



**Contracting Authority:**  
Delegation of the European Union to Montenegro

## **ANNEX I**

### **DESCRIPTION OF ACTION**

**Support to the creation of a more transparent, efficient  
and service-oriented public administration**

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## List of Abbreviations

DEU	Delegation of the European Union to Montenegro
EU	European Union
MPA	Ministry of Public Administration
PAR	Public Administration Reform
SISEDE	Single Information System for Electronic Data Exchange
SIGMA	Support for Improvement in Governance and Management
UNDP	United Nations Development Programme
WG	Working Group

## 1. DESCRIPTION OF THE ACTION

### Summary

Title of the action	<b>Support to the creation of a more transparent, efficient and service-oriented public administration</b>
Location(s)	Montenegro
Total duration of the action	24 months
Objectives of the action	<p>The general objective of this action is to contribute to sustainable growth and to improve competitiveness through the creation of a more transparent, efficient and service-oriented public administration.</p> <p>The specific objectives are:</p> <p><b>Objective 1.</b> Support the implementation of the national optimisation plan at local level.</p> <p><b>Objective 2.</b> Upgrade the Single Information System for the data exchange among state registers.</p>
Target groups	<p>Target audiences per result area:</p> <p><b>Result area 1</b></p> <ol style="list-style-type: none"> <li>1 Ministry of Public Administration (various directorates and departments within the MPA)</li> <li>2 Working group on optimisation at local level</li> <li>3 Local Self Governments</li> <li>4 Mayors</li> <li>5 Local institutions</li> <li>6 Local Public Enterprises</li> </ol> <p><b>Result area 2</b></p> <ol style="list-style-type: none"> <li>1 Ministry of Public Administration</li> <li>2 Other Ministries and institutions involved in SISEDE</li> <li>3 Citizens</li> <li>4 Businesses</li> </ol>
Beneficiary	Ministry of Public Administration (MPA)
Estimated results	<p><b>Result Area 1:</b> Number of employees in the public administration at the local level is optimised in line with the efficient service delivery requirements, European Accession process needs and state budget constraints.</p> <p><b>Result Area 2:</b> Strengthening the interoperability as a set of horizontal IT systems that support the provision of public services to institutions (G2G), citizens (G2C) and businesses (G2B) through upgrade of Single Information System for Electronic Data Exchange (SISEDE).</p>
Main activities	<p>These results will be achieved through following activities:</p> <p><b>Objective 1.</b> Support the implementation of the national optimisation plan</p>



	<p>at local level.</p> <p>A.1.1 Strengthening internal coordination capacities of the MPA, with regard to the optimisation of the number of employees in the public administration</p> <p>A.1.2 Support to the Working Group on optimization at local level established by the MPA, including capacity building</p> <p>A.1.3 Analysis of the legal framework on state local enterprises and identify possible obstacles/solutions to optimization at local level</p> <p>A.1.4 Collection of data at local level (administration authorities, independent bodies, public institutions, state local enterprises) according to SIGMA methodological guidelines, and if necessary, improvement of the quality of the available data on civil servants and state employees at local level</p> <p>A.1.5 Analysis of data at local level and proposal of actions to achieve the targets</p> <p>A.1.6 Fostering inter-municipal cooperation, based on the best international practices</p> <p>A.1.7 Coordination with other working groups on optimization (SIGMA, World Bank, EU Member States)</p> <p><b>Objective 2.</b> Upgrade the Single Information System for the data exchange among state registers.</p> <p>A.2.1 Analysis of the legal framework and identification of possible shortcomings and obstacles for connecting and utilising the SISEDE</p> <p>A.2.2 Identification and analysis of business processes in the institutions responsible for keeping the data registers necessary for the further implementation of Single Information System for Electronic Data Exchange (SISEDE)</p> <p>A.2.3 Connecting registers by the end of the action</p> <p>A.2.3.1 Development and implementation of selected e-services for citizens and businesses as the most needed, implemented based on the SISEDE and integrated registers</p> <p>A.2.3.2 Training for the use of the SISEDE</p> <p>A.2.3.3 Verify if the ministries involved need additional equipment to connect to the SISEDE</p> <p>A.2.4.1 Development of additional functionality for the SISEDE, such as: insight of citizens in their own data, ability to file requests for data changes, insight into specific logs - whether someone is unauthorized viewing information about citizens, etc.</p> <p>A.2.4.2 Creation of a catalogue of all services at national and local level which should be supported by the SISEDE</p> <p>A.2.5. In cooperation with the Ministries in charge of the registers and MONSTAT, support the improvement of the quality of administrative data, in line with EU statistical standards and European best practices</p> <p>A.2.5.1 Analysis on registers contents quality from the point of view of official statistics needs</p> <p>A.2.5.2 Analysis on the scope of register coverage from the point of view of official statistics needs</p> <p>A.2.5.3 Official statistic accesses the registers via web services (SISEDE)</p> <p>A.2.6 Improving the system in the area of automatic services generation for institutions</p>
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	<p>A.2.7 Survey on needs of citizens and businesses for specific e-services</p> <p>A.2.8.1 Devising, developing and implementing an instrument for measuring the citizen satisfaction level with services provided through SISEDE</p> <p>A.2.8.2 Devising, developing and implementing an instrument for ranking institutions that provide services to citizens through SISEDE</p>
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### **Cost of the action and amount requested from the Contracting Authority**

Total eligible cost of the action (A)	Amount requested from the Contracting Authority (B)
<b>905,250 USD<sup>1</sup></b>	<b>905,250 USD</b>

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<sup>1</sup> 750,000 EUR USD as per May 2018 Info Euro Rate  
[http://ec.europa.eu/budget/contracts\\_grants/info\\_contracts/inforeuro/index\\_fr.cfm](http://ec.europa.eu/budget/contracts_grants/info_contracts/inforeuro/index_fr.cfm)



## 2. OBJECTIVES OF THE ACTION

The proposed action will support the implementation of the Public Administration Reform Strategy 2016-2020 (hereinafter: PAR Strategy), specifically contributing to the strategy objectives related to the provision of services and civil service system and human resources management. The action will be implemented in the framework of the Sector Budget Support “EU Support to Public Administration Reform in Montenegro”.

The action will complement the activities undertaken by the Government (MPA) in view of efficient, transparent and service-oriented public administration at national and local level, thus contributing to the citizens’ wellbeing, economic development and growth as well as country’s capacities for the EU accession process.

More specifically, the proposed action will be focused on the optimisation of public administration human resources, in line with European integration needs, state budget constraints and efficient, citizen-centred service delivery. The action will support the development and implementation of the optimisation plan and related legal framework adjustments and capacity building, in view of the optimisation of the number of public employees. Moreover, this action will substantively contribute to the upgrade of the Single Information System for the data exchange among state registers, with aim of improving quality and efficiency of public services.

The general objective of this action is to contribute to sustainable growth and to improve competitiveness through the creation of a more transparent, efficient and service-oriented public administration.

The specific objectives are:

**Objective 1.** Support the implementation of the national optimisation plan at local level.

**Objective 2.** Upgrade the Single Information System for the data exchange among state registers.

The objectively verifiable indicators of performance are presented in the logical framework in the section 12.

## 3. RELEVANCE OF THE ACTION

The establishment of a more functional public administration represents one of the key challenges of the European integration process in Montenegro, since it directly influences the capability of governments to provide public services and stimulate competitiveness and growth. The European Commission, in the EU Enlargement Strategy 2015, stated public administration reform as one of three pillars of the enlargement process. Montenegrin government has been undertaking significant efforts in this area through the strategic interventions. The PAR Strategy 2011 – 2016 was focused on efficient, professional and service-oriented public administration to serve the citizens and other social and commercial entities and was mainly directed towards the development of the legal framework for public administration in Montenegro. This objective has been largely fulfilled.

With the aim to continue the public administration reform, government has developed and adopted PAR Strategy 2016-2020. The PAR Strategy encompasses the entire public administration system, which includes state administration, local self-government and organisations with public powers. Since the successful public administration reform represents a substantial precondition for a functional public services and economic growth, meaningful implementation of the PAR Strategy is of an utmost relevance.



General objective of the PAR Strategy is the creation of efficient and service-oriented public administration, characterized by the increase of citizens' trust and its performance. In order to fulfil the overall objective, the strategy defines 7 specific objectives:

1. Organisation and responsibility in public administration system
2. Service delivery
3. Civil service system and human resources management
4. Policy development and coordination
5. Public finance management
6. Specific local self-government issues
7. Strategic management of public administration reform process and financial sustainability

One of the main pillars and centre of the efficient public administration are human resources. Civil servants are key to the successful service delivery, as well as fulfilling all the public administration functions, PAR Strategy objectives and EU Integration requirements. Inadequate employment policy, resulted in a surplus employee situation, which burdens both the efficiency of the service delivery and public finance management. The importance of this issue is clearly evident from the figures that show Montenegro to be among the countries with proportionally the largest public administration – according to the latest available data, the number of employees in the public sector is 51 480. Bearing in mind that the total number of persons employed in the Montenegrin economy at the end of 2017 was 177 627, the share of the public sector in total employment is 29%, or 10% higher than the OECD average. Similarly, the latest report of the State Audit Institution shows that the spending on salaries of public sector employees reached EUR 430 million euro in 2016, or 11% higher than the limit set by the Guidelines on macroeconomic and fiscal policy for the period 2015-2018.<sup>2</sup>

In 2013, the Government of Montenegro adopted the Plan for the internal restructuring of the public sector, with the main goal of creating an efficient, cost-cutting and effective public sector that is built on the best international standards and practice. This so-called sectoral approach has been used for the preparation of the Plan to gain better insight into the current state of the public sector in Montenegro. However, in the period May 2013–December 2015 the total number of people employed in the public sector increased by 1,199 or 0.4%. Out of 16 sectors, eight sectors achieved the downsizing goal.<sup>3</sup>

Additionally, in February 2018, the Government of Montenegro adopted the Program of Accession of Montenegro to the European Union for the period 2018-2020. The Programme defines the guidelines for full compliance of Montenegro with the EU acquis and which is revised on an annual basis. In addition to strategic and legislative activities for the three-year period, special attention was paid to the needs of public administration administrative capacities. In the framework of negotiation chapters, all relevant institutions have defined their needs in order to establish adequate administrative capacities necessary for the full implementation of the EU acquis. In this regard, institutions have established that, until 2020, it is necessary to recruit 845 employees. Bearing in mind the need for employee optimization in the public sector, special attention will be given to the reallocation of the existing civil servants and state employees, where applicable.

The optimization of human resources reflects the need to better respond to the needs of citizens and business, to reduce the financial burdens on local units of self-government, and to unloose more financial resources for economic growth and competitiveness. In order to address the issue, MPA has already established a Working Group for optimization of the number of employees in public sector. The group will develop the Optimisation plan which is planned to be adopted by the end of the Q2 of

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<sup>2</sup> Montenegrin administration: Organisational chart of the chaos? Institute Alternative, January 2018, <http://bit.ly/2FV4Gk6>

<sup>3</sup> The Optimization of Public Administration in the Western Balkan Region: Comparative Study with Baseline Analysis, Regional School of Public Administration, 2016.



2018. The implementation of this plan will ensure reaching PAR Strategy targets of downsizing public administration employees by 3% on national level and 5% on local level, by the end of 2018, i.e. 5% and 10% respectively by the end of 2019.

This task is quite challenging, both in terms of methodological implications and the execution itself. In this respect, *this Action will support the Ministry of Public Administration (MPA) and the team for optimisation of the number of employees at the local level to develop and implement the plan, through several actions focused on expert support, legal advice and capacity building.*

Another interlinking aspect of the efficient public administration is the quality and accessibility of public services and introducing opportunities to reduce or simplify administrative procedures of routine tasks for citizens and business operators. Specifically, the new Law on General Administrative Procedures introduces the principle of encouraging data exchange between authorities. Despite this Law being in place many rules, specific to individual authorities are still in place. Special efforts are required to align different rules in separate regulations. This is necessary in order to build a system of safe and reliable data exchange between authorities and to implement the principle of data exchange.

The focus of effort is the establishment of interoperability between key electronic state registers, and this interoperability providing a basis for further improvement in the provision of services. Interoperability is ensured through the establishment of a Single Information System for electronic data exchange (SISEDE). The aim of SISEDE is to ensure communication among existing systems and faster exchange of information between citizens and officials, enabling the provision of services electronically and the automated exchange and use of large amounts of data stored in the state registers. The basic function of a central, interoperable system is to provide the institutions with a single communication platform for data exchange and thus provide the basis for the quality and fast delivery of services.

"Development of SISEDE" project has been jointly implemented by UNDP and Ministry of Public Administration (MPA) since 2016. The goal of the project is to enable state authorities and state administration bodies to exchange administrative data through the SISEDE. To date, the SISEDE technical solution has been developed and the basic functions of the technical solution are currently being tested. Alongside the overall SISEDE technical solution, the project also envisages testing the system with two e-services: 1) enrolment of children in elementary schools, and 2) checking of the obligatory requirements for public procurement procedures. Within the "Development of SISEDE" project, five key electronic registers are envisaged to be connected including: Central Population Register, Register of Business Entities, Register of Tax Payers, Register on Number of Children in Educational Institutions and Criminal Records. Formal acceptance of the system by MPA is expected by the end of 2nd quarter 2018. Linking the five registers mentioned above is planned by the end of 2018.

*Results Area 2 of the Proposed Action will further develop the initial SISEDE project, to be known as "Upgrade of SISEDE". The Action will support the Ministry of Public Administration in the following way: (i) implementing missing components in the existing system, (ii) enhancing the use of SISEDE by connecting five additional electronic registers, (iii) creating the preconditions for improving the quality of data for statistical purposes of 7 out of 10 electronic registers, (iv) implementing new e-services and capacity building for their effective use and (v) allowing automatic service generation for institutions.*

Table 1 below illustrates activities financed under project Development of the SISEDE and activities proposed under this Action.

Projects	Development of SISEDE project -	Delegation agreement
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Registers	connecting registers	Creating the preconditions for improving the quality of data for statistical purposes in the registers	Enhancing the usage of SISEDE through connecting additional registers
Central populations register	X	X	
Register of Business Entities	X	X	
Register of Tax Payers	X	X	
Register on Number of Children in Educational Institutions	X	X	
Criminal Records	X	X	
Employment records		X	X
Register of holders of property rights – Cadastre		X	X
Register of foreigners			X
Register of the Health Insurance Fund			X
Register of the Ministry of Finance			X

#### 4. RESULTS TO BE ACHIEVED

**Result Area 1:** Number of employees in the public administration at the local level is optimised in line with the efficient service delivery requirements, European Accession process needs and state budget constraints.

In order to reach the target of minus 5% employees in local self-government units (including public services) compared to the baseline<sup>4</sup>, by December 2018 and minus 10% by December 2019, as indicated in the PAR Strategy and Sector Budget Support “EU Support to Public Administration Reform in Montenegro”, this Action will contribute to the optimisation through the development and implementation of the optimisation plan and ensuring complementary capacity building of MPA.

**Result Area 2:** Strengthening the interoperability as a set of horizontal IT systems that support the provision of public services within the public administration (G2G), citizens (G2C) and businesses (G2B) through upgrade of SISEDE.

In order to simplify public administrative procedures and to boost electronic data exchange among state institutions, the upgrade of SISEDE envisages creating the preconditions to improve the quality of data for statistical purposes of 7 key electronic registers, enhancing the use of SISEDE by connecting additional electronic registers and implementation of new e-services and capacity building for their effective use. The successful exchange of the data among state registers will contribute in improvements of the quality, transparency and accessibility of public services, which in turn will lead to a more business friendly administration, more competitive economy, as well as improvements in trust and economic benefits for the end users of the services.

*Note regarding Results Area 2: Technical solutions under preparation in the existing “Development of SISEDE” project are still at an implementation stage. The implementation of activities related to*

<sup>4</sup> 12 174 employees in local self-government units, local public services and public enterprises established by local self-government units.

*Results Area 2, i.e. "Upgrade of SISEDE", in line with requests from the Ministry of Public Administration (MPA), will start only when the formal acceptance of the SISEDE technical solution is given by MPA. It is anticipated this will not be before July 2018, with the exception Activities A.2.5, which can start immediately after the signature of the Delegation Agreement.*

## **5. ACTIVITIES TO BE IMPLEMENTED**

### **Objective 1. Support the implementation of the national optimisation plan at local level.**

#### ***A.1.1 Strengthening internal coordination capacities of the MPA, with regard to the optimisation of the number of employees in the public administration***

In the view of all the complexity of challenges the MPA is facing with regard to the responsibility to implement both sectorial budget support and PAR Strategy, MPA capacities are requiring additional strengthening. In relation to this action, it is especially important to ensure and strengthen MPA capacities for the Optimisation Plan development and implementation, with the focus on the local level. This process will require not only technical and expert work but it will have to be complemented with an extremely strong coordination of all sectors in the Ministry as well as with the other governmental institutions. Another crucial area of intervention will have to be the strategic communication and advocacy towards local self-governments and state local enterprises. Strong and clear communication and advocacy of the difficult decisions that will have to be made related to the optimisation targets, will be of a paramount importance, especially in 2018, the year of presidential and local elections.

In this regard, this action will support the Directorate for the Local Government within the Ministry to strengthen their internal coordination mechanisms and synchronise their work, as well as to strategically communicate the local self-governments' obligations pertaining from the Optimisation Plan referring to the local level. These will be executed through the engagement of national and/or international experts for the capacity building and strategic communication of the optimisation plan requirements towards municipalities, as well as training and coordination events in view of strengthening Ministry's internal coordination.

#### ***A.1.2 Support to the Working Group on optimization at local level established by the MPA, including capacity building***

The MPA has established the Sub Work Group on Optimisation at the local level, which will develop part of the Optimisation Plan which refers to the local level. Through this specific action, the development and drafting of the Optimisation Plan at the local level will be supported by the engagement of national and/or international experts, who will work closely with the Ministry and the sub working group, to ensure sound application of the SIGMA optimisation methodology and reaching the defined targets. This action will support the Sub Working Group daily functioning, in order to optimise their results and work process. Therefore, a local consultant will be engaged to support drafting of the part of the Optimisation plan which refers to the local level, as well as support the organisation of the Sub WG meetings, and follow up on the WG work and related tasks as needed.

Moreover, the action will support organisation of a two-day round table for the Sub WG, for the purpose of the Optimisation plan which refers to the local level drafting. The consultant will keep daily communication with the Union of Municipalities, Ministry of Finance, municipalities, and other relevant stakeholders.

#### ***A.1.3 Analysis of the legal framework on state local enterprises and identify possible obstacles/solutions to optimization at local level***



The official data on the number of employees at the local level show that more than a half of the employees at the local level are working in the public companies and independent bodies (54%). Therefore, it is very important to analyse the legal framework on what can be done to optimise number of employees there.

#	Municipality	Local government authority	Public institutions	Public companies and independent bodies	Total
1	Andrijevisa	39	30	41	110
2	Bar	243	0	513	756
3	Berane	254	80	322	656
4	Bijelo Polje	305	90	245	640
5	Budva	337	116	528	981
6	Danilovgrad	111	20	145	276
7	Žabljak	50	6	5	61
8	Kolašin	62	9	54	125
9	Kotor	236	85	358	679
10	Mojkovac	79	20	55	154
11	Nikšić	425	163	495	1,083
12	Petnjica	31	6	14	51
13	Plav	117	44	78	239
14	Plužine	36	6	35	77
15	Pljevlja	345	59	474	878
16	Podgorica	683	226	1927	2,836
17	Rožaje	172	70	182	424
18	Tivat	140	26	260	426
19	Ulcinj	181	10	352	543
20	Herceg Novi	263	86	294	643
21	Cetinje	183	31	202	416
22	Šavnik	53	7	27	87
23	Gusinje	33			33
	<b>Total</b>	<b>4,378</b>	<b>1,190</b>	<b>6,606</b>	<b>12,174</b>

*Table 1: Overview of the number of civil servants at the local level<sup>5</sup>*

This action will support the government and local self-governments to identify the legal options related to the local enterprises employee optimisation. The analysis will identify the related legal framework, enabling stipulations and eventual obstacles in this regard, and subsequently will identify solutions to the optimization of public enterprises at local level. The Analysis will be implemented by a local consultant, who will work closely with the Ministry, Optimisation Working Group and other relevant stakeholders.

*A.1.4 Collection of data at local level (administration authorities, independent bodies, public institutions, state local enterprises) according to SIGMA methodological guidelines, and if*

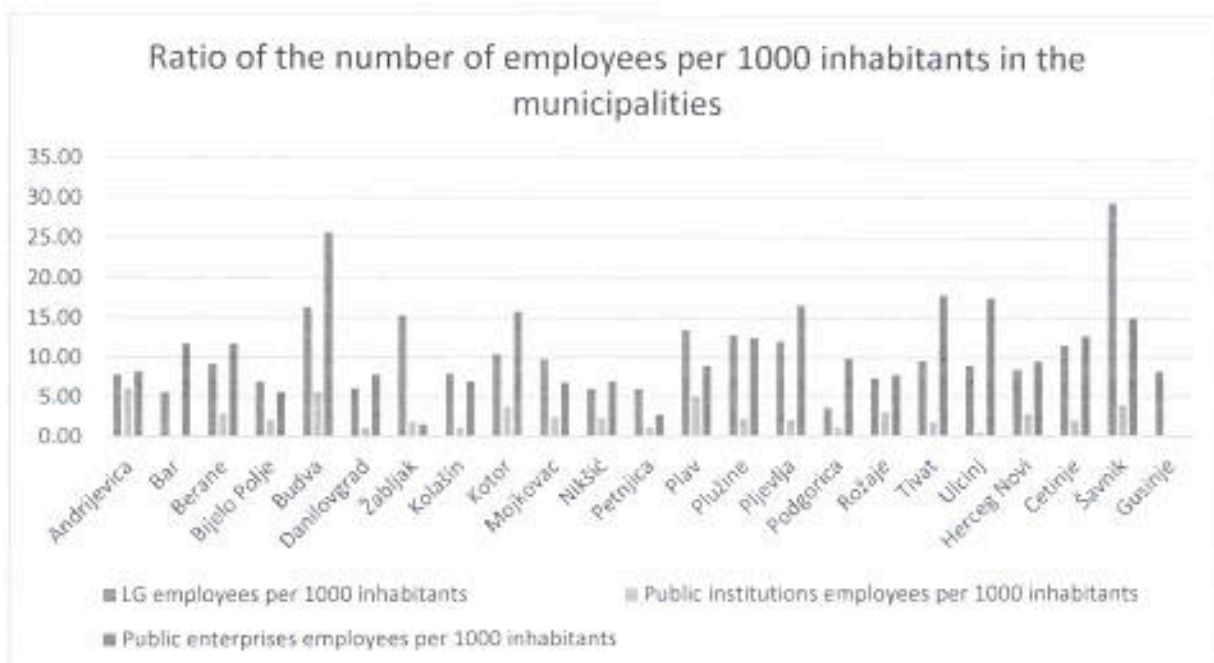
<sup>5</sup> Source: Ministry of Public Administration, 2017

### *necessary, improvement of the quality of the available data on civil servants and state employees at local level*

In order to optimise the number of civil servants, SIGMA optimisation methodology envisages a set of horizontal measures, such as employment freeze, letting go of the staff not linked to the systematisation and reduction of the temporary staff. Additionally, in order to achieve the overall optimisation targets by 2020, number of vertical measures are proposed as well. The questionnaire was drafted based on the suggested measures, and will be sent out to the local self-governments in order to collect the data. The data will be collected across all the local entities (administration authorities, independent bodies, public institutions, state local enterprises). This action will support the MPA to collect the data in a quality and timely manner, into a comprehensible database. Furthermore, the action will make sure that all relevant data is collected and reach out to municipalities to provide support in collecting the data. Namely, in cases where the data is inconsistent or needs further verification, the UNDP project team and local consultants will organise the field visits to the municipalities to verify the data.

#### *A.1.5 Analysis of data at local level and proposal of actions to achieve the targets*

Once the abovementioned data (A.1.4) are collected, this action will support their thorough analysis based on SIGMA methodology. The analysis and database will be used further as one of the main inputs for the Optimisation plan implementation. Based on the data, the Action will support municipalities to prepare their respective optimisation plans. However, other aspects should be taken in consideration as well. Namely, in 2016 Ministry of Finance signed agreements on re-programme of debt of 16 Montenegrin municipalities from 2015. These agreements define conditions for reprogramming tax debt arising from unsettled personal income taxes and contributions for local-level employees. With these agreements, the Government is passing responsibility to municipalities, so that they are now obliged to schedule the pace of resolving the problem of surplus employees in local self-government bodies, public services, agencies, legal entities and public enterprises to meet obligations defined by the Public Sector Internal Reorganization Plan. Some of the municipalities, like Nikšić, have gone through this exercise and have already reduced the number of employees during last two years. Therefore, tailor made analysis need to be developed for each municipality.





### *Chart 1: Ratio of the number of employees per 1000 inhabitants in the municipalities<sup>6</sup>*

Additionally, each municipality has specific public administration needs based on their geographic and demographic needs. As the chart above shows, discrepancies among number of employees in the local self-governments, public institutions and public enterprises at the local level per 1000 inhabitants are huge. Again, this should be carefully observed within the overall optimisation framework. The consultants will be engaged to support municipalities in developing tailor made analysis for each municipality and they will be carefully coordinated directly by UNDP project team.

#### *A.1.6 Fostering inter-municipal cooperation, based on the best international practices*

In Montenegro there are two levels of government – central (republic) and local (municipal) level, which is sometimes very challenging for the decentralisation process. Municipalities in Montenegro are becoming increasingly aware of the need to undertake certain joint activities in order to solve problems that, for various reasons, cannot be solved by each municipality individually. In this area, problems to be addressed include:

- insufficient communication between municipalities;
- lack of vision and plan on issues of inter-municipal interest;
- weak capacity and knowledge on possible forms of interest-based municipal cooperation.

There are municipal services that many municipalities are not able to deliver although they have the responsibility, or service provision is inadequate. Insufficient financial resources or lack of administrative capacity are frequently cited reasons for weak service delivery. In addition, many municipalities have small population and subsequently limited ability to individually support big infrastructure projects (such as waste water and water supply) and raise private investors' interest. Inter-municipal cooperation enables municipalities facing these kinds of challenges to join forces with other municipalities.

This action will foster inter-municipal cooperation through conducting an Analysis on possible areas and mechanisms of cooperation between local self-government units and funding sources, as well as proposal of the Plan of measures for their implementation. The analysis and the corresponding plan of measures will be submitted to the attention of the PAR Council and afterwards presented to a wider audience as a way to further optimize public administration at local level.

#### *A.1.7 Coordination with other working groups on optimization (SIGMA, World Bank, EU Member States)*

Apart from UNDP, there are several other cooperation partners involved in the activities related to the optimisation. In order to ensure complementarity, which will ensure manifold impact and comprehensive support to the process, this action will also involve a strong coordination with the cooperation partners. For this purpose, the coordination meetings will be held at least once per quarter. The meetings will involve MPA, EU Delegation, SIGMA, World Bank, RESPA and EU member states providing bilateral support in this area.

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<sup>6</sup> Population - Source: MONSTAT, Estimation for mid-year 2016, [www.monstat.org/cg/page.php?id=273&pageid=48](http://www.monstat.org/cg/page.php?id=273&pageid=48)



## **Objective 2. Upgrade the SISEDE for the data exchange among state registers.**

### ***A.2.1 Analysis of the legal framework and identification of possible shortcomings and obstacles for connecting and utilising the SISEDE***

In order to fully operationalise the data exchange among registers, it is essential to remove any legal obstacles preventing institutions from connecting and using data. This activity will analyse the relevant legal framework (Law on E-Government and relevant by-laws, Law on Personal Data Protection, Laws on Administrative Procedures and other laws which recognize Ministries and government institutions and obliging them to keep the records and maintain the registers of data). Possible gaps will be identified, in particular where institutions require authorizations to connect and use the data of the SISEDE and possible obstacles identified preventing the merge and use data between state registers. A Consulting company will be engaged to perform the analysis.

### ***A.2.2 Identification and analysis of business processes in the institutions responsible for keeping the data registers necessary for the further implementation of SISEDE***

One of the main prerequisites for the successful establishment of the SISEDE is the analysis of business processes in the institutions responsible for keeping the data registers. The analysis will identify obstacles, discrepancies or inconsistencies between business processes and the requirements of SISEDE. The analysis findings will form the basis for recommendations for removing obstacles, so as to ensure full and successful implementation of SISEDE.

To achieve this result, the following activities will be undertaken:

- Analysis of the processes of work and demands for information
- Analysis and development of internal rules and introduction of changes
- Defining the framework for restructuring of the processes of work

This action will deliver the analysis. The work will be performed by a consulting company.

### ***A.2.3 Connecting registers by the end of the action***

SISEDE technical solution is in the implementation stage within the existing project “Development of SISEDE”. Its functions are currently being tested. This project has identified following registers as the most important for the electronic data exchange: Central Population Register, Register of Business Entities, Register of Tax Payers, Register on Number of Children in Educational Institutions and Criminal Records. Development of SISEDE project, focusses on establishing connectivity of these registers. It is anticipated that the work on connecting registers will be completed by the end of 2018.

Objective 2, Upgrade of the SISEDE, envisages the connection of additional 5 registers<sup>7</sup> and implementation of e-services to boost electronic data exchange from electronic registers (elaborated in more detail in A.2.3.1 and A.2.3.2). Institutions which are responsible for keeping the data in the registers will be responsible for the accuracy of the data in the registers, while this Objective will address the data exchange and any technical adjustments of information systems of institutions for meeting the electronic data exchange requirements.

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<sup>7</sup> As a result, all seven registers described in the Framework of the Negotiated Procedure and which are part of the indicators of the PAR Sector Budget Support (Central population register, register of business entities, register of tax payers, Ministry of Education register on number of children in educational institutions, criminal records, employment records and cadastre) will be connected to the Single Information System and will perform automatic data exchange. Additional three registers will be connected (please see table on page 10), for a total of ten registers.



### ***A.2.3.1 Development and implementation of selected, priority e-services for citizens and businesses and implementation based on the SISEDE and integrated registers***

It is envisaged that the development work will concentrate on e-services which will have the biggest impact on maximising the future use of SISEDE. As a result of a preliminary consultation with the MPA, the following registers will be connected:

- Register of property rights – Cadastre; corresponds to the service: insight into property rights;
- Register of the Health Insurance Fund; corresponds to the service: Issue / verification of health ID;
- Register of foreigners – Ministry of Interior; corresponds to the service: Issuance of a work permit for foreigners - data exchange between the Tax Administration, the Ministry of Interior and the Employment records;
- Register of the Ministry of Finance for the calculation of earnings
- Register of the Employment; corresponds to the service: Check for employment when exercising a right.

A baseline analysis will be done on current state of the additional registers readiness for publishing over the SISEDE System. Based on this analysis, and based on A.2.1 and A.2.2, preconditions will be established to develop and implement an e-service. The baseline analysis will be delivered by a local expert.

An Action plan for the implementation of the e-services will be developed, based on the consultations with the institutions which are responsible for keeping the data in the registers. The consultations will be done through a participatory event, where all relevant institutions will be convened.

Apart from the Baseline analysis and Action plan, the consultant will design e-services which will be implemented within the Upgrade of SISEDE. In addition, this activity entails following: development of an appropriate interface (form to be filled by citizen, business, foreign citizen, etc) and to facilitate interoperability. The SISEDE administrator will enable institutions to interconnect the registers. Local expert support will be provided to institutions in order to make technical adjustments to their information systems in order to meet the requirements for data exchange.

### ***A.2.3.2 Training for the use of the SISEDE***

Training in the use of SISEDE will be performed in the MPA and other institutions responsible for connection of registers and launch of e-services outlined above. In order to implement comprehensive legislative, institutional and organisational changes and overall processes, it is necessary to take reform-oriented actions, as well as conduct additional specialist trainings of the staff in institutions. This activity should enable implementation of reforms and better use of the SISEDE. In this context, it is necessary to organise training of civil servants in the institutions and managers of institutions on system administration and management, as well as IT trainings for the staff working in institutions. The overall result of this activity will be strengthened internal capacities in the MPA and developed capacities in institutions, as well as system capacities for proper use, maintenance and further development of the SISEDE as a platform for the entire public administration in Montenegro. Capacities of the MPA will be strengthened to deliver these trainings in the future and lead on the process. A number of events throughout the year will be organised to deliver the trainings on the use of SISEDE.

### ***A.2.3.3 Verify if the Ministries involved need additional equipment to connect to the SISEDE***

In order to remove any technical obstacles for the connection of registers, a local consultant will be engaged to verify and to specify the additional equipment which will be needed to connect the registers to SISEDE.



***A.2.4.1 Development of additional functionality for the SISEDE, such as: citizen insight in their own data, ability to file requests for data changes, insight into specific system logs – in order to check whether someone is unauthorized viewing information about citizens, etc.***

Viewing data exchanged through SISEDE will require design and development of a new module. This module will communicate with the e-government portal and SISEDE. In order to develop additional functionalities of SISEDE required to allow viewing of data exchanged, the following set of activities will be undertaken:

- Baseline analysis – to determine which data belongs to which register so MPA can collect the data on behalf of users. A local consultant will be hired to undertake this analysis.
- Specification of user requests - defining the functionalities to be offered to the user (for example, starting the procedure for updating the data). This task will be assigned to a local consultant.
- The development of this module will be implemented by a selected company.

***A.2.4.2 Creation of a catalogue of all services at national and local level which should be supported by the SISEDE***

There are two types of services which are being offered to the end user when logged in to the e-governance portal: composite and atomic. The second one relies on SISEDE, more precisely on exchange of the data from registers. All composite services contain one or more atomic services. A Catalogue will be developed containing a list of all services published on national and local level. The document will be publicly available. In order to deliver this activity, the following is envisaged:

- Baseline analysis – List of existing services, list of attributes to describe the published service
- Specification of processes which are covering updating of the data within this list as well as responsibilities of relevant institutions.

The analysis and preparation of the catalogue will be undertaken by a local consultant.

***A.2.5. In cooperation with the Ministries in charge of the registers and MONSTAT, support the improvement of the quality of administrative data, in line with EU Statistical standards and European best practices***

One of the goals of the Statistics Development Strategy 2014-2018 refers to the greater use of administrative data in order to reduce costs and reduce the burden on reporting units. With respect to this, the Statistical Office of Montenegro (MONSTAT) has significantly increased the use of administrative data for the production of statistical data in different domains in the previous period. However, there is still plenty of space to increase the use of administrative data.

This activity will result in Analysis of the content quality and the scope of registers coverage for statistical purposes for each of the seven registers and will provide recommendations on necessary legislation changes, in order to make registers data compatible with European Statistical Standards. The registers which will be in focus under this activity are the 7 key registers under the framework agreement:

- Central population register,
- Register of business entities,
- Register of tax payers,
- Ministry of Education register on number of children in educational institutions,
- Criminal records,
- Employment records, and
- Register of holders of property rights – Cadastre.

Within the analysis suggested, each potential source of data must be analysed and checked in terms of the contents, the definition, as well as the completeness of the data in the registry itself. In this way, the quality of the registers themselves and the ability to use it for the production of official statistics are assessed. If the quality of the register from statistical point of view is not satisfactory, the deficiencies will be pointed, after which it is expected that each Institution responsible for keeping the



register, undertake activities with the aim of improving the contents of the registers. If the quality of the register is satisfactory, a decision will be made to use it for statistical purposes and a trial examination is carried out to test the methodology of data processing.

It is worthwhile mentioning that the data exchange within SISEDE depends on current legal setting and the laws governing the content of individual registers. In technical, but also process terms, SISEDE represents the “mirroring” of the current system of data exchange from registers in terms of the contents, the definition, as well as the completeness of the data in the registry. This means that as soon as the Country updates the legislation, and if this envisages changes in terms of updates to the scope and quality of data in the registers, this change will be transposed also to the production of statistical data, and MONSTAT could use it through the SISEDE.

Currently, we cannot anticipate the scope of change, in terms of updates to the scope and quality of data in registers, while this activity could possibly imply legislation changes. That will depend on the results of the two analyses detailed below, so this action will result either with the decision to use the analysed registry for statistical purposes or with provision of legal advice on how to change secondary legislation. When legislation is amended and changes implemented, these changes will be automatically transposed to the SISEDE.

UNDP will provide international expertise to MONSTAT and also hire two local consultants to support the international expert and MONSTAT in performing the Activities A.2.5.1 and A2.5.2. Activity A.2.5.3 will be implemented through provision of local consultant and through selected company for developing the web services for access to SISEDE.

#### ***A.2.5.1 Analysis on key registers contents quality from the point of view of official statistics needs***

A system to establish control of the content of the variables of seven key registers under the framework agreement used by the Statistical Office of Montenegro as administrative sources will be developed (Central population register, register of business entities, register of tax payers, Ministry of Education register on number of children in educational institutions, criminal records, employment records and cadastre). This will ensure, on the one hand, a clear definition of the legal and sub-legal acts governing the content of individual registers, and on the other hand, to ensure full compliance of variables in registers with statistical needs. These activities may result in identifying a proposal for improving existing legislative in order to satisfy statistical needs for production of official statistics using administrative data.

#### ***A.2.5.2 Analysis on the scope of register coverage from the point of view of official statistics needs***

An analysis of coverage within each register variable will be conducted. Namely, the individual variables that exist in the registers have many unknown phenomena, which, given the statistical aspect, are considered inaccurate. Therefore, they cannot be used in statistical production and are considered unavailable. By pointing to the register lack of availability of existing variables, the quality of the data in the registers themselves and the quality of the statistical product would be significantly improved when the data from the administrative registers are used.

#### ***A.2.5.3 Official statistic accesses the registers via web services (SISEDE)***

In order to enable full access to the quality data from registers for the official statistics needs, the following activities will be implemented:

- Analysis of legal basis for MONSTAT to access the data over SISEDE and recommendation for improvement of the related legislation where necessary. The analysis is to be conducted by a local consultant.
- Development of web services data that would enable the following options:
  - Access to 7 key registers
  - Access to all individual variables/ data within those seven registers



- Access to metadata of those registers (classification or codex - explanation of information in registers)
- Possibility to connect data from different registers
- Possibility to consume chosen data.

The web services for enabling MONSTAT to access the SISEDE will be developed by a selected company.

#### ***A.2.6 Improving the system in the area of automatic services generation for institutions***

Improving the system for automatic services generation means upgrade of the existing SISEDE technical solution in a manner allowing automatic generation of services based on the data that the institutions select for exchange. A visual tool would be developed for the generation of responses based on the requests of institutions. As a result, institutions will not have prepared services for each area of data, but based on the data available and used through SISEDE, this tool will generate a composite response.

Currently in SISEDE there is no interface which deals with the processing of the XML files from the side of consumer. The Upgrade of SISEDE would serve to establish this and execute processes in more efficient and user oriented way. Under this activity, a tool for generating services to the SISEDE would be developed, that will be available to the institutions which are consuming the data.

With a view of automatization and ease of use of the SISEDE, several activities will be undertaken. Firstly, a detailed analysis of the current SISEDE solution in terms of upgrading it for the purposes of the automatic generation of services by institutions that exchange data will be conducted. Secondly, functional specification of the process to automatically generate services by institutions that exchange data will be performed. Based on the data collected through the analysis and specifications, the related required SISEDE improvements will be developed and implemented. The upgraded SISEDE solution will be tested, followed up by user training. Local consultant will deliver the analysis and specifications, while solution upgrade, including the user training, will be delivered by a company.

#### ***A.2.7 Survey on needs of citizens and businesses for specific e-services***

Survey based on the national representative sample will be conducted in order to identify the real needs of Montenegrin citizens and businesses for electronic delivery of the most needed services which have to be provided by the government and its institutions on national and local level. A company will be engaged to deliver the survey.

##### ***A.2.8.1 Devising, developing and implementing an instrument for measuring the citizen satisfaction level with services provided through SISEDE***

International consultant will be engaged to design the methodology for measuring the citizen satisfaction level. This instrument should enable the MPA to collect the necessary data among available data sources and to publish the data.

##### ***A.2.8.2 Devising, developing and implementing an instrument for ranking institutions that provide services to citizens through SISEDE***

Encouraging the competitiveness among the government institutions by publishing the data on quality, visibility and usability of their services through the SISEDE is the main aim of this activity. Public list with accurate data will reflect the indicators which are important for the citizens.

International consultant will be engaged to design the methodology for ranking the institutions that provide services through SISEDE and produce the report on ranking.



## 6. METHODOLOGY AND IMPLEMENTATION ARRANGEMENTS

The proposed action was designed through the consultative process with the MPA (the beneficiary) and it will be implemented in close cooperation with the beneficiary and other stakeholders involved. UNDP will assume full responsibility and accountability for the overall management of the Action, including monitoring and evaluation of interventions, achieving of the objectives and specified results, and the efficient and effective use of resources. The project will be implemented through Direct Implementation modality. The project costs are subject to direct project costing of operational services as per the UNDP procedures and in accordance with UNDP CO established practices. UNDP will apply the principles of Quality Management, by streamlining all internal working procedures, organizational structures and establishing standardized feedback and improvement mechanisms.

The Project Board will be responsible for making, management decisions for the Action. It will be formed immediately upon start of the Action. The Project Board's scope of work will include project oversight, as well as regular review of work plans and reports. In addition to overseeing the Action implementation progress, the Project Board will provide strategic guidance, as well as give final approval to milestone strategic and operational matters. The Project Board will include the representative of the MPA in the capacity of the Chairperson, and representatives of the EU Delegation to Montenegro (EUD) and UNDP. It will be meeting twice a year during the project implementation when the project team will provide them with the narrative progress report. In addition to that representatives of UNDP, MPA and EUD will have regular coordination meetings. An independent evaluation will take place at the end of the project implementation.

The proposed project implementation team that will be responsible for the overall implementation of the project including operational and financial responsibility includes:

**Team Leader** for Democratic Governance Cluster will provide oversight over the programme implementation. He will be responsible for providing strategic advice, controlling, reporting and submitting financial disbursement requests.

**Programme Manager** for EU Accession and Public Administration Reform (part time 25%) will be responsible for ensuring that the activities under Objective 1 are efficiently managed in accordance with the UNDP standards and best practices. Being objective 1 particularly sensitive from a political point of view, he/she will ensure strategic guidance and quality control, will make sure that work plans are prepared and updated on time and reflect projects' objectives and outputs, will monitor implementation progress and ensure quality and timely reporting to projects' partners.

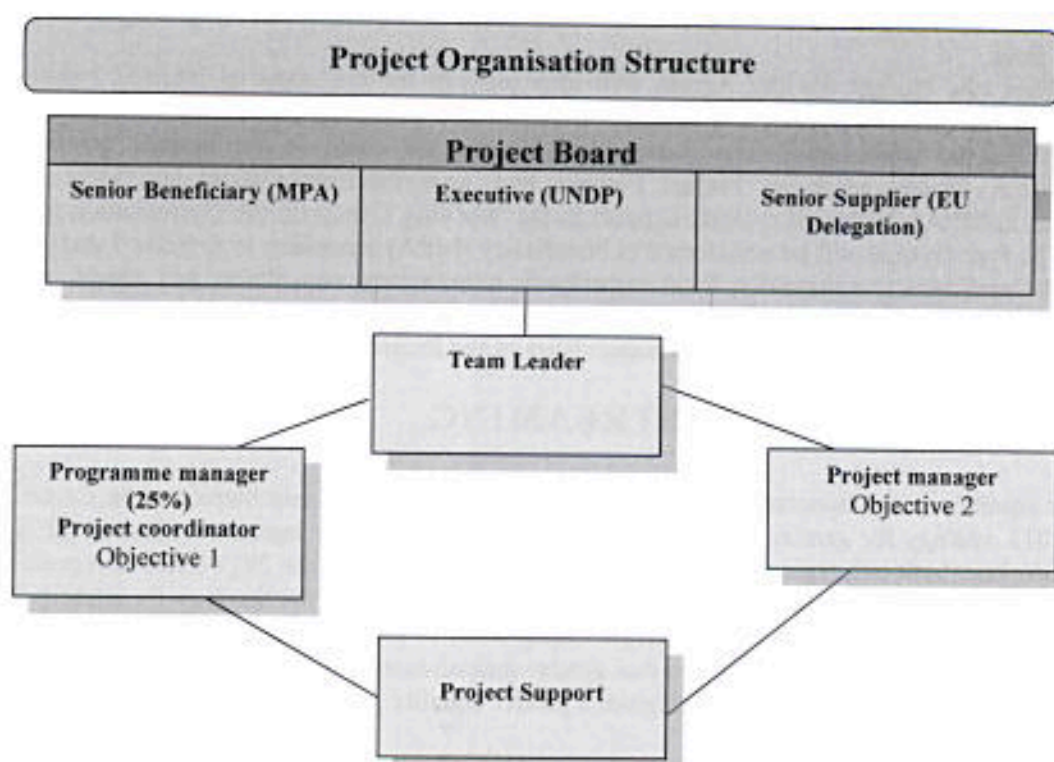
**Project Coordinator** (full time), will work under the supervision of the Programme Manager, (EU Accession and Public Administration Reform) to ensure that all aspects of project implementation and coordination with regard to the Objective 1 are in place.

**Project Manager** (full time), will be responsible for the implementation of the activities under Objective 2.

**Project Finance and Administration Officer** (part time 80%) will provide daily financial, administrative and logistical support for the Action implementation, for both Objectives 1 and 2.

The project organisation structure is presented below.





In addition, the Action will be charged costs arising from services provided by the Country Office in the implementation of the project and include: (1) Payments, disbursements and other financial transactions; (2) Recruitment of staff, project personnel, and consultants, (3) Procurement of services and equipment, and disposal/sale of equipment; shipment, custom clearance (3) Organization of training activities, conferences, and workshops, including fellowships (4) Travel authorizations, visa requests, ticketing, travel arrangements and ICT common services. In this regard, the salaries of the following UNDP staff will be partially charged to the Action as stipulated below.

- **Procurement Associate (Grade GS7):** Responsible for providing support in identification of procurement modalities, facilitating quality, transparent, effective and fast procurement processes; supporting the project in the launch and publicity of procurement processes; advising in project procurement evaluation processes; supporting in negotiations with potential contractors (as needed); assisting in the process of contracting, monitoring of contracts. The Procurement Associate will be charged through direct project costs for the time spent directly attributable to the implementation of the Action, not exceeding 5% of the working time.
- **Finance Associate (Grade GS7):** Responsible for payments, disbursement and other financial transactions, providing support in preparation of the budget, budget revisions, and supporting the overall financial monitoring and reporting for the overall action. The Finance Associate will be charged through direct project costs for the time spent directly attributable to the implementation of the Action, not exceeding 10% of the working time.
- **Human Resources Associate (Grade GS7):** Responsible for Recruitment of staff, project personnel, and consultants and contracts for the action. He/she will provide advice on conditions of services and carry labour relations activities as appropriate. The Human Resources Associate will be charged through direct project costs for the time spent directly attributable to the implementation of the Action, not exceeding 5% of the working time.
- **The Communications Officer** will support the implementation of the Project Communication and Visibility Plan for the action, in cooperation with the UNDP Project team and MPA communication unit, in accordance with the EC-UN Joint Visibility Guidelines. The Communications Officer will be charged through direct project costs for the time spent



directly attributable to the implementation of the Action, not exceeding 10% of the working time.

In addition, the Budget for the Action will also provide for the costs of internet, water supply, telephones, security, reception, building maintenance and cleaning, and office supplies (excluding supplies for the workshops). The Action will be charged costs of the laptops for the Project Coordinator, Project Manager, Project Finance and Administration Officer and local consultant deployed in MPA which will provide support to the Working Group on the Optimisation at the local level. The four laptops will be transferred to beneficiary (MPA) according to Articles 9 and 18.4 (b) of General Conditions. Additionally, local consultants, international consultants and companies will be engaged through this Action to strengthen capacities of the MPA and support the implementation of the project. They will work under direct supervision of the Project team.

## 7. GENDER MAINSTREAMING

Gender equality is fundamental value and core activity for the EU and therefore the Commission's 2010-2015 strategy for gender equality is a reference framework for increased effort at all levels, be they European, national, regional or local. It continues to corroborate the 2011-2020 European Pact for gender equality and addresses evaluated strengths and weaknesses of the Strategy for equality between women and men (2010-2015). New strategic engagement to gender equality 2016-2019 marks a new phase in EU corporate efforts to assure that gender mainstreaming action is perceived as of particular relevance. It emphasizes the need to integrate a gender equality perspective into all EU policies as well as into EU funding programmes.

Similarly, UNDP has strong corporate commitment towards gender mainstreaming with record of long lasting good practices in the CO Montenegro office, certified with global gold standards in gender mainstreaming. UNDP has been working in the country in creating strategic and legal frameworks for gender equality and gender mainstreaming since 2008 and implements program focusing on gender concerns from EU IPA financial support. Montenegro, has been signatory of all relevant UN and CoE conventions and on its path towards EU membership needs to further develop capacities for gender mainstreaming and assure its meaningful implementation.

Montenegro, as well as EU and UN had chosen two-fold approach where one is specific issue oriented work through programs (such as LGBT rights, women in decision making, etc.) and second is gender mainstreaming approach into all policies and programs (such as gender responsive employment programs).

Last but not the least, EUD to Montenegro has been increasingly investing effort to assure that gender has been integrated in policies and programs in course of last 12 months. With support of UNDP, provided in-house capacity development trainings, gender mainstreamed Operational Sectorial Programs for Transport, Competitiveness, Environment, Employment, Education and Social Welfare.

In this context, Project "Support to the creation of a more transparent, efficient and service-oriented public administration" will in line with its objectives, contribute to capacity development of the MPA through following key interventions:

- Support development of the optimisation plan at local level with the aim to recognize the need of strong gender expertise within public administration bodies that will enable them to implement the Law on gender equality and Law on anti-discrimination. Additionally, special attention will be paid to possible gender discrimination during the release from work while considering the glass ceiling for women in public administration (more managerial positions, less women managers) and its acknowledgment in the documents and reporting.
- With regard to recruitment of other local and international consultants UNDP corporate requirement is to include gender mainstreaming competences;

Other training modules developed during the course of the project should integrate gender mainstreaming aspects, such as use of gender sensitive language and integrate data and gender analyses in briefings.



## 8. INDICATIVE ACTION PLAN

The duration of the action will be 24 months. The indicative action plan follows:

Activity	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
	Objective 1. Support the implementation of the national optimisation plan at local level.																								
<i>A.1.1 Strengthening internal coordination capacities of the MPA, with regard to the optimisation of the number of employees in the public administration</i>																									
<i>A.1.2 Support to the Working Group on optimization at local level established by the MPA, including capacity building</i>																									
<i>A.1.3 Analysis of the legal framework on state local enterprises and identify possible obstacles/solutions to optimization at local level</i>																									
<i>A.1.4 Collection of data at local level (administration authorities, independent bodies, public institutions, state local enterprises) according to SIGMA methodological guidelines, and if necessary, improvement of the quality of the available data on civil servants and state employees at local level</i>																									
<i>A.1.5 Analysis of data at local level and proposal of actions to achieve the targets</i>																									
<i>A.1.6 Fostering inter-municipal cooperation, based on the best international practices</i>																									
<i>A.1.7 Coordination with other working groups on optimization (SIGMA, World Bank, EU Member States)</i>																									

Activity	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
<b>Objective 2. Upgrade the Single Information System for the data exchange among state registers.</b>																									
<i>A.2.1 Analysis of the legal framework and identification of possible shortcomings and obstacles for connecting and utilising the SISEDE</i>																									
<i>A.2.2 Identification and analysis of business processes in the institutions responsible for keeping the data registers necessary for the further implementation of SISEDE</i>																									
<i>A.2.3 Connecting key registers by the end of the action</i>																									
<i>A.2.3.1 Development and implementation of selected e-services for citizens and businesses as the most needed, implemented based on the SISEDE and integrated registers</i>																									
<i>A 2.3.2 Training for the use of SISEDE</i>																									
<i>A.2.3.3 Verify if the Ministers involved need additional equipment to connect to the SISEDE</i>																									
<i>A.2.4.1 Development of additional functionalities for the SISEDE</i>																									
<i>A.2.4.2 Creation of a catalogue of all services at the national and local level which should be supported by the SISEDE</i>																									
<i>A.2.5. In cooperation with the Ministries in charge of the registers and MONSTAT, creating the preconditions to improving the quality of administrative data, in line with EU Statistical standards and European best practices</i>																									
<i>A.2.5.1 Analysis on registers contents quality from the point of view of official statistics needs</i>																									
<i>A. 2.5.2 Analysis on the scope of register coverage from the point of view of official statistics needs</i>																									
<i>A.2.5.3 Official statistics accesses the registers via web services (SISEDE)</i>																									
<i>A.2.6 Improving the system in the area of automatic</i>																									



Activity	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
<i>services generation for institutions</i>																									
<i>A.2.7 Survey on needs of citizens and businesses for specific e-services</i>																									
<i>A.2.8.1 Devising, developing and implementing an instrument for measuring the citizen satisfaction level with services provided through SISEDE</i>																									
<i>A.2.8.2 Devising, developing and implementing an instrument for ranking institutions that provide services to citizens through SISEDE</i>																									

## 9. SUSTAINABILITY

The expected impact of the Action will be manifold. In terms of the optimisation, the action will contribute to the previously set targets for the local government optimisation plan, which will in a long-term contribute to the efficient functioning and financial stability of local self-government, quality and citizen-centred service delivery, and, finally, economic development and growth as well as country's capacities for the EU accession process. The efficient SISEDE is another governments commitment and endeavour already in progress.

The government itself and the MPA are committed to the delivery of the abovementioned targets and impact, which provides a general sustainability outlook to this action. This action is serving as a catalyst and quality insurer to the process that government has already committed to. The project's capacity building element will additionally enable MPA, municipalities and other relevant stakeholders to sustain the process and implement PAR as planned. The project's capacity building element will cut across both local and state level and improved skills and knowledge will in turn positively influence public administration reform beyond the project duration. Moreover, the local consultant will be engaged through this Action to strengthen capacities of the Ministry of Public Administration and support the implementation of the project. Based on very positive experience from previously implemented UNDP initiatives, the intention of the Ministry is to retain the consultant as MPA employee after the project ends. In this manner the capacities developed and knowledge and experience gained will be fully used beyond the project lifetime.

## 10. REPORTING

The project will be overseen by the Project Board, consisting of the UNDP Team Leader, representatives of MPA and EU Delegation to Montenegro. The Project Board will convene twice a year when the project team will provide them with narrative progress report. The project dynamics, results and eventual challenges will be presented to the Project Board at the regular meetings. The project team will keep regular communication with the MPA and DEU. Finally, the annual and final reports will be prepared and shared with EU Delegation in accordance with the standard reporting requirements set in article 3 of the Annex II to the EU-UNDP Agreement (General Conditions). Additionally, the independent evaluator will be contracted to undertake the evaluation of the project implementation.

## 11. GENERAL OVERVIEW ON VISIBILITY AND COMMUNICATION

The overall communication objective of the Communication and Visibility Plan is to provide appropriate visibility to the Action and accurately communicate the project's objectives and progress, to a diverse range of groups within Montenegro, including the project's support from the European Union Delegation. The plan encompasses main strategies for communicating the project results to the key target groups. The plan elaborates specific communication objectives related to the three key target groups:

- *Key Stakeholders* will be regularly involved and informed about the planned activities, their obligations and results/impact of the project.
- *End Beneficiaries* will be informed of the main objectives, progress and outcomes of the project, in a way which clearly communicated how the project will improve service delivery and benefit their everyday lives.



- *Development community and donors* will be regularly convened and informed with the intention of coordinating the activities on public administration reform supported by different international stakeholders, as well as with the aim of highlighting key achievements of the project.

The communication and visibility will be ensured through the range of activities, such as meetings, traditional and online media coverage, blog posts, project briefs, visuals, video materials, etc. The project team will ensure that the provisions of article 8 of the Annex II to EU-UNDP Agreement - General Conditions and the “Joint Visibility Guidelines for EU-UN Actions in the Field” are complied with and the EC financial contribution will be mentioned in every public occasion. All press releases and other communication activities which may have political impact will be closely coordinated with the DEU. The detailed Communication and Visibility Plan is enclosed as an Annex VI.

## 12. LOGICAL FRAMEWORK

	Results chain	Indicators	Baseline (incl. reference year)	Current value Reference date	Targets (incl. reference year)	Sources and means of verification	Assumptions
<b>Overall objective:</b> Impact	<b>OO:</b> To contribute to the transparent, efficient and service-oriented public administration.	<b>OO 1.1</b> Indicator: Government effectiveness (WB)	<b>OO 1.1</b> Baseline: 60.10 (2015)	<b>OO 1.1</b> Current Value: 58 (2016)	<b>OO 1.1 Target:</b> 62.00 (2018) 65.00 (2020)	Worldwide governance Indicators Report (WB)	
<b>Specific objective(s):</b> Outcome(s)	<b>SO 1.</b> Support the implementation of the national optimisation plan at local level.	<b>SO 1.1</b> Indicator: Number of civil servants in local self-government units (incl. public services)	<b>SO 1.1 Baseline:</b> Number of employees in local self-government units, local public services and public enterprises established by local self-government units.	<b>SO 1.1</b> Current Value: 12 174 employees in local self-government units, local public services and public enterprises established by local self-government units (2017)	<b>SO 1.1 Target 1:</b> 11 565 (minus 5% compared to the baseline) employees in local self-government units (incl. public services) by the end of 2018  <b>Op 1.1 Target 2:</b> 10 956 (minus	<b>SO 1.1 Target 1</b> Source and Means of Verification: Primary: Public Administration Reform Annual Report Secondary: NGOs reports on the implementation of the PAR Strategy.  <b>Op 1.1 Target 2</b> Source and	<b>Assumption</b> SO1 - 1: MPA develops Optimisation Plan and Government adopts it in Q2 2018  Assumption SO1 - 2: There is a political will to implement the optimisation plan at local level, in the year of presidential



	<p><b>SO 2.</b></p> <p>Upgrade the Single Information System for the data exchange among state registers.</p>	<p><b>SO 2.1 Indicator:</b></p> <p>Percentage of key registers which are connected and which perform automatic data exchange</p>	<p><b>SO 2.1 Baseline</b></p> <p>0% Key electronic registers are established but there is no data exchange .</p>	<p><b>SO 2.1 Current Value:</b></p> <p>0% Key electronic registers are established but there is no data exchange .</p>	<p>10% compared to the baseline) employees in local self-government units (incl. public services) by the need of 2019</p> <p>SO 2.1 Target 1:</p> <p>SISEDE fully operational with 5 out of 10 registers interconnected for data exchange by the end of 2018</p> <p>SO 2.1 Target 2:</p> <p>10 out of 10 registers interconnected for data</p>	<p><b>Means of Verification:</b></p> <p>Public Administration Reform Annual Report; SIGMA Baseline Assessment and monitoring reports; NGOs reports on the implementation of the PAR Strategy.</p> <p>SO 2.1 Targets Source and Means of Verification:</p> <p>Public Administration Reform Annual Report; NGOs reports on the implementation of the PAR Strategy.</p>	<p>and local elections (2018)</p> <p>Assumption SO2 - 1:</p> <p>For all of registers in question, institutions which are in charged for keeping the data in the registers will be responsible for the quality and accuracy of the data in the registers, while the Project will address the data exchange among registers under the SISEDE.</p>
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						exchange by the end of the action	
<b>Outputs</b>	The direct/tangible outputs (infrastructure, goods and services) delivered by the project. Output – Op Op 1.1. (related to Oe 1) Op 1.2. (related to Oe 1) (...) Op 2.1. (related to Oe 2) (...)	<b>Op 1.1 Indicator:</b>  Degree of implementation of the national Optimisation Plan	<b>Op 1.1 Baseline:</b>  0% (2017)	<b>Op 1.1 Current Value:</b>  0% (2018)	<b>Op 1.1 Target 1:</b>  50% (2018)  100% (final target)	<b>Op 1.1 Target 1 Source and Means of Verification:</b>  MPA reports, Government sessions announcements	
		<b>Op 2.1 Indicator:</b>  Single Information System for the data exchange (SISEDE) fully operational	<b>Op 2.1 Baseline:</b>  SISEDE draft solution established (2017)	<b>Op 2.1 Current Value:</b>  SISEDE established (2018)	<b>Op 2.1 Target 1:</b>  SISEDE established and key registers connected (2018)  <b>Op 2.1 Target 2:</b>	<b>Op 2.1 Target Source and Means of Verification:</b>  Public Administration Reform Annual Report; NGOs reports on the implementation of the PAR Strategy.	



					SISEDE fully operational and key and other registers of importance connected (final target)	
<p><b>Activities</b></p>	<p><b>Result Area 1:</b></p> <p><i>A.1.1 Strengthening internal coordination capacities of the MPA, with regard to the optimisation of the number of employees in the public administration</i></p> <p><i>A.1.2 Support to the Working Group on optimization at local level established by the MPA, including capacity building</i></p> <p><i>A.1.3 Analysis of the legal framework on state local enterprises and identify possible obstacles/solutions to optimization at local level</i></p> <p><i>A.1.4 Collection of data at local level (administration authorities, independent bodies, public institutions, state local enterprises) according to SIGMA methodological guidelines, and if necessary, improvement of the quality of the available data on civil servants and state employees at local level</i></p> <p><i>A.1.5 Analysis of data at local level and proposal of actions to achieve the targets</i></p> <p><i>A.1.6 Fostering inter-municipal cooperation, based on the best international practices</i></p> <p><i>A.1.7 Coordination with other working groups on optimization (SIGMA, World Bank, EU Member States)</i></p> <p><i>A.2.1 Analysis of the legal framework and identification of possible shortcomings and obstacles for connecting and utilising the SISEDE</i></p> <p><i>A.2.2 Identification and analysis of business processes in the institutions responsible for keeping the data registers necessary for the further implementation of SISEDE</i></p> <p><i>A.2.3 Connecting key registers by the end of the action</i></p>				<p><b>Means:</b> The Project will be implemented by the project team consisting of the Programme Manager (25%), Project Coordinator (100%), Project Manager (100%), Project Finance and Administrative Officer (80%) together with the main project beneficiary MPA. For the implementation of the project, facilities of the project UNDP Montenegro as well as project beneficiary, MPA, will be extensively used.</p> <p><b>Costs</b> <i>What are the action costs? How are they classified? (Breakdown in the Budget for the Action)</i> See Annex III Budget</p>	

	<p><i>A.2.3.1 Development and implementation of selected e-services for citizens and businesses as the most needed, implemented based on the SISEDE and integrated registers</i></p> <p><i>A.2.3.2 Training for the use of the SISEDE</i></p> <p><i>A.2.3.3 Verify if the Ministers involved need additional equipment to connect to the SISEDE</i></p> <p><i>A.2.4.1 Development of additional functionality for the SISEDE, such as: insight of citizens in their own data, ability to file requests for data changes, insight into specific logs - whether someone is unauthorized viewing information about citizens, etc.</i></p> <p><i>A.2.4.2 Creation of a catalogue of all services at national and local level which should be supported by the SISEDE</i></p> <p><i>A.2.5. In cooperation with the Ministries in charge of the registers and MONSTAT, improve the quality of administrative data, in line with EU statistical standards and European best practices</i></p> <p><i>A.2.5.1 Analysis on registers contents quality from the point of view of official statistics needs</i></p> <p><i>A.2.5.2 Analysis on the scope of register coverage from the point of view of official statistics needs</i></p> <p><i>A.2.5.3 Official statistic accesses the registers via web services (SISEDE)</i></p> <p><i>A.2.6 Improving the system in the area of automatic services generation for institutions</i></p> <p><i>A.2.7 Survey on needs of citizens and businesses for specific e-services</i></p> <p><i>A.2.8.1 Devising, developing and implementing an instrument for measuring the citizen satisfaction level with services provided through SISEDE</i></p> <p><i>A.2.8.2 Devising, developing and implementing an instrument for ranking institutions that provide services to citizens through SISEDE.</i></p>	
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