

NATIONAL ACTION PLAN FOR IMPLEMENTING
THE OPEN GOVERNMENT PARTNERSHIP IN MONTENEGRO
2018-2020

November 2018

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INTRODUCTION

Open government

“A culture of governance based on innovative and sustainable public policies and practices inspired by the principles of transparency, accountability and participation that fosters democracy and inclusive growth”

OECD

The principles promoted by the *Open Government Partnership* (OGP) and their continuous alignment with societal needs at the operational level encourage governments and other bodies of members states, as well as civil society organisations and members of the public to seek responses to emerging challenges in diverse areas of social life.

The alignment with the principles contained in the International Declaration of Human Rights, the UN Convention against Corruption and other applicable international human rights and good governance instruments, have an additional positive impact on the obligations of relevant institutions to be more transparent, accountable and efficient.

The Government of Montenegro is fully committed to the application and promotion of highest professional integrity standards in the civil service. As the coordinator of the overall public administration reform (PAR) process in Montenegro, with practical and value-oriented policies, aimed to the benefit of citizens and increasing their participation in policy-making, by coordinating Montenegro’s commitments within the OGP initiative, the Ministry for Public Administration (MPA) invests additional efforts to make such commitment visible at the national and local levels through tangible measures and attainable goals.

The efforts within the framework of the OGP will focus on five key commitments as follows:

- 1. enhanced public services;**
- 2. public participation;**
- 3. improved public integrity;**
- 4. more efficient resource management; and**
- 5. access to information.**

|| ACHIEVEMENTS WITHIN THE FRAMEWORK OF OPEN GOVERNMENT

PRINCIPLES

Montenegro joined the **Open Government Partnership (OGP)** on 13 February 2012, when the first operational Team was set up, and the first Action Plan drafted. At the OGP Summit held in Brazil in 2012, Montenegro was commended for the actions undertaken under the framework of the National Action Plan (NAP) to foster interactions between the government and citizens, and combat corruption.

The 2013 and 2014 EC Progress Reports commended the progress made by the government in direct communication with citizens and public participation in policy-making, thanks to the government services developed within the OGP process (*reporting the misuse of official vehicles, citizen involvement in curbing informal economy, e-petitions*). In 2014 Montenegro won the gold award (ranked second) among the best projects from 33 countries globally promoting citizen involvement in public policies for its campaign for involving citizens in combating informal economy under the heading of “*Be Responsible*” developed as a part of the OGP Action Plan.

Over the previous period the Government of Montenegro (GoM) implemented a number of actions aimed at improving the overall setting in terms of the environment conducive to business and favourable business climate, increasing legal certainty, transparency and openness by increasing public participation, modernisation, making the processes and procedures more streamlined and less bureaucratic, improving service quality.

The PAR process commenced in Montenegro in 2011 with the **PAR Strategy until 2016**, aimed at developing an efficient, professional and service-oriented public administration in the service of citizens and social and economic entities. Reconfirming its readiness to continue the reform efforts the GoM adopted the **2016-2020 PAR Strategy** covering the overall public administration system, guaranteeing to invest additional efforts in enhancing public administration at all levels.

Public participation

Over the previous period, the GoM has greatly improved its openness, particularly given that the PAR process is being conducted in collaboration with the civil society. The **Law on Non-Governmental Organisations** has been amended to put in place the new model for financing NGO projects and programmes in the areas of public interest from the state budget.

Public participation in policy-making and implementation is secured with the new **Decree on Selecting NGO Representatives to Working Bodies of State Administration Authorities and Public Consultations while Drafting Laws and Strategies**, setting the criteria and the procedure for selecting NGO representatives to drafting groups and other working bodies set up by state administration authorities in the law-making process. The **2018-2020 Strategy for Creating an**

Enabling Environment for the Work of NGOs, adopted with the aim of further enhancement of the legal and institutional framework for the work of NGOs and reinforcing cooperation in the process of policy-making and implementation, respecting their diverse, but complementary roles and responsibilities in the process.

The **2018 Balkan Barometer** shows a high percentage of public participation in interactions with public institutions, where Montenegro takes the lead among all countries of the region. In addition, the findings show moderate satisfaction of citizens with the time needed for provision of information/service. The **surveys conducted by the NGO Institut Alternativa** indicate approximately the same level of trust in public administration over the previous two-year period, with up to 50% of citizens with high and moderate trust in the state and local administration.

Service provision

The areas of service provision, through further improvement of administrative procedures and timely service provision, e-government and e-service operation, inter alia, are the areas underpinning the previous public administration reform.

The e-Government system is continuously being upgraded, and now it offers **545 service, 173 being e-services (Level 3)** within the remits of **51 institutions**.

The assumptions for streamlining and improving administrative procedures and timely service provision were put in place with the adoption of the reformative ***Law on General Administrative Procedure*** on 1 July 2017, establishing clear administrative procedure principles and rules and offering **a wider scope of rights for the parties, with substantial reduction in the length of the procedure and with clearly set deadlines**.

Open data

The assumptions for re-use of information have been put in place with the ***Law amending the Free Access to Information Law***, with authorities now being obliged to publish the information for re-using in an easily searchable, open and electronically readable format at the www.data.gov.me.

The open data portal has been established with a view to a more efficient exercise of the freedom of information rights and will contribute to using the data for commercial and non-commercial purposes via a shared metadata catalogue, and will serve as a foundation for setting standards in public data management.

Fiscal transparency

Responsible fiscal policy has been and will remain Montenegro's strategic orientation.

The Public Finance Management (PFM) Reform Programme, adopted in 2015, sets the key reform plans for the upcoming period, and at the same time responds to the demands regarding PFM improvements, as one of the key areas for further public administration enhancements. The PFM Reform Programme was revised in June 2018. With a view to improving the PFM system as such and alignment with pertinent EU acquis, the **Law on Budget and Fiscal Responsibility**, introducing numerical fiscal rules and medium-term budget framework (MTBF), was adopted.

Government integrity

By introducing the integrity principles at all levels, Montenegro supports and reinforces the actions enjoying full trust of the citizens, the civil society and the democratic public into the state, institutions and civil servants underpinned by the rule of law.

Under the **Law for Prevention of Corruption**, authorities are obliged to provide annual integrity plans as internal anticorruption documents covering sets of measures to remove and prevent the emergence and development of various forms of corruptive and unethical conduct.

Through joint access to and management of knowledge, sharing experiences and good practices, with their Integrity Plans public authorities develop procedures for building capacities, efficiency and resilience to the emergence and development of corruption, and other unlawful or unethical conducts.

With a view of increasing efficiency and achieving tangible results of anticorruption bodies, in 2014 the GoM opted for a centralised anticorruption institutional framework with the establishment of a new, single, efficient and effective anticorruption body, pursuant to the Law. This led on 01 January 2016 to the establishment of the Agency for Prevention of Corruption as an autonomous and independent body governed by three laws: the **Law for Prevention of Corruption** (Official Gazette of Montenegro 53/14 and 42/17), the **Law on Political Entity and Campaign Finance** (Official Gazette of Montenegro 92/17) and the **Law on Lobbying** (Official Gazette of Montenegro 52/2014).

NAP DRAFTING PROCESS

The National Action Plan (NAP) drafting started in 2014, and intensified in June 2018, when the GoM entrusted the MPA with adopting the NAP by the end of the current year, and an overview of all the actions prior to the NAP adoption. The Plan of Actions submitted to the OGP Unit envisaged a set of actions around setting up of the Operational Team, NAP drafting and adoption, all implemented according to the envisaged timetable.

The OGP Operational Team, set up pursuant to the GoM ***Decision on OGP Task Force Establishment and Composition*** (Official Gazette of Montenegro 41/18) had the operational and lead role in the drafting process. The OGP Task Force is composed of government representatives at the level of senior managers and advisers to the Prime Minister and Deputy Prime Ministers together with five civil society representatives selected pursuant to a Public Call for five areas of action: enhancing service provision, improving public integrity, efficient resource management, safer communities, and increased corporate social responsibility. The UNDP Montenegro staff provided expert support in the NAP drafting process.

The consultations with the civil society during the NAP drafting process were done in line with the standards set by the OGP Secretariat in reference to **dissemination of relevant information with stakeholders, creating a space for dialogue and cooperation for NAP development, and ensuring shared ownership over the document through joint decision-making on assuming previously agreed commitments.**

In line with the ***Decree on Selecting NGO Representatives to Working Bodies of State Administration Authorities and Public Consultations while Drafting Laws and Strategies*** (Official Gazette of Montenegro 41/2018), the MPA issued a Public Call for the consultations around NAP lasting for 20 days. The proposals, comments and suggestion were provided electronically using the template provided for the purpose. The discussion focused primarily on the commitments and the assessment of their applicability in practical and political terms in line with target groups' needs.

Given the importance of *improving service delivery and public participation*, and mindful of the need to have further discussions with target groups on the needs envisaged by solutions and expected results in the context of the actions envisaged, the MPA in collaboration with the UNDP, organised a **consultative meeting**, focusing primarily on the development of the *National Identification Document (NID) and e-democracy*.

Together with the representatives of implementing bodies, civil and private sectors, managers in IT companies and other stakeholders, the Operational Team discussed the details of using IT in the process of setting up a system for electronic identity management, and the ways to reinforce e-democracy.

The meeting concluded the above actions would contribute to service quality, foster the development of e-Government and digital society, providing an additional encouragement for public participation in societal processes and decision-making affecting their lives and community viability.

Given that the document's purpose is not exhausted with its adoption, but rather its sound implementation, throughout the drafting process opportunities for additional consultations with citizens and interested audiences were used.

The **citizen questionnaire "Open Government proposals"** was posted on the e-Government portal https://www.euprava.me/usluge/detalji_usluge?generatedServiceId=859 as an additional tool for proposing ideas and specific actions towards improving public administration transparency and service quality.

The **Consultations Report**, with a detailed presentation of all comments and suggestions received, accompanied by the reasoning for their (non)acceptance, is available at the MPA sub-portal and the OGP portal www.otvorenauprava.me. The portal was developed in November 2018 with the support of UNDP Montenegro.

In addition to the Report, the **Overview of Proposals by Operational Team members on the commitments and actions for the biannual NAP** was also posted.

During the NAP drafting process, the Operational Team had three meetings to discuss, harmonise and oversee the drafting process. Public statements were posted on the MPA website following each session, and all meeting minutes are publicly available.

IV COMMITMENTS



ENHANCED PUBLIC SERVICES

1. National Identification Document (NID)

Commencement and completion dates: **January 2019 - August 2020**

Responsible institution

the Ministry for Public Administration (MPA)
 the Ministry for Interior (MoI)
 the Ministry of Finance (MoF)
 the Agency for Personal Data Protection and Free Access to Information

Commitment

The issue at stake

The NID introduction should provide Montenegrin citizens with easier access to public e-services for citizens and businesses, and all other e-services provided in Montenegro, respecting information safety and personal data protection principles, which will, in turn, increase trust in the work of the public administration.

General aim is to gradually provide a user-friendly, efficient and safe system for physical and digital identity verification, which will in turn boost the development of e-government and the digital society.

Commitment

The main assumption for the NID introduction is the adoption of the National Identity Scheme, and putting in place **the legal framework** to govern *citizen identification number*, that may be used in future as an identifier and which must assure personal data protection while ensuring transparency in sharing information of public relevance.

<p>How will it help address the issue</p>	<p>Main advantages of having the National Identity Scheme in place:</p> <ul style="list-style-type: none"> • provision and legal regulation of digital identity for easier exercise of rights and corresponding duties; • access to public services and protection of individual rights (access to basic social services, such as education, healthcare and social benefits, etc.) using digital identity; • ensure proper use of sensitive information and control of individuals over their personal data and the way they are used.
<p>Its relevance to OGP values</p>	<p>This commitment will work towards boosting the transparency of public administration, facilitating access to e-services, and connecting the services provide by various state and local level authorities.</p> <p>Sector-level bodies are highly responsible for the operation and security of such a system, and preventing any threats to government and private functions relying on the identification scheme.</p> <p>The NID responds to the citizen needs raised through various participatory tools in shaping Government policies, striving for cost-effective and efficient citizen-oriented service delivery.</p> <p>This commitment corresponds to open standards for better access to public services and data held by administration authorities.</p> <p>Moreover, having NID in place will boost interoperability among public registers by creating accessible and safe web-based service delivery platforms.</p>
<p>Additional information</p>	<p>Compatibility with SDGs</p> <p>Reference to SDG 16: 'Peace, Justice and Strong Institutions</p> <p>16.9 – By 2030 provide legal identity for all including birth registration.</p> <p>16.10 – Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.</p> <p>The introduction of e-ID is a growing trend in EU Member States, with many of them already introducing or deciding to introduce multifunctional ID cards. These efforts facilitate the legal and political development of the EU aimed at improving the e-services provided at the EU level.</p>

BUDGET	€500,000 (MPA)		
Actions with verifiable results and implementation dates		Commencement:	Completion:
<p>1.1. Purchase of the system for introducing the NID (MOI and MPA) – €200,000</p> <ul style="list-style-type: none"> - the Working Team for NID process coordination established - Tenders launched for procuring new personal documents aligned with the Proposal for a Regulation of the European Parliament and of the Council on strengthening the security of identity cards 		November 2018	December 2019
<p>1.2. National Identity Scheme’s conceptual architecture and design relying on unique NID (MPA) – €100,000</p> <ul style="list-style-type: none"> - National Identity Scheme’s conceptual architecture and design relying on unique NID developed 		November 2018	December 2019
<p>1.3. Holding expert panels for counselling authorities and citizens on benefits from data integration and sharing, and on the ways how authorities use collected data and protect personal data (MPA in collaboration with the MOI and the Agency for Personal Data Protection and Free Access to Information)</p> <ul style="list-style-type: none"> - Three panels held - At least 30 participants per each panel - Reports on panels held posted on the MPA sub-portal - Press clipping 		February 2019	August 2020

1.4. Development and issuance of multifunctional e-ID to citizens (MPA) – €200,000 - The tendering process for purchasing new IDs in line with the Proposal for a Regulation of the European Parliament and of the Council on strengthening the security of identity cards completed		December 2019	August 2020
Point of contact			
Responsible person in the implementing entity		Bojana Bajić, MPA	
Title/Department		The Directorate for e-Government and Information Safety	
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Other participants	Government		
	CSOs, private sector, working groups		

PUBLIC PARTICIPATION

2. E-Democracy	
Commencement and completion dates: January 2019 - December 2019	
Responsible institution	MPA The Secretariat General (SG) to the Government of Montenegro (GoM) The Union of Municipalities (UoM) Local self-governments The Tax Administration (TA) NGOs
Commitment	
The issue at stake	<p>Ineffective implementation of the legal framework for policy development reduces the quality of public consultations as an essential part of the process, and in turn demotivates citizen participation. A particular challenge in this context is the reporting on consultation processes and timely feedback to participants in such processes, which led to the process being perceived as closed and one-sided.</p> <p>By way of their layout and functionality, webpages of local self-governments should contain the set of information/data and services in line with the minimum standards to be met, which should be collected in separate Guidelines for Technical Specifications of web portals.</p> <p>Lack of data on customer satisfaction with provision of public services affects successful reforming of public services and may have an adverse impact on public trust in the government and lead to biased evaluation of its work.</p> <p>Mandatory social insurance payments (mandatory retirement and disability contributions, mandatory health insurance and unemployment insurance) fall under the rights and obligations of workers and employers under the Law on Mandatory</p>

	<p>Social Insurance Contributions (Official Gazette of Montenegro 13/07, 79/08, 86/09, 78/10, 14/12, 62/13, 08/15, 22/17). Citizens need quick access to check whether and in what amounts such payments have been made without any administrative hurdles or any need to physically visit relevant institutions.</p>
<p>Commitment</p>	<p>The above commitment requires opening new online tools for public consultations in policy-making process – a user-friendly and quick means of interactions between the public administration and business association, CSOs, the academia and the general public. It is expected that e-Participation and e-Petitions tools will be used more by individuals and institutions in developing and revising policies, and for filing petitions at the local and central levels.</p> <p>Standardisation of web-based portals facilitates communication processes, creates a relevant online information and service tools at the local level aimed at achieving greater consistency.</p> <p>Measuring customer satisfaction with public services implies assessing expectations, service quality and effects of service delivery in different areas of customer experience to give timely feedback to public institutions by examining citizen attitudes in service efficiency, staff approachability, usefulness of the information obtained, etc.</p> <p>“Does Your Employer Pay Contributions?” online service and mobile app will ensure timely information and response by workers to protect their labour rights through inspection of data on payments of mandatory contributions, registration/deregistration dates, updating of other data and preliminary checks of M4 forms without any need physically visit the relevant service provider.</p>
<p>How will it help address the issue</p>	<p>Fostering e-democracy implies additional encouragement of citizens in a social process and passing of decisions affecting their lives and community viability.</p> <p>E-participation enables more transparent and easier involvement in public consultation processes in shaping public policies in line with applicable legislation.</p> <p>E-petition, as a free online tool for petition generation and endorsement, and delivery to decision-makers, offers an additional option for proposing solutions for better functioning of a community or parts thereof.</p>

	<p>Standardised local self-government portals will bring closer and make more consistent the online presentations of municipalities, adding to recognisability and boosting interactions with citizens, opening in functional terms new channels for feedback on various aspects of public policies and service provision.</p> <p>Surveys of citizens and business satisfaction with services provided by the administration and public institutions will be used to optimise business processes and streamline existing administrative and other procedures and relieve the red tape for citizens and businesses.</p> <p>Detection and reporting of infrastructural problems foster civic responsibility, help increase safety, protect environment and by extension, improve living and working conditions.</p> <p>Introduction of the online service and mobile application “Does Your Employer Pay Contributions?” provides for the necessary level of control and responsibility of citizens/workers for protection of own rights.</p>
Its relevance to OGP values	The above commitment (with the accompanying actions) is fully compatible with the principles of transparency and public participation, since it has practical consequences to daily lives of common people and their guaranteed rights.
Additional information	<p>Compatibility with SDGs</p> <p>Reference to SDG 16: ‘Peace, Justice and Strong Institutions’</p> <p>16.6 – Develop effective, accountable and transparent institutions at all levels</p> <p>16.7 – Ensure responsive, inclusive, participatory and representative decision-making at all levels</p> <p>The actions to be taken under this commitment will reinforce decision-making by policy-makers in consultations with members of the public, the civil society, businesses, the academia and other stakeholders.</p> <p>This commitment is consistent with the GoM’s strategic orientations as set in the <i>2018-2020 PAR Strategy and the 2018-2020 Strategy for Creating an Enabling Environment for the Work of NGOs and the accompanying Action Plan, as well as the DEU-supported project “Technical Cooperation for the Development of Institutional Mechanisms for the Cooperation between the Government and Civil Society Organisations in Montenegro”</i> in reference to the component on strengthening legislative and institutional framework for public consultations.</p>

BUDGET	€88,150		
Actions with verifiable results and implementation dates		Commencement:	Completion:
<p>2.1. e-Participation' (MPA) - €20,000</p> <ul style="list-style-type: none"> - at least 30 public calls for consultations with the interested public published annually - at least 30 public calls for consultations on draft laws published annually - at least 100 comments provided by the interested public using this service in 2019 - at least 50 public calls for NGO participation to working groups published - the 2019 annual report on the implementation of the Decree on Selecting NGO Representatives to Working Bodies of State Administration Authorities and Public Consultations while Drafting Laws and Strategies made with the recommendations and evaluations in line with the findings 	November 2018	December 2019	
<p>2.2. e-Petitions (MPA and SG to GoM) – €30,000</p> <ul style="list-style-type: none"> - extend the platform to include local self-government units and upgrade the service, putting in place the assumptions for its further upgrade -e-Petitions introduced a the local level 	November 2018	December 2019	
<p>2.3. Standardisation of local self-governments' web portals (MPA and UoM) - €1,150</p> <ul style="list-style-type: none"> - guidelines developed – Standardised Guidelines for local web portals - training for implementing the Standardised Guidelines delivered - monitor the implementation of the Standardised Guidelines in line with the recommendations for minimum standards in regard to the web portal contents (information posted, services available, databases, local budget, etc.) 	January 2019	June 2019	

<p>2.4. Customer satisfaction surveys at the point of service, and result analysis using appropriate tools – €2,000</p> <ul style="list-style-type: none"> - 4 institutions where customer satisfaction survey tools will be installed in 2019 identified - customer satisfaction survey tools in place for 30% of services provided in each institution covered - presentation of findings and recommendations 	December 2018	Throughout 2019
<p>2.5. Ensure citizen participation in detection and addressing infrastructure issues at the local and central levels (MPA, LSG, NGO) - €15,000</p> <ul style="list-style-type: none"> - an online tool for reporting infrastructural issues/deficiencies or launching initiatives developed - 20% more reports - 80% reports acted upon 	March 2019	June 2019
<p>2.6. Set up the “Does Your Employer Pay Contributions?” application and the online tool for checking M4 forms (Tax Administration, Pension and Disability Fund) – €20,000</p> <ul style="list-style-type: none"> - the tool available at the web portal and Tax Administration and Pension and Disability Fund’s webpages - generate statistical reports on the use of the tool to be published in Tax Administration’s annual activity reports 	January 2019	August 2020
Points of contact		
Responsible person in the implementing entity	Mirjana Begović, Marija Janković, MPA	

Title/Department		The Directorate for e-Government and Information Safety The Directorate for Good Governance and Interactions with NGOs
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Other participants	Government	
	CSOs, private sector, working groups	

ACCESS TO INFORMATION – OPENNESS OF STATE AUTHORITIES

3. Proactive publication of information	
Commencement and completion dates: January 2019 – August 2020	
Responsible institution	Line ministries The General Secretariat to the GoM Other state administration authorities
Commitment	
The issue at stake	<p>Lack of targeted, well-systematised and usable data on the Open Data portal to enable business start-ups to access information and data helpful for starting a business and its market positioning.</p> <p>Integrity refers to lawful, independent, impartial, accountable and transparent exercise of duties by public officials and other public employees preserving their own and the institution’s reputation. Over the last 10 or so years the NGO Centre for Democratic Transition developed the openness index for executive, legislative and judicial authorities, as well as for local self-governments. The findings indicate that for many years the executive branch in Montenegro has been the regional leader in openness at the level of the Government, line ministries and other state administration authorities. Recently, however, we have observed some deteriorations in certain segments.</p> <p>There is no systemic monitoring in place for the implementation of the <i>Guidelines for creating electronic documents in line with e-accessibility standards</i>, developed by the MPA in collaboration with the Association of the Blind of Montenegro, and consistent with the Government commitments for protection of persons with</p>

	<p>disabilities. On the other hand, there is still a limited accessibility of formats for persons with disabilities, thus restricting their access to administrative services.</p>
<p>Commitment</p>	<p>This commitment implies the creation of more open data to foster intra- and inter-sector communications, particularly to provide better public information in various areas of public interest.</p> <p>A survey of business start-ups is needed to understand the type and structure of data to be posted on the open data portal that would facilitate the process of starting a business, add value at the market and share information with other stakeholders. Set up a separate section for start-ups as generators of future growth and strengthening of the MSME sector.</p> <p>To deliver on this commitment the amendments to the <i>Decree on State Administration Setup and Method of Operation</i> are needed to set the criteria/standards to have consistent openness of the executive branch horizontally and vertically in reference to: regular and consistent data publication and updates in the open data format, greater budget transparency, user-friendliness and accessibility.</p> <p>Public administration integrity and public trust in institutions will be enhanced through preparation and publication of electronically readable publications.</p> <p>Accessible contents at webpages of state institutions, i.e. e-services they offer and the e-document available online, are important steps towards digital equity.</p> <p>Legal review of free access to information provisions, with guides for improvements in terms of both legislation and implementation to be subsequently used for drafting amendments to the Free Access to Information Law.</p>
<p>How will it help address the issue</p>	<p>Collection, classification and distribution of open data through a single centralised point ensures greater openness and new opportunities for citizens and businesses to create new value from the data available. By opening data, government fosters the development of creative businesses and knowledge-based economy, and in return it gets the feedback that can be used for improving data quality.</p>

	<p>Availability of relevant data for business start-ups at a single place is an important resource for new entrants in the market, but also for those seeking jobs through autonomy and innovation. Such a database is needed to address that issue and serve as a firm foundation for promoting and fostering new business opportunities.</p> <p>Regulation of the matters affecting transparency of the government will contribute to its greater integrity, and the consistent implementation would respond to the needs of stakeholders, i.e. citizens as end users – to systematically publish data of general interest by unifying practices and standards for all state administration authorities. Availability of electronically readable government data is an additional indicator of its openness.</p> <p>The right to freely access information held by public authorities is an important aspect of a democracy. Citizens are entitled to true and timely information on matters affecting their lives and their environment, and have the right to participate in decision-making. The full implementation of the Free Access to Information Law is seen in its oversight function, since citizens and other entities may have direct insight into the operation of public authorities and the work of officials, as one of the tools to prevent negligence, misconduct, abuse of office and corruption.</p>
<p>Its relevance to OGP values</p>	<p>The delivery on this commitment is yet another indicator of transparency seen in publication of more high-value and easily accessible information, primarily for the purpose of public information as a precondition for and one form of public participation in policy-making and other stages of policy life.</p> <p>Moreover, having legislative regulation in place implies accountability of all those obliged to apply the relevant provisions.</p> <p>The delivery on this commitment would add to transparency and accountability of public authorities and enhance the constitutionally enshrined right to freedom of information.</p>

Additional information	<p>Compatibility with SDGs Reference to SDG 16: ‘Peace, Justice and Strong Institutions’</p> <p>16.6 – Develop effective, accountable and transparent institutions at all levels 16.10 – Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.</p> <p>The actions to be undertaken within the framework of this commitment will contribute to increasing access and use of public information and data with the aim of increasing public administration transparency and accountability.</p>		
BUDGET	€49,500		
Actions with verifiable results and implementation dates		Commencement:	Completion:
<p>3.1 Amendments to the Decree on State Administration Setup and Method of Operation</p> <ul style="list-style-type: none"> - The amended Decree sets the rules for openness of the Government, line ministries and other administration authorities 		November 2018	January 2019
<p>3.2 Greater use of the open data portal www.data.gov.me</p> <ul style="list-style-type: none"> - An increase in data sets in the area of public security, education, agriculture, maritime affairs, labour and social welfare, transport, administration, health, environment by 30% compared to October 2018 (29) - Increased number of data set themes - 5 new themes 		January 2019	August 2020

<ul style="list-style-type: none"> - Review opportunities for and increase relevant open-data ranks like OD Barometer (World Wide Web Foundation), Open Data Index (OKF), OURData Index (OECD) and ODIN (Open Data Watch) 		
<p>3.3 Use of open data to support business start-ups – €20,000</p> <ul style="list-style-type: none"> - A public event (hackathon) (purpose: get customer feedback on the conceptual design, develop prototypes for advanced search options, advance functionalities and customer experience at the data.gov.me portal) – 30 participants - Survey of business start-ups on the type and structure of data to be found on the open data portal - Develop a database at www.data.gov.me - Develop support and mentorship tools for business start-ups based on high-value sets (based on prior surveys) 	March 2019	July 2019
<p>3.4 Develop an online platform to support SMEs (the Ministry of Economy)</p> <ul style="list-style-type: none"> - the platform for structured information provision on SME incentives and grants in place 	January 2019	June 2020
<p>3.5 Ensure the publication of electronically readable materials from GoM sessions (SG to GoM and MPA) – €4,500</p> <ul style="list-style-type: none"> - Develop guidelines on electronically readable documents -Train staff for creating electronically readable documents 	January 2019	December 2019
<p>3.6 Monitor the implementation of Guidelines for Electronically Readable Documents in line with e-accessibility standards</p> <ul style="list-style-type: none"> - 2019 Monitoring Report developed 	January 2019	December 2019

<p>3.7 Amendments to the Free Access to Information Law – €25,000</p> <p>- Legal review of free access to information provisions, with guides for improvements in terms of both legislation and implementation to be subsequently used for drafting amendments to the Free Access to Information Law and creation of a legal framework more conducive to the exercise of this right</p>	January 2019	December 2019
<p>3.8 Report on the implementation of the Law on Classified Data over the last 3 years <i>(Directorate for Secret Data Protection)</i></p> <p>- The report will include: number of data for which classification has expired in the legal deadline in total and by authority; number of data whose classification was reconsidered; number of data whose level of classification was reduced in each of the authorities having in place commissions for periodic re-examination of classified data; number of declassified data at the commission's proposal, in total and by authority; data on the implementation of punitive provisions, particularly the list of legal entities punished under Art 82.</p>	January 2019	December 2019
Points of contact		
Responsible person in the implementing entity	Bojana Bajić, Aleksandra Masoničić, Marija Hajduković, MPA	
Title/Department	The Directorate for State Administration The Directorate for e-Government and Information Safety The Directorat for Good Governance and Interactions with NGOs	
e-mail / phone	bojana.bajic@MPA.gov.me	

		aleksandra.masonicic@MPA.gov.me marija.hajdukovic@MPA.gov.me
Other participants	Government	
	CSOs, private sector, working groups	

EFFICIENT RESOURCE MANAGEMENT

4. Efficient collection of administrative fees	
Commencement and completion dates: January 2019 - December 2019	
Responsible institution	The Ministry of Public Administration The Ministry of the Interior
Commitment	
The issue at stake	<p>Administrative and judicial fees are a substantial source of revenues for the central and local budgets. Current collection tool does not provide adequate assurances that the fees would be correctly levied, or any traceability of collections.</p> <p>There are no centralised national records of collected fees to enable central and local administration authorities to track and verify collection. Citizens and businesses alike have no single records of all fees they have paid. There are no centralised records of fee collection, which prevents statistical and other processing of fee payment.</p> <p>A substantial percentage of proof of fee payment is presented to administrative and judicial authorities with some formal elements missing (reference to liability number, etc.). There is no comprehensive or transparent solution for “endorsing” the fees paid, which makes it possible to use of the same fee payment slip in another similar administrative or judicial case.</p>

<p>Commitment</p>	<p>The National Administrative Fee Collection system (NS-NAT) would remove current problems experienced in administrative and judicial fee collection by introducing a centralised control point and electronic payment by using commercial bank cards and electronic transfers.</p> <p>The main aims the system pursues are as follows: enable monitoring and easy checks of all transactions regarding administrative and judicial fee collection; reduce the misuse currently present in this type of transactions; enable electronic payments, regardless of who bears the commission costs, the service provider or the customer.</p>
<p>How will it help address the issue</p>	<p>This new functionality has the imperative of collecting all fees in all administrative and judicial procedures collected and enabling easy to use, consistent and reasonable control of fee collection as its starting point. The proposal is based on the establishment of a central software system and the accompanying database to contain the information on all fees paid and to be able to generate reports as need be.</p> <p>The first segment of the system will include POS terminals and the accompanying software tool (Middleware platform, MP) enabling payment by cards. Additionally, it also includes a separate software module for electronic payments to be called when selecting the payment option at the e-service web portal.</p> <p>The second segment refers to the central application system (CSAT) and the central database installed at the MPA infrastructure.</p> <p>The third segment refers to commercial bank systems enabling processing of transactions and financial services.</p> <p>The system design needs to be developed together with the technical specifications (hardware and software components, CSAT software platform) and POS terminals need to be procured.</p>
<p>Its relevance to OGP values</p>	<p>The delivery under this commitment will lead to transparency and efficiency in administrative fee collection.</p>

Additional information	<p>Compatibility with SDGs</p> <p>Reference to SDG 16: ‘Peace, Justice and Strong Institutions’</p> <p>16.5 – Substantially reduce bribery and corruption in all its forms 16.6 – Develop effective, accountable and transparent institutions at all levels</p> <p>Reference to SDG 17: ‘Partnership for the goals’</p> <p>17.1 – Strengthen domestic resource mobilisation, including through international support to developing countries to improve domestic capacity for tax and other revenue collection</p> <p>The actions to be undertaken within the framework of this commitment will contribute to increasing transparency and accountability of public administration by introducing centralised national administrative fee collection records.</p>		
BUDGET	€150,000		
Actions with verifiable results and implementation dates	Commencement:	Completion:	
<p>4.1 Establish the national Administrative Fee Collection system (MPA) – €150,000</p> <ul style="list-style-type: none"> -Concept Design developed -technical specification for system components developed in line with the Concept Design -a functional system of Administrative Fee Collection in place - number of users (10) 	January 2019	December 2019	

Points of contact	
Responsible person in the implementing entity	Bojana Bajić, Mirjana Begović, MPA
Title/Department	The Directorate for e-Government and Information Safety
e-mail / phone	bojana.bajic@MPA.gov.me mirjana.begovic@MPA.gov.me
Other participants	Government
	CSOs, private sector, working groups

5. Electronic delivery of Property Tax returns– a pilot project

Commencement and completion dates: **January 2019 – august 2020**

Responsible institution	The Ministry of Finance, the Tax Administration, Local self-governments – local revenue collection offices
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Commitment

The issue at stake	<p>The calculation, collection and control of property tax collection is performed by the local administration authority responsible for local revenue collection. The amount of property tax payable is set by this body until 30 April of the current year. This tax is payable in two equal instalments, one by 30 June, and the other by 31 October of the given year. Local self-government units are obliged to keep records of all taxable property.</p> <p>State administration authority responsible for property is obliged to submit the property ownership data as of 01 January of the current year to the relevant local administration authority by 31 January of the current year.</p> <p>Within 30 days from acquiring the property, property owner is obliged to file a tax report to the relevant local administration authority to calculate the tax amount for the given year. All taxpayers are obliged to settle tax liabilities in line with the law within the timeframe stipulated in their tax returns.</p> <p>The Property Tax Law and the Tax Administration Law fail to provide any further details of the procedure for delivering property tax returns.</p> <p>The property tax return is to be delivered directly, through postal services, which often does not happen in practice. Up to 20% returns do not get delivered at all for various reasons: changed address of the owner, renaming streets, death of the owner, pending probate proceedings and failure to have relevant information on heirs in such instances. At times, however, incomplete and/or incorrect address of the taxpayer as obtained from the Real Estate Administration and the Interior Ministry (residents register) is the reason for failure to deliver.</p>
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	<p>The Tax Administration features on its webpages the <i>Instruction for Credit Orders for Payment of Property Conveyance Tax</i>, but before they can effectuate payment, citizens need to receive the relevant tax return.</p> <p>http://www.poreskauprava.gov.me/ResourceManager/FileDownload.aspx?rid=269819&rType=2</p>
Commitment	Create electronic access to property tax returns database, held by the local revenues collection offices, and the possibility to download the tax return.
How will it help address the issue	<p>The starting assumption is that there is a considerable number of taxpayers willing to settle their liabilities in a more straightforward manner with electronic access to the property tax return database, using own ID number (unique citizen identification number (JMBG) for the time being with additional reference to the AOP), to download their return and execute timely payment.</p> <p>It is estimated that this option would greatly increase revenue collection, together with greater customer satisfaction and avoiding possible enforcement procedures.</p>
Its relevance to OGP values	Improved efficiency in accessing public services and better revenue collection.
Additional information	<p>Compatibility with SDGs</p> <p>Reference to SDG 16: 'Peace, Justice and Strong Institutions</p> <p>16.5 – Substantially reduce bribery and corruption in all its forms 16.6 – Develop effective, accountable and transparent institutions at all levels</p> <p>Reference to SDG 17: 'Partnership for the Goals:</p> <p>17.1 - Strengthen domestic resource mobilisation, including through international support to developing countries to improve domestic capacity for tax and other revenue collection</p>

	The actions to be undertaken within the framework of this commitment will contribute to increasing transparency and accountability of public institutions by introducing electronic access to the database of property tax returns.		
BUDGET	€20,000		
Actions with verifiable results and implementation dates		Commencement:	Completion:
5.1 Establish e-access to the database of Property Tax Returns for the current year (the Tax Administration) – €20,000 - the new service at the Tax Administration's portal developed - increase the number of service users by 20% compared to the current number		January 2019	December 2019
Points of contact			
Responsible person in the implementing entity		Goran Petrović, MoF, the Tax Administration	
Title/Department			
e-mail / phone		goran.petrovic@mif.gov.me	
Other participants	Government	Local self-governments – local revenue offices	
	CSOs, private sector, working groups		

IMPROVED PUBLIC INTEGRITY

6. Improved anticorruption policies	
Commencement and completion dates: January 2019 – December 2019	
Responsible institution	The Union of Municipalities MoF The Tax Administration The Chamber of Economy
Commitment	
The issue at stake	<p>Given the lack of transparency, citizens have problems in understanding budgeting processes at the local and the national levels. This is further aggravated by the fact that for the time being only annual budgets and final accounts are being published, having a negative bearing on three pillars of budget accountability: transparency, oversight and public participation. Citizens are not familiar with budget policies and the ways how central and local level budgets are planned and spent.</p> <p>The lack of information concerning whistle-blowers, the legal theory and practices in their protection and potential misuses indicate the need for further awareness-raising activities to make the institutions, staff, interested parties and citizens better informed on the matter.</p>
Commitment	In line with the OGP principles, budget transparency may prove to be a significant step forward in overall openness of institutions and open new scope for interactions with citizens.

	<p>Opening of budgets poses a particular challenge in the context of public participation in policy development, implementation and monitoring. In reference to his, this measure is expected to address in quite a simple manner the need of citizens and target groups to have a more direct insight into financial performance of municipalities and country at large. This will enable continuous broader assessments and analyses of public finance management efficiency and cost-effectiveness.</p> <p>A functional portal with easily searchable databases and sets of data providing insights into specific sections of the budget is an appealing and efficient channel for familiarisation with the decisions on revenue collection and allocation.</p> <p>Development of budget brochures for citizens and of brochures on whistle-blowers fall under public education and information activities to raise awareness of transparency and accountability among individuals, institutions and society at large.</p>
<p>How will it help address the issue</p>	<p>The delivery on this commitment will make budgets more credible. The “Open Budget” portal will provide overviews of local and central budgets, in line with transparent financial management rules, providing graphic presentations of financial statements, presenting debts and liabilities by type, etc., together with the possibility for giving comments. Thus, members of the public and entities interested in public finance will have an easily accessible and understandable database using infographics and generating various types of data for different sections of the budget, and information on budget outlays. Moreover, the data will be provided in such a manner to allow further processing.</p> <p>Promotion and awareness raising of the importance of whistle-blowers in a society, together with a comparative overview of legal provisions and practices of more developed democracies will be one step towards addressing the issue stated above.</p>
<p>Its relevance to OGP values</p>	<p>The delivery on this commitment is relevant for fiscal responsibility, transparency, availability of information, citizen participation in monitoring local public spending in a systematic and functionally sustainable manner and overseeing the work of institutions in line with the principles of ethics and accountability.</p>

Additional information	Compatibility with SDGs Reference to SDG 16: 'Peace, Justice and Strong Institutions' 16.6 – Develop effective, accountable and transparent institutions at all levels		
BUDGET	€19,500		
Actions with verifiable results and implementation dates		Commencement:	Completion:
6.1. Visual presentations of state and local budgets – €10,000 - Annually update visual presentation of the country budget http://budzet.sntcg.com/ - post visual presentations of local budgets at their respective webpages similarly to the presentation at www.mojgrad.me		January 2019	December 2019
6.2. Budget for Citizens brochure – €5,000 - Based on the template to be developed by the Union of Municipalities, local self-governments will prepare brochures presenting local budgets suited to citizen needs to be used during public consultations and posted on their respective webpages		January 2019	December 2019
6.3. Comparative review/study on whistle-blower protection – Whistle-blower Cases – €4,500		January 2019	December 2019

- the study in place with recommendations for further improvement of the legal framework for governing reports made by whistle-blowers, procedures as per reports, procedures as per requests for whistle-blower protection, etc.			
Points of Contact			
Responsible person in the implementing entity		Igor Pavićević, the Institute of Chartered Accountants, Mitar Bajčeta, the Chamber of Economy	
Title/Department			
e-mail / phone		igor.pavicevic@isrcg.org	
Other participants	Government		
	CSOs, private sector, working groups		

V NAP IMPLEMENTATION MONITORING

With a view to attainment of set goals, the implementation of the actions envisaged by NAP will be overseen by Montenegro's OGP Operational Team that drafted the document in collaboration with other stakeholders. NAP identifies responsible persons and organisations for each action serving at the same time as contact persons for monitoring its implementation. Performance measurement will be done pursuant to the indicators defined for each action.

The MPA will collate the data and provide annual progress reports to the GoM.

Additionally, the OGP initiative includes the **Independent Reporting Mechanism (IRM)**, as a key tool for all stakeholders to be able to monitor progress of OGP development in participating countries. The IRM provides independent annual progress reports for each participating country. Progress Reports assess Government work on implementing NAP, and the progress made in attaining Open Government principles, coupled with technical recommendations for improvements. Such reports aim at boosting dialogue and promoting accountability of participating government to their citizens. The reports will be posted on the global OGP website (www.opengovpartnership.org), and on Montenegro's OGP webpages (www.otvorenauprava.me). Apart from publishing the report, the IRM will also publish own information in the open data format.

The total NAP implementation costs amount to €827,150, with the funding provided from the national Budget and the IPA funds.