

# Digital Public Administration factsheet 2020

Montenegro

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Country  
Profile

# 1 Country Profile

## 1.1 Basic data

**Population:** 622 182 inhabitants (2019)\*

**GDP at market prices:** 4 663.1 million Euros (2018)\*

**GDP per inhabitant in PPS (Purchasing Power Standard EU 27=100):** 50 (2019)\*

**GDP growth rate:** 5.1% (2018)\*

**Inflation rate:** 15.2 % (2019)\*\*

**Unemployment rate:** 15.62% (2019)\*

**General government gross debt (Percentage of GDP):** 67.07% (2019)\*\*

**General government deficit/surplus (Percentage of GDP):** -3.9% (2018)\*\*

**Area:** 13 812 km<sup>2</sup>\*

**Capital city:** Podgorica\*

**Official language:** Montenegrin\*

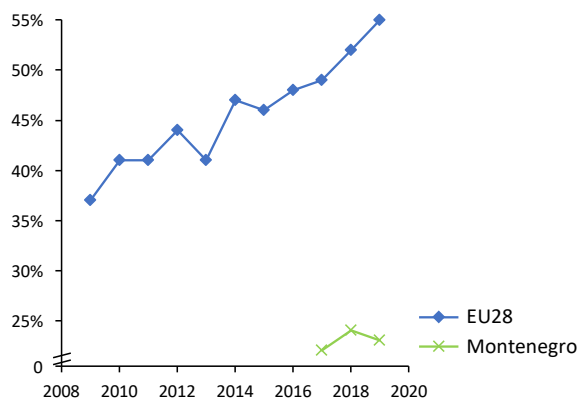
**Currency:** Euro\*

Sources: Eurostat\*, Monstat\*\* (last update: 30 April 2020)

## 1.2 Digital Public Administration Indicators

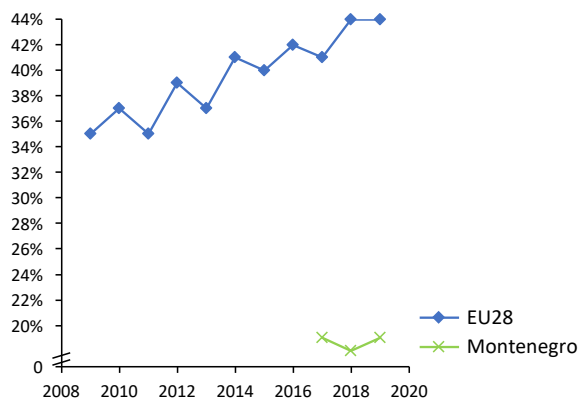
The following graphs present data for the latest Digital Public Administration Indicators for Montenegro compared to the EU average. Statistical indicators in this section reflect those of Eurostat at the time the Edition is being prepared.

Percentage of individuals using the internet for interacting with public authorities in Montenegro



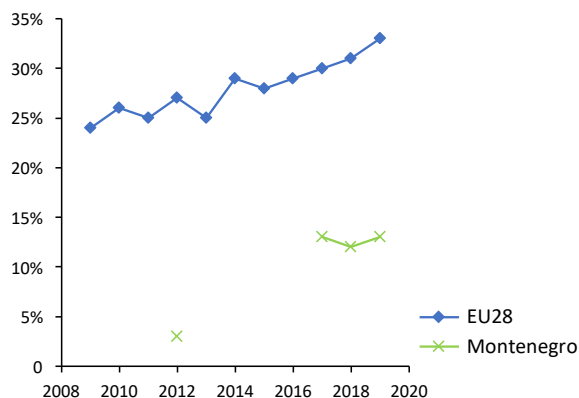
Source: Eurostat Information Society Indicators

Percentage of individuals using the internet for obtaining information from public authorities in Montenegro



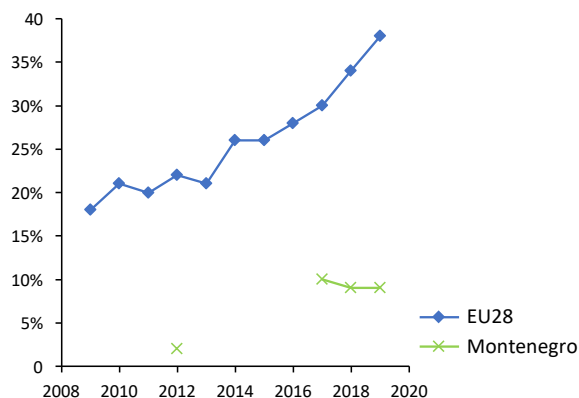
Source: Eurostat Information Society Indicators

Percentage of individuals using the internet for downloading official forms from public authorities in Montenegro



Source: Eurostat Information Society Indicators

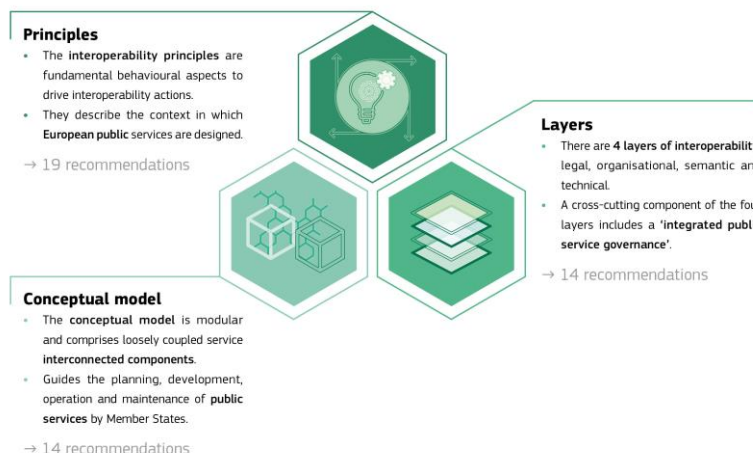
Percentage of individuals using the internet for sending filled forms to public authorities in Montenegro



Source: Eurostat Information Society Indicators

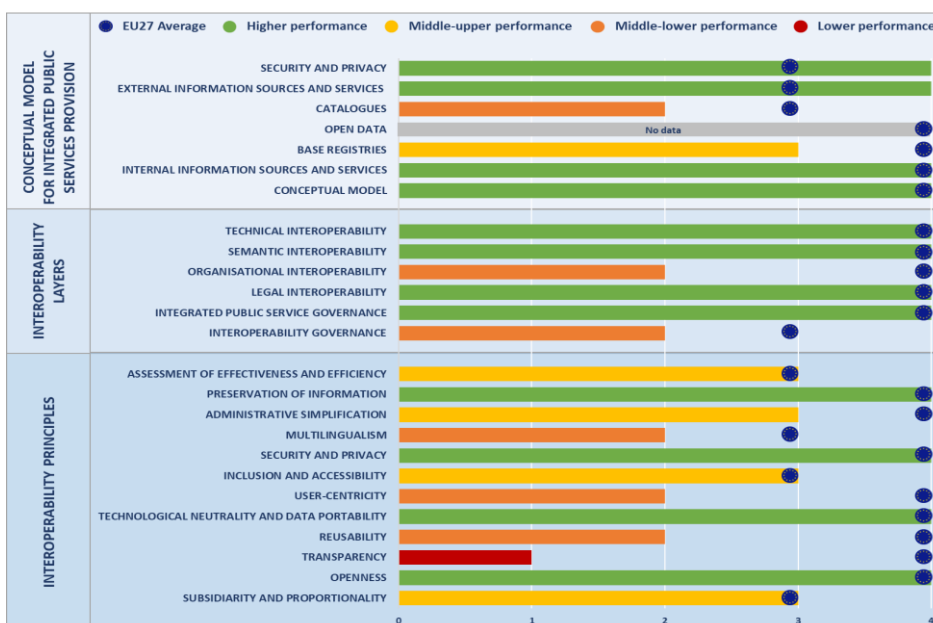
### 1.3 Interoperability State of Play

In 2017, the European Commission published the European Interoperability Framework (EIF) to give specific guidance on how to set up interoperable digital public services through a set of 47 recommendations. The picture below represents the three pillars of the EIF around which the EIF Monitoring Mechanism was built to evaluate the level of implementation of the EIF within the Member States. It is based on a set of 68 Key Performance Indicators (KPIs) clustered within the three main pillars of the EIF (Principles, Layers and Conceptual model), outlined below.



Source: European Interoperability Framework Monitoring Mechanism 2019

For each of the three pillars, a different scoreboard was created to breakdown the results into their main components (i.e. the 12 principles of interoperability, the interoperability layers and the components of the conceptual model). The components are evaluated on a scale from one to four, where one means a lower level of implementation, while 4 means a higher level of implementation. The graph below shows the result of the first EIF Monitoring Mechanism data collection for Montenegro in 2019. It is possible to notice an overall medium performance of the country, with positive results within the second scoreboard (Interoperability layers). The areas of improvements are distributed throughout the three scoreboards. Not enough data was collected to measure the principle of open data.



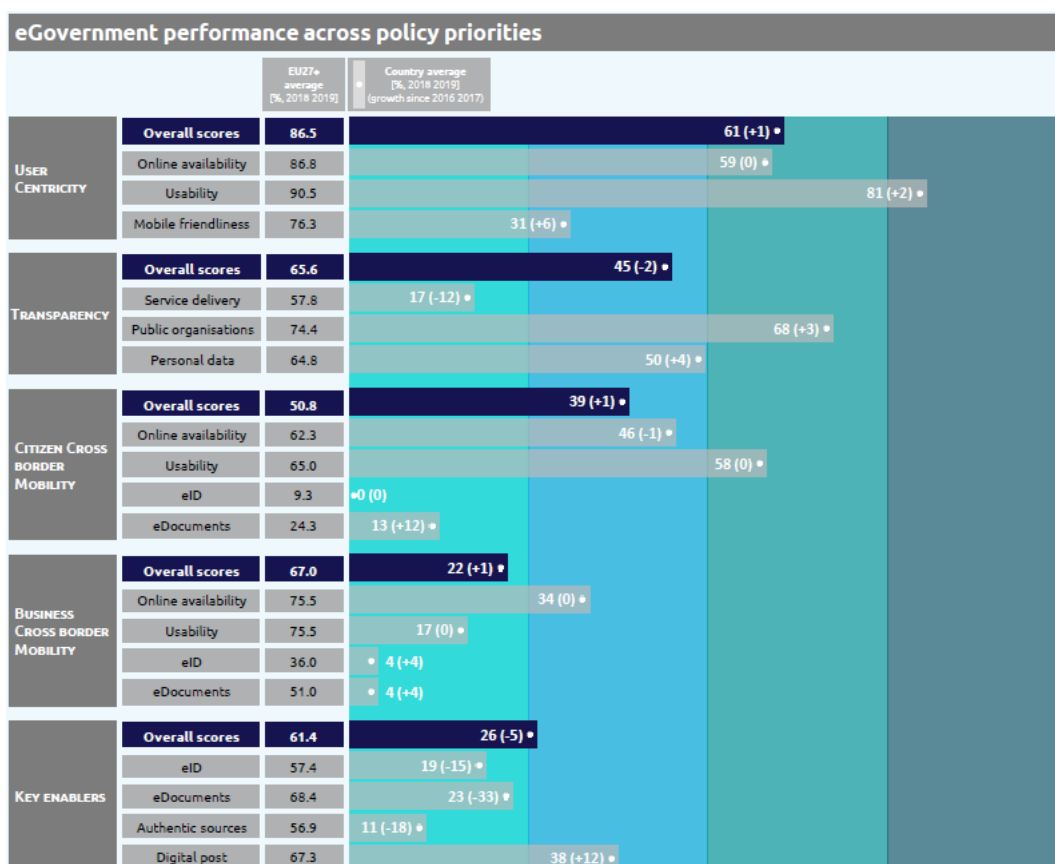
Source: European Interoperability Framework Monitoring Mechanism 2019

## 1.4 eGovernment State of Play

The graph below is the result of the latest eGovernment Benchmark report, which evaluates the priority areas of the eGovernment Action Plan 2016-2020, based on specific indicators. These indicators are clustered within four main top-level benchmarks:

- **User Centricity** – indicates the extent to which a service is provided online, its mobile friendliness and usability of the service (in terms of available online support and feedback mechanisms).
- **Transparency** – indicates the extent to which governments are transparent about (i) the process of service delivery, (ii) the responsibilities and performance of public organisations and (iii) the personal data processed in public services.
- **Cross-Border Mobility** – indicates the extent to which users of public services from another European country can use the online services.
- **Key Enablers** – indicates the extent to which technical and organisational pre-conditions for eGovernment service provision are in place, such as electronic identification and authentic sources.

The 2020 report presents the biennial results, achieved over the past two years of measurement of all eight life events used to measure the above-mentioned top-level benchmarks. More specifically, these life events are divided between six 'Citizen life events' (Losing and finding a job, Studying, Family life, all measured in 2012, 2014, 2016 and 2018, and Starting a small claim procedure, Moving, Owning a car, all measured in 2013, 2015, 2017 and 2019) and two 'Business life events' (Business start-up, measured in 2012, 2014, 2016 and 2018, and Regular business operations, measured in 2013, 2015, 2017 and 2019).



Source: eGovernment Benchmark Report 2020 Country Factsheets



2

## Digital Public Administration Highlights



## 2 Digital Public Administration Highlights

### Digital Public Administration Political Communications

The new National Interoperability Framework, which was adopted in 2019, provides a set of recommendations to support public administrations in the implementation of interoperability activities, establishing relationships among private and public organisations, and simplifying procedures to guarantee efficient and effective digital services and ensure that existing and new legislations do not undermine the interoperability initiative.

### Digital Public Administration Legislation

The Law on Electronic Government ("Official Gazette of Montenegro", No. 72/19) was adopted at the beginning of January 2020. One of the main purposes of the Law on eGovernment is to further regulate the field of eGovernment in Montenegro in accordance with its current and future needs in accordance with the requirements of international integration processes.

### Digital Public Administration Governance

The Agency for Personal Data Protection conducts all the affairs of a supervisory authority prescribed in the Personal Data Protection Law. In performing affairs within the scope of work, the Agency is autonomous and independent. The Agency has the status of a legal person.

### Digital Public Administration Infrastructure

The Montenegrin eGovernment Portal groups together various services for individuals, businesses and public administration. These relate to, for example, health, tourism, finance, education and public procurement.



3 Digital Public Administration  
Political Communications



## 3 Digital Public Administration Political Communications

### 3.1 Specific political communications on digital public administration

#### 2020 Information Society Development Strategy

The 2020 Information Society Development strategy outlines the strategic development tools in the field of information society, with a view to reaching the EU standards set out in the 2020 Digital Agenda and the Digital Single Market Strategy. The document is divided into chapters that have been identified as the key steps to achieve the EU standards in this field, namely:

- broadband infrastructure
- cyber security
- human capital
- digital business
- eEducation
- eHealth
- eInclusion
- eGovernment
- research, innovation and development

The Strategy aims to provide for the growth of the ICT sector, through the realisation of the strategic development priorities, thus ensuring a broader use of ICT in all sectors and encouraging economic growth in general.

According to the program of the government of Montenegro, the Ministry of Public Administration is obliged to adopt a Digital Transformation Strategy.

The aim of the Strategy is to set strategic goals, the realisation of which will enable faster and more efficient transformation of the economy, changes in the organization and manner of traditional business using digital technologies and application of new business models, with the aim of improving organizational performance and faster adaptation in the environment is constantly and rapidly changing.

#### 2016-2020 Reform of Public Administration Strategy

The 2016-2020 Reform of Public Administration Strategy encompasses the entire public administration system which, in Montenegro, includes state administration, local self-government and organisations with public powers (organisations with their own legal personality performing specific administrative tasks conferred upon them by the Law or according to the Law).

The general objective of the 2020 reform activities is the creation of an efficient and service-oriented public administration, characterised by increased efficiency and citizens' trust.

The document focuses on the selection of priority objectives, the fulfilment of which is expected to contribute significantly to the improvement of public administration in Montenegro. The volume and dynamics of the activities are defined in real terms, taking into consideration the specificities of Montenegro, a small country with limited capacities at all levels of public administration. Therefore, the administrative apparatus in Montenegro should strive towards a higher degree of efficiency and rationality, in accordance with the country's demographic and social features.

## Smart Specialisation for Montenegro Strategy

The 2018-2024 Smart Specialisation for Montenegro Strategy follows three key strategic directions:

- Healthier Montenegro.
- Sustainable Montenegro.
- Modernised and digitised Montenegro.

Modernised and digitised Montenegro should enable reaching the standards of the EU that are related to the 2020 Digital Agenda, the Single Digital Market Strategy and the new EU Industrial Policy Strategy. The development and application of ICT is of utmost importance for economic development. Reaching the standards and achieving the goals will lead to trade development, better use of capital and a stronger national competitiveness. The introduction of modern technologies and the utilisation of available raw materials in priority sectors will result in the placement of high-quality products on the market. The foundations of this direction are related to better infrastructure, eEconomy and information security. The achievement of this goal is also directly connected with all the priorities defined by the Smart Specialisation Strategy, which is why ICT has been defined as a horizontal sector that provides information and technology support to selected priorities.

## 3.2 Interoperability

### National Interoperability Framework

In 2011, the government of Montenegro adopted the first version of the Montenegrin Interoperability Framework and, in December 2013, its second version, which defined the rules and methods establishing interoperability in Montenegro. In this way, the basis was laid to harmonise business processes to compliance with the European dimension in terms of provision of public services, security policies, privacy and storage of electronic records, without imposing any specific technology.

The interoperability framework is not conclusive and requires periodic adjustments in line with the technological changes that occur, the change of the standards that apply, and the changes in the environment in which business processes are implemented. This is why a new [National Interoperability Framework](#) was adopted in 2019. Through its adoption, the government of Montenegro provided a set of recommendations to support the public administration in implementing interoperability activities, establishing relationships among private and public organisations, and simplifying procedures to guarantee efficient and effective digital services while ensuring that existing and new legislations do not undermine the interoperability initiative.

### Montenegrin Health System Interoperability Framework

Although the provision of public services in almost all cases includes data exchange between information systems, interoperability is a wider concept that includes the possibility of organising joint work on commonly-agreed goals catering to shared interests. Interoperability is also a prerequisite and mitigating factor for the efficient provision of public services, and addresses the need for:

- cooperation between public administration institutions;
- exchange of information to meet legal requirements;
- exchange and re-use of information to increase administrative efficiency and reduce administrative burdens on citizens and businesses;
- better provision of public services to citizens and businesses on a one-to-one principle (one-stop government);
- reducing costs for the public administration, businesses and citizens through the effective and efficient provision of public services.

The ultimate goal of the National Interoperability Framework is to ensure stable and technology-based interoperability of the public administration system, in accordance with the principles of user-oriented administration.

### 3.3 Key enablers

#### 3.3.1 Access to public information

##### 2018-2020 National Action Plan for the Open Government Partnership Implementation Initiative

The government of Montenegro is fully committed to the application and promotion of highest professional integrity standards in civil service. As the coordinator of the overall public administration reform (PAR) process in Montenegro, with practical and value-oriented policies, the National Action Plan aims to benefit the public interest and increase citizens' participation in policymaking. It seeks to do this by coordinating government commitments within the OGP initiative: The Ministry of Public Administration (MPA) invests additional efforts in making the official commitment visible at the national and local levels through tangible measures and attainable goals. The efforts within the framework of the [2018-2020 National Action Plan for the Open Government Partnership Implementation Initiative](#) focus on five key commitments as follows:

- enhanced public services;
- public participation;
- improved public integrity;
- more efficient resource management; and
- access to information.

#### 3.3.2 eID and Trust Services

##### 2016-2020 Public Administration Reform Strategy

In Montenegro there is no specific strategy regarding eID and Trust Services but they are recognised in the [Public Administration Reform Strategy](#) as key enablers for improving the service delivery process. After the adoption of legislation in this area, activities have been recognised in the [Action Plan for Open Government Partnership](#).

#### 3.3.3 Security aspects

##### 2018-2021 Montenegro Cyber Security Strategy

For the purpose of providing an adequate implementation of the [2018-2021 Montenegro Cyber Security Strategy](#) and accompanying action plans, pursuant to Art. 13 par. 1 of the Law on Information Security (Official Gazette, No 14/10 and No 40/16), the Government of Montenegro adopted a Decision establishing the Information Security Council with the task of monitoring the implementation of the Strategy and the relevant action plans.

This Strategy identified a total of eight objectives for improving the 2018-2021 Montenegro Cyber Strategy:

1. reliance on the European and Euro-Atlantic concepts;
2. strengthening cyber defence capacities;
3. centralisation of cyber expertise and resources;
4. strengthening of inter-institutional cooperation;
5. data protection;
6. cyber security education;
7. strengthening the partnership between the public and private sectors;
8. strengthening regional and international cooperation.

### 3.3.4 Interconnection of base registries

#### Interconnection of Base Registries in Various Strategies

There is no specific strategy regarding the interconnection of base registries, but interoperability is recognised in the [Public Administration Reform Strategy](#) and the [Information Society Development Strategy](#). The necessity of interoperability between base registries and information systems is defined through various activities such as:

- providing interoperability of the registers and availability of data from the registry of users;
- connecting key registers through the interoperability platform.

### 3.3.5 eProcurement

#### 2016-2020 Public Procurement Development Strategy

The main strategic goal of [introducing electronic public procurement](#) in Montenegro is, above all, to increase transparency and efficiency in the public procurement system, while also contributing to the fight against corruption and other irregularities. There is also a need for a unified and standardised public procurement system. The IPA Project, which should result in the implementation of eProcurement, will be a major contributor to achieving this goal. It will significantly upgrade the existing functions and introduce some new ones into the current Montenegrin Public Procurement Portal. The Public Procurement Administration (PPA) is a successful platform for the electronic call for tenders and other documents related to public procurement procedures.

## 3.4 Domain-specific political communications

#### 2018-2023 Integrated Health Information System and eHealth Development Strategy

One of the priority strategic areas of the Strategy concerning the functioning and organisation of the healthcare system at national level is also the development and improvement of an integral eHealth information system. The concept of interoperability and the introduction of eServices potentially support the principle of integration in the process of providing health care and enable a timely and quality information exchange in health care at national and international level. System sustainability, control and rational consumption in the health sector are almost impossible without adequate IT support. The strategic approach in planning the development of an information system in health care is aimed at maximum use of information and communication technology potentials and routing activities of all stakeholders in the health system. This will contribute to achieving a clear and concrete vision for the health system and the welfare of citizens, health care workers and society as a whole.

#### Social and Child Protection Systems Development Strategy

The [Social Welfare Information System \(SWIS\)](#) is recognised by the [Social and Child Protection Systems Development Strategy](#) for the period from 2018 to 2022.

The SWIS project is a backbone of the social welfare reform process as it enforces the social welfare reform by developing a more efficient, effective and just social protection system and quality services for the poor and vulnerable.

#### Justice System Information-Communication Technology Strategy

The adoption of the [Justice System Information-Communication Technologies Strategy](#) for the period 2016-2020 has prepared the national justice system for new challenges in accordance with European standards and values. In particular, the Justice

Information System has been recognised as particularly important for Montenegrin society and the progress of Montenegro on the path of European integration. This Strategy should ensure the continuity and expansion of the scope of Information Communication Technologies through the established and user-oriented needs of a single justice system.

### **3.5 Emerging technologies**

No political communication has been adopted in this field to date.



4

Digital Public  
Administration  
Legislation



## 4 Digital Public Administration Legislation

### 4.1 Specific legislation on digital public administration

#### Law on Electronic Government

The Law on Electronic Government was adopted ("Official Gazette of Montenegro", No 72/19) on 03.01.2020. It is scheduled to become applicable six months after its entry into force.

The Law on eGovernment aims at further regulating the field of eGovernment in Montenegro in accordance with the current and future needs of the international integration processes.

The Law on eGovernment seeks to improve the environment in which the public administration provides services to citizens and businesses, for instance, by eliminating the administrative barriers between citizens and businesses and the public administration. In addition, the Law on eGovernment regulates the establishment of the Council for eGovernment, which will improve the coordination of the application of information and communication technologies in public administrative entities while facilitating the use of public administration services.

### 4.2 Interoperability

#### Law on Electronic Government

Interoperability is regulated by the Law on Electronic Government.

### 4.3 Key enablers

#### 4.3.1 Access to public information

##### The Electronic Document Act

The Electronic Document Act (Official Gazette of Montenegro, No 005/08 and No 040/11) regulates the use of electronic documents in legal transactions, administrative, judicial and other procedures, as well as rights, obligations and responsibilities of companies, entrepreneurs, legal and natural persons, state bodies, state administration bodies, local self-government units authorities and organisations exercising public authority in relation to electronic documents, unless otherwise provided by law.

A new Law on eDocument is planned to be adopted in 2020.

##### Law on Administrative Procedure

Under the Law on Administrative Procedure (Official Gazette of Montenegro, No 56/2014, No 20/2015, No 40/2016 and No 37/2017) applies to state and local government bodies when, in administrative matters and in direct application of the regulations, they are called upon deciding on the rights, obligations or legal interests of natural persons, legal persons or other parties, as well as when performing other tasks set out in this Law.

Article 13 stipulates that when deciding in the administrative procedure, the Public Law Authority, *ex officio*, inspects, obtains and processes data from official records and registers kept by a given public authority or other competent authority, unless access to such data should be restricted by the law.

## Regulation on Data Management Content and Method in a Unique Information System for Electronic Data Exchange

This Regulation (Official Gazette Montenegro, No 41/2015) on data management content and method in a unique information system for electronic data exchange, applies to the management of the system, technical requirements, protection measures, as well as handling the request for logging in to the system and registering for data exchange.

## Regulation on the Mode of Work, Content and Management by the eGovernment Portal

This Regulation regulates the content of the eGovernment internet portal, the authentication and authorisation of users, the management of the eGovernment portal, the obligations of state bodies, state administration bodies, local self-government bodies, local government bodies, public services, legal entities and public authorities regarding the use of this portal, the obligations of the main administrator of the eGovernment portal and other issues of importance for the functioning thereof.

## Rulebook on the Management and Functioning of the Document Management Information System

This Rulebook describes the way the document management information system (eDMS information system) operates and must be managed, as well as the reception, classification and submission of documents among state administration bodies and between state administration bodies and the Secretariat-General of the government.

### 4.3.2 eID and Trust Services

#### Law on Electronic Identification and Electronic Signature

The Amendments to the Law on Electronic Identification and Electronic Signature ("Official Gazette of Montenegro", No 72/19) entered into force on 3 January 2020. The Amendments to the Law on Electronic Identification and Electronic Signature were made primarily to harmonise the Law on Electronic Identification and Electronic Signature to the Amendments of the Law on Identity Card (introducing the electronic identification document). These amendments include: the separation of electronic identification and trust services, which were referred to in the previous law as certification services for electronic transactions; the elimination of the word certification; clearer – and better – standardisation of electronic identification.

#### Rulebook on eID and Rulebook on Open Data

The Rulebook on Open Data, published in the Official Gazette of Montenegro, No 53/2018, provides the method for publishing information as open data.

In accordance with the prescribed obligations arising from the [Law on Electronic Identification and Electronic Signature](#), the following instruments were adopted in order to regulate this matter more closely:

- Decree on the manner of performing qualified certification services for state administration bodies;
- Rulebook on stricter conditions to be met by qualified certification service providers;
- Rulebook on stricter requirements that must be met by electronically-registered qualified delivery services;
- Rulebook on minimum technical standards and accompanying procedures in relation to which the degree of security of the electronic identification system is determined;

- Rulebook on protection measures and activities for electronic signature and electronic stamp certificates;
- Rulebook for assessing the compliance of qualified funds for the creation of electronic signatures and electronic seals as well as the contents of the list of certified qualified funds for the creation of electronic signatures and electronic seals;
- Rulebook on the assessment and the service performance for keeping a qualified electronic signature and a qualified electronic stamp;
- Rulebook on the minimum amount of liability insurance for damages arising from the provision of certification services;
- Rules on the framework for the interoperability of the electronic identification system;
- Rulebook on the content and method of keeping records of providers of certification services and a registry of qualified certification service providers.

### 4.3.3 Security aspects

#### Law on Information Security

Information security is provided through the application of information security measures and standards in accordance with the [Law on Information Security](#) (Official Gazette of Montenegro, No 014/10 and No 040/16).

#### Law on Personal Data Protection

Protection of personal data is provided under the conditions and in the manner prescribed by the [Law on Personal Data Protection](#) (Official Gazette of Montenegro, No 079/08, No 070/09, No 044/12, No 022/17). This is done in accordance with the principles and standards contained in ratified international human rights treaties and in basic freedom and generally-accepted international law practices.

#### Regulation on Information Security Measures

The [Regulation on Information Security Measures](#) (Official Gazette Montenegro, No 058/10 and No 055/15) sets out the information security measures which provide basic data protection at physical, technical and organisational level.

### 4.3.4 Interconnection of base registries

#### Law on Central Population Register

This law (Official Gazette of Montenegro, [No 041/10](#), [No 55/16](#)) determines the content of the central population register of Montenegro; it also applies to the exchange, management, maintenance, storage and use of data, the determination and use of the personal identification mark and other issues of relevance to the central population register.

### 4.3.5 eProcurement

#### Law on Public Procurement of Montenegro

Articles 114-116 of the [Law on Public Procurement](#) of Montenegro provide for the possibility of conducting a public procurement procedure electronically, thus setting the basic preconditions for application of electronic means in public procurement, which has become equivalent to the approach based on paper documents. This solution was developed at the time when the EU Directive 2004/18 was in force, which resulted in the fact that this solution only partially meets the requirements imposed by the new Directives.

Montenegro has drafted the new Law on Public Procurement, which pursues the largest possible degree of harmonisation with EU rules following other two laws on public private partnership and concessions.

## 4.4 Domain-specific legislation

### Law on Services

The [Law on Services](#) provides the legal basis for the adoption of bylaws that will define the manner of cooperation and exchange of information with EEA countries; in particular, it focuses on the cooperation on the supervision of service provision by introducing warning measures and defining how the Ministry should operate in the IMI system. The manner of cooperation and exchange of information with the Ministry of Economy on this issue will be prescribed by the Decree on a Single Point of Contact for Services planned for the IV quarter of 2020.

The Law is in line with the [Directive on Services 2006/123/EC](#).

### Law on Health Data Collection

The [Law on Health Data Collection](#) (Official Gazette of Montenegro, No 80/08 and No 040/11) regulates the types, content and method of health data collection as elements of unique health statistics, as well as the way of collecting, processing, using, protecting and storing the data.

### Law on Patient Rights

Health services, provided for the purpose of preserving and improving health, preventing illness, administering treatments, health and rehabilitation services were established by the [Law on Patient Rights](#) (Official Gazette of Montenegro, No 40/2010). The rights established by this Law ensure respect, human dignity, physical and psychological integrity and the protection thereof.

### Rulebook on Conditions, Mode and Procedure for Accessing Data in the Data Exchange Centre of the Montenegro Health Insurance Fund

Access to information provided by healthcare providers in accordance with the law to the Data Exchange Centre of the Montenegro Health Insurance Fund shall be provided under the conditions and in accordance with the procedure prescribed by this Rulebook (Official Gazette Montenegro, No 070/15).

## 4.5 Emerging technologies

No legislation has been adopted in this field to date.



5

Digital Public  
Administration  
Governance

## 5 Digital Public Administration Governance

### 5.1 National

#### 5.1.1 Policy

##### Ministry of Public Administration

The Ministry of Public Administration was established by the Amendment to the Regulation on Public Administration Organisation and Operation, which the government of Montenegro adopted on 25 November 2016.

The Ministry of Public Administration is responsible for the development of the information society in Montenegro.

The Ministry participates in the preparation of regulations and policies related to electronic administration, as well as other regulations related to the field of information society.



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**Source:** [www.mju.gov.me](http://www.mju.gov.me)

#### 5.1.2 Coordination

##### Ministry of Public Administration

The Ministry of Public Administration is in charge of:

- digitising the operation of public administration bodies through planning, development and support in the implementation of electronic services;
- planning, developing and supporting the implementation of the information and communication portal for citizens;
- planning activities for the promotion of eGovernment and electronic services;
- monitoring the development of electronic administration in Montenegro and the harmonisation with European standards and best practices in this field;
- monitoring the methodologies and the collection of digitisation and electronic administration development parameters based on established development indexes;
- coordinating research work on eGovernment development in Montenegro in cooperation with other bodies and institutions;
- applying accepted standards and methodologies for monitoring the use of electronic services and user satisfaction;
- recognising different user needs and proposing models to increase their satisfaction;

- preparing the analysis and report on the state of eGovernment and other relevant data in this field, as well as other tasks within the scope of the Ministry.

### 5.1.3 Implementation

#### Ministry of Public Administration

The **Ministry of Public Administration** monitors the implementation of the Information Society Development Strategy in Montenegro and coordinates the development of all information technologies.

The Ministry also monitors the compliance with laws and regulations in the field of information technologies and state information infrastructure.

#### Montenegro Post – Registration Certification Authority

The **Montenegro Post Certifying Body** issues the following types of electronic certificates:

- Qualified Digital Certificate for Advanced Electronic Signature issued on a token;
- Qualified Digital Certification for Electronic Signature;
- Qualified Digital Certificate for SSL servers.

#### Information Security Council

Pursuant to Article 13a of the Law on Information Security (Official Gazette of Montenegro, No 14/10 and 40/16), the government of Montenegro established the Information Security Council.

The Council's tasks are to:

- inform the government of Montenegro about important issues related to information and cyber security;
- initiate and propose measures to improve information and cyber security in the public and private sectors;
- monitor the implementation of Montenegro's 2018-2021 Cyber Security Strategy and the action plans for its implementation;
- monitor and coordinate activities in the field of information and cyber security;
- propose measures for harmonisation of the legislative and administrative framework in order to improve the information and cyber security of Montenegro;
- improve cooperation in the field of information and cyber security between state bodies, state administration bodies, local self-government units, legal entities exercising public authority, and other legal and physical persons that gain access to or process data pursuant to the law on information security; moreover the Council coordinates the activities of the above;
- improve cooperation with the private sector in the field of information and cyber security;
- improve international cooperation in the field of information and cyber security;
- inform the National Security Council in case of large-scale threats and cyber-incidents;
- submit a report on all the above, at least once a year, to the government of Montenegro.

#### Public Administration Reform Council

In the area of political coordination within the reform processes, the 2016-2020 Public Administration Reform Strategy defines the competence of the **Public Administration Reform Council** (hereinafter: the Council). The Council was officially established on 29 December 2016. The Council consists of: the Deputy Prime Minister for the Political

System, Interior and Foreign Policy, the Minister of Public Administration, the Minister of Finance, the Minister of European Affairs, the Secretary General of the government, the Montenegro Community Representative, the Personnel Director and two representatives of the Non-Governmental Sector.

The education of this advisory body is necessary, given the extent and importance of public administration reform in the forthcoming period. It will be focused on activities carried out by public administration bodies in order to achieve PAR principles, which are the basis of this strategic document.

The key tasks of the Council will be to monitor the implementation of the 2016-2020 Strategy and the Action Plan, as well as other activities related to public administration reform in Montenegro (consideration of draft regulations, strategic, planning and analytical documents related to public administration reform, etc.).

The Ministry of Public Administration provides professional and administrative support to the work of the Public Administration Reform Council.

The eGovernment Portal, an electronic counter for access to local and state administration services, enables to improve the efficiency of the public sector and its employees, while contributing to the reduction of business and other barriers.

### National Computer Incident Response Team (CIRT)

Pursuant to the Law on Information Security, the Directorate for Information Security and Computer Incidents - CS / NCIRT (Computer Incident Response Team) reports to the organisational unit of the Ministry of Public Administration (MPA) and coordinates the work of local CIRT teams.

The obligation to establish local CIRT teams in institutions is instrumental to the national CIRT infrastructure, which is also envisaged by the 2018-2021 Montenegro Cyber Security Strategy and the accompanying Action Plan.

The Ministry of Public Administration is in charge of preparing reports on implementing conclusions and carries out activities on coordination and implementation of the project for the establishment of the CIRT infrastructure.

The aim is establishing the relevant conclusions for the government of Montenegro, state bodies and authorities in charge of administration, local self-government units, legal entities with public authority, and other legal and natural persons who have access to or process data, in cooperation with the national CIR. The above establish their local CIRT teams or determine the contact person who will deal with the establishment of a system of protection against computer security incidents on the internet, and who will have direct communication with the National CIRT team.

### Personal Data Protection Agency

The Personal Data Protection Agency acts as the supervisory body pursuant to the Law on Personal Data Protection. In carrying out the tasks within its scope, the Agency is independent. The Agency has the status of a legal entity.

It is within the competence of the Agency to carry out administrative and professional tasks related to the protection of personal data.

The other tasks include:

- supervising the implementation of personal data protection in accordance with this law;
- defining the requirements for the protection of rights;
- giving opinions on the application of this law;
- approving the establishment of personal data collections;
- giving an opinion in case of suspicion whether a particular set of personal data may be considered a collection under the applicable law;
- monitoring the implementation of organisational and technical measures for the protection of personal data and suggesting improvements thereto;
- offering suggestions and recommendations for improving the protection of personal data;



- giving an opinion on whether a particular way of processing personal data violates any personal rights and freedoms;
- cooperating with the authorities in charge of overseeing the protection of personal data in other countries;
- cooperating with the competent state authorities in the process of drafting regulations related to the protection of personal data;
- proposing to assess the constitutionality of laws or the constitutionality and legality of other regulations and general acts concerning the processing of personal data; and
- performing other activities in accordance with this Law. (Article 50 of the Law on Personal Data Protection, Official Gazette of Montenegro No 79/08 and 70/09).

### Ministry of the Economy

The **Directorate** of Services, established within the Directorate for Multilateral and Regional Trade Cooperation and International Economic Relations of the Ministry of the Economy, is in charge of establishing a single point of contact for services that will function in accordance with the Law on Electronic Government. In accordance with this, the electronic point of contact will be the **National eGovernment Portal** managed by the Ministry of Public Administration.

The legal basis for the establishment of a single point of contact for services is set out in Article 8 of the Law on Services, which prescribes the obligation to establish an electronic single point of contact in Montenegro. The law determined the functioning of the single point of contact for services through a website, available in Montenegrin and English. The concerned people are provided with information on the procedures and conditions for access or the provision of services subject to the regulation of this law. Moreover, the Ministry of economy is in charge of telecommunications development.

### Ministry of Health

The **Ministry of Health** is in charge of:

- managing, implementing, improving, operating, designing and planning the Integrated Health Information System in accordance with the defined standards;
- establishing a logical organisation of business processes, data, software applications and IT infrastructure so that they meet the integration and standardisation needs for an Integrated Health Information System, and giving consent for the development and implementation of information systems that work with it;
- supervising over the use of established standards, data models, use of common coders and parameters for exchanging and unifying data;
- establishing a health system interoperability framework on which the Integrated Health Information System is based, as well as health system registers and records;
- planning, developing and improving the eHealth system in Montenegro;
- monitoring the use of the Integrated Health Information System and eHealth while planning, evaluating and designing opportunities for developing new parts of these systems, or improving existing ones, monitoring trends and introducing new eServices for citizens;
- taking part in the drafting of laws and by-laws focused on ICT applications in the health system of Montenegro;
- taking part in the international cooperation focused on ICT applications in the health system of Montenegro and the field of eHealth.

## Ministry of Justice

The **Ministry of Justice** is responsible for monitoring the implementation process of the Information Communication Technologies Strategy for the Justice System, with the aim of establishing a unified Justice Information System and introducing a centralised management of a unified Justice Information System, in cooperation and synergy with all ICT departments of the judicial institutions in the Country.

The Ministry is also in charge of providing the conditions for constant planned improvement and development of all subsystems of the Justice Information System and their interoperability.

## Statistical office of Montenegro – MONSTAT

The **Montenegro Directorate for Statistics - MONSTAT** is the official body for producing official statistics. MONSTAT's role as a provider of official statistics in the Montenegrin statistical system has been recognised nationally and internationally.

As a statistical leader, MONSTAT is obliged to perform data collection, processing and dissemination of Montenegrin statistics in an independent, transparent and highly professional manner.

## Electronic Communications Agency

The **Electronic Communications and Postal Services Agency** (hereinafter referred to as the Agency) was established on 8 March 2001 as an independent regulatory body in the field of electronic communications and postal services. The basic tasks that the Agency carries out in the sectoral regulation procedures are: providing a safe and predictable environment for the operators and their significant investments, laying the groundwork for the implementation and development of new technologies across Montenegro and encouraging the rational use of limited resources (radio-frequency and numbering/address), encouraging competition to prevent distortions of market competition among operators, resolving disputes between operators, and ensuring the continuous improvement of consumer protection interests. The Agency is not required to seek instructions from governmental and other bodies and organisations or other persons in carrying out regulatory and other tasks.

### 5.1.4 Support

No responsible organisations have been reported to date.

### 5.1.5 Interoperability coordination

#### Ministry of public administration

The governmental body in charge of interoperability activities in Montenegro is the Ministry of Public Administration.

### 5.1.6 Base registry coordination

No responsible organisations have been reported to date.

### 5.1.7 Audit

#### State Audit Office

The **State Audit Institution** is a supreme control body being tasked with auditing the budgets of state property, local government units, funds, the Central Bank of Montenegro and all other legal entities that the state has ownership in.

The Institution independently determines the audited entities and well as the content, volume and type of audit. Once a year, the Institution is obliged to audit the annual balance sheet of the Republic of Montenegro.

The State Audit Institution supervises the regularity, parsimony, efficacy and efficiency of budget expenditures and state property management.

### **5.1.8 Data Protection**

#### **Agency for Personal Data Protection**

The Personal Data Protection Agency is the supervisory authority pursuant to the Law on Personal Data Protection. In performing the task within its scope, the Agency is autonomous and independent. The Agency has the status of a legal person. The competences of the Agency include performing administrative and technical tasks in the area of personal data protection.

## **5.2 Subnational (federal, regional and local)**

### **5.2.1 Policy**

No responsible organisations have been reported to date.

### **5.2.2 Coordination**

#### **Ministry of Public Administration**

The Ministry of Public Administration performs administrative tasks related to the monitoring and coordination of information-communication technologies (ICT) at the state and local level.

### **5.2.3 Implementation**

No responsible organisations have been reported to date.

### **5.2.4 Support**

No responsible organisations have been reported to date.

### **5.2.5 Interoperability coordination**

No responsible organisations have been reported to date.

### **5.2.6 Base registry coordination**

No responsible organisations have been reported to date.

### **5.2.7 Audit**

No responsible organisations have been reported to date.

### **5.2.8 Data Protection**

No responsible organisations have been reported to date.



6

# Digital Public Administration Infrastructure

## 6 Digital Public Administration Infrastructure

### 6.1 Portals

#### 6.1.1 National Portals

##### eGovernment Portal

The Montenegrin eGovernment Portal groups together various services for individuals, businesses and public administrations. These relate to, for example, health, tourism, finance, education and public procurement.

##### eParticipation

Citizens can actively participate in the creation of laws and policy documents, and they may express opinions and attitudes in the public debate.

##### Citizens' Voice ePetition

The citizens of Montenegro can submit petitions for initiatives within the competence of the government of Montenegro.

##### Open Data Portal

The aim of the portal is to allow searching, linking, retrieving and using public data for commercial and non-commercial purposes through a common catalogue of metadata.

##### Business eLicences

On the eGovernment Portal, which represents the central point for state administration bodies to provide electronic services, electronic services for business licensing (eLicence) have been created in order to transparently inform interested persons about all administrative procedures for obtaining and renewing licenses for performing economic activity, with the possibility of online submission of requests for individual licenses.

eLicences are part of the project Establishment of the Single Point of Contact for Services through IPA II 2016.

##### Government web portal

The Web portal of the government of Montenegro includes internet descriptions of the government, the General Secretariat of the government, the Prime Minister, the Deputy Prime Minister, ministries, the administrative bodies within the ministries, as well as the independent administrative bodies. There is a single main portal for businesses and citizens, while each sub portal has its own subdomain. Updating content is enabled using a specially developed CMS system.

##### ESV

The project of the government's Electronic Session started in 2009, and the first electronic session was held on 18 February 2010. The goal of the project was to optimise the business processes of government by transitioning from conventional to electronic means. This resulted in the government of Montenegro having high quality and efficient internal processes. Project beneficiaries included members of the government, commissions and councils, as well as representatives of ministries in charge of preparing materials for sessions.

The project achieved the following goals: more efficient preparation of the participants of the sessions, more efficient distribution of materials for government, commissions and councils sessions, efficient distribution of the materials by the government and its

commissions and councils, possibility of easily viewing all relevant data and materials required for the participants of the sessions, faster communication between participants in different stages of material processing and reduction of administration costs.

### eDMS

The Electronic Document Management System (eDMS) is intended for electronic office operations, which imply the proper recording and electronic archiving of documentation that arises in business administration processes, as well as document management and business procedures.

eDMS provides greater efficiency in resolving cases and implementing business processes, in accordance with applicable regulations. By integrating with other software solutions applied in eGovernment, eDMS builds a functional information base for the development of new electronic services.

### eTax

Through the [ePrijava Portal](#), taxpayers can submit tax returns electronically for the purpose of faster implementation of the process. Moreover, this solution provides for easier access to data and forms for all necessary procedures of businesses and citizens.

### eHealth

This portal enables the use and provision of information for businesses and citizens on electronic services in the health system of Montenegro.

Access to the portal is possible [online](#) or via the mobile application ([eZdravlje.me](#)). Registration is done by entering the health card number (the ten-digit number registered on the first page of the health card) and the PIN code.

### eCadastre

The Real Estate Administration within the Land Administration and Management Authority implements an information system that enables all users to quickly and efficiently view cadastral records data in accordance with legal regulations.

## 6.1.2 Subnational Portals

No subnational portals have been reported to date.

## 6.2 Networks

### Network of State Bodies

The Ministry manages the network of state bodies. The integration of different information systems is becoming increasingly more complex and translates into higher requirements in terms of network quality.

### Data Centre

The Ministry manages the data centre, where a large number of servers and relevant equipment is installed. It is used for the needs of the information infrastructure of state bodies and management bodies.

### PKI system – Internal CA

The Ministry manages the infrastructure of public keys (GOV.ME-PKI) for internal government needs. GOV.ME-PKI includes a certification body with a self-signed certificate for the purpose of providing certification services. Certificates are issued to

government officials of the Ministry as well as to other officials in the state administration.

### Active Directory (AD)

The Active Directory is a service that manages user accounts and resources on behalf of state bodies, i.e. on the domain isu.gov.me. The Domain isu.gov.me complies with the defined rules for all categories of users, thereby achieving uniformity, more efficient monitoring, and increased security.

### Private Cloud system

The private cloud system is available to all public administration bodies via the Self Service Portal and a virtual server environment, consistently with the applicable requirements and necessary licenses. Activities have been completed to install and configure hardware and to install network communications equipment. A Private Cloud System Centre is also available.

### Trans European Services for Telematics between Administrations

Montenegro uses the Trans European Services for Telematics between Administrations (TESTA) network as the main cross border infrastructure to communicate digitally among the EU agencies, institutions and Member States.

## 6.3 Data Exchange

### Unified System for Electronic Data Exchange Between Registries

The system provides the possibility of data exchange between five government institutions which exchange data: the Ministry of Interior Affairs, the Ministry of Labour and Social Affairs, the Ministry of Justice, the Ministry of Education and the Tax Administration.

### Electronic Mail Service

The government manages the electronic mail service (email) for users in state bodies and management bodies. Emails are routed via the Exchange Server, which is highly integrated in the Active Directory. In addition to the primary receiving/sending feature, it includes address book sharing, calendar, antispam protection, auto backup, web-based mail, and so on.

## 6.4 eID and Trust Services

### NS-EID (National Electronic Identification System)

The Ministry of Public Administration, as a state administration authority responsible for electronic government and electronic business, initiated the implementation of an information system for electronic identification, which will be used as a "building block" by all public administration bodies. The electronic identification portal aims to provide the conditions for a secure and reliable application to the public administration information systems in one single place.

The information system allows for electronic identification, authentication and authorisation of users when using electronic services at the national level.

Electronic identification should be possible with different identifiers - i.e. domestic and foreign users - as well as using the certification services of different service providers registered in Montenegro.

The electronic identification system will be put in place when the Law on Electronic Administration will enter into force on 3 July 2020.

## 6.5 eProcurement

### Electronic Procurement System in Montenegro

Currently, the initial implementation phase of the **Electronic Public Procurement System in Montenegro** is in progress.

With the introduction of electronic procurement, the electronic means of communication in public procurement procedures will be applied in a comprehensive way, as a substitute for procedures based on paper documents.

An important segment in the development of eGovernment is the establishment of an Electronic Public Procurement System. The system is a means to improve the efficiency of the goods, services and works procurement process while achieving savings in the public sector.

eProcurement involves the introduction of electronic processes in support of the various phases of the procurement process and consists of the following modules: pre-awarding procedures (eAnnouncements, eTender documentation, eSubmission, eReview and evaluation offers, eAwarding of public procurement) and post-awarding procedures (eOrders, eInvoices and ePayments).

Parallel to the mentioned modules, eProcurement is completed with various mechanisms and tools. One of them is an eCatalogue, which implies an electronic bid form for certain types of procedures. eAuctions is a mechanism by which the eProcurement process can be completed (open, restricted, negotiated procedure with the publication of procurement notices and a competitive request for procurement).

## 6.6 ePayment

### NS-SAT (National System for Administrative Fees Payment)

The Ministry of Public Administration cooperates with the Ministry of Finance in the NS-NAT, the competent body implementing the information system for the collection of administrative fees. The NS-NAT system will enable in-person payment to state administration bodies and local self-government bodies via the card, as well as the payment of fees electronically on the electronic services web portal.

The solution supports financial transactions that involve the classification of payments within a single transaction and the mechanism of multiple authentication (multiple signature) of the transaction as well as the fee charged by the card user.

The basic goals of the system are: to enable monitoring and easy checking of all transactions related to the collection of administrative and court fees; reduce the number of abuses occurring in this part of the payment system; enable payment by electronic money, regardless of commission costs, the provider or user of the service, and so on.

In this way, the electronic payment for services provided by state authorities will be available for the first time, which is not the case now as users only have the in-person payment option. The implementation of this system will begin with the Law on Electronic Government entering into force on 3 July 2020.

## 6.7 Knowledge Management

No particular infrastructure in this field has been reported to date.



## 6.8 Cross-border platforms

### Electronic Data Exchange Protocol Between the Customs Administrations of Montenegro, the Republic of Serbia and the Republic of Albania

The Protocol establishes a minimum set of customs declarations data to be exchanged electronically between the contracting parties, specifically for exports, transit and empty road transport vehicles. The protocol has been operating successfully.

## 6.9 Base registries

### METAREGISTRAR

The Ministry of Public Administration established the Unified System for Electronic Data Exchange between registries based on a main register of registers (METAREGISTRAR). The METAREGISTRAR MPA stores the information concerning all registries and manages the data that are stored in all such registries.

### JISERP

Base registries are connected through the JISERP (unique information system for electronic data exchange) in order to exchange the data.



7

Cross-border  
Digital Public  
Administration  
Services

## 7 Cross-border Digital Public Administration Services for Citizens and Businesses

Further to the information on national digital public services provided in the previous chapters, this final chapter presents an overview of the basic cross-border public services provided to citizens and businesses in other European countries. **Your Europe** is taken as reference, as it is the EU one-stop shop which aims to simplify the life of both citizens and businesses by avoiding unnecessary inconvenience and red tape in regard to 'life and travel', as well as 'doing business' abroad. In order to do so, Your Europe offers information on basic rights under EU law, but also on how these rights are implemented in each individual country (where information has been provided by the national authorities). Free email or telephone contact with EU assistance services, to get more personalised or detailed help and advice is also available.

Please note that, in most cases, the EU rights described in Your Europe apply to all EU member countries plus Iceland, Liechtenstein and Norway, and sometimes to Switzerland. Information on Your Europe is provided by the relevant departments of the European Commission and complemented by content provided by the authorities of every country it covers. As the website consists of two sections - one for citizens and one for businesses, both managed by DG Internal Market, Industry, Entrepreneurship and SMEs (DG GROW) - below the main groups of services for each section are listed.

### 7.1 Life and Travel

For citizens, the following groups of services can be found on the website:

- **Travel** (e.g. Documents needed for travelling in Europe);
- **Work and retirement** (e.g. Unemployment and Benefits);
- **Vehicles** (e.g. Registration);
- **Residence formalities** (e.g. Elections abroad);
- **Education and youth** (e.g. Researchers);
- **Health** (e.g. Medical Treatment abroad);
- **Family** (e.g. Couples);
- **Consumers** (e.g. Shopping).

### 7.2 Doing Business

Regarding businesses, the groups of services on the website concern:

- **Running a business** (e.g. Developing a business);
- **Taxation** (e.g. Business tax);
- **Selling in the EU** (e.g. Public contracts);
- **Human Resources** (e.g. Employment contracts);
- **Product requirements** (e.g. Standards);
- **Financing and Funding** (e.g. Accounting);
- **Dealing with Customers** (e.g. Data protection).

## The Digital Public Administration Factsheets

The factsheets present an overview of the state and progress of Digital Public Administration and Interoperability within European countries.

The factsheets are published on the Joinup platform, which is a joint initiative by the Directorate General for Informatics (DG DIGIT) and the Directorate General for Communications Networks, Content & Technology (DG CONNECT). This factsheet received valuable contribution from Milica Vučinić, Directorate for e-government and cyber security, Ministry of Public Administration.



*The Digital Public Administration factsheets are prepared for the European Commission by [Wavestone](#).*

## An action supported by ISA<sup>2</sup>

ISA<sup>2</sup> is a EUR 131 million programme of the European Commission which develops digital solutions that enable interoperable cross-border and cross-sector public services, for the benefit of public administrations, businesses and citizens across the EU.

ISA<sup>2</sup> supports a wide range of activities and solutions, among which is the National Interoperability Framework Observatory (NIFO) action.

ISA<sup>2</sup> solutions can be used free of charge and are open source when related to IT.

## Contact ISA<sup>2</sup>

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