/](https://institut-alternativa.org/stratesko-planiranje-pod-rodnom-lupom/) [↑](#footnote-ref-8)
9. <https://institut-alternativa.org/potencijali-rane-integracije-crne-gore-u-eu-okvir-za-postizanje-rodne-ravnopravnosti/> [↑](#footnote-ref-9)
10. https://www.gov.me/dokumenta/8c9c38da-ce2e-4e3b-a971-d0715e181570. [↑](#footnote-ref-10)
11. [Monitoring Reports - OECD (sigmaweb.org)](https://www.sigmaweb.org/publications/monitoring-reports.htm) [↑](#footnote-ref-11)
12. [E-services in response to COVID-19 | United Nations Development Program (undp.org)](https://www.undp.org/cnr/montenegro/projects/e-usluge-kao-odgovor-na-covid-19) [↑](#footnote-ref-12)
13. Based on the 2022 WeBER survey, 53% of citizens across the Western Balkans believe that the Government has made efforts or initiatives to improve administrative procedures, which is five percentage points less than in the previous period. On average, 52% of Western Balkan citizens believe it has become easier in the last two years to deal with administrative procedures, while 53% of them think that the time required to obtain administrative services has decreased in the same period. [↑](#footnote-ref-13)
14. With the increase in awareness of e-services, there is also an increase in preferences for using them instead of traditionally accessing administrative services - As expected, e-services are now used more often than two years ago. Finally, although only 38% of citizens in the administrations of the Western Balkans believe that citizens and civil society participated in the monitoring of administrative services, as many as 85% of them believe that such monitoring gave results and that thanks to it, the Government improved the provision of administrative services. It is a significant improvement over 2020 when this value was 20% lower. [↑](#footnote-ref-14)
15. [Balkan Barometer | Welcome (rcc.int)](https://www.rcc.int/balkanbarometer/publications) [↑](#footnote-ref-15)
16. The average duration of court proceedings is 550 days, primarily due to lawsuits for the administration's silence and where a public hearing is generally required. By comparison, from 2016 to 2022, the administration's silence cost the state of Montenegro one million euros. [↑](#footnote-ref-16)
17. [Izvjestaj\_o\_radu\_Upravnog\_suda\_Crne\_Gore\_za\_2022\_godinu.pdf (sudovi.me)](https://sudovi.me/static/uscg/doc/Izvjestaj_o_radu_Upravnog_suda_Crne_Gore_za_2022_godinu.pdf) According to data from the Report on the work of the Administrative Court for 2022, the Administrative Court of Montenegro received 13,341 cases in 2022, with 9,040 cases that were unresolved from the previous period, and the Court had a total of 17,092 cases in its work. The data indicate that in 2022, 100% more cases were received than in 2021, and there were 33% more cases in the work than the previous year. It is concluded that the judges' workload is still high (1598.64 cases per judge). However, the fact is that judges completed significantly more cases than the expected annual judicial norm (300 cases per judge), bearing in mind that the average number of resolved cases per judge was 377.64 cases. It should be noted that the large number of completed cases did not affect the quality of the Court's work. Namely, in the reporting period, out of 1,048 submitted requests for examination of court decisions before the Supreme Court of Montenegro, 94 decisions, or 11.84%, were annulled. As of December 31, 2022, 17,092 cases remained unresolved, of which 140 cases from 2020, 4,177 cases from 2021, and 12,775 cases from 2022. [↑](#footnote-ref-17)
18. decrease in value compared to 2020

    improvement compared to the value of 2020

    the same trend compared to 2020,

    data unavailable or unmeasured [↑](#footnote-ref-18)
19. Data on the percentage of ministries that have delegated financial management and internal control authority to senior management under the Regulation in 2022 will be provided in the Consolidated Report on Management and Internal Controls in the Public Sector for 2022. They will be submitted to the Government by the end of June of the current year, the previous one. [↑](#footnote-ref-19)
20. the data collection process is ongoing [↑](#footnote-ref-20)
21. <https://drzavniorgani.gov.me> [↑](#footnote-ref-21)
22. "Official Gazette of Montenegro," No. 075/18 [↑](#footnote-ref-22)
23. <https://media.gov.me/files/gov/2023/03/final-video-MA-SIGMA-ecorys.mp4>

    Through the IPA project "Improvement of the budget system, multi-year budget framework and public system of internal financial control" and SIGMA [↑](#footnote-ref-23)
24. Ministry of Justice, Ministry of Foreign Affairs, Ministry of Sports and Youth, and Institute for Education [↑](#footnote-ref-24)
25. The assessment of the quality of the established system for detecting and acting on notifications of suspected irregularities and fraud will be given in the Consolidated Report on Management and Internal Controls in the Public Sector. It will be submitted to the Government for consideration and adoption by the end of June of the current year. [↑](#footnote-ref-25)
26. Every document issued by the Ministry of Public Administration in this context is signed with an advanced e-signature. Within this system, all users involved in the case processing are informed of its status and the receipt of the document in another organization. [↑](#footnote-ref-26)
27. The WG consists of representatives of municipalities, all state administration bodies that have jurisdiction in the local self-government system in their administrative portfolios, representatives of MUMNE, the academic community, and the NGO sector. [↑](#footnote-ref-27)
28. eJob, eStudent, eNGO, and eProfessional exam [↑](#footnote-ref-28)
29. eStudent service pilot: 85.3% of students electronically applied for enrollment [↑](#footnote-ref-29)
30. <https://www.gov.me/clanak/sta-je-caf> [↑](#footnote-ref-30)
31. [Announcement from the 39th session of the Government of Montenegro (www.gov.me)](https://www.gov.me/clanak/saopstenje-sa-39-sjednice-vlade-crne-gore) [↑](#footnote-ref-31)
32. Document drafting is in the final stage and will provide a solid and concrete base for sustainable dynamics of quality management, taking into account the strategic goals of the new PAR Strategy, the interests and mandates of relevant actors, substantial activities, and risk assessment, as well as proposals for risk reduction. Also, considering that the combined model was abandoned, it was concluded during the preparation of this document and desk research that it is unnecessary to develop the Methodology for Quality Management in Public Administration. [↑](#footnote-ref-32)
33. representatives of the Ministry of Public Administration, the Human Resources Administration, the Ministry of Capital Investments, the Ministry of Economic Development, and the Institute for Standardization [↑](#footnote-ref-33)
34. There is a Coordination Committee for Quality with the Chamber of Economy, whose composition of over 30 members includes representatives of the state administration and state institutions, economic sector, and academic community, representing a link between all interested parties and relevant participants in this process. [↑](#footnote-ref-34)
35. https://www.gov.me/clanak/kvalitet-javnih-usluga-kao-preduslov-ekonomskog-i-drustvenog-razvoja-crne-gore [↑](#footnote-ref-35)
36. While preparing this document and desk research, it was concluded that developing the Methodology for quality management in public administration was unnecessary, bearing in mind that the combined model for 2023 reporting has been abandoned. No report was made for 2021 and 2022. [↑](#footnote-ref-36)
37. The proposed solution was implemented in Excel form, with the fact that compared to the previous one, it was innovated in such a way that we expanded the existing 20 attributes with more questions and classes and, at this stage, recognized more than 50 descriptive attributes, to collect more information in this way on services, that is, the complete administrative procedure that accompanies one service. [↑](#footnote-ref-37)
38. <https://www.undp.org/cnr/montenegro/projects/e-usluge-kao-odgovor-na-covid-19> [↑](#footnote-ref-38)
39. To evaluate technical capacities and possibilities of connecting other local governments to UISEDE, procedures for establishing technical conditions and safety standards are being considered. [↑](#footnote-ref-39)
40. Following the Law on Civil Servants and State Employees and the Law on Local Self-Government [↑](#footnote-ref-40)
41. To monitor this indicator, define the connection of MPA with the IT system through the Law on Government to monitor this indicator. [↑](#footnote-ref-41)
42. Nineteen (19) municipalities submitted data. Of that number, 12 municipalities adopted personnel plans within the legal deadline; four municipalities were on temporary funding. Still, they adopted personnel plans within one month of adopting the Budget, two municipalities adopted personnel plans late, and one municipality did not adopt 2022 personnel plans. Six municipalities did not submit data. [↑](#footnote-ref-42)
43. Report on the work of the Human Resources Administration for 2022 (www.gov.me) [↑](#footnote-ref-43)
44. internal advertisements 2.1 public advertisements 6.9 public competitions for senior management personnel 2.46 public competitions for senior management bodies 3.86 [↑](#footnote-ref-44)
45. The HR functions list planned to be digitized by 2026 are Personnel plan, Training, Appraisal, Salary calculation, and Annual vacation. [↑](#footnote-ref-45)
46. The indicator was not achieved due to a cyber attack, and it was impossible to evaluate the servants electronically. [↑](#footnote-ref-46)
47. 20 decisions on advancement. The total with grade A is 3304, so this percentage is a bit lower [↑](#footnote-ref-47)
48. 2 cycles of the Training Program for newly employed officials have been implemented [↑](#footnote-ref-48)
49. Data for November 2022 from Monstat and the Ministry of Finance (a total of 227,500 employees, at the central and local level, a total of 52,250 employees) [↑](#footnote-ref-49)
50. An integral part of the 2023 Personnel Plan will be the Training Plan for State Administration Bodies and Services of the Government of Montenegro. The unification of professional training and development planning and personnel planning is the obligation of state administration bodies to assess training needs and record the results of the aforementioned analysis through the Central Personnel Records, i.e., the Training Plan that will be determined at the level of the authority. The established Training Plan will enable the authorities to plan and monitor the improvement of the work process resulting from additional professional training, i.e., the training of officials, as an opportunity to plan the implementation of exceptional training programs that the authorities independently determine and the subject of which is the exclusive competence of that authority. Special attention has been paid to the digitization of the official system within the HRMIS system. Within it, there is, in addition to the Central Personnel Records, a module for the electronic application of candidates to advertisements and competitions, in the development phase and modules for advertising and online testing of candidates in selection procedures -four stages of selection. [↑](#footnote-ref-50)
51. This platform enables officials to access training, greater availability of thematic content and training, information, documents, and experiences from various fields, openness to exchange of information and additional education of vulnerable categories, and access of certain content to users from the academic community. [↑](#footnote-ref-51)
52. [Methodology for the preparation of the Analysis of the situation in the field of human resources management (www.gov.me)](https://www.gov.me/dokumenta/5cedc9d6-b7ee-4e50-b9e4-55672d8fe47a) [↑](#footnote-ref-52)
53. "Support to the process of digitalization of training from the EU area in the public administration of the Western Balkan countries" - implemented with the support of the Federal Ministry for Economic Affairs and Energy (BMWi) of the Federal Republic of Germany [↑](#footnote-ref-53)
54. Work program of the Human Resources Management Network for 2022 (www.gov.me) [↑](#footnote-ref-54)
55. State authorities independently conducted a training needs assessment for the first time and planned further professional training and improvement of officials and employees. All in line with the Methodology for conducting training needs analysis. The Government adopted the 2022 Training Plan. Experts of SIGMA agreed to update the Methodology for preparing the Rulebook on the internal organization and systematization of positions and create the Catalog of job descriptions for individual posts. [↑](#footnote-ref-55)
56. [Report on the work of the Human Resources Administration for 2022 (www.gov.me)](https://www.gov.me/dokumenta/a03fb023-3a8f-40be-97f9-e3e8b58f4aa3) [↑](#footnote-ref-56)
57. that consisted of representatives of the Ministry of Health, the Institute for Public Health, the Health Insurance Fund, the Ministry of Finance, and the Ministry of Public Administration [↑](#footnote-ref-57)
58. Salary fund, i.e., an excessive number of employees in specific segments, lack of adequate staff, doctors, and intermediate medical staff in certain areas, and inequality in the employment process, the ratio of medical and non-medical staff, i.e., adequate staff allocation. [↑](#footnote-ref-58)
59. The data for 2021 were given in the Strategy of the PAR, while a different methodology was used for 2020; records are under the Labor Law and the Law on Civil Servants and State Employees. [↑](#footnote-ref-59)
60. Source: Ministry of Finance [↑](#footnote-ref-60)
61. [Proposal for the Law on Amendments to the Law on Salaries of Public Sector Employees (www.gov.me)](https://www.gov.me/dokumenta/8c387886-d9f8-431b-b23d-e3a5ec256d5c) [↑](#footnote-ref-61)
62. [Law on Salaries of Public Sector Employees](https://www.paragraf.me/propisi-crnegore/zakon_o_zaradama_zaposlenih_u_javnom_sektoru.html)  [↑](#footnote-ref-62)
63. The total number of cases decided by the Administrative Court is 977, of which 167 were cases in which the court's decision was made due to the annulment of the Agency's decision. [↑](#footnote-ref-63)
64. The total number of cases decided by the Administrative Court is 977, of which 100 were cases in which the court's decision was made due to the Agency's failure to issue a decision. [↑](#footnote-ref-64)
65. The percentage cannot be delivered because the passport indicator's initial value is lower than the current value. Due to the establishment of new municipalities and organizational changes at the central and local levels, there was an increase. In this regard, 1,365 taxpayers are currently the initial increased value in the APDP Information System. [↑](#footnote-ref-65)
66. The total number of decided appeals was 3743, of which 882 were accepted due to the administration's silence. [↑](#footnote-ref-66)
67. Total number of decided appeals 3743 annulled 1425 decisions of the first instance authorities. [↑](#footnote-ref-67)
68. Last value, currently the portal is not functioning [↑](#footnote-ref-68)
69. 20 institutions [↑](#footnote-ref-69)
70. Implementation of the decision in such a way as to meet the conditions for limitations prescribed by Art. 14. FAI Law, and determining specific adverse consequences for the person liable for the application of the Law (first-instance authority) if the requested information were delivered to the applicant, and whether the conditions for the existence or non-existence of the prevailing public interest specified in Art. 17 of the Law on FAI. [↑](#footnote-ref-70)
71. Official Gazette of Montenegro No. 084/22 as of 01.08.2022. [↑](#footnote-ref-71)
72. To conduct training as effectively as possible, it is necessary to create manuals, publications, and training material. [↑](#footnote-ref-72)
73. There is a decline in the alignment of strategic documents with the strategic framework, EU policies, and the Regulation on the method and procedure of drafting, aligning, and monitoring the implementation of strategic documents compared to 2020. The decline in alignment of strategic documents is a consequence of inconsistency in application, preparation of strategic documents in a short period, lack of regular reporting on the implementation of strategic documents, as well as frequent organizational changes (because of which part of the administration is not familiar with the Regulation and Methodology). Also, cyber attacks during 2022 paralyzed the administration's work, slowing down the work process and the exchange of information essential for strategic planning. [↑](#footnote-ref-73)
74. The process of adopting the new methodology for med-term planning of the work of the Government and ministries is ongoing. Its adoption will enable the creation of mid-term plans based on clear criteria. We emphasize that cyber attacks on the Government's IT infrastructure marked 2022, due to which the IT services used for the mid-term planning of the work of the ministries were put out of service. Additionally, the connection of that system with the corresponding one used for the Program's budget needs was not secured. That link was a prerequisite for coordinating compliance between mid-term work plans and the budget.

    In addition to the above, during 2022, a reorganization of the public administration happened, i.e., an increase in the number of ministries compared to the previous period, making it even more challenging to start the mid-term programming of the ministries' work. [↑](#footnote-ref-74)
75. The revised mid-term planning methodology will be adopted by the end of 2023, which will define new criteria for preparing annual programs, after which training for relevant ministries will be implemented. [↑](#footnote-ref-75)
76. The data collection process is ongoing [↑](#footnote-ref-76)
77. In 2022, the state administration was reorganized, and compared to 2021, the number of ministries increased from 12 to 18. [↑](#footnote-ref-77)
78. (No. 01-426/21-4521/5 dated 20.12.2021) signed by the Ministry of Public Administration with the contractor (TeleGroup DOO) [↑](#footnote-ref-78)
79. https://www.gov.me/clanak/javni-poziv-za-polaznike-ce-programa-obrazovanja-za-strucno-usavravanje-drzavnih-sluzbenica-i-sluzbenika-za-stratesko-planinarje [↑](#footnote-ref-79)
80. <https://www.undp.org/sites/g/files/zskgke326/files/2022-07/> Guidelines%20for%20preparation% 20strategic% 20documents%20%281%29.pdf [↑](#footnote-ref-80)
81. [Information on the work of the Sector for Strategic Planning and Coordination of Government Policies and the Implementation of the Regulation on the Method and Procedure for Drafting, Harmonizing, and Monitoring the Implementation of Strategic Documents in 2022 (www.gov.me)](https://www.gov.me/dokumenta/33ad5b50-d301-40c9-94e3-e18a9b7eb299) [↑](#footnote-ref-81)
82. <https://www.gov.me/dokumenta/54336d53-335b-4811-91aa-7298bcacc991> [↑](#footnote-ref-82)
83. due to one conclusion of the MEA, which referred to forming of departments for strategic planning linked with units dealing with IPA affairs in the ministries, which was assessed as unacceptable, [↑](#footnote-ref-83)
84. Regulatory Impact Assessment [↑](#footnote-ref-84)
85. Report on the quality of implementation of the regulatory impact analysis (RIA) in Montenegro for 2022 (without discussion) (www.gov.me) [↑](#footnote-ref-85)