

# Action Plan for the Implementation of Public Administration Reform Strategy in the Republic of Serbia, 2015 – 2017

## INTRODUCTION

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The Action Plan for the Implementation of the Public Administration Reform Strategy in the Republic of Serbia, 2015 – 2017 operationalise the Strategy and defines measures, results and activities for the implementation of the public administration reform. Its preparation fully considered the contextual limits, in particular regarding the needs of fiscal consolidation, and the Serbian accession to the European Union. The document was prepared through a participatory approach, by the coordination at three interrelated levels. At the highest level the coordination was done by the Coordination Team (CT) consisted of deputy ministers and civil servants on positions from key ministries and public administration authorities who are the developers of the public administration reform realisation. At the expert level, the Expert Team (ET) was in charge for the preparation of the Action Plan, consisted of civil servants on positions, Deputy Prime Ministers' Assistants and the Minister of Public Administration and Local Self-Government and other experts, including the representatives of civil society. In order to ensure simultaneous work on individual parts of the AP for PAR (that is on specific objectives), ET was divided into smaller Operational Teams (OT). In the preparation of the document the support was provided also by experts of SIGMA program at the Organisation for Economic Co-operation and Development (OECD).

The methodological approach in creation of the Action Plan is focused on the results, while certain elements of the process approach (implementation) were kept. Indicators for monitoring the success of the realisation of the Action Plan are defined at the level of objectives and results. Also, for each result there is a list of main activities which realisation is necessary for achieving the results, and there are also deadlines for the realisation of those activities, in order to enable monitoring the development for achieving the results. The terms used in the AP were primarily taken from the Public Administration Reform Strategy in the Republic of Serbia.

The Action Plan includes the results and activities for the period of three years (2015-2017), while the activities of PRS realised during 2014 are presented in a special annex (Annex 1), in table form and according to the structure of measures and objectives from the Strategy. It should also be said that the activities for 2017 were presented to the extent in which there is a clear vision and possibility of their planning at the time of preparation of the AP, and therefore in 2016 there will be amendments to the AP by which the plans for 2017 will be added and revised. In this ways, the planning of the PAR will be harmonised better with the EU IPA 2 program cycle.

The creation of the AP ensures the connection with other strategic documents in various ways. First of all, in accordance with the strategic orientation of the Republic of Serbia to join the European Union and fulfil all the obligations arising from the negotiation process with the EU, the Action Plan for PAR pays a special attention to the obligations in the EU accession process. Also, two types of related strategic documents were identified and relations with them are ensured to the greatest extent possible:

- Sub-sectoral strategies (sub-strategies)
- Lateral strategies

Detailed methodology of the Action Plan was presented in the **Annex 0**, which constitutes an integral part of this Action Plan. The integral part of the AP are also the following:

- **Annex 1:**Activities of Public Administration Reform implemented in 2014;
- **Annex 2:**Coordination and Management Structure for Public Administration Reform;

- **Annex 3:**Monitoring, Reporting and Evaluation (Assessment) System for Public Administration Reform;
- **Annex 4:**Overview of the Action Plan Implementation Dynamics (Gantt Chart);
- **Annex 5:**Overview of Granted and Missing Funds for the AP Implementation;
- **Annex 6:**Assumptions and Risks in the Action Plan Implementation;
- **Annex 7:** List of Abbreviations.

## ACTION PLAN: SPECIFIC OBJECTIVE 1

<b>Overall objective:</b>				<b>Indicator (impact level)</b>			
Further improvement of work of Public Administration in accordance with principles of the European Administrative Space and provision of high quality services to citizens and business entities, as well as the creation of public administration which shall significantly contribute to the economic stability and increase of the living standard.				Government effectiveness (World Bank) – percentage rank (0-100) BV (2013): 50.24 TV (2018): 53-55 <sup>1</sup>			
<b>Specific objective 1 (section III.A of the Public Administration Reform Strategy):</b>				<b>Indicator (result level)</b>			
Improvement of organizational and functional Public Administration subsystems				The extent to which the overall structure of ministries and other bodies subordinated to central government is rational and coherent (PAP 4) <sup>2</sup> BV: to be determined in 2015. TV: to be determined in 2015.  Transparency of Government policy making (PAP 2) BV: 3,6 (Report 2014-2015) TV: 3,8 (Report 2017-2018)			
<b>Measure 1.1:</b>		<b>Implementation of organizational and functional restructuring of Public Administration until 2017 of factually based measures for rightsizing of Public Administration in terms of number and suitability of institutions, number of employees, work processes and organizational structures with the creation of strong analytical basis for these processes</b>					
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>1.1.1. Improved organizational forms, their mutual relations</b>	1. Implementation of systematic analysis of Public Administration with recommendations for system improvement <sup>3</sup>	2 <sup>nd</sup> quarter 2015	Number of bodies reporting to the Government, to the Prime Minister or to the Parliament (PAP 4)	Additional funds from the budget are not necessary	300.000 EUR (EU IPA 2012 – project Preparation of	MPALSG – sector responsible for PAR	Line ministries  World Bank (implements the

<sup>1</sup>Report for this indicator is published by the end of September for each year, with processed data for the previous year. That means that the report from 2017 with data from 2016 shall be available for evaluation of the Action plan at the beginning of 2018 (amendments of AP for 2017 shall be adopted in 2016). In order to consider overall results of implementation of AP it will be necessary to take into consideration the data for 2017 which shall be contained in the report which shall be published in September 2018.

<sup>2</sup> The abbreviation “PAP” throughout the document indicates indicators that have been taken from Public Administration Principles OECD/Sigma and European Commission. Since SIGMA shall, in cooperation with MPALSG and other bodies of state administration, conduct measuring of initial values for these indicators in early 2015, initial and target values shall be determined during 2015 and shall be entered in the revised AP which shall be adopted in 2015. The determination of baseline values will significantly depend on the availability of data and proactiveness of the Serbian institutions in collecting and submitting the data, which will be coordinated by MPALSG. To PAP indicators in this document will be assigned the same numbers of the Principles from the document Public Administration Principles to which they belong: 1 – Strategic Framework of PAR, 2 – Policy Development and Co-ordination, 3 – Public Service and HRM, 4 – Accountability, 5 – Service Delivery, 6 – Public Financial Management.

<sup>3</sup> Implementation of this activity has been initiated prior to the adoption of the AP PAR.

<b>and rationalized number of organizations and employees in the Public Administration</b>	2. Implementation of analyses of strategic expediency of selected organisations in the Public Administration system <sup>4</sup> and the preparation of recommendations for improvement	2 <sup>nd</sup> quarter 2015	<i>BV: to be determined in 2015. TV: to be determined in 2015.</i>		conditions for organizational and functional restructuring of the Public Administration system in RS)		support for salaries reform and first phase of rationalisation)
	3. Provision of support for SAB in preparation and for implementation of plans of rationalization from the program of IMF, with the goal of minimization of negative impact on PA capacity	2 <sup>nd</sup> quarter 2015 <sup>5</sup>	Number of organizations which have been discontinued, merged or whose organizational form has been changed <i>BV: 0 TV: to be determined in plans and recommendations referred to in act. 2, 3 and 4</i>				
	4. Preparation of the plan for improvement of general organisation of the public administration systems, including also definition of typology of bodies and public administration organisations, basic terms (including the term public administration) and criteria for establishment and selection of organisational form <sup>6</sup>	3 <sup>rd</sup> quarter 2015					
	5. Preparation and adoption/amendment of regulations necessary for implementation of the plan referred to in act. 2 and act. 4	2 <sup>nd</sup> quarter 2016					
	6. Abolition or merging of existing organizations in accordance with the recommendations of analysis referred to in act. 3 by adoption/amendments of relevant regulations	4 <sup>th</sup> quarter 2017					
<b>1.1.2 Conditions created for in-depth rightsizing of selected</b>	1. Adoption of the decision of the Council for Public Administration Reform (CPAR) on rightsizing process management <sup>8</sup>	2 <sup>nd</sup> quarter 2015	Percentage of recommendations from implemented Functional Review adopted by the	Additional funds from the budget are not necessary	Approximately 1.600.000 EUR (EU IPA 2014)	MPALSG - sector responsible for PAR	Line ministries  World Bank (implements EU

<sup>4</sup> Implementation of this activity has been initiated prior to the adoption of the AP PAR.

<sup>5</sup>This deadline refers to the implementation of the first rationalisation phase from the IMF program, but the rationalisation program and the need for its implementation without negative effects on public administration bodies and organisations will be implemented continuously until the achievement of desired results of the three-year fiscal consolidation.

<sup>6</sup>In the plan for improvement there will be a consideration on the need whether the bodies within the ministries should have the status of legal person, in accordance with the proposal the PARS page 15, point 3 regarding the establishment of the transparent and operational public administration system.

<b>organizational subsystems of Public Administration (implementation of functional review FR)<sup>7</sup></b>	2. Establishment of the methodology for implementation of FR Public Administration subsystems and selection of FR subsystems	2 <sup>nd</sup> quarter 2015	Council for PAR BV: 0% TV: 80%				IPA 2014 project)  CSO
	3. Preparation of teams (training) of officers for implementation of FR	2 <sup>nd</sup> quarter 2015					
	4. Implementation of FR in selected PA subsystems	2 <sup>nd</sup> quarter 2016 <sup>9</sup>					
	5. Preparation of reports with recommendations and plans of implementation <sup>10</sup>	3 <sup>rd</sup> quarter 2016					
	6. Preparation of recommendations for implementation of FR in other PA subsystems (which were not prior subject of the analysis) and adjustment of the methodology with those systems	4 <sup>th</sup> quarter 2016.					
<b>1.1.3 Realized in-depth rightsizing of certain organizational subsystems of PA<sup>11</sup></b>	1. Implementation of plans referred to in 1.1.2.5, including the preparation and adoption/amendments of relevant regulations	4 <sup>th</sup> quarter 2017 (cont. from 4 <sup>th</sup> quarter 2015)	Percentage of implemented recommendations from the report on implemented FR BV: 0% TV: 70% <sup>12</sup>	Additional funds from the budget are not necessary	Approximately 500.000 EUR (EU IPA 2014)	MPALSG - sector responsible for PAR	Line ministries <sup>13</sup>  World Bank (implements EU IPA 2014 project)
	2. Monitoring of recommendation implementation and adoption of CPAR report relating to the FR implementation	4 <sup>th</sup> quarter 2017 (cont. from 2 <sup>nd</sup> quarter 2016)					
<b>1.1.4 Created support of professional and</b>	1. Review of the best international practices in the field of communication and management of amendments in the	2 <sup>nd</sup> quarter 2015	The percentage of support of the public to the process of Public Administration	Additional funds from the budget are not	Approximately 400.000 EUR (EU IPA 2014)	MPALSG - sector responsible for	Media Relations Office

<sup>8</sup>Council for Public Administration Reform will determine the responsibilities of individual ministries for management and participation in the rightsizing process, i.e. delegation of roles and competences in management of that process.

<sup>7</sup>Selection of the sub-systems for depth functional analyses will be made in the first two quarters in 2015, having in mind the results within 1.1.1.

<sup>9</sup>Through the detailed planning of EU IPA project to support the realisation of this result will be determined a detailed dynamics for FR implementation, applying the iterative approach, in which the implementation begins during the FR.

<sup>10</sup>According to the plan in the Action Document for EU IPA 2014, these plans will, inter alia, contain measures for improvement of organisational framework and delegation of competences and activities within the sub-systems (continuation of system analysis results), organisation of work processes among and within the institutions in the sub-systems and improvement of their organisational performance, cost reduction measures by the identification of possible savings, rightsizing of labour force, human resource management, etc.

<sup>11</sup>Realisation of plans for implementation of recommendations from the reports on implemented functional analyses will be planned in details through the revision of the AP, when the results and recommendations of the FA are known.

<sup>12</sup>30% by the end of 2016; 40% by the end 2017.

<sup>13</sup>Depending on the final selection of subsystems for FR

<b>general public for the process of rightsizing of Public Administration<sup>14</sup></b>	process of PA rightsizing		<i>BV: 0% TV: &gt;50% (for measuring this indicator the public opinion survey needs to be conducted)</i>	necessary	Funds for public opinion survey shall be evaluated in 2015	PAR	Office for cooperation with civil society  World Bank (implements EU IPA 2014 project)  CSO
	2. Development of strategic approach for communication and management of changes in the PA rightsizing process	3 <sup>rd</sup> quarter 2015					
	3. Organization of workshops for managers in bodies and organizations in the Public Administration system for management of changes	3 <sup>rd</sup> quarter 2016.					
	4. Implementation of activities for raising awareness in connection with the introduction of changes arising from rightsizing	4 <sup>th</sup> quarter 2017 – cont.					
<b>1.1.5 Established framework for management of performance in PA connecting all existing elements of performance management and ensuring their upgrading<sup>15</sup></b>	1. Creation of a study on management performance in PA and initial basis for connecting all performance management elements <sup>16</sup> into a single, coherent system, including the recommendations for amendments to the legal framework	2 <sup>nd</sup> quarter 2016.	The degree to which the plan for implementation of recommendations provides a coherent connection of existing elements of effectiveness management systems and their upgrading <i>BV: no TV: yes</i>	Additional funds from the budget are not necessary	Approximately 300.000 EUR (funds were not provided)  Support of SIGMA experts	MPALSG – sector responsible for EU integrations and projects	NSPP  MF  HRMS
	2. Preparation of the plan for implementation of recommendations referred to in act. 1	3 <sup>rd</sup> quarter 2016.					
	3. Preparation, consultations and adoption of amendments of relevant regulations for improvement of the	4 <sup>th</sup> quarter 2017					

<sup>14</sup>This result should be observed as complementary to the result 4.2.4 in specific objective 4.

<sup>15</sup>This pervading result is closely related to the results 1.3.1 and 1.3.2 referring to the system of medium-term planning of operations of the Government and public policy management. Also, it is closely related to the overall special objective 3 – public funds management and public procurement management, from the perspective of program budget, financial responsibility of the manager, etc. Performance management at the organisational level constitutes the basis for quality planning, including the budget planning. Finally, this result is also related to results 2.2.3 and 2.2.4 within the specific objective 2 from the standpoint of improvement of human resources management, since the organizational focus on performance is the pre-requisite for establishment of quality work goals and measuring of performance on individual level. Strategy of Public Administration reform recognizes the importance of performance management within the specific objective 1: "Improvement of the measuring system and performance management at the Public Administration level, each organization, and at the level of employees, through the following: improvement of strategic planning and programming as conditions of solid performance management, legal determination of standards and more clear specification of obligation of bodies and organizations of Public Administration in connection with the filing of annual and specific reports to supervising authorities, improvement of manner of defining of performance indicators and determination of legal consequences of their failure to comply". Bearing in mind the complexity of this issue and the need for more careful conception of the manner for all existing elements of performance management to be fully integrated and upgraded in a coherent manner, with the exception of the study and recommendations for system improvement, more concrete actions in this area shall be planned from 2017 and shall be included by the amendment of AP in 2016.

<sup>16</sup>Organisational responsibility; public policy management – strategic planning; management of public finance and program budget; risk management and internal control; human resources management and civil servants assessment.

	performance management system - in harmony with the amendments of the said regulations planned in other parts of AP (especially of the Law on Civil Servants)						
<b>1.1.6 Established electronic registers of Public Administration bodies and organizations and employees in the system of Public Administration</b>	1. Preparation of the feasibility study for preparation of registers and the adoption of the study by the Council for Public Administration Reform	1 <sup>st</sup> quarter 2015	Percentage of the number of employees whose data is kept in the register <i>BV: -</i> <i>TV: 100%</i>	300.000 RSD (Budget of RS, 2015)	1.500.000 EUR (funds were not provided; possibility of funding under the IPA 2014, conditioned by a positive assessment of the feasibility study)	MPALSG - DEG	MPALSG (act 3 and 4)  MF and integrated authorities  HRMS  CSO
	2. Preparation of technical specifications and tender documentation for procurement of software solution for registers	1 <sup>st</sup> quarter 2016	Percentage of number of PA bodies and organisations which data are in the register <i>BV: -</i> <i>TV: 100%</i>				
	3. Preparation and definition of laws which shall govern the establishment of registries	1 <sup>st</sup> quarter 2016					
	4. Preparation and adoption of bylaws for implementation of the law (detailed regulation of keeping records, etc.)	2 <sup>nd</sup> quarter 2016					
	5. Establishment of registers with the implementation of training for entry, update and use of the data contained in registers	4 <sup>th</sup> quarter 2017					
<b>Measure 1.2:</b>	<b>Improvement of decentralization and deconcentration tasks of Public Administration by improvement of analytical and strategic framework by the end of 2017<sup>17</sup></b>						
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>1.2.1. Determined framework for political decentralisation in the Republic of Serbia</b>	1. Preparation of the situation analysis in the field of local self-government in the Republic of Serbia, covering the data on demographic movements, administration capacities, territorial organisations, system of financing and	1 <sup>st</sup> quarter 2015.	Action plan for implementation of the Strategy of decentralisation adopted by the Government <i>BV: -</i> <i>TV: yes</i>	10.000.000 RSD (Budget of RS, 2015)	18.000 EUR (Organization for Security and Co-operation in Europe act. 2.3 and 5)	MPALSG – sector responsible for local self-government	State administration institutions (through work of the working group for

<sup>17</sup>This measure includes only the results and activities priorities for the period 2015-2017 in accordance with the PAR Strategy and makes no prejudice on the content of the next AP for the period 2018-2020.

	delegation of competences and tasks at different levels of government <sup>18</sup>						preparation of the Strategy)
	2. Creation of the Study on decentralisation models in order to have a functional delegation of competences among individual levels of government in the Republic of Serbia	1 <sup>st</sup> quarter 2015					SCTM
	3. Creation of the Cost-benefit analysis of two possible decentralisation models	2 <sup>nd</sup> quarter 2015					CSO
	4. Adoption of initial basis for the preparation of the decentralisation strategy by the Public Administration Reform Council	4 <sup>th</sup> quarter 2015					
	5. Completion of listing the jobs at all levels of government in the fields which have not been listed in the first phase <sup>20</sup>	4 <sup>th</sup> quarter 2015.					
	6. Preparation, consultation and adoption of the Decentralisation Strategy	2 <sup>nd</sup> quarter 2016					
	7. Preparation, consultations and adoption of the action plan for the Decentralisation Strategy implementation <sup>21</sup>	1 <sup>st</sup> quarter 2017					
<b>1.2.2 Improved framework for provision of sustainability of</b>	1. Preparation, consultations and drafting the Proposition of the Law on financing local self-governments	4 <sup>th</sup> quarter 2015.	Number of LSU to which the support was initiated through the grant scheme and municipal packages for		3.000.000 EUR (act. 3 –grant scheme) and 180.000 EUR	MF	SCTM
	2. Implementation of the integrated	4 <sup>th</sup> quarter					MPALSG – sector

<sup>18</sup>Activities under the ordinal number 1,2,3,5 are initiated prior the adoption of the PAR AP.

<sup>19</sup>20.000 are the funds for the creation of the Strategy and the Action Plan. SCTM planned them within the project of the institutional support for SCTM provided by Switzerland (SDC).The remaind fund are used for other activities from the AP – creation of the situation analysis and list of jobs.

<sup>20</sup>Review of the area in which the list of activities in done in the first phase is given in Annex 1. Areas for which the list of activities shall be made in 2015 are the following: environment, veterinary medicine, plants, mining, energy, trade, tourism, telecommunications, education, science, technological development, traffic, infrastructure, safety, emergency, civil protection, personal status, general administration, employment, veteran issues, finances.

<sup>21</sup>It is expected that the Decentralisation Strategy and the Action plan necessary for the implementation shall determine detailed results and activities necessary for the realization of the Strategy, which shall involve amendments in the legal framework which governs the performance of work on different levels of the government. In accordance with the approach contained in this AP PAR regarding the presence of hierarchically lower strategic documents, in the revision of the Action plan for the implementation of the Strategy of Public Administration Reform in 2016, when the Action plan shall be amended by plans for 2017, shall identify several key results from the Decentralisation Strategy which shall be entered into AP for PAR and based on which the effect on PAR shall be monitored.



<b>public finances at local level</b>	analysis of employment and engagement of resources for provision of public services at local level, comparatively per LSU	2015.	property management BV:37 TV: 97		technical support (act. 3 – SCTM) both from the funds of EU IPA 2014–Exchange 5  200.000 EUR (donation by Swiss Government, act. 4)		responsible for local self-government affairs
	3. Implementation of the grant scheme for improvement of public property management at local level and the support package for improvement of public property management	4 <sup>th</sup> quarter 2017					
	4. Strengthen the capacities of LSU for development and finance management by MPALSG (act. will be closely defined during 2015 in cooperation with SCTM)	4 <sup>th</sup> quarter 2017					
<b>Measure 1.3.</b>	<b>Improvement of the system for management of public policies of the Government (planning, analysis, creation, adoption, monitoring and evaluation and coordination) by establishment of legal and institutional framework for integrated strategic management until the end of 2017 and adoption of medium-term SAB work plans aligned with strategic priorities of the Government and with the program budget</b>						
<b>Result</b>	<b>Activity</b>	<b>Deadline for implementation</b>	<b>Indicators with baseline and target value</b>	<b>Estimated additional financial resources</b>		<b>Institution responsible for implementation</b>	<b>Partners in the implementation</b>
				<b>Budget</b>	<b>Donations</b>		
<b>1.3.1 Established single system for public policies management which ensures the preparation of public policies documents which comply with the adopted standards</b>	1. Specifying of NSPP role in the public policies management and defining of Government priorities, as well as in the monitoring of implementation (amendment of relevant regulations)	4 <sup>th</sup> quarter 2015.	The share of the number of proposals of strategic documents agreed with the adopted methodologies in the total number of proposed strategic documents submitted to NSPP for opinion, on annual basis BV: 0% TV: 35%	Additional funds from the budget are not necessary	1.860.400 EUR (Project EU IPA 2011 „Reform of Policy Coordination in the Government of the Republic of Serbia – third phase“) <sup>22</sup>	NSPP	Republic Legislation Secretariat  GSG  MF (act. 1, 4)  HRMS (act. 6)  MPALSG  CSO
	2. Determination of the legal basis for adoption of the public policies management methodologies and handbooks (amendment of relevant regulations)	4 <sup>th</sup> quarter 2015.					
	3. Preparation and adoption of public policies management methodologies and preparation of the handbook	4 <sup>th</sup> quarter 2015.					
	4. Connection of public policies management with the preparation and implementation of budget	4 <sup>th</sup> quarter 2015.					

<sup>22</sup> Until now for this result was spent around 945.000 EUR, and in 2015 around 915.400 EUR will be spent.

	program(amendments to the relevant regulations) <sup>23</sup>		the total number of proposals of strategic documents, on annual basis <i>BV: 95%</i> <i>TV: 100%</i>		funding through bilateral support)		
	5. Strengthening of the National Secretariat for public policies capacities through regulatory, organizational, educational and information activities	4 <sup>th</sup> quarter 2017) (cont.)					
	6. Preparation of training programs and implementation of training of Civil servants on improvement of the public policies management system, process of preparation and implementation of the budget, and connecting with medium-term fiscal framework	(4 <sup>th</sup> quarter 2017) (cont.)					
	7. Creation of analytical capacities within the PARS and SAB for planning, creation and implementation and implementation monitoring of public policies based on evidence and relevant data.	(4 <sup>th</sup> quarter 2017) (cont.)					
<b>1.3.2. Medium term and annual planning in state administration bodies is based on Government priorities and the program budget and the implementation is being regularly monitored</b>	1. Preparation and adoption of the Action Plan for implementation of the program of the Government (pilot for 2015), which determines priority objectives of the Government <sup>24</sup>	1 <sup>st</sup> quarter 2015.	The percentage of annual implementation backlog of planned activities in the Government annual work plan (PAP2) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>	Additional funds from the budget are not necessary	10.000 EUR (act. 3, funds provided within the framework of the project "Reform of policies coordination in the Government of the Republic of Serbia - Phase III")	NSPP	GSG (act. 5 and 6)
	2. Analysis of the existing IT capacities and preparation of technical specification of integral IT solution which shall connect the planned and budget process and enable reporting on the basis of plans and execution of the budget <sup>25</sup>	1 <sup>st</sup> quarter 2015.	Completeness of financial estimates in sector strategies (PAP2) <i>BV: to be determined in 2015.</i>				EIO (act. 6)
	3. Improvement of existing SAB capacities for planning through introduction of study and analytical	3 <sup>rd</sup> quarter 2015.					580.000 EUR (act. 6 – funds
							Republic Legislation Secretariat (5)
							MPALSG

<sup>23</sup>It was planned that NSPP determine priorities in the field of finances in the preparation for the Fiscal Strategy, and that in accordance with that it is necessary to amend the Law on Budget System. Also, it is necessary that the Fiscal Strategy is integrated through other strategies. However, the consultations with the Ministry of Finance regarding the issue of connecting strategic managements with the creation and execution of the budget are ongoing.

<sup>24</sup>Implementation of this activity has been initiated prior to the adoption of the AP PAR.

<sup>25</sup>Implementation of this activity has been initiated prior to the adoption of the AP PAR.

	activities (amendment of the Regulation on principles of for internal organization and systematization of work positions in ministries, special organizations and Government services and the Law on State Administration)		<i>TV: to be determined in 2015.</i>  The extent to which reporting provides information on the outcomes achieved (PAP2) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>		were not provided – possibility of funding through bilateral development support)		CSO
	4. Review and adoption of the Action Plan for the implementation of the program of the Government for the period 2016-2018	4 <sup>th</sup> quarter 2015.					
	5. Improvement of the process of preparation and content of the Government annual work plan and the annual report on work of the Government through improvement of the existing IT system for planning process in the GSG, amendment of instructions for drafting of Government annual work plan and annual report on work of the Government and amendment of the Government rules of Procedure by including NSPP into the planning process	4 <sup>th</sup> quarter 2015.					
	6. Improvement of the IT structure which shall include the following: Action plan for implementation of the government program, PIRV <sup>26</sup> , the existing system for program budgeting and budget execution, as well as the ISDACON and NPAA <sup>27</sup>	4 <sup>th</sup> quarter 2016.					
	7. Preparation of medium-term SAB work plans aligned with the strategic priorities of the Government and the program budget	4 <sup>th</sup> quarter 2015, 2016, 2017. <sup>28</sup>					
<b>1.3.3. Increased transparency of</b>	1. Prescribing the obligation to publish the Government annual work plan and	4 <sup>th</sup> quarter 2015.	The share of number of draft laws for which there	Additional funds from the	Donation funds are not	MPALSG – sector	NSPP

<sup>26</sup> The abbreviation PIRV stands for the Application for Plan and Report on Government's work given by the General Secretariat of the Government.

<sup>27</sup> Function of monitoring of the implementation of the mentioned plans and the system for reporting are integral part of this IT system.

<sup>28</sup>This activity will be implemented at annual level in 2016 and 2017.

<b>public policies management system</b> <sup>29</sup>	annual report on work of the Government on the e-Government portal and / or the website of the Government (amendment of the relevant regulations)		was a public hearing during the process of preparation in the total number of draft laws adopted on annual basis <i>BV: 50%</i> <i>TV: 65%</i>	budget are not necessary	necessary for this result.	responsible for PAR	Republic Legislation Secretariat  GSG (act. 1)  MPALSG (act. 2 and 3)  Office for cooperation with civil society  CSO
	2. Prescribing the obligations for State Administration bodies to periodically report the Government on the implementation of regulations and public policy documents and achieved effects (amendments of the relevant regulations)	4 <sup>th</sup> quarter 2015.					
	3. The introduction of the concept of consultation with interested parties in the management of public policies (amendments of the relevant regulations)	4 <sup>th</sup> quarter 2015.					
<b>Measure 1.4:</b>	<b>Establishment of strong coordination mechanisms which shall enable the harmonious development and operation of electronic government, as well as the completion of the legal framework and procedures for development of electronic government</b> <sup>30</sup>						
<b>Result</b>	<b>Activity</b>	<b>Deadline for implementation</b>	<b>Indicators with baseline and target value</b>	<b>Estimated additional financial resources</b>		<b>Institution responsible for implementation</b>	<b>Partners in the implementation</b>
				<b>Budget</b>	<b>Donations</b>		
<b>1.4.1. Provided coordinated management of the electronic management development with implementation</b>	1. Preparation and adoption of the Strategy of development of electronic government in the Republic of Serbia and the Action Plan for Implementation of the Strategy of development of electronic government in the Republic of Serbia for the period 2015-2018 <sup>31</sup>	1 <sup>st</sup> quarter 2015.	Number of meeting of the Working Group for electronic government with subgroups at annual level <i>BV: 0</i> <i>TV: 4</i>	100.000 RSD (Budget of RS, 2015.)	26.000 EUR (funds were provided within the IPA 2011, PLAC project)	MPALSG – DEG	Ministry of Trade, Tourism and Telecommunications

<sup>29</sup>This result is relevant also from the perspective of the Specific objective 5: Increase of participation of citizens, transparency, improvement of ethical standards and responsibility in performing public administration activities.

<sup>30</sup>Measure 1.4 is in line with the goals of the Strategy of development of electronic government. The Strategy is not outlined in detailed by this AP since its realization shall be monitored primarily through the Action plan for implementation of the Strategy of development of electronic government in the Republic of Serbia, which represents the sub-strategy in the scope of Public Administration reform. Within this AP the realization of the key results of the said Strategy shall be monitored, listed herein.

<sup>31</sup>Draft Strategy is prepared and public discussion is conducted.

<b>and completion of institutional and legal framework</b>	2. Establishment of Working group for implementation of electronic government within the framework of the Council for Public Administration Reform	1 <sup>st</sup> quarter 2015.	Number of meetings of subgroups of the Working Group for electronic government at annual level <i>BV: 0</i> <i>TV: 20</i>				Republic Legislation Secretariat  CSO
<b>1.4.2. Established interoperable communication functioning between different information system services of SAB and LSU based on use of established basic electronic administration registers</b>	1. Initiation of the act. for establishment of the national infrastructure of geospatial data – creation of technical specification for the National Geo-portal	1 <sup>st</sup> quarter 2015	Number of state authorities who apply the standards of interoperability <i>BV: 4</i> <i>TV: 50</i>	24.000.000 RSD (Budget of RS, 2015.)	3.800.000 EUR (1.800.000 EUR planned through IPA 2013 project "Preparation and implementation of e- Government infrastructure" <sup>32</sup>  32.000 EUR (SIDA project „Support to Public Administration Reform in Serbia 2010 -2013 - act. 1)	MPALSG – DEG	MPALSG MI BRA Republic Geodetic Authority MF–all administrations NBS AJSRB Statistical Office of the Republic of Serbia CSO
	2. Completion of the legal frame of the electronic administration	4 <sup>th</sup> quarter 2015	The number of state administration bodies and local self-government units which use the service path <i>BV: 0</i> <i>TV: 50</i>				
	3. Improvement of the register of economic entities and other status registers of the Business Registers Agency (quality, availability, delivery, scope and content of data)	4 <sup>th</sup> quarter 2015	Number of basic registers of electronic government connected with other information systems of bodies <i>BV: 0</i> <i>TV: 4</i>				
	4. Establishment of electronic registers of citizens, including the preparation and determination of relevant bills <sup>33</sup>	4 <sup>th</sup> quarter 2015					
	5. Establishment of address register for all applications	4 <sup>th</sup> quarter 2015					
	6. Implementation of interoperability standards and protocols	4 <sup>th</sup> quarter 2016					
	7. Establishment of service path between the State Administration bodies and Local Self-Government units	4 <sup>th</sup> quarter 2016					
<b>1.4.3. New electronic</b>	1. Realization of 3 new electronic services	4 <sup>th</sup> quarter 2015	The percentage of citizens who are satisfied with the	7.000.000 RSD (Budget	Additional funds from donations	DEG – MPALSG	BRA

<sup>32</sup>Greater financial funds shall be necessary for realization of all activities in this result, and the accurate assessment is in progress.

<sup>33</sup>According to the Law on Personal Data Protection (Official Gazette of RS, No 97/2008, 104/2009 –other law, 68/2012 – decision of CC and 107/2012) all registers/records for collecting and processing of personal data must be regulated by the law (not by a bylaw).

<b>services which use basic registers are established and are being widely promoted</b>	2. Realization of 4 additional electronic services	4 <sup>th</sup> quarter 2016	services and interaction with the public administration through e-Government Portal <i>BV: 10%</i> <i>TV: 30%</i>	of RS, 2015)	are not necessary.		MF – all administrations MI Republic Geodetic Authority Local Tax Administrations of LSU
	3. Promotion of established electronic services towards state bodies and citizens and economy	4 <sup>th</sup> quarter 2017 (cont.)	Average time needed to acquire a personal identification document after submitting the application (PAP 5) <i>BV: 14 days</i> <i>TV: 5 days</i>  Number of services provided through the e-Government Portal (one-stop-shop system) (PAP 5) <i>BV: 7</i> <i>TV: 20</i>				

## ACTION PLAN: SPECIFIC OBJECTIVE 2

Specific objective 2 (section III.B of the Public Administration Reform Strategy):				Indicator (impact level)			
Establishing a coordinated public-service system based on merits and promotion of human resource management <sup>34</sup>				<p>Extent to which the policy and legal framework for professional and coherent public service is established and implemented (PAP 3)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p> <p>Extent to which the institutional set-up enables consistent HRM practices across the public service (PAP 3)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p> <p>Extent to which the remuneration system of public servants is fair and transparent and applied in practice (PAP 3)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p>			
<b>Measure 2.1:</b>		<b>Establishment of coordinated system of work relations and wages in public administration on the basis of transparency and fairness principles</b>					
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>2.1.1. Coordinated labour-legal status of employees in all areas of public administration, with the goal of strengthening of implementation of principles of de-</b>	1. Analysis of the system of responsibility and transparency of work in the system of public administration and defining of the direction of civil service systems development of in public administration, based on single principles of de-politization, professionalization, merit principle, etc.	4 <sup>th</sup> quarter 2015	The share of the number of employees in PA system to which provisions on obligation of implementation of competition refer to in relation to the total number of employees in PA <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>	Additional funds from the budget are not necessary	20.000 EUR (the funds were not provided: proposal for support submitted)	MPALSG – sector responsible for labour-legal relations and wages	Line ministries MF HRMS Republic Legislation Secretariat
	2. Development and adoption of policy papers (concept papers) for	2 <sup>nd</sup> quarter 2016					

<sup>34</sup>Logic of this specific objective is based on the dichotomy of state-civil and public-civil system. Given that work-legal relations in the state administration system are in principle established on the basis of principle of merit by the Law on Civil Servants, measure 2.2 is provided for SAB in order to establish HRM strategic function, while for the wider system of public administration (which in regard of work-legal employee status includes public services and public agencies) development of merit system basic elements (measure 2.1) and human resource management is provided (measure 2.3).

<b>politisation and professionalization, i.e. establishment of the system based on merits (merit system)</b>	establishment of a coordinated public-service system with criteria for hiring and development in accordance with the principles of transparency and competition and merit principle, and with recommendations for improvements in all areas of the PA system				SIGMA program		HCSC SCO
	3. Preparation and definition of the draft amendments to the legal framework regulating the labour-legal status of employees in state bodies, public services and public agencies in accordance with policy papers, with ongoing consultations with the public <sup>35</sup>	4 <sup>th</sup> quarter 2016.					
<b>2.1.2. Established transparent and fair system of wages in the public administration</b>	1. Preparation and drafting the Law on wages in the public administration and amendments of specific laws for implementation of laws on wages, with ongoing consultations with the public <sup>36</sup>	2 <sup>nd</sup> quarter 2015	The share of employees in public administration to which the new Law on Wages is applied in the total number of public administration employees (around 500,000 employees) <i>BV: 0%</i> <i>TV: 80%</i>	1.700.000 RSD (gross earnings of one wages analyst, Budget RS, 2015, 2016)  1.134.000 RSD (work group and public discussions, Budget RS, 2015.)	Approximately 200.000 USD (donation of the World Bank)	MPALSG – sector responsible for labour-legal relations and wages	Line ministries MF
	2. Preparation and adoption of the catalogue of work positions for all areas of the public administration system <sup>37</sup>	2 <sup>nd</sup> quarter 2015					
	3. Preparation and adoption of bylaws for enforcement of laws (regulations on coefficients, regulations on compensations of costs and other income)	4 <sup>th</sup> quarter 2015					
	4. Monitoring of implementation of the new wages system and measurement of financial effects	4 <sup>th</sup> quarter 2017 (cont.)					
<b>Measure 2.2:</b>	<b>Improvement of the function of human resource management in state administration until the end of 2017 with a strategic approach, with introduction of new tools and strengthening of the HRM capacities<sup>38</sup></b>						
<b>Result</b>	<b>Activity</b>	<b>Deadline for</b>	<b>Indicators with baseline</b>	<b>Estimated additional</b>	<b>Institution</b>	<b>Partners in the</b>	

<sup>35</sup>Labour-legal status in AP and LSGU shall be regulated by the Law on Employees in Autonomous Provinces and Local Self-Government Units

<sup>36</sup>Preparation of the draft law is ongoing.

<sup>37</sup>Preparation of the catalogue is ongoing.

<sup>38</sup>Measure referred in Section III.B.2 from the PAR Strategy is here divided into two measures, which is in accordance with the content of that Section of the Strategy which provides in-depth analysis of the problem in HRM function in the state administration system, while for other bodies and organizations in the PA system, including LSGU, the need of implementation of legal and institutional frame of professional development is considered, as well as certain aspects of HRM in LSGU (here provided by the next measure 2.3).



		Implementation	and target value	financial resources		responsible for implementation	implementation
				Budget	Donations		
<b>2.2.1 Elementary improved basic elements of HRM for prevention of further politisation of employment, attrition of the quality of personnel and in order to attract quality candidates for work in the state administration<sup>39</sup></b>	1. The analysis of deficiencies in the system of employment, evaluation, promotion and responsibility of civil servants and preparation of policy papers for the first phase of improvement of the system through amendments of the Law on Civil Servants	2 <sup>nd</sup> quarter 2015	The percentage of increase in the average number of external candidates in competitions for persons on position <i>BV: 0%</i> <i>TV: 20% (end of 2015), 50% (end of 2016)</i>	9.914.000 RSD (experts, work groups and public discussions, RS Budget 2015)	Support of SIGMA experts  25.000 EUR (funds were not provided – proposal for support submitted)	MPALSG – sector responsible for labour-legal relations and wages	HRMS
	2. Preparation and definition of amendments of the Law on Civil Servants in accordance with the analysis referred to in act. 1	2 <sup>nd</sup> quarter 2015	Percentage of assessments 4 and 5 on annual level of assessment of civil servants <i>BV: 80%</i> <i>TV: 25%</i>				MF
	3. Implementation of HRM procedures in accordance with the amended law solutions	4 <sup>th</sup> quarter 2016					
<b>2.2.2 Consolidated institutional frame for development of HRM function in the state administration</b>	1. Unification of function of creation and implementation of HRM policies through amendments of LCS referred to in 2.2.1.2 by establishing a special organisational unit within the MPALSG taking over all activities of HRMS	1 <sup>st</sup> quarter 2016 <sup>40</sup>	The extent to which HRM institutional frame provides clear lines of responsibility between the function of creation and implementation of HRM policy  <i>BV: no</i> <i>TV: yes</i>	Additional funds from the budget are not necessary	Support of SIGMA experts	MPALSG– sector responsible for labour-legal relations and wages	HRMC
	2. Amendments to the Rulebook on internal organisation and systematisation of job positions in MPALSG and taking over the employees and the material resources from the Human Resource Management Service by MPALSG	1 <sup>st</sup> quarter 2016					SAB
	3. Preparation of organizational structure unit model for HRM in SAB and description of tasks for employees in those units	3 <sup>rd</sup> quarter 2016					

<sup>39</sup>The first phase of human resource management improvement involves less intervention amendments of the Law on Civil Servants which are possible to be achieved without in-depth changes of the manner on which the HRM function is implemented in the civil service system.

<sup>40</sup>Even though the definition of the Bill on Amendments to the Law on Civil Servants is planned for 2<sup>nd</sup> quarter of 2015, for regulation and unification of HRMS and Ministry of Public Administration and Local Self-Government, a postponed implementation will be planned from 1 January 2016. With entry into force of that regulation the act on establishment of the central institution for professional development of the employed in public administration will enter into force (see results 2.3.1.), which will enable an efficient and effective transfer of all competences from HRMS to the new organisational unit within the MPALSG and the new institution for professional development.

<b>2.2.3 Established policy frame of strategic HRM and developed improved instruments for strategic HRM in the state administration</b>	1. Implementation of horizontal analysis of HRM function in public administration as the base for the second, in-depth phase of improvement of HRM in public administration <sup>41</sup>	1 <sup>st</sup> quarter 2016	Annual turnover of civil servants at the level of the central administration (PAP 3) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>	Additional funds from the budget are not necessary	800.000 EUR (funds are not provided – submitted project proposal for the period 2015-2017, for funding by the Kingdom of Sweden)	MPALSG – sector responsible for labour-legal relations and wages	HRMS SAB CSO	
	2. Development and adoption of initial bases (policy papers) for establishment of HRM strategic function with recommendations for the introduction of new instruments and establishment of policy of retention of personnel <sup>42</sup> in priority areas based on FR results referred to in act. 1	2 <sup>nd</sup> quarter 2016						Percentage of vacant positions filled by external competition in the civil service at the level of central administration (PAP 3) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>
	3. Development and proposal of systems (basic and functional) of competences for civil servants	3 <sup>rd</sup> quarter 2016						
	4. Development and proposal of HRM instruments in order to attract quality personnel into the state administration (improvement and rationalization of the employment system, development of traineeship, internship and volunteering mechanisms, etc.)	4 <sup>th</sup> quarter 2016						
	5. Development and proposal of improved instruments (institutional and for personal development) for career development in public administration for civil servants at the beginning of their career and mid-career servants and other instruments for strengthening of professionalization and continuity of administration	4 <sup>th</sup> quarter 2016						
	6. Preparation, and determination of amendments of the Law on Civil Servants by means of which new elements will be	1 <sup>st</sup> quarter 2017						

<sup>41</sup>This FR is not connected with FR provided in measure 1.1, since it refers only to separate HRM function to be analysed in the whole system of state administration, i.e. in all SAB, in order to create an analytical basis for the planning of all elements for improvement of this function, especially in terms of its realization within the SAB. Second, in-depth phase of HRM improvement involves the establishment of strategic HRM functions for the entire system of state administration:

<sup>42</sup>The staff retention policy will be harmonised with the requirements within the Negotiation Chapter 22.

	introduced in the system in accordance with policy papers (2.2.2.4) and act. 1-3, in consultations with the public						
	7. Establishment of the centre for the development of basic competencies and career development of managers and employees in priority areas within the MPALSG organizational unit dealing with HRM	2 <sup>nd</sup> quarter 2017					
	8. Creation of programs for career development of employed in priority areas of work (implementation of personnel retention policy) <sup>43</sup>	4 <sup>th</sup> quarter 2017					
	9. Implementation of transparent competition procedure for all vacancies of civil servants on position in public administration	4 <sup>th</sup> quarter 2017 (cont.)					
<b>2.2.4. Improved capacities for strategic human resource management<sup>44</sup></b>	1. Strengthening of internal communication (web platform, e-government, etc.) in the state administration and connection of all participants in strategic HRM	1 <sup>st</sup> quarter 2017	Percentage of managers and employees in HRM units in SAB which confirm that they use the new knowledge and instruments <i>BV: 0%</i> <i>TV: 75% (To be measured by means of a survey at the beginning of 2017)</i>	Additional funds from the budget are not necessary	300.000 EUR(funds are not provided – submitted project proposal for the period 2015-2017, the same as in 2.2.3.)	MPALSG – sector responsible for labour-legal relations and wages	HRMS SAB
	2. Creation of training program for managers in the state administration	4 <sup>th</sup> quarter 2017					
	3. Creation of training program for employees in human resources units in SAB	4 <sup>th</sup> quarter 2017					
<b>Measure 2.3:</b>	<b>Development and coordination of basic human resources management functions for a broader system of public administration by the end of 2017 of the sustainable system for professional development of the employees in public administration</b>						
<b>Result</b>	<b>Activity</b>	<b>Deadline for implementation</b>	<b>Indicators with baseline and target value</b>	<b>Estimated additional financial resources</b>		<b>Institution responsible for implementation</b>	<b>Partners in the implementation</b>
				<b>Budget</b>	<b>Donations</b>		

<sup>43</sup>Activities 7 and 8 will be implemented in full coordination and relation with the development of the system of professional development of the employees in public administration (measure 2.3).

<sup>44</sup>This result will be implemented in full coordination and relation with the development of the system of professional development of the employees in public administration (measure 2.3).

<b>2.3.1 Established basis of the system for general professional development of employees in bodies and organizations of public administration</b>	1. Preparation and adoption (by the Government) of the phase development plan of the central institution for professional development of employees in public administration <sup>45</sup>	2 <sup>nd</sup> quarter 2015	The percentage of fulfilment of the phase development plan of the Central Institution <i>BV: 0%</i> <i>TV: 50%</i>	Approx. 17.340.000 RSD (RS Budget, 2016, 2017, funds were not provided) <sup>46</sup>  150.000 EUR (National co-financing of IPA 2013 project, RS Budget 2016. – funds were not provided)	7.450 EUR (TAIEX, act.1)  Support of ReSPA experts (act. 1)  1.500.000 EUR (planned through EU IPA 2013 out of which the national subsidies are 150.000 EUR) <sup>47</sup> (Project support planned from the act. No. 3)	MPALSG – sector for labour-legal relations and wages	HRMS  SEIO  SCTM  CSO
	2. Preparation and determination of regulations for the establishment of a central institution, in consultation with the public <sup>48</sup>	4 <sup>th</sup> quarter 2015	The extent to which the training system of public servants is in place and applied in practice (PAP3) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>				
	3. Preparation of the proposal of organizational structure, personnel plan and internal regulation of work of central institution for professional development of employees in public administration	2 <sup>nd</sup> quarter 2016					
	4. Taking over the employees and equipment from HRMC и and personnel equipping of the Central institution	2 <sup>nd</sup> quarter 2016					
	5. Establishment of methodological approach for the realization of all stages of professional development (training needs analysis, preparation of training programs, conducting training, evaluation) with the introduction of appropriate quality standards relevant to this area	4 <sup>th</sup> quarter 2016					

<sup>45</sup>The phase development plan will be based on the proposals contained in the Strategy for professional development of civil servants and on additionally conducted analyses. It will present the scope of the activities, dynamics and resources necessary for gradual/phase establishment of the central institution and reaching the full capacity of its performance until 2020. Together with the previously created analyses, the phase development plan of the central institution will closely envisage the dynamics of expanding of its activities to new users. In the first year of operations it is expected that the circle of users will not be extended compared to the existing users of HRMS program (civil servants), while new users from the broader PA system will gradually join , in accordance with abilities of the institution capacity development. In hand with the creation of the phase development plan, the project task (TOR) will be implemented for the EU IPA 2013 project, which should include the development and operation of this institution.

<sup>46</sup>10 new employees, 9 months (in 2016), average gross salary of 82.000 dinars. Recruitment of personnel in the Central Institution in 2016 shall be conducted with appropriate savings elsewhere, and in accordance with the PA principles of optimization and fiscal consolidation.

<sup>47</sup>The project was planned for the non-allocated funds from EU IPA 2013. It was planned that the project has the value of 1.500.000 EUR and to last two years (2016-2017).

<sup>48</sup>Preparation of the draft law on central institution will go in a simultaneous and harmonised way with the amendments to the Law on Civil Servants (which is to end earlier), in order to ensure mutual compliance of these laws. These amendments will enable the central institution to take over the competences for the organisation and implementation of professional development of civil servants from HRMS, and it will also take over the employees from HRMS performing these activities.

	6. Creation of technical specifications for equipment of centres of national institutions <sup>49</sup>	4 <sup>th</sup> quarter 2016.					
	7. Development and implementation of the program for professional development of employees in staff units in SAB regarding the implementation of the new methodological approach in realisation of professional development	4 <sup>th</sup> quarter 2017					
<b>2.3.2 Established legal framework for development of Human Resource Management function in AP and LSGU</b>	1. Preparation and determination of the Bill on Employees in PA and LSGU <sup>50</sup>	1 <sup>st</sup> quarter 2015	Measure in which the normative framework for development of the function of HRM in AP and LSGU is completed <i>BV: 0</i> <i>TV: 1</i>  Number of the held regional seminars <i>BV: 0</i> <i>TV: 5</i>	Additional funds from the budget are not necessary	200.000 EUR (EU IPA 2012 - Human resources management in LSGU) <sup>51</sup>	MPALSG – sector responsible for local self-government affairs	SCTM  MF  CoE (implements the EU IPA 2012 project) LSGU
	2. Adoption of strategic document regulating the directions and activities for establishment of the system for professional development at local level – Strategy of professional development of employees in local self-government units <sup>52</sup>	1 <sup>st</sup> quarter 2015					
	3. Introducing the employees in local self-governments with the new legal framework through publications and other written materials	3 <sup>rd</sup> quarter 2015.					
	4. Implementation of informative seminars for introduction of decision makers and employees in the AP and LSGU	3 <sup>rd</sup> quarter 2015.					

<sup>49</sup>It is expected that in the first year of operation of the Central Institution shall be able to operate in the premises of the Human Resource Management Service.

<sup>50</sup>Draft Law has been prepared, and several rounds of consultation with the public and interministerial consultations have been held.

<sup>51</sup>Activities 2.3.2, 2.3.3 and 2.3.4 are realized within the same project of the EU. The project lasts for 3 years and total value is 2 million EUR. Within these three results there is a rough estimate of costs per result.

<sup>52</sup>Draft Strategy of professional development of the employees in LSGU is prepared, and consultations with the public and interministerial consultations are completed.

	5. Preparation and adoption of bylaws for the purpose of establishment of instruments for human resource management in accordance with the new legal framework <sup>53</sup>	4 <sup>th</sup> quarter 2015					
<b>2.3.3 Strengthened capacities of employees in LSGU for Human Resource Management</b>	1. Preparation and publication of local legal acts models and other documents necessary for law enforcement, consultation with SCTM network of municipal administration managers and distribution at the local level	3 <sup>rd</sup> quarter 2015	Number of LSGU included in the network, number of meetings and consultations held with the network <i>BV: 0</i> <i>TV: 120 LSGU, 1 meeting in 2015, 2 meetings in 2016 and 2 in 2017</i>	Additional funds from the budget are not necessary	800.000 EUR (EU IPA 2012 - Human resources management in LSGU)	MPALSG – sector responsible for local self-government affairs	SCTM  Council of Europe (implements the EU IPA 2012 project)  LSGU
	2. Development of unit managers network for Human Resource Management in AP and LSGU within SCTM	4 <sup>th</sup> quarter 2015					
	3. Evaluation of the existing human resources management software in LSGU and development of the concept of single electronic software for LSGU	4 <sup>th</sup> quarter 2015	Number of LSGU that adopted the necessary documents and developed appropriate procedures in accordance with the determined support packages <i>BV: 0</i> <i>TV: 20</i>				
	4. Preparation of the classical and e-learning program and implementation of seminars and e-training for employees in the human resources management units; provision of expert support	4 <sup>th</sup> quarter 2016. (cont. for expert support)					
	5. Development and implementation of municipal support packages for HRM improvement in selected municipalities (through direct support in introduction of human resource management function, development of appropriate procedures and documents and their application in practice)	3 <sup>rd</sup> quarter 2017					
	6. Dissemination of good practices examples among LSGU	4 <sup>th</sup> quarter 2017					
<b>2.3.4. Established coordinated,</b>	1. Establishment of the Council for professional development of employees	2 <sup>nd</sup> quarter 2015	Council for Professional Development formed in	800.000 RSD (RS)	1.000.000 EUR (EU IPA)	MPALSG – sector	SCTM

<sup>53</sup>Draft Law envisages the postponed implementation from 1 July 2015. Decrees planned by the Draft Law will be adopted within 45 days from the day of passing the law. The bylaws passed by the minister (mandatory elements of the program of development and conditions for accreditation) depend on the establishment of the Council for professional development, which is planned for 2nd quarter of 2015.

<b>durable and sustainable system of professional development of LSGU employees, which shall contribute to increased levels of knowledge and skills of employees necessary for achievement of fundamental postulates of modern local self-government</b>	in LSGU		accordance with the Act governing the composition and activities conducted <i>BV: No</i> <i>TV: Yes</i>  Number of implemented priority general training programs for employees in LSGU <i>BV: 0</i> <i>TV: 85 realised trainings with participation of minimum 85 LSGU</i>	Budget 2015)	2012 - Human resources management in LSGU)	responsible for local self-government affairs	Line ministries  European Integrations Office  Council of Europe (implements the EU IPA 2012 project)  LSGU
	2. Determination of the roles and responsibilities of MPALSG and other ministries regarding the management of professional development tasks in LSGU, including descriptions of jobs of the employees and their professional development	3 <sup>rd</sup> quarter 2015					
	3. Establishment of mandatory elements for professional development programs in LSGU and unique criteria in terms of requirements governing the procedure for general inter-sectorial and sectorial programs (rules for the adoption of programs, rules for the evaluation of implemented programs)	3 <sup>rd</sup> quarter 2015					
	4. Establishment of conditions to be met by entities (natural and legal entities) for the implementation of programs for professional development of employees in local self-government units and initiation of the process of periodic accreditation of those entities	4 <sup>th</sup> quarter 2015					
	5. Establishment of mechanisms for keeping the record on approved and conducted programs of general and professional development of employees in LSGU	4 <sup>th</sup> quarter 2015					
	6. Development and implementation of priority general training programs for employees in LSGU	4 <sup>th</sup> quarter 2017					

## ACTION PLAN: SPECIFIC OBJECTIVE 3

Specific objective 3 (section III.C of the Public Administration Reform Strategy):					Indicator (impact level)		
Improvement of public finances and procurement management					MTBF strength index (PAP 6) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>		
<b>Measure 3.1: Preparation of the Public Finances Reform Program</b>							
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources <sup>54</sup>		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>3.1.1. Adopted Public Finances Reform Program</b>	1. Preparation of the Public Finance Reform Program with action plan by the Ministry of Finance, based on preliminary results of the Public Revenue and Financial Responsibility Assessment and its adoption	1 <sup>st</sup> quarter 2015	Total percentage of covered findings/recommendations from the preliminary report on Assessment of public revenues and financial responsibilities in the Public finance reform program <i>BV: to be determined by the PEFA preliminary report</i> <i>TV: to be determined after the submission of the preliminary report</i>	Additional funds from the budget are not necessary	220.000 USD (World Bank)  Support of SIGMA experts	Ministry of Finance – state secretary in charge for coordination of creation of the Public Finance Reform Program	World Bank (implements the project for Public Expenses and Financial Responsibility Assessment - PEFA)  SAI  Public Procurement Office
	2. Amendment of the Public Finance Reform Program based on the final Public Revenue and Financial Responsibility Assessment Report	4 <sup>th</sup> quarter 2015					
<b>Measure 3.2: Improvement of Budget Planning and Preparation Process</b>							
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		

<sup>54</sup> Financial support is in preparation for the implementation of the measures and results in the Special Objective 3 through the Sector Budget Support in the framework of the EU IPA 2015 in the amount of approximately EUR 40 million. These assets are not recorded as additional funds since they cannot be displayed accordingly to the specific measures and results, and because of the fact that for putting these funds in the AP it is necessary to apply the full costing methodology (and not additional one) , which is currently not possible .



<b>3.2.1. Operationally and methodologically improved process of planning and preparation of the multi-annual budget program at all levels of government<sup>55</sup></b>	1. Process analysis, monitoring and control of the program budgeting and identification of improvement recommendations	1 <sup>st</sup> quarter 2016	Percentage of budget users who started using the program budget <i>BV: 100%</i> <i>TV: 100%</i>	Additional funds from the budget are not necessary	USAID Project for better operational conditions in 2015)	MF – sector responsible for budget affairs	NSPP GSG HRMC SCTM
	2. Improvement of program budgeting methodology and preparation of the new guidelines in accordance with the recommendations	2 <sup>nd</sup> quarter 2016	Percentage of compliance of program structures of budget users with the Guidelines for the preparation of the program budget <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>				
	3. Implementation of training of civil servants for improvement of the program budget	2 <sup>nd</sup> quarter 2016					
	4. Implementation of the budget cycle for 2016 in accordance with the improved methodology	4 <sup>th</sup> quarter 2016	Percentage of LSGU with ready budget for 2017 in accordance with the methodology for implementation of program budget <i>BV: 0%</i> <i>TV: 60%</i>				
	5. Development of a project proposal for establishment of a functional software for the management of public finances which connects planning, execution and control <sup>56</sup>	4 <sup>th</sup> quarter 2016					
	6. Raising the capacity of LSGU for implementation of the process of program budgeting in accordance with the methodology for program budgeting (trainings, workshops, guides, handbooks) and property management	Cont. during 2016 and 2017					
<b>3.2.2 Introduced and applied planning and implementation of capital projects on priority basis and increased</b>	1. Assessment of capital projects by budget users and defining the estimated capital projects implementation plan	3 <sup>rd</sup> quarter 2015.	The percentage of revenues incurred based on capital projects approved in accordance with the methodology for assessment of capital projects	No additional financial means needed	No additional financial means needed from donations	MF – sector responsible for budget affairs	European Integration Office NSPP
	2. Monitoring the implementation of approved capital projects and proposing measures for improvement of planning and implementation of capital projects	3 <sup>rd</sup> quarter 2016.					

<sup>55</sup>Improvement of program budget preparation in LSGU is contained in the result 3.3.4 below.

<sup>56</sup>The introduction of functional software is expected in 2017.

<b>predictability in implementation</b>	3. Selection of capital projects through drafting of the Fiscal strategy for 2016 with projections for 2017 and 2018	3 <sup>rd</sup> quarter 2016.	<i>BV: 0%</i> <i>TV: 100%</i>				
	4. Harmonization of capital projects planning and evaluation procedures financed from the budget of the Republic of Serbia, IPA funds and other sources	4 <sup>th</sup> quarter 2016.					
<b>Measure 3.3: Improvement of the Financial Management System and Control of Use of Public Resources and Internal Audit<sup>57</sup></b>							
<b>Result</b>	<b>Activity</b>	<b>Deadline for implementation</b>	<b>Indicators with baseline and target value</b>	<b>Estimated additional financial resources</b>		<b>Institution responsible for implementation</b>	<b>Partners in the implementation</b>
				<b>Budget</b>	<b>Donations</b>		
<b>3.3.1. Adopted medium-term framework for the implementation of internal financial control in the public sector</b>	1. Adoption of the new Strategy for Internal Financial Control Development in the Public Sector for the period 2015 - 2019 in consultation with the public, key budget users and the European Commission <sup>58</sup>	1 <sup>st</sup> quarter 2015.	Adopted Strategy for the Development of internal financial control in the public sector for the period 2015 - 2019 until the end of 1 quarter 2015 <i>BV: no</i> <i>TV: yes</i>		EU IPA PLAC project  Support of SIGMA experts (comments on the draft)	MF – sector responsible for internal control and internal audit (CHU)	
<b>3.3.2. Improved financial management and control system (FMC)</b>	1. Implementation of professional, administrative and institutional capacity assessment in the Ministry of Finance in order to ensure full functionality of the Internal Control and Internal Audit Sector for implementation of act. from the scope of the central unit for financial management and control harmonization	4 <sup>th</sup> quarter 2015.	Percentage of public resources users at the central level in which managers of basic/ special organizational units and administrations are on monthly basis reported / informed about the financial commitments and expenditure of funds in the corresponding part of the institution budget <i>BV: 0%</i> <i>TV: 100%</i>	100.000 EUR (nat. co-financing – Twinning Project from IPA 2013) RS Budget)	1.900.000 EUR (EU IPA 2013 Twinning Project)  Support of SIGMA experts	MF – sector responsible for internal control and internal audit (CHU)	MPALSG  HRMC
	2. Improvement of the legal framework and Regulations for financial management and control in order to improve the control environment for strengthening of managerial accountability of public funds users	4 <sup>th</sup> quarter 2016.					

<sup>57</sup>Further plans regarding the professional development of managers in public fund users shall be defined through a revision of this Action Plan in accordance with the adopted Strategy for the development of internal financial control in the public sector for the period 2015 – 2019. This measure shall have the direct impact on strengthening the managerial accountability, which will be measured and think through accordingly to the Principles of Public Administration.

<sup>58</sup>Draft strategy has been prepared.

	3. Re-allocation of administrative and logistic operations regarding the organisation of trainings on financial management and control of the Government competent for the operations of organisation of trainings and professional development	4 <sup>th</sup> quarter 2016.	Total number of irregularities reported to the budget inspection in relation to the initial value <sup>59</sup> <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>				
	4. Improvement of coordination and implementation of operational activities of harmonization of rules and regulations governing the area of financial management and control by the central harmonization unit	4 <sup>th</sup> quarter 2016.					
	5. Defining the concept of irregularities in the Regulations on financial management and control and establishment of the appropriate framework for the management of irregularities by public funds users <sup>60</sup>	4 <sup>th</sup> quarter 2016.					
<b>3.3.3. Improved capacities and functionality of the internal audit system</b>	1. Implementation of assessments of professional, administrative and institutional capacities in the Ministry of Finance in order to ensure full functionality of the Internal Control and Internal Audit Sector for implementation of act. from the scope of central unit for internal audit harmonization	4 <sup>th</sup> quarter 2015	Share of public administration organizations meeting national legal requirements for establishing and minimum staffing of internal audit units. (PAP 6) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>  Share of organizations with annual internal audit plans conforming to national legal requirements (PAP 6)		Assessed necessary additional financial funds from donations presented in the result 3.3.2	MF– sector responsible for internal control and internal audit (CHU)	HRMS
	2. Update and improvement of the legislative framework and Regulations for Internal Audit in order to improve the function of internal audit and ensure the functional independence of internal auditors	4 <sup>th</sup> quarter 2016					
	3. Reallocation of administrative and logistical tasks related to the organization	4 <sup>th</sup> quarter 2016					

<sup>59</sup>The initial value is represented by the number of reports in the year preceding the one in which in the Regulation on financial management and control the appropriate framework for the management of irregularities by the users of public funds is defined

<sup>60</sup>The term irregularity will be defined in accordance with the EU definitions of fraud and irregularity, i.e. Convention of Protection of Financial Interest of European Community from 26 July 1995, Article 19, of the Regulation of the Commission 718/2007; Article 16 of the Implementation Provision of the Commission No. 447/2014.

	of training on financial management and control in the service of the Government, which is in charge of organization of training and professional development <sup>61</sup>		<i>BV: to be determined in 2015. TV: to be determined in 2015.</i>				
	4. Improvement of coordination and implementation of operational activities harmonization of rules and regulations governing the scope of internal audit by the central harmonization unit	4 <sup>th</sup> quarter 2016					
<b>Measure 3.4: Functional improvement of budget inspection work</b>							
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>3.4.1. Provided capacities and functionality of the budget inspection</b>	1. Implementation of the evaluation of expert, administrative and institutional capacities in Ministry of Finance for ensuring full operation of the budget inspection	4 <sup>th</sup> quarter 2015.	Number of complaints on which the budget inspection acted in relation to the initial value <i>BV: to be determined in 2015. TV: to be determined in 2015.</i>	Funds necessary for strengthening of capacities of the budget inspection will be assessed by the end of 2015.	Support of SIGMA experts	MF – unit for budget inspection affairs	
	2. Revision of legislative framework for budget inspection work in order to enable functionality in work in accordance with the defined financial inspection responsibilities compatible with the concept of internal financial control in public sector	4 <sup>th</sup> quarter 2015.					
	3. Strengthening of capacities of the budget inspection in accordance with the assessment in act. 1	4 <sup>th</sup> quarter 2017.					
<b>Measure 3.5: Improvement of the public procurement system</b>							
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>3.5.1. Operationally and methodologically improved public</b>	1. Improvement of the Public Procurement Portal functionality	3 <sup>rd</sup> quarter 2015.	Number of visits to the portal in relation to the initial value <i>BV:1000000</i>	2.500.000 RSD (RS Budget, 2015.)	50.000 EUR (EU IPA 2013) <sup>62</sup>	Public Procurement Office	Republic Commission for Protection of Rights in Public
	2. Preparation and determination of the Bill on Amendments to the Law on Public	4 <sup>th</sup> quarter 2015					

<sup>61</sup> Reallocation of operations will refer to programs of trainings for certification of internal auditors in public sector.

<sup>62</sup>Total value of EU IPA 2013 is 2,5 million EUR, with participation/co-financing by RS of 250,000 EUR, and the estimate is that 2,5 million RSD plus 50.000 EUR shall be necessary for result 3.5.1

<b>procurement system</b>	Procurement, in consultation with the public		<i>TV: 1250000</i>				Procurement Procedures
	3. Improvement of the training level of officials and decision-makers in public procurement procedures	4 <sup>th</sup> quarter 2016	Number of certified officials for public procurement in relation to the initial value <i>BV:1810</i> <i>TV:2300</i>				Administration for Joint Services of the Republic Bodies (act. 7)
	4. Adoption of the assessed value determination methodology and Methodological guidelines for implementation of the "Life cycle product cost" concept	4 <sup>th</sup> quarter 2016					Republic Fund for Health Insurance (act. 7)
	5. Analysis of technical solutions and options implemented or developed in EU Member States in the area of e-procurement (e-tender, e-auction, e-dynamic procurement system, e-catalogues, etc.) <sup>63</sup>	4 <sup>th</sup> quarter 2016					State Audit Institution
	6. Adoption of the public procurement justification and appropriateness assessment methodology	4 <sup>th</sup> quarter 2016					
	7. Improvement of centralized public procurement system	4 <sup>th</sup> quarter 2016					
	8. Improvement of software for planning the procurement and quarter reporting	4 <sup>th</sup> quarter 2016					
	9. Training for the police and prosecutors in the field of public procurement	(4 <sup>th</sup> quarter 2016– cont.)					

<sup>63</sup>Other activities provided by the Strategy for Public Administration Reform (establishment of standardized forms of procurement services organization, the introduction of the appropriate level of certification in the public procurement system, the establishment of an effective monitoring and control mechanism over the contracting and execution of contracts for public procurements in each phase) shall be included in the forthcoming Action Plan given that in the preparation of this AP it is estimated that their implementation would not be possible until the end of 2016.

## ACTION PLAN: SPECIFIC OBJECTIVE 4

Specific objective 4 (section III.D of the Public Administration Reform Strategy):				Indicator (impact level)			
Increase of legal security and improvement of the business environment and the quality of public services provision				<p>Extent to which citizen-oriented policy for service delivery is in place and applied. (PAP 5)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p> <p>Extent to which the legal framework for good administration is in place and applied. (PAP 5)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p> <p>Extent to which policy development process makes the best use of analytical tools. (PAP 2)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p>			
<b>Measure 4.1:</b>		<b>Improvement of the legislative process as a part of a wider system of Government public policies management<sup>64</sup></b>					
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>4.1.1. Improved and transparent process of development and implementation of regulations in a manner that</b>	1. Prescribing the manner of education, function and responsibility of work groups for drafting of regulations (amendments to the Regulation on Principles for Internal Organisation and Systematisation of Job Positions)	2 <sup>nd</sup> quarter 2015	Share of draft laws harmonized with the adopted methodology for regulation impact analysis in the total number of draft laws submitted for opinion to NSPP for which it is necessary to perform the	Additional funds from the budget are not necessary	40.000 EUR (GIZ project Legal Reform in RS) <sup>66</sup>	NSPP	MSALGS (act. 1)  Republic Legislation Secretariat GSG  MF
	2. Preparation and adoption of the strategic document of the Government in connection with the legislation process <sup>67</sup>	3 <sup>rd</sup> quarter 2015					

<sup>64</sup>This measure is seen as an integral part of development of the public policies management system covered by the specific objective 1. However, since the Public Administration Reform Strategy in RS also recognized the importance of improvement of the legislative process for improvement of the legal security and business environment, measure 4.1 and result of 4.1.1 are presented in the framework of the specific objective 4. Also, it was not further elaborated in this Action Plan since its implementation shall be monitored through the Action Plan for the implementation of the Regulatory Reform Strategy in the Republic of Serbia for the period 2015-2017, which represents a sub-strategy within the public administration reform.

<sup>66</sup>These funds are provided for activities under number 1, 3 and 5.

<sup>67</sup>Realisation of this activity was initiated prior to adoption of the PAR AP

<b>ensures inter-sector coordination, participation of interested public, and assessment of potential effects, implementation monitoring, evaluation and reporting on the regulation implementation</b>	(Regulatory Reform Strategy in RS for the period 2015-2017 and action plan for implementation of the Strategy)		effects analysis, on annual level <i>BV: 53%</i> <i>TV: 65%</i>				HRMS (act. 5)
	3. Methodological improvement of the system of analysis of effect of regulations and analysis of effects of public policies documents	1 <sup>st</sup> quarter 2016	The share of the number of proposals of strategic documents harmonized with the adopted methodology for analysis of effects of documents of policy policies in the total number of proposals of strategic documents submitted for the opinion to NSPP, on annual level <i>BV: 0%<sup>65</sup></i> <i>TV: 30%</i>				CSO
	4. Methodological introduction of system of analysis of effect of regulations and public policies documents on the budget	2 <sup>nd</sup> quarter 2016					
	5. Preparation of the training program and implementation of civil servants training on the subject of analysis of effects of regulations and public policies documents, and the legislative process	2 <sup>nd</sup> quarter 2015 - preparation (4 <sup>th</sup> quarter 2017 - realisation)					
<b>Measure 4.2.</b>	<b>Improvement of administrative procedures and provision of conduct of state administration bodies and bodies and organizations of public administration in deciding on rights, obligations and legal interests of citizens and other entities in accordance with principles of good governance</b>						
<b>Result</b>	<b>Activity</b>	<b>Deadline for implementation</b>	<b>Indicators with baseline and target value</b>	<b>Estimated additional financial resources</b>		<b>Institution responsible for implementation</b>	<b>Partners in the implementation</b>
				<b>Budget</b>	<b>Donations</b>		
<b>4.2.1. Improved and harmonized the legal framework in administrative conduct of state or public administration bodies at all levels of government</b>	1. Drafting and adoption of the Preposition of the Law on General Administrative Procedure <sup>68</sup>	3 <sup>rd</sup> quarter 2015	Extent to which the legal framework for good administration is in place and applied (PAP 5) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>	2.650.000 RSD	Support of SIGMA experts	MPALSG–sector responsible for normative affairs	GSG
	2. Preparation and adoption of bylaws for implementation of the Law <sup>69</sup>	3 <sup>rd</sup> quarter 2016					NSPP
	3. Preparation of the proposal of amendments to the law regulating special legal procedures for harmonisation with the Law on General Administrative Procedure	4 <sup>th</sup> quarter 2017					Line ministries (act. 3) CSO

<sup>65</sup>Baseline has been set as 0% due to lack of existing methodologies.

<sup>68</sup>Draft Law on General Administrative Procedure is in preparation.

<sup>69</sup>It is expected that the Law on General Administrative Procedure will be passed with a postponed implementation, which enables timely adoption of bylaws until the beginning of its implementation.

<b>4.2.2. Increased use of modern information technologies in administrative procedure management</b>	1. Providing conditions for electronic communication with state administration bodies in the administrative procedure implementation	4 <sup>th</sup> quarter 2016	The percentage of the state administration bodies in which conditions for electronic communication with clients in administrative procedure are provided <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015</i>	Additional funds from the budget are not necessary	500.000 EUR (funds were not provided)	MPALSG – DEG	SAB
	2. Technical equipping of the state administration bodies and training of employees to work with the new information technologies	2 <sup>nd</sup> quarter 2017					
<b>4.2.3. Provided organizational and personnel prerequisites for implementation of the Law on General Administrative Procedure</b>	1. The introduction of the Administrative Procedure (LAP) as a mandatory part of the State Exam and preparation of additional material for the State Exams' Handbook <sup>70</sup>	1 <sup>st</sup> quarter 2016	Percentage of implementation of training programs for administrative inspectors for supervision over the implementation of LAP <i>BV: 0%</i> <i>TV: 50%</i>  Percentage of implementation of the program for professional development for implementation of LAP <i>BV: 0%</i> <i>TV: 30%</i>	Additional funds from the budget are not necessary	300.000 EUR (funds are not provided)	MPALSG – sector responsible for state administration affairs	HRMC  CSO
	2. Strengthening of organizational unit for monitoring the implementation of LAP with appropriate human and technical capacities	4 <sup>th</sup> quarter 2016					
	3. Preparation and implementation of the training program for employees in the organizational monitoring unit	2 <sup>nd</sup> quarter 2016. - preparation (4 <sup>th</sup> quarter 2016. – implementat.)					
	4. Preparation and implementation of program for professional training of civil servants and other employees in the public administration for implementation of LAP	2 <sup>nd</sup> quarter 2016. - preparation 4 <sup>th</sup> quarter 2017 – implementat.)					
<b>4.2.4. Public administration applies the principles of good governance in its work, and in</b>	1. Improvement of internal organisation and procedures within the MPALSG for the establishment and implementation of the function of amendments management in PA	3 <sup>rd</sup> quarter 2015	Number of state administration bodies which have established procedures for solving the complaints of citizens in accordance with the recommendation of the	Additional funds from the budget are not necessary <sup>72</sup>	600.000 EUR (funds not provided)  116.400 EUR (act. 2 – Norwegian	MPALSG – sector for public administration reform affairs	GSG (act. 3)  HRMS  Line ministries and other state
	2. SAB improved and established internal procedures from the aspect of efficient	4 <sup>th</sup> quarter 2015					

<sup>70</sup>When the amendments to the Program of State Licence Examination are planned and the creation of the new Handbook for taking the examination, it will be considered the option for the Program of taking the examination to include the issues of personal data protection, in accordance with the initiative of the Commissioner for Information of Public Interest and Personal Data Protection, having in mind the low level of the implementation of the Law on Personal Data Protection in real life.

<sup>72</sup>Activity 5.1.2.5 will be related to the result to the extent in which obligations of the realisation of NACS allow, and the planned budget funds will be used also for the realisation of this result.



<b>particular provides a response to the needs of citizens in planning and implementation of public</b> <sup>71</sup>	operations and decision making on rights, responsibilities and legal interests of citizens, including also the solutions of complaints of the citizens and records on complaints of citizens, <sup>73</sup> in accordance with recommendations by Ombudsman		Ombudsman <i>BV: to be determined in 2015.</i> <i>TV:: to be determined in 2015.</i>		bilateral donation, project „ Results for changes: Strengthening of MPALSG for changes in public administration in Serbia“		administration bodies
	3. SAB and GSG establish organisational structure for relations with the Ombudsman and Commissioner for Protection of Equality (monitoring the procedures based on recommendations, preparation of reports, etc.)	4 <sup>th</sup> quarter 2015	Number of civil servants who successfully passed the program of professional development dealing with the issues of the good administration principle <i>BV: to be determined in 2015</i> <i>TV: to be determined in 2015</i>				
	4. Promotion of the Good Governance Codex in SAB, and public administration organisations	1 <sup>st</sup> quarter 2016					
	5. Strengthening of two-direction communication channels between citizens and public administration:  - feedback and reactions of the citizens through web sites and other means; - introduction of regular research of citizens attitude on public services; - introduction of obligation of taking into consideration of research results when adopting strategic and operational SAB plans <sup>74</sup>	1 <sup>st</sup> quarter 2016					
	6. The introduction the Code of Good Governance and issues within the competence of the Commissioner for Protection of Equality into the state examination program and amendment of the state exam Handbook	1 <sup>st</sup> quarter 2016					

<sup>71</sup>This result is relevant from the standpoint of the specific objectives 1 (measure relating to the public policies management) and 5 (measure relating to the involvement of citizens in policy-making), but it is presented in this part because of the effort to highlight the particular importance of improvement of actions of public administration bodies in dealing with citizens, which contributes to the improvement of the quality of public services. Activities in it relate primarily to government authority bodies in the period until the end of 2016, since it is necessary to establish these procedures and systems primarily in the central state administration, after which possibilities of enlargement of these practices and the broader system of public administration would be analysed, as well as the ability of stimulation and monitoring of the implementation of those activities in bodies and organizations of wider public authority by the Government.

<sup>73</sup>In case if such a record includes the collection and processing of personal data, it would be necessary to regulate them by the law.

<sup>74</sup>Preparation of the project for close definition of this activity is ongoing.

	7. Preparation of the modality analysis for extension of established practices in the state administration regarding acting according to recommendations of the Ombudsman and the implementation of the Code of Good Governance to the wider public administration system and monitoring of their implementation	4 <sup>th</sup> quarter 2016					
	8. Preparation and implementation of training programs of employees in the Civil Service on Code of Good Governance, particularly horizontal incorporation into the content of training which are a part of the general program of professional development	2 <sup>nd</sup> quarter 2016. - preparation (4 <sup>th</sup> quarter 2017. – implementat.)					
<b>Measure 4.3:</b>	<b>Reform of the inspection supervision and ensuring better public interest protection, with reducing administrative costs of inspection supervision and increase of legal security of subjects of the inspection supervision</b>						
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>4.3.1 Established a new single legal framework for inspection supervision, presented to the public</b>	1. Preparation and definition of the Bill on Inspection Supervision <sup>75</sup>	1 <sup>st</sup> quarter 2015.	Number of informed and trained participants <i>BV: 0</i> <i>TV: 1500</i>	Additional funds from the budget are not necessary	199,390 EUR (USAID Business Enabling Project)	MPALSG – sector responsible for inspection	Ministries which have as integral part inspections (act. 4 and 5)  Business associations and regional chambers of commerce
	2. preparation and adoption of bylaws for implementation of the Law on Inspection Supervision	2 <sup>nd</sup> quarter 2015.					
	3. Preparation of Guidelines for implementation of the Law on Inspection Supervision	3 <sup>rd</sup> quarter 2015.					
	4. Information, counselling and training of the business subjects, citizens, professional and general public on the Law and its implementation and reform of inspection supervision	4 <sup>th</sup> quarter 2015					
	5. Alignment of specific laws with provisions of the Law on Inspection Supervision	3 <sup>rd</sup> quarter 2016					

<sup>75</sup>Draft Law is prepared and public discussion held.

<b>4.3.2 Provided coordination of the work of all inspections</b>	1. Establishment of the Coordination Commission in accordance with the Law on Inspection Supervision	2 <sup>nd</sup> quarter 2015	Number of inspection services present in the Coordination Commission: <sup>76</sup> BV: 0 TV: 37	113.500.000 RSD (RS Budget, 2015-2016)	USAID Project for better business (budgeted within 4.3.1)	MPALSG – sector responsible for inspection	Relevant ministries  NSPP  DEG - MPALSG (act. 4)  Ombudsman
	2. Analysis of the inspections' business processes	4 <sup>th</sup> quarter 2015					
	3. Giving the support to the Coordination Commission work and functioning	4 <sup>th</sup> quarter 2017 (cont.)	Number of inspection services using the system of a single inspection control BV: 0 TV: 13				
	4. Establishment and maintenance of a single information system (e-inspector) for pilot inspections <sup>77</sup>	4 <sup>th</sup> quarter 2017 (cont.)					
	5. Monitoring the implementation of obligations arising from the Law for republic inspections and other state organs, ex-post analysis and taking measures for application improvement and implementation of training for employees in relevant ministries who perform these tasks	4 <sup>th</sup> quarter 2017 (cont.)					
<b>4.3.3 Increased capacities of inspection services for implementation of the new inspection supervision system</b>	1. Formation of Commissions for implementation of exams for inspectors	1. квартал 2016.	Number of Inspectors who passed the certification exam BV: 0 TV: 660 (2015.); 1700 (2016.)	17.500.000 RSD (RS Budget 2016)		MPALSGC – sector responsible for inspections	MPALSG  MPALSG – DEG (act. 7)  HRMS  For realisation of activities are competent line ministries and authorised bodies
	2. Conducting the exams for inspectors	4 <sup>th</sup> quarter 2016. (from 2 <sup>nd</sup> quarter 2016)					
	3. Analysis of needs and resources (status diagnosis) for ensuring technical and communication infrastructure and equipment for some inspections bodies	4 <sup>th</sup> quarter 2016					
	4. Providing the technical and communication infrastructure and conditions for the work of inspections bodies (continuous)	4 <sup>th</sup> quarter 2017 (cont.)					
	5. Preparation of guidelines, methodological and instructional materials and documents for specific areas of inspection control	4 <sup>th</sup> quarter 2017 (cont.)					

<sup>76</sup>In the first next revision of the Action Plan, and after the adoption of the Law on Inspection Control and establishment of the Coordination Commission, better directed indicators for this result will be defined.

<sup>77</sup>In 2017 establishment of the system for other inspections will continue. Collection and processing of personal data for the needs of information system are regulated by the Draft Law on Inspection Control, and a subsidiary implementation of the Law on Personal Data Protection is planned.

	6. Preparing and implementation of regular training and other forms of professional development for inspectors and younger inspection personnel - mentoring and examination on regular basis	4 <sup>th</sup> quarter 2017 (cont.)					
	7. Development and implementation of an e-learning application, guidelines and trainings (training of trainers)	4 <sup>th</sup> quarter 2017					
	8. Introduction and implementation of international standards for inspection and restructuring of some inspections	4 <sup>th</sup> quarter 2017					
<b>Measure 4.4</b>	<b>Introduction and promotion of mechanisms which ensure the public service quality<sup>78</sup></b>						
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>4.4.1 Conditions created for the establishment of the system for public service quality management in public administration</b>	1. Survey on satisfaction, requirements and expectations with regard to public services quality (key interested parties: citizens, civil society, economy, employed in public administration)	2 <sup>nd</sup> quarter 2016	Extent to which the recommendations for creation of the public service quality management system reflect the Public Administration Principles <i>BV: -</i> <i>TV: to be determined based on methodology for indicator measurement</i>	Additional funds from the budget are not	Approximately 600.000 EUR (funds not provided)	MPALSG – sector responsible for European integration and projects	NSPP SAB
	2. Analysis of shortcomings in the field of public services quality management and preparation of recommendations for system creation, in accordance with the Public Administration Principles	4 <sup>th</sup> quarter 2016					
	3. Gradual introduction of the public services quality management systems <sup>79</sup>	4 <sup>th</sup> quarter 2017					

<sup>78</sup>This measure is not explicitly recognized by the Public Administration Reform Strategy, but is implicitly part of the Strategy, and here is specifically defined as it represents a significant part of the plans and priorities MPALSG, and an integral part of the Public Administration Principle (Providing Public Services – Principle 3)

<sup>79</sup>Activities will be closely planned with amendments to the AP 2016, in accordance with the activities from the result 4.2.4, related to this result.

## ACTION PLAN: SPECIFIC OBJECTIVE 5

Specific objective 5 (section III.E of the Public Administration Reform Strategy):				Indicator (impact level)			
Increase of citizen participation <sup>80</sup> , transparency, improvement of ethical standards <sup>81</sup> and responsibilities in performance of public administration activities				<p>Extent to which the integrity and anti-corruption system of the public service is in place and applied in practice. (PAP 3)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p> <p>Transparency of Government policy making (PAP 2)  <i>BV: 3,6 (Report 2014-2015)</i>  <i>TV: 3,8 (Report 2017-2018)</i></p> <p>Extent to which the mechanisms are in place to provide effective checks and balances, and controls over public organizations. (PAP 4)  <i>BV: to be determined in 2015.</i>  <i>TV: to be determined in 2015.</i></p>			
Measure 5.1:		Improvement of conditions for participation of public in work of public administration with increase of availability of information on work of public administration and public finances <sup>82</sup>					
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
5.1.1 All information on work of public administration (number of employees, finances, act.) are available on the Internet and presented in	1. Analysis of state of web presentations of SAB and LSGU, according to the Guidelines for preparation of web presentations	3 <sup>rd</sup> quarter 2015	Percentage increase in the number of SAB and LSGU which have harmonized their internet presentations with the Guidelines for development of web presentations <i>BV: to be determined in 2015.</i>	Additional funds from the budget are not necessary	Additional funds from donations are not necessary	M PALSG – sector responsible for state administration affairs	Commissioner for Information of Public Importance  MF (act. 3)  GSG  CSO
	2. Preparation and determination of proposals of amendments to the Law on Free Access to Information of Public Interest raising the level of the proactive publication and updating of the information available to the public	4 <sup>th</sup> quarter 2015					

<sup>80</sup>Participation of citizens entered as a part of formulation of Special Objective on the proposal of the civil society organisations which were included in the AP PAR creation process.

<sup>81</sup>National Anti-Corruption Strategy in the Republic of Serbia for the period from 2013 to 2018 uses the concept of integrity, but it refers to the need to adopt codes of ethics. The two terms are considered to be complementary in the public administration reform.

<sup>82</sup> Measure 1.3 within the Specific Objective 1 is also relevant from the perspective of ensuring the participation of citizens, transparency, improvement of ethical standards and responsibility in performing the operations of public administration. Also, the majority of those results and activities is the part of the Action Plan for fulfilment of the Open Government Partnership and further on Serbian participation and priorities within the Partnership will be planned and realised in coordination with the PAR AP.

<b>standardized form</b>	3. Public publication of civil budget <sup>83</sup> of the Republic of Serbia and local self-governments and reports on execution of the budget which the minister, that is, local self-government unit body competent for finances, submits at least twice a year to the Government, that is, competent local self-government unit body, for consideration and adoption and submits them to the National Assembly, that is, Assembly of local self-government (AP OGP)	2 <sup>nd</sup> quarter 2016.	<i>TV: 50%</i>  Reduction of the number of complaints filed to the Commissioner for Information of Public Importance <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>				LSU
<b>5.1.2. CSO and citizens involved in the process of creation, implementation and monitoring of public policies at national and local level</b>	1. Signing of the Additional Protocol with the Charter which guarantees the participation of citizens in local self-government tasks (AP OGP)	2 <sup>nd</sup> quarter 2015.	Extent to which public consultation is used in developing policies and legislation.(PAP 2) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>	48.900 EUR (RS Budget, 2015 for act. 3 – in accordance with NAP C.23)	130.000 EUR (act. 2, EUIPA2011-2013 CFS, USAID)	MPALSG – sector responsible for international cooperation	Office for Cooperation with civil society  Republic Legislation Secretariat  SCTM  CSO
	2. Preparation, consultation and adoption of the Strategy for creation of incentive environment for civil society development in Serbia for the period 2015 - 2019 and the Action Plan for its implementation (AP OGP)	3 <sup>rd</sup> quarter 2015					
	3. Preparation, consultation and determination of Proposal of amendments to the Law on Public Administration in the part relating to the transparency and cooperation with CSO and other relevant regulations in order to coordinate cooperation standards of SAB with civil society with standards of the Council of Europe and with the UN Convention against corruption (in accordance with the previously conducted analysis of deficiencies)	4 <sup>th</sup> quarter 2015					
	4. Preparation and adoption of the bylaw which details the manner of cooperation of	4 <sup>th</sup> quarter 2015					

<sup>83</sup>City budget in simple words explains in which manner and for which purposes the public resources are used to satisfy the needs of citizens. City budget as a simple presentation of state budget or municipality/city aims to contribute to the information of citizens and increase in participation of citizens in definition of priorities, as in planning, allocation and use of budget resources.

	state administration and associations and other CSO <sup>84</sup>						
	5. Conducting of the awareness campaign for the public on mechanisms of participation in the process of adopting regulations at all levels (obligation in accordance with the APNACS)	(4 <sup>th</sup> quarter 2015)					
	6. Completion of the legal and institutional framework for cooperation between SAB and CSO in accordance with the AP Strategy referred to in act.2	4 <sup>th</sup> quarter 2017					
<b>Measure 5.2:</b>	<b>Strengthening of integrity and ethical standards of employees in public administration and reducing corruption through strengthening of prevention mechanisms</b>						
<b>Result</b>	<b>Activity</b>	<b>Deadline for implementation</b>	<b>Indicators with baseline and target value</b>	<b>Estimated additional financial resources</b>		<b>Institution responsible for implementation</b>	<b>Partners in the implementation</b>
				<b>Budget</b>	<b>Donations</b>		
<b>5.2.1 Improved mechanisms for ensuring of ethical standards and integrity of employees in public administration</b>	1. Implementation of feasibility study on legal framework regulation for prevention of conflict of interests in public administration	4 <sup>th</sup> quarter 2015	Number of public servants who have been criminally convicted of corruption crimes (PAP3) <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015.</i>	Additional funds from the budget are not necessary	EU IPA 2013 Prevention and Fight Against Corruption (act. 1; there is no assessment of the amount of individual act.) <sup>86</sup>	MPALSG – sector responsible for labour-legal relations and wages	Ministry of Justice (act. 1 and 5)  BCC (act. 3, 4)  SAB  ACA (act. 6 and 7)  SCTM  HRMC  SAB
	2. Preparation of quality analysis and application of existing codes of conduct of civil servants and codes of conduct of employees in LSGU, comparison with examples of good European practices, with recommendations for improvement	2 <sup>nd</sup> quarter 2016					
	3. Harmonization of Code of Conduct of civil servants and Code of Conduct of employees in LSGU with analysis recommendations	4 <sup>th</sup> quarter 2016	Number of disciplinary proceedings initiated in connection with the violation of ethical and integrity standards in SAB <i>BV: to be determined in 2015.</i> <i>TV: to be determined in 2015 for 2015 and 2016</i>				
	4. Proscription of obligation for regular reporting of the Government on compliance and enforcement of the Code of Conduct for civil servants	4 <sup>th</sup> quarter 2016. <sup>87</sup>					
	5. Legal regulation of prevention of conflicts of interest of employees in public	(4 <sup>th</sup> quarter 2016)					
					100.000 EUR (act. 2-3, funds not provided)		
					5.290.000 RSD		

<sup>84</sup> Activities 3 and 4 are closely related with the activity 1.3.3.3 which refers to the improvement of the consultative process in the process of public policy creation.

<sup>86</sup> Total value of the project "Prevention and Fighting Against Corruption" from EU IPA 2013 is 4.000.000 EUR.

<sup>87</sup>Reporting shall be done on annual level.

	administration based on the results of the feasibility study <sup>88</sup>		Percentage of PA bodies and organizations which adopted integrity plans in accordance with the dynamics and guidelines prescribed by ACA <i>BV: 57,2%<sup>85</sup></i> <i>TV: 70%</i>		(Norwegian donation „Support to strengthening of mechanisms of prevention of corruption and institutional development, ACA“, act.6)		
	6. Preparation and adoption of plans of integrity in bodies and PA organizations PA in accordance with the guidelines and dynamics prescribed by ACA	In accordance with the dynamics prescribed by ACA					
	7. Monitoring the implementation of integrity plans based on reports	4 <sup>th</sup> quarter 2017					
<b>5.2.2. Improved effectiveness of the system for protection of whistle-blowers (people who report suspicions on corruption) in public administration</b> <sup>89</sup>	1. Provision of technical conditions for effective implementation of the Law on Protection of Whistle-blowers	(4 <sup>th</sup> quarter 2015.)	Number of reports of the ministry responsible for judicial on proceedings of courts on cases related to the whistle-blowers <sup>90</sup> <i>BV: 0</i> <i>TV: 1</i>	Additional funds from the budget are not necessary	IPA 2013 Prevention of and Fight against Corruption (There is no estimate for individual act.)	Ministry of Justice – Group for coordination of implementation of the National Strategy for Fighting against Corruption	HRMC
	2. Determination and implementation of training programs for implementations of the Law on Protection of Whistle-blowers for employees in PA	2 <sup>nd</sup> quarter 2016					
	3. Implementation of a campaign in order to raise awareness on the importance of warning and use of channels for reporting illegal action	2 <sup>nd</sup> quarter 2016					
	4. Monitoring the implementation of the Law on Protection of Whistle-blowers through the preparation of annual report of the ministry responsible for judicial affairs made based on periodic reports of competent institutions on cases of procedures in connection with the warnings	4 <sup>th</sup> quarter 2017		Additional funds from the budget are not necessary			

<sup>88</sup>Monitoring of implementation of legal provisions on prevention of conflict of interests of employees in public administration (AP C.23, 2.2.3.6), as well as the preparation and implementation of professional development program of employees in public administration regarding issues of prevention of conflict of interests (AP C.23, 2.2.3.7) shall be included in the amendment AP PAR in 2015 when plans for 2017 shall be included.

<sup>85</sup>The total number of institutions within the system of state administration and local self-government, which are obligated to create PI, according to the Law on ACA, is 281.

<sup>89</sup>Law on Protection of Whistle-blowers was adopted in November 2014, with postponed application from 5 June 2015. In the period of the beginning of the application of the Law, the activities for raising capacities are in progress – in particular judges – for its application.

<sup>90</sup>Since the implementation of the Law on Protection of Whistle-blowers postponed until 5 June 2015, it is not possible at this moment to predict the quantitative indicator that would be a good point to the effectiveness of the law application, this indicator shall be defined and added additionally.



Measure 5.3: Strengthening of mechanisms of external and internal public administration control <sup>91</sup>							
Result	Activity	Deadline for implementation	Indicators with baseline and target value	Estimated additional financial resources		Institution responsible for implementation	Partners in the implementation
				Budget	Donations		
<b>5.3.1 Improved legal framework and work conditions in state bodies performing external administration control<sup>92</sup></b>	1. Preparation, consultations and determination of Proposal of amendments to the Law on Ombudsman in accordance with the Ruling of the National Assembly from 2014. <sup>93</sup>	3 <sup>rd</sup> quarter 2015	Number of regular six-months reports submitted to the National Assembly <i>TV: to be determined in 2015</i>	Additional funds from the budget are not necessary	Additional donations funds from the budget are not necessary	MPALSG–sector responsible for normative affairs	GSG
	2. Securing the premises for accommodation of Ombudsman (adoption of the relevant act by the Government)	3 <sup>rd</sup> quarter 2015					MF
	3. Securing the premises for the accommodation of the Commissioner for Equality Securing (adoption of the relevant act by the Government)	3 <sup>rd</sup> quarter 2015					Ministry of Justice(act. 3)
	4. Securing the premises for the accommodation of the State Audit Institution (adoption of the relevant act by the Government)	3 <sup>rd</sup> quarter 2015					National Property Directorate
	5. Establishment of mechanisms of regular six-month reporting to the National Assembly by the audit entity on procedures according to the State Audit Institute recommendation	3 <sup>rd</sup> quarter 2015					Commissioner for Protection of Information of Public Importance and Personal Data Protection
							Ombudsman
							Commissioner

<sup>91</sup>Measures 5.1 and 5.2 contain specific results and activities that are closely related to the strengthening of external supervision mechanisms in public administration. Activities relating to the obligations of bodies and organizations in the public administration which achieve greater transparency and reduce corruption are contained in these measures, while this measure is specifically related to the improvement of external control mechanisms and their capacities. Also, this measure does not contain results and activities of strengthening the Administrative Court and the general control of the administration by the courts, which will be planned in the next phase of the reform (2017-2020).

<sup>92</sup>Activities for improvement of cooperation of state authorities with the Ombudsman and acting upon Ombudsman's recommendations (establishment of the system for solving complaints of citizens against the operation of bodies and reporting of Ombudsman) are planned in a specific objective 4, result 4.2.4.

<sup>93</sup>Official Gazette of RS, No. 60/14

	6. Preparation, consultations and determination of the Proposal of amendment to the Law on Free Access to Information of Public Importance in accordance with the Conclusion of the National Assembly 2014. <sup>94</sup> through the work of joint working group <sup>95</sup>	4 <sup>th</sup> quarter 2015					for Equality Protection  State Audit Institution
	7. Preparation, consultations, and determination of the Bill on Anti-Corruption Agency for strengthening of control mechanisms of the Agency in the process of implementation of regulations on conflict of interest	(4 <sup>th</sup> quarter 2015)					
	8. Definition of procedure modalities for implementation of recommendations of the Commissioner for Equality Protection for certain public administration bodies	3 <sup>rd</sup> quarter 2016					
<b>5.3.2 Improved capacities and acting of Administrative Inspection in the manner ensuring effective control of legality of operations of public administration bodies and other administrative and inspection control entities</b>	1. Conducting of the functional analysis of the Administrative Inspectorate for determination of necessary structure and number of executors for performing operations prescribed by the law	4 <sup>th</sup> quarter 2015	Percentage of increase in the number of controlled entities <i>BV: 0%</i> <i>TV: 20%</i>	12.240.000 RSD (gross wages for 1 year for 10 individual counsellors, RS Budget, 2016 –funds not provided)	20.000 EUR (FA – funds not provided)  min.100.000 EUR (Technical equipment – funds not provided)	MPALSG – Administrative Inspectorate	MPALSG
	2. Creation of the plan for realisation of the recommendations of the functional analysis in accordance with principles of rightsizing of public administration and fiscal consolidation needs	1 <sup>st</sup> quarter 2016					
	3. Strengthening of material and staff capacities in Administrative Inspectorate in accordance with the plan for realisation and principles of rightsizing of public administration and the fiscal consolidation needs	2 <sup>nd</sup> quarter 2016					

<sup>94</sup>Official Gazette of RS, No. 60/14

<sup>95</sup>Aspects of amendments of the Law relating to the extension of the obligations of public authority bodies under that Law are contained in the measure 5.1. Also, AP C.23 provides for amendments of this Law in other aspects, and these changes will be coordinated and integrated.

## **ANNEX 0: METHODOLOGICAL APPROACH IN CREATION OF THE ACTION PLAN**

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### **0.1 STRATEGIC BACKGROUND AND CONTEXT**

Public Administration Reform Strategy (PAR) in the Republic of Serbia<sup>96</sup> was adopted on 24 January 2014. The parliamentary elections held on 16 March 2014 led to the need that the completion of the Action Plan as a document to present the manners of achieving objectives stated in the Strategy should wait the establishment of the new Government, definition of its priorities, and thus prioritise the issues included in the Strategy. The Public Administration Reform took a very important place in the program of the new Government, but was also put into a specific context of rather limited resources and the need that the entire public sector should be right sized and rationalised. In that respect, since it was necessary to have the overview of possibility of the reform realisation within the circumstances requiring the reduction of expenditures and number of employees in public administration.

Another thing to be mentioned is that in November 2014 talks and negotiations were initiated on the economic program for supporting a three-year stand-by arrangement on precautions with the IMF. The new economic program of the Government tends to provide the foundation for a sustainable development and increase of employment in the medium-term, by implementing the ambitious fiscal consolidation and structural reforms, with the focus on stopping the growth of the public debt and its reduction by 2017. The fiscal consolidation in the new economic program will primarily focus on the existing expenditures by reducing large wage bill in public sector and pensions, as well as reducing the budget support to state-owned enterprises. These circumstances have greatly influenced the very content of the Action Plan and imposed delays of certain activities for the period 2017.

At the same time, in the second half of 2014, a rather significant position of PAR was planned in the process of the accession of the Republic of Serbia to the European Union. The first meeting of the Special Group for PAR held on 23-24 October 2014 clearly indicated the importance of this reform area on the Serbian path to the EU, which was confirmed in the Strategy of the EU Enlargement for the period 2014-2015, which presents PAR as one of the key pillars of the reforms on the path to the EU, hand in hand with the rule of law and economic governance. The final confirmation of the new EU approach in the field of PAR comes in the form of "Public Administration Principles" prepared and published by the EC in cooperation with SIGMA program at OECD – this document for the first time in details codifies mutual principles of the European administrative area and creates a framework for monitoring the improvements to their fulfilment.

Having in mind all this, the Ministry of Public Administration and Local Self-Government (MPALSG), as the leader and coordinator for PAR in the sectoral approach, with great devotion started developing the Action Plan for PAR, i.e. revising of the previously prepared drafts of this document. A new methodological approach was designed for creation of the document, which is modern, based on the results and harmonised with the needs of planning of the future EU Member State. At the same time, the organizational structure of teams for developing the new draft of the AP was created.

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<sup>96</sup>Official Gazette of RS, No 9/14 , 42/14 - correction

## 0.2 PROCESS OF THE PREPARATION OF AP AND THE TEAM

Work on revising of the AP is organized on three interrelated levels. At the highest level, the work is coordinated by the Coordination Team (CT), chaired by the State Secretary in MPALSG Željko Ožegović, with the State Secretary in MPALSG Vidosava Džagić as the Deputy Chairman. Members of CT were the director of the National Secretariat for Public Policy (NSPP) Jasna Atanasijević, State Secretary in the Ministry of Finance Milovan Filimonović, State Secretary in the Ministry of Justice Radomir Ilić, Deputy Secretary General of the Government Tamara Stojčević, Assistant Director of the Republic Secretariat for Legislation Ranka Vujović and Adviser to the Deputy Prime Minister and Minister of Public Administration and Local Self-Government Milena Lazarević. Task of the CT was to provide guidance at the highest level (policy direction) in the process of preparation of the AP, monitor progress, solve problems and dilemmas during the work on the document, as well as to consider and approve the results of each phase of the work.

The second level was the Expert Team (ET), which was led by Milena Lazarević as Adviser to the Deputy Prime Minister and Minister of Public Administration and Local Self-Government. The team was co-chaired by Ivana Savićević, Assistant Minister for Public Administration. Team members were advisors of the Deputy Prime Minister and Minister of Public Administration and Local Self-Government, Head of the Department for Implementation of Public Administration Reform in MPALSG, Deputy Minister for Local Self-Government in MPALSG, representatives of the State Secretariat for Public Policy, Ministry of Finance, Ministry of Justice, Directorate for electronic administration, Human Resources Management Service, General Secretariat of the Government (GSG). Although not formally appointed by a decision on the establishment of the team, the representatives of the European Integration Office and the Office for Cooperation with civil society were also involved in the work of the Expert Team at an advanced stage of elaboration of the document. In addition, four representatives of the civil society (members of the SECO consortium for the reform of public administration and members of the organization Transparency Serbia) were from the beginning involved in Expert Team, and representatives of the Standing Conference of Towns and Municipalities (SCTM) were also included in consultations for relevant parts of the document. ET was essentially in charge of preparation of the Draft AP, with the task of implementation of the methodology based on results (RBM methodology)<sup>97</sup> ensure coherence of the methodology and content while working on AP.

In order to allow the simultaneous work on individual parts of AP for PAR (i.e. on individual specific objectives), ET was divided into smaller Operational Teams (OT) of 3-6 persons each, and each OT was led by a member of the ET. Due to the complexity of the work involved, additional civil servants from MPALSG, NSPP, MF, the Public Procurement Office (PPO), GSG and Ministry of Justice were included, depending on their knowledge and experience in the various areas covered by the PAR Strategy. Each OT has worked on detailed development of a part of the AP relating to certain specific goal (which is defined by the PAR Strategy), led by a member or members of the ET who are experts in the field on which that specific objective relates.

The first key step in the development of the new document was created on a two-day practical workshop for all members of the OT, which was held on 29-30 October, with the support of SIGMA experts. Methodological guidelines for the proper application of the RBM approach were established and given in the workshop, with special reference to coherent and balanced definition of results and indicators, as well as basic guidelines for the assessment of the necessary additional funding for the implementation of the reform. The largest part of the workshop was devoted to practical work on five individual parts of the AP within operational teams, where SIGMA experts and the coordinator of the Expert Team provided methodological and expert support to teams.

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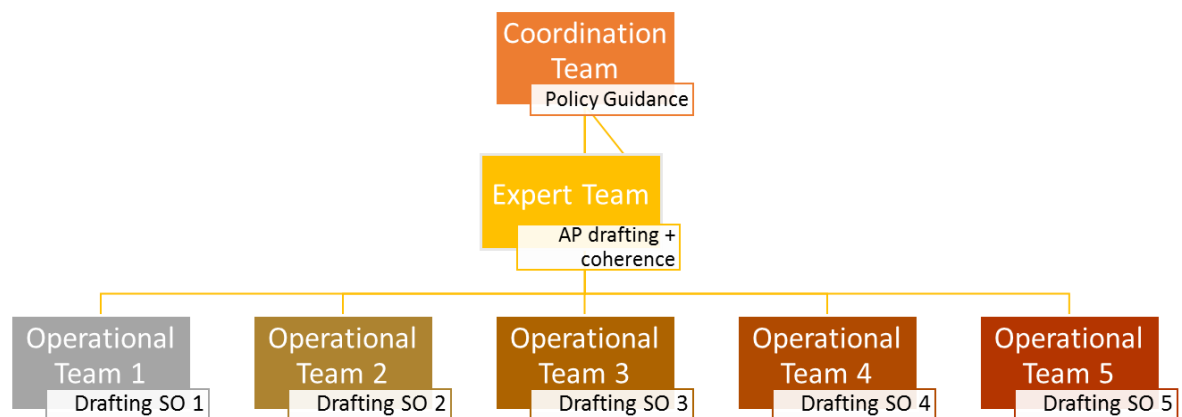
<sup>97</sup>RBM – Result Based Management

After the workshop, over 30 individual, small group and individual meetings were held in order to complete and revise the individual parts of the AP and elaborate the missing elements, in the phase of completion of the text, as well as numerous consultative meetings, both within the MPALSG and other bodies of public administration. Commenting, revision and harmonisation of different parts of the document electronically took place continuously during the period of their creation (from 1 October 2014 until 25 February 2015).

Finally, the Deputy Prime Minister and Minister of State Administration and Local Self-Government was included in the development of the document directly in several key stages, who thoroughly read the document, gave suggestions and guidelines for revision of certain parts and especially the definition of a realistic deadlines for implementation.

Expert assistance in revising of the Draft AP was given by three experts from the OECD/SIGMA program. Two experts (Martins Krievins and Brian Finn) prepared and held the mentioned two-day practical workshop for all members of the operational teams. The third SIGMA expert (Klas Klaas) helped in definition of the estimated additional financial resources for the implementation of the AP. Throughout the process of preparation of the AP regular e-mail communication was maintained with SIGMA experts on individual issues, methodological and content nature.

**Figure 1: Schematic layout of the structure for revision of the Draft AP for implementation of the PAR Strategy**



## 0.3 METHODOLOGICAL APPROACH

### 0.3.1 General methodological approach

Immediately after receiving comments on an earlier version of the Draft AP (October 2<sup>nd</sup> 2014), devising a new methodological approach for revising the document was initiated. A new matrix of the AP focused on results (result-oriented) was developed and not on activities, and which provides a basis for the establishment of monitoring / follow-up based on the results.<sup>98</sup> Thus most of the elements of the matrix were defined at the level of results, and in particular indicators and required additional funding. Having in mind the need for the development of the system and capacity for monitoring and evaluation based on results, the elements of the process /

<sup>98</sup>This matrix is an adaptation of an earlier matrix which was developed as part of a TA project which assisted MPALSG in an earlier phase of Public administration reform.

implementation approach were retained, which is based on monitoring of activities. This means that for each result the main activities that are expected to be necessary in order to achieve a result were listed, and the deadlines for implementation of these activities were given in order to make it possible to monitor the progress towards the achievement of results. "Passports" shall be made for indicators in the AP, in which in addition to other basic information regarding the monitoring and measurement, on six-month term "key achievements" (milestones) shall be elaborated in order to ensure the connection of process monitoring with results and monitoring of results. The new methodological approach also introduces a basis for monitoring of the achievement of higher goals of the reform, since it determines indicators at the level of objectives (objectively verifiable indicators).

It should, however, be noted that the approach based on the results was not possible to be fully consistently applied throughout the whole document and all areas of reform. By reading the AP on the following pages it can be seen that the level of specificity or generality of the results is somewhat uneven, but that there are variations between certain parts of the document. This partial unevenness are somewhere the consequence of the harmonization of a number of participants and representatives of various institutions that were involved in their preparation, and in some places are due to different levels of development of planning in some areas of the PAR. In areas where it is necessary to initiate analysis and more concrete planning of results are more general and less developed, whereas in areas on which it is already intensively worked it is largely known the end result to be achieved and what steps are necessary for achieving that result, so they are far more specific. Also, is not always possible to identify indicators at the level of outcomes and in some places indicators at the level of the direct output are used.

Since 2014 passed in the process of preparation and revision of the document, and the activities in this year could not have been properly planned, a special Annex was made (Annex 1), which in tabular form, according to the structure of measures and goals of the Strategy, prescribes the activities realized during 2014. Also having in mind the fact that in the period of preparation of AP it was not possible to closely and in all areas of reform, plan the results and activities for 2017, a decision was made that during 2016 a revision of AP should take place in order to make it more concrete and amend the plans for 2017. The objective of this approach was that planning in the field of PAR should be greatly harmonized with the EU IPA program cycle and enable a broader insight in the reform plans, so that the potential sectoral budget support from EU IPA 2015 could be properly planned, for which it is expected to support the public administration reform. In the second half of 2017 the initiation of evaluation of this AP is expected and the preparation of the AP for the period 2018-2020, as well as the revision of the Strategy.

Finally, in the preparation of the AP a special attention was paid to ensuring its "readability" and to be understood by an expert, for which a system of references (primarily through a footnote) was developed which explains the connection between the parts of the document, provides remarks regarding the constraints which affected the definition of certain elements and which provide other necessary clarifications. The aim of the footnotes is also to explain connections (and any variations) of the Action Plan and the Public Administration Reform Strategy, given that in certain parts of the AP it was necessary to bridge the huge gap between the high level of generality in the Strategy and the required level of specificity in the AP as in the document which should represents a certain kind of a map of reforms.

### **0.3.2 Elements of the methodological approach: objectives, measures and results**

According to the new structure, **AP starts from the general objective**, as provided in the Public Administration Reform Strategy, **for which an indicator which shall be defined for measurement of the level of impact has been determined**. In defining this indicator and its baseline and target values (BV and TV), compliance

with indicators and values agreed for monitoring of EU IPA 2 for the sector of public administration reform was taken into account.

After the general goals, **AP contains specific objectives** in the same form as given in the Public Administration Reform Strategy **and defines indicators for their measurement** (mostly on a higher level of outcome). Although these results are not specific results according to the manner they defined in the Strategy, an effort was made to provide such characteristics through indicators.

**Measures within specific results** are primarily based on headlines of the PAR Strategy within specific objectives, which means that they **represent more of a “sub headlines” of documents in which coherent, interrelated results are defines**. Therefore, **measures do not have indicators**, since it would not be economical to develop indicators on four different levels. New measure was defined in several places in this document, which is not included in the PAR Strategy, since the priorities of the MPALSG, and the contents of “Principles of Public Administration” which were published by SIGMA in the course of preparation of the document, led to the need for the improvement area regarding public services (specific objective 4) should be perceived in a broader and more detailed manner in the very AP, which was clearly marked and explained in the footnote below the relevant result (4.4.1).

As mentioned before, **the basic unit of measurement of the AP implementation is the result**. Results are determined on a so called *outcome* level, which points out the change in the real state which is meant to be achieved by the action (and not in a concrete, direct result of an activity which would present the *output* level).<sup>99</sup>As stated in the general methodological remarks, the level of results is not ideally uniform, but since there is large number of stakeholders involved, an impressive level of understanding and coordination between all of them was achieved.

### 0.3.3 Elements of the methodological approach: activities

Thus, although the result is the basic unit in the orientation of the AP, it states the key activities necessary for the achievement of these results. It should be noted that the **list of activities within the results should not be taken as exhaustive** as it is often impossible to consider in advance each necessary activity and that the political and administrative reality sometimes imposes changes and adjustments in the approach and manner of achievement of outcomes and objectives. Compared to earlier Drafts AP, activities are much less fragmented. That means that **parts of the activities representing the obligatory and usual integral part were not expressed as special activities but were integrated in the expression of one activity** (e.g. preparation, consultation and determination of Bill or proposal of regulation) if all activities referring to the preparation of regulations include the establishment of relevant groups, so these steps were not expressed, while consultations include the consultative process within the Government (intersectoral consultations, opinion

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<sup>99</sup>It should be noted that in the RBM approach there are different levels of determination of outcome and output results. In some approaches they are difficult to be distinguished, but essentially the definition of the level of results depends on the level of aggregation for the document for which logical framework matrix is developed. If the activities are very detailed and input values planned (inputs - for example, 20 training days for civil servants on the fight against corruption), direct outcomes of these activities will be at a very low level (e.g. a certain number of trained civil servants). If the level of aggregation of the document is higher and activities are of a more general nature (e.g. training program implementation), then the direct outcomes of activities shall be at a somewhat higher level (e.g. civil servants understand their rights and obligations in the fight against corruption area). The result in both cases can be defined at the intermediate level (e.g. improved capacities for implementation of the legal framework in the fight against corruption area), which presents the level of outcome. However, the outcome level can be defined at a higher level of aggregation as “reduced susceptibility to corruption among civil servants”, while the level of impact can be defined as “reduced level of corruption in the public sector”. These are all shades in the RBM approach, which are subject to different interpretations. What is important is that the results are defined at the level of what is wished to be achieved in order to see the change in the reality on which we want to act.

collection procedures according to the Rules of Procedures of the Government), and those with the public (public discussions). Such detailed activities are planned at six-month term by determining the key events (milestones) within the AP realisation monitoring.

Differences in terminology and language access in activities relating to legal and bylaw regulation in different areas result from the degree of certainty whether a particular matter shall be governed by the new law, whether only amendments of the existent law will be sufficient / necessary, will the determined matter be incorporated into an existing law, which kind of bylaw will be made, and so on. We thought that this kind of flexibility in the document is both necessary and justified, especially bearing in mind that the listed activities are primarily indicative / expected activities and that they do not represent the base of the document.

Important remark: Having in mind the fact that PAR AP is a document adopted by the Government, it was not possible to determine the obligation and deadlines for passing the law, since it would be encroach in the jurisdiction of the National Assembly and in a way a violation of the principle of power division. Therefore, PAR AP in relevant activities envisages the deadlines for approval of bills, and then envisages the activities for the law implementation assuming that the National Assembly approved them within the deadline.

#### **0.3.4 Elements of the methodological approach: deadlines**

**Deadlines for implementation of individual activities within results** are specified in the AP, in order to enable the process (implementation) monitoring of documents, in combination with the monitoring based on results. They are defined **according to quarters**, not months, which is in accordance with the overall approach and plans for determination of detailed events in the procedure of document realisation monitoring.

The deadlines are defined as the **final quarters for completion of activities**, and not as the overall timeframe for implementation of activities. For example, if for a particular activity the defined deadline is “2<sup>nd</sup> quarter of 2016” that means that the implementation of these activities will end in this quarter and not that it will start in the same quarter. This type of approach provides an additional focus on result of activities, rather than on their implementation, which can be considered justified from the standpoint of needs to monitor the implementation and realization of the AP. When creating a Gantt chart (Annex 4), an effort was made, where necessary, to estimate the expected start of implementation of activities.

Since it is possible to have **changed deadlines in realisation of certain activities**, especially when it is necessary to harmonise them with AP p.23, which, at the moment of adoption of AP for PAR was still in the draft form and is subject to changes, **for these activities the deadline is added between brackets**.

#### **0.3.5 Elements of the methodological approach: indicators**

**SMART<sup>100</sup>indicators are defined primarily on the level of outcome**, except in few cases where it was not possible to determine such indicators, so they are defined on the level of the direct output. **Baseline values (BV) are given for the end of 2014, and target values (TV) are given for the end of 2016, unless stated otherwise.** Sources of information and data for measuring indicators are not included directly in the AP matrix as not to overload the document, but they will be an integral part of the passport of indicators, which application stated during the preparation of the AP, to be completed during 2015.

When defining the indicators, **indicators from the “Public Administration Principles”<sup>101</sup>** were used in great extent, since the measurement of these indicators shall be mandatory and that it is necessary to rationalize the

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<sup>100</sup>SMART – Specific, Measurable, Attainable, Realistic and Time-bound

<sup>101</sup>Public Administration Principles, OECD/SIGMA <http://www.sigmaweb.org/publications/Principles-Public-Administration-Nov2014.pdf>



process of measuring and monitoring of documents in the extent possible. All such indicators **are marked with “PAP”**. For the level of specific objective qualitative PAP indicators were mainly used (with few exceptions where international or hybrid quantitative indicators or indices taken over by PAP are used), since they can be considered objectively measurable indicators because SIGMA independently establishes the methodology of their measurement and performs these measurements. **For the level of results** quantitative PAP indicators were used since their measurement is far easier to be carried out independently within our bodies. Qualitative PAP indicators are used for the level of results in only a few instances where it was not possible to identify other appropriate indicator on the level of results. Their measurements on an annual basis will be discussed and agreed with the SIGMA program.

In early 2015, SIGMA will conduct the measurement of the baseline values for all PAP indicators, with coordination support of MPALSG which will allow the entry of the baseline values (BV) in AP PAR upon its amendment by the end of 2016. On that occasion, TV will be determined for these indicators. For this reason, for all PAP indicators the AP states that the values shall be established in 2015.

**0.3.6 Elements of the methodological approach: estimate of necessary additional funds**

**Estimate of necessary additional funds for the realisation of the AP refers exclusively to additional funds compared to the costs of the existing material and staff capacities.** In this regard, in measures and results in which to budget costs are not shown it should not be understood as that the budget funds will not be used at all for their implementation, but that budget costs will not be increased compared to the existing ones.<sup>102</sup>**Estimate of necessary additional funds was primarily provided for the result level.** However, it should be noted that there are certain results in the document which are more diverse, i.e. they shall contribute to the activities that are a part of various projects and which requires input of various institutions. In such cases means necessary for realization of individual activities are visible in the cost estimate (fields were never shared, i.e. common fields were left for the level of the overall result), but in such cases in addition to the amount of the funds, numbers of the relevant activities are added in the brackets. **In cases where numbers of activities are not entered, the funds refer to the realisation of the entire result.** Sources of funds were stated everywhere, but in cases where projects which support a wider range of reforms and have a longer timeframe than the AP, the estimates of the funds to be spent on the results from the AP are given very roughly or could not be obtained. In case **when several results at the moment there could be no proper estimation of the necessary funds.** Such cases are clearly highlighted. Also, **the AP clearly points to the results for which funds have not been secured,** as we believe that this document should be our basis for defining priorities for further donor and budget support to Public Administration Reform.

For a complete insight into the funds/resources to be used for the implementation of the AP, it is significant to determine the number of employees to be engaged in the realisation of those measures and results. Table 1 provides a rough estimation of that number, by institutions which are involved as key developers and partners of the AP implementation, at this moment some institutions were no table to perform such estimation.

**Table 1: Overview of human resources mainly engaged in the implementation of the Action Plan:**

Institution	Human resources mainly engaged in the implementation of measures and
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<sup>102</sup>At the beginning of the document revision process, a possibility was taken into account to define the total cost, but in consultation with SIGMA experts it was concluded that it was not possible to do it now. Having in mind that MPALSG, except from the support by the SIGMA program, had no other expert support in developing the document, and that it is the result of the work of the MPALSG team members and other bodies of public administration (SAB) and key stakeholders, it was not possible to prepare and apply the methodology for estimation of total costs for the needs of this AP.

	results foreseen in the AP
<b>MPALSG</b>	At least 70 employees, including the bodies (AI, DEG)
<b>NSPP</b>	At least 12 employees
<b>HRMC</b>	At least 25 employees
<b>GSG</b>	At least 6 employees
<b>MF</b>	It was not able to estimate
<b>Ministry of Justice</b>	It was not able to estimate
<b>Relevant ministries and other SAB</b>	At least 66 employees, predominantly in the secretariats of ministries, through involvement in the interministerial working group and PAR management

### 0.3.7 Elements of the methodological approach: institutions responsible for implementation

In the methodological approach for the preparation of the AP **emphasis was placed on the responsibility of individual institutions and individuals** within these institutions **for overall achievement in the individual results**. Institutions listed as responsible institutions which have the prevailing jurisdiction in the implementation of results of which will be coordinators for implementation of the results. This means that they will be responsible for mobilization of other relevant institutions and reporting on achieved progress and achievement of results.

**Collective Bodies** (Government, National Assembly) **were not listed as responsible institutions**, since the listing of such bodies is often the basis for avoidance of responsibility when deviating from the planned dynamics of implementation. An exception from this rule is the High Civil Service Council (HCSC), as a collective body with a clearly defined jurisdiction for certain issues in the civil service system.

In the column **"partners in implementation"** all the institutions are listed for which it can be expected to be included in some stage of implementation, either as holders of the activities or as partners in the implementation of activities. **In cases where another institution is the holder of certain activities, and not one that is listed as responsible for the result, a number of activities was placed in brackets next to the name of the institution** in order to be possible to determine who is responsible for any deviations from the planned dynamics of implementation.

Finally, the column **"partners in implementation"** **states the external partners responsible for the implementation or support to the implementation of activities**, including the institutions / organizations that implement technical assistance projects, and also other participants such as civil society organizations.

## 0.4 PUBLIC ADMINISTRATION PRINCIPLES

**Public Administration Principles** published by the European Commission and SIGMA, and which were presented during November 2014 present a **new framework for PAR planning and monitoring** in states which seek to integrate into the European Union and that the beneficiaries of the Instrument for Pre-Accession Assistance (IPA). The principles define the practical significance of good governance and **present basic requirements which candidate states must follow in the EU integration process**.<sup>103</sup>The principles include a part of the public administration which function on the national / central level (Public Administration), i.e. do not include local self-government, but include independent constitutional bodies, the parliament and the judiciary in terms of their powers to control and monitor the operation of state administration.<sup>104</sup>

<sup>103</sup>Public Administration Principles, OECD/SIGMA, pg. 6

<sup>104</sup>Public Administration Principles, OECD/SIGMA, pg. 6-7

**The principles and the framework for monitoring**, on the basis of which regular reviews of the progress that countries make in implementation of principles shall be performed, and which shall also enable mutual comparison between states. As mentioned before, in the last stage of preparation of this AP an **effort has been made for the results to connect as much as possible with indicators for monitoring of the implementation of the public administration principles**, for two reasons:

1. real connection of the public administration reform with the process of accession to the EU is achieved in this manner,
2. in that manner the process of monitoring and evaluation of the reform is achieved and costs are reduced, given that the collection of data on indicators following the principles shall be mandatory for Serbia as a candidate state for EU membership.

## **0.5 RELATIONS TO OTHER STRATEGIC DOCUMENTS**

In creation of the AP connection with other strategic documents was provided in various ways. First in accordance with the strategic direction of the Republic of Serbia towards the EU accession and fulfilment of all responsibilities arising from the process of EU negotiation, Action Plan for PAR pays special attention to the responsibilities in the process of EU accession. Since those responsibilities from the negotiation process have direct implications in the establishment and strengthening of certain parts of public administration and their capacity to implement the responsibilities of EU membership, AP enables that the responsibilities arising from the plan document for legal harmonisation with EU acquis (NPAA), concrete responsibilities from the process of analytical point of legislation (screening), like negotiation position for certain negotiation chapters (sectoral action plans), as other relevant documents regarding the EU accession process, are part of the PAR regarding the planning and monitoring.

Also, two types of connected strategic documents are identified and connections with them are largely ensured:

### **0.5.1 Subsectoral strategies (substrategies)**

One direction is concerned with the **strategy which is considered to be documents of a lower hierarchy level** in comparison to the PAR Strategy. The PAR Strategy states the following

*Within the sector approach the **Public Administration Strategy** in the Republic of Serbia shall present an **arching strategy of public administration reform**. On the basis of this strategy three sub-sectorial strategies shall be prepared which shall be dedicated to the management of public finances,<sup>105</sup> decentralization and e-Government. The corresponding action plans which will specify the content and dynamics of their implementation shall be adopted based on these strategies.*

Similar to the above mentioned sub-sectorial strategies, the Regulatory Reform Strategy (the preparation of which is contained in this AP) can be considered a sub-sectorial strategy.

**The approach used in terms of connecting of this AP with sub-sectorial strategies is based on the logic of the need of monitoring of overall effects of the implementation of those strategies on public administration reform.** Therefore it was decided that the general objectives from sub-sectorial strategies shall be transferred to the AP PAR as a measure or result (depending on the complexity of the sub-strategy), that

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<sup>105</sup>The program of public finance reforms contained in the measure 3.1 corresponds to the strategy of public finance management mentioned in the PAR Strategy.

specific objectives or key results shall be transferred as results, and that only the most relevant activities for monitoring of the overall achievement of sub-sectorial strategy shall be taken from the activities

This approach was used in the case of the **Development of e-Government Strategy**, since its creation was done in parallel with the preparation of AP PAR. The e-Government Strategy comes from the PAR Strategy and it defines general objectives, principles and priorities for improvement of the status of e-Government. Action Plan referring to the Strategy includes the activities, holder of activities, realisation deadlines, success indicators and financial funds necessary for implementation of each activity. The Strategy is based on the adopted determination of the Government regarding the development of the information society and public administration reform included in the Strategy for Development of Information Society in the Republic of Serbia and PAR Strategy.

An important element of the Strategy is that public service provided to citizens are mostly used via the internet and over the national e-Government Portal (at [www.euprava.gov.rs](http://www.euprava.gov.rs)), representing a unique access point for communication with other portals and state bodies systems currently providing electronic services such as e-Taxes, customs, etc.

General objectives of the Strategy are: improving the satisfaction of the public service users, reduction of administrative burden for economic entities and citizens, increase in efficiency of public administration using information and communication technology, national and cross-border interoperability (especially with EU countries), coordinated management of e-Government development with establishing the institutional and completion of the legal framework, increase of transparency and responsibility of operations, strengthening of participation of citizens in democratic decision making, with respecting gender equality, personal data protection and high level of safety, support and promotion of progressive, sustainable, comprehensive and user-oriented electronic administration which will be supportive in establishing the knowledge-based economy.

The Strategy points out the importance of use of national e-Government Portal, development of integrated electronic services and unification of existing services of other state authorities through t single access point (at Portal) taking into account the highest possible level of safety and data privacy. The objective of the Strategy is also establishing the strong coordination mechanisms for harmonious development and operation of electronic government, and completion of the legal framework and procedures for e-Government development.

These key objectives of the e-Government Development Strategy were transferred to the PAR AP. In case of majority of other subsectoral strategies at this moment that was not possible, for various reasons.

In the case of **Decentralisation Strategy**, such approach was not possible because its preparation did not start yet, i.e. only the first analytical phase was prepared. Therefore, the AP PAR included key activities necessary for the adoption of that strategy and it's AP. When the preparation of the strategy has progressed, in the first subsequent revision of AP PAR the same principle as in the case of e-Government Strategy shall be implemented.

**Public finance reform program** (corresponding to the strategy of public finance management contained in the PAR Strategy) will be created based on „PEFA“ estimation which is in progress, and its priorities/results relevant for the PAR will be integrated into the PAR AP during its revision in 2016. However, the scope of this Public finance reform program will be broader that the public administration reform itself (i.t. it will cover also the issues of tax administration reform, budget execution, debt management, accounting and reporting, etc.) while the PAR AP will only include the results regarding the aspects of management of public finances of upmost importance for PAR.

Also, the strategies regarding the professional development of the employees in PA (at central and local level) have the status similar to the subsectoral strategies even though the PAR Strategy does not explicitly mark them as such. The Strategy of professional development of civil servants was adopted before the PAR Strategy, and thus it has determined the solutions in the relevant part of the PAR Strategy. Even though the deadlines for implementation of the strategy and its AP are mostly expired since the establishment of new institutional framework was not possible in the manner defined by those documents in the context of fiscal consolidation,<sup>106</sup> when preparing the AP a special attention was paid not to deviate from the key guidelines of that strategy. Some derogations envisaged by the AP for the implementation of the PAR Strategy refer to the expansion of the potential circle of users of central national institution for professional development of civil servants and to a broader circle of the employees in public administration.

In the case of the Strategy for professional development of employees in local self-government units, whose draft was prepared, and the adoption is expected in the first quarter of 2015, we applied a principle similar to that in the e-Government Strategy: one of its key objectives was transferred to the AP PAR as a result, while its basic elements were transferred as activities to the extent in which they are consistently represented by that strategy.

Finally, the Public Procurement Development Strategy can be considered as a sub-strategy compared to PAR. However, since the PAR Strategy itself did not take the approach described above in the section relating to public procurement, that approach was not possible to apply in the AP PAR. During the first revision of the PAR Strategy structures and contents of this section shall be adapted to the described approach, in order to ensure an adequate level of integration of sub-strategy with arching strategy, and it will then be reflected in the AP PAR. In addition, the PAR Strategy should also clearly recognize the Public Procurement Development Strategy as its sub-strategy in accordance with the sectorial approach.

### **0.5.2 Lateral strategies and Action Plan**

In the case of **lateral strategies and action plans**, the approach used is very different, given that those strategies are only in certain segments, which can be of smaller or larger scope, relevant for the public administration reform. Therefore, only the relevant activities that contribute to the realization of the objectives and results of the AP PAR were taken from those strategies. Such activities are clearly marked throughout the AP PAR.

The main lateral document taken into consideration in preparation of the AP PAR is the National Anti-Corruption Strategy in the RS (NACS). Although in the initial phase of preparation of AP PAR a significant effort was made to connect with the AP for implementation of this strategy, progress in the preparation of the Action Plan for Chapter 23 in negotiations with the EU (AP c.23), by which the determined deadlines from AP NACS are postponed, it led to the decision that the AP C.23 should be taken as the reference document, since it would represent a binding document within Serbia's accession to the EU, and it can be expected that based on the mentioned document the relevant amendments of AP NACS would be implemented. Therefore in the AP PAR, where it was possible and where the content of certain activities mostly arise from the PAR policy and not from other public policy area, formulations and deadlines were taken from the previous NAP C23. **Explicit references to NAP C23 were not possible to make in this phase, since the document at the moment of adoption of PAR AP was in the phase of draft, still being subject to intersectoral consultations. In certain parts of the PAR AP, especially in those which mostly depend on the anti-corruption policy, in**

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<sup>106</sup>AP for implementation of the Strategy for professional development of civil servants is valid until the end of 2015, since in 2013 the Government made a ruling on amendments to the Strategy, adopting a new AP by the end of 2015.

**this phase it was not possible to make relevant connections with the NAP C23, but when the first revision of the PAR AP takes place, and after the adoption of the NAP c23, all necessary compliances between these documents will be made.**

The second lateral document is the Action Plan for Open Government (Administration) Partnership - AP OGP.<sup>107</sup>This AP is largely relevant to the AP PAR, but there are parts of it that are related to other aspects of open government, which are not a part of the PAR. In addition that it recognizes the fulfilment of the obligations from the OGP as the activity that should be monitored within the results of increasing of the transparency of administration, AP PAR transmits several of the most relevant activities from the AP with the same formulations and deadlines contained therein and it clearly marks them as such.<sup>108</sup>

## **0.6 STRUCTURE OF THE AP**

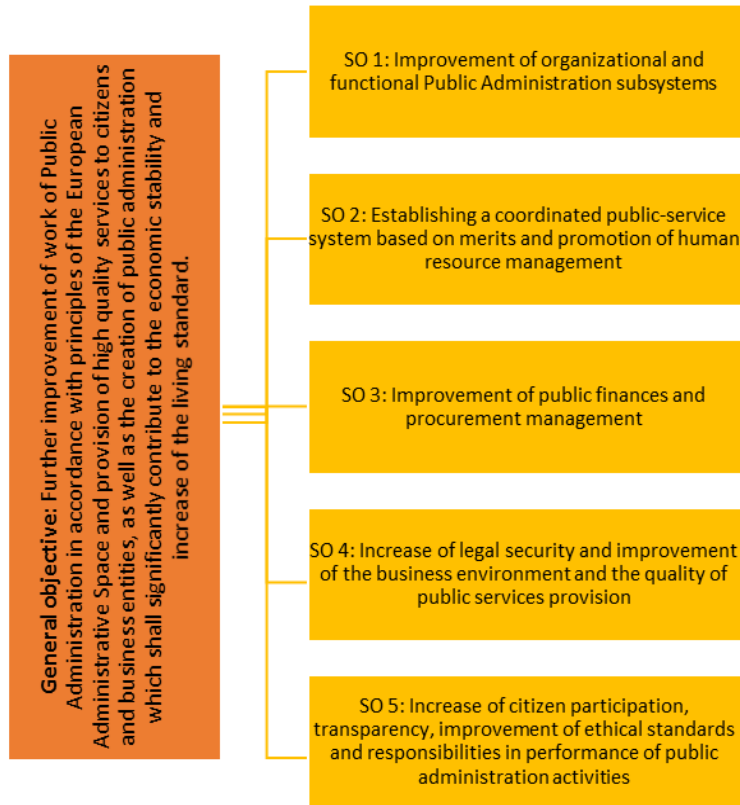
The Action Plan is structured in accordance with the structure of the specific objectives and measures of the PAR Strategy and each of the specific objectives is presented as a separate chapter in the AP PAR. While the formulations of specific objectives have not changed (with one exception where the formulation is only marginally complemented on the proposal of CSO involved in the drafting of the document and where it is clearly marked), the formulations of measures are specified in order to in a greater extent indicate on the content of the results included. According to the structure (number, order, basic content) they are the same as the Strategy, with one exception which is also clearly stated and explained in the footnote.

### **Figure 2: Schematic representation of the AP PAR structure**

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<sup>107</sup>OGP – Open Government Partnership

<sup>108</sup>With a conclusion no 05021-16514/2014 the Government has adopted the OGP AP at 25 December 2014 („Official Gazette of RS“ no. 145/14).



## ANNEX 1: ACTIVITIES OF PAR IMPLEMENTED IN 2014

This Annex was prepared in order to show the activities implemented in 2014 (when the PAR Strategy was into force but there was no Action Plan for its implementation), and directly related to the objectives of the Strategy. Since the measures and results of that period were not developed, the activities in the tables on the pages to follow were collected from all relevant bodies included in the creation of the PAR AP. The information collection was done in December 2014.

<b>SO 1:</b>	<b>Improvement of organizational and functional Public Administration subsystems</b>	
<b>M 1.1</b>	<b>Implementation of organizational and functional restructuring of Public Administration until 2017 of factually based measures for rightsizing of Public Administration in terms of number and suitability of institutions, number of employees, work processes and organizational structures with the creation of strong analytical basis for these processes</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Proposals for supporting the first and the second stage of the PA rightsizing have been prepared and the funding from the EU	3 <sup>rd</sup> quarter 2014	The support for the first stage of rightsizing was ensured through the IPA 2012 framework contract, while the support for the second phase of the project provided funding in the amount of EUR 2.5 million from IPA 2014. The project will be implemented by the World Bank.
2. Review of previously conducted analysis and recommendations for the rationalization of the Serbian public sector	4 <sup>th</sup> quarter 2014	The activity was conducted by a supporting project of the World Bank. The result showed that the analyses made previously cannot provide an adequate analytical basis for the optimization process because more thorough analyses of employment have not been done.
3. Preparation of the concept for the first phase of the PA rightsizing (baselines) and presentation to the PAR Council	4 <sup>th</sup> quarter 2014	The baselines were presented and adopted by the PAR Council at the meeting on October 30 <sup>th</sup> , 2014.
4. Preparation of the methodology for a systemic functional analysis of the PA system	4 <sup>th</sup> quarter 2014	MPALSG prepared the methodology and the plan for the systemic analysis of PA, with the support of the EU project.
5. Analysis of the number of employees in different parts of the PA and preparation of recommendations which were sent to ministries for the preparation of the first phase of the PA rightsizing plans	4 <sup>th</sup> quarter 2014	Analyses were carried out with the support of the EU framework contract experts and the World Bank project, primarily on the basis of data extracted from the Treasury's Registry of public sector employees.
6. Conducted analysis of the technical (software) shortcomings of the existing Registry of employees at public funds users at Treasury and recommendations for its improvement	4 <sup>th</sup> quarter 2014	The analysis showed that the Register has a number of shortcomings regarding both the nature of the collected data and its technical solutions which do not provide control of the data entered by the users of public funds.
<b>M 1.2</b>	<b>Improvement of decentralization and deconcentration of Public Administration tasks by means of improvement of analytical and strategic framework by the end of 2017</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Preparation and adoption of amendments to existing regulations which will improve the system of LSG in the RS (the Law on Local Self-Governance and the Law on Municipal Police)	4 <sup>th</sup> quarter 2014	Amendments to the Law on Local Self-governance will allow municipalities and cities to envisage job positions and organizational units which perform activities related to European integration, in their regulations on internal



		organization. Amendments to the Law on Municipal Police will enable municipalities to found community police systems (until now, this was only possible for cities).
3. Listing of jobs in all levels of authority in a number of areas.	4 <sup>th</sup> quarter 2014	Based on the methodology prepared by experts and approved by the line Ministry. This first phase included the following areas: health, social policy, economy, agriculture, urban and spatial planning, regional development and LSG.
<b>M 1.3</b>	<b>Improvement of the system for management of public policies of the Government (planning, analysis, creation, adoption, monitoring and evaluation and coordination) by establishment of legal and institutional framework for integrated strategic management until the end of 2017 and adoption of medium-term SAB work plans aligned with strategic priorities of the Government and with the program budget</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. The Secretariat for Public Policy was founded in accordance with the Law on Ministries	2 <sup>nd</sup> quarter 2014	The SPP was established as a special organization that operates at the centre of the Government and performs professional work in the field of public policy (see Art. 33 of the Law on Ministries). The SPP became operational in a very short period of time, took over the performance of the tasks formerly led by the Office for Regulatory Reform and Regulatory Impact Analysis and began performing new tasks required by law.
2. Activities on a pilot project for the drafting of the AP for the Government's program implementation, designed according to the Prime Minister's speech	4 <sup>th</sup> quarter 2014	The SPP coordinated the preparation of the AP, based on the prioritization of objectives and plans of other SAB, in accordance with the Prime Minister's speech and the Government's strategic priorities.
<b>M 1.4</b>	<b>Establishment of strong coordination mechanisms which shall enable the harmonious development and operation of electronic administration, as well as the completion of the legal framework and procedures for development of electronic administration</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Putting into operation a module designed for e-public on the eGovernment Portal	1 <sup>st</sup> quarter 2014	Citizens and all social actors can now see and comment draft laws and strategies electronically for the first time, by using the new module designed for discussions on the eGovernment Portal. <a href="http://www.euprava.gov.rs">www.euprava.gov.rs</a>
2. Adoption of Guidelines for the development of the State Administration and units of LSG web-presentations version 5.0	2 <sup>nd</sup> quarter 2014	The Guidelines are meant to standardize the way of providing services on State Administration and LSG units' websites, with the deployment of the services of all SAB and authorities on the national eGovernment Portal.
3. E-Olympics organized for the promotion of e-governance on the local level and for the increase in the number of electronic services offered to citizens and businesses	4 <sup>th</sup> quarter 2014	The number of units of LSG that set e-services on their portals reached 40.

4. Drafting of the Strategy for the Development of Electronic Government in the Republic of Serbia, together with the draft AP for implementation of the Strategy for Development of Electronic Government in the Republic of Serbia for the period 2015-2018 and organization of public hearing	4 <sup>th</sup> quarter 2014	The Strategy for the Development of Electronic Government defines the basic objectives, principles and priorities for improving the situation electronic government. An important element of the Strategy is to enable citizens to use public services, as much as possible, through the Internet and via the national eGovernment Portal, which will be the single point of access and hub for communication with other portals and systems of Government bodies that currently provide electronic services such as eTaxes, Serbian Business Registers Agency, customs etc.
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<b>SO 2:</b>	<b>Establishing a coordinated public-service system based on merits and promotion of human resource management</b>	
<b>M 2.1</b>	<b>Establishment of coordinated system of work relations and wages in public administration on the basis of transparency and fairness principles</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Preparation and adoption of the Law on Amendments to the Law on State Administration and of the Law on Amendments to the Law on Civil Servants	3 <sup>rd</sup> quarter 2014	The National Assembly adopted amendments to the Law on Public Administration and amendments to the Law on Civil Servants which: <ul style="list-style-type: none"> <li>- extend the jurisdiction of the High Civil Service Council to monitor the implementation of the Code of Conduct for Civil Servants</li> <li>- change the status of the Chief of Administrative District (from the status of appointed civil servant moves to the status of official)</li> <li>- introduce a new status of acting appointed civil servants, with limited duration of up to 6 months (in extreme cases, three additional months can be allowed), etc.</li> </ul>
2. Adoption of the Law on Amendments to the Law on Salaries of Civil Servants and Employees and the Law on Amendments to the Law on salaries in State bodies and public services	3 <sup>rd</sup> quarter 2014	The National Assembly adopted amendments to the Law on Salaries of Civil Servants and Employees and amendments to the Law on salaries in State bodies and public services in order to adapt to the latest amendments to the Labour Law, in matters related to seniority allowance.
<b>M 2.2</b>	<b>Development of strategic Human Resources Management function in state administration</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
No reform activities in this area in 2014		
<b>M 2.3</b>	<b>Development and harmonisation of basic functions of human resource management in a broader public administration system</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Prepared comparative legal analysis of the framework for the establishment of a Central Institution for civil servants training	4 <sup>th</sup> quarter 2014	The analysis was prepared by an expert of the German bilateral Legal Reform Project, implemented by GIZ.
2. Prepared detailed description of the activities for the "Management of human resources in units of LSG" project	4 <sup>th</sup> quarter 2014	The project is funded by the EU through IPA 2012 and implemented by the Council of Europe.

3. Prepared Draft Law on employment in the autonomous provinces and LSG, consulted with relevant SAB and the public opinion, and submitted to the Government for adoption as a bill	4 <sup>th</sup> quarter 2014	This law will establish a civil service system for units of LSG and AP, in accordance with the principles of professionalization and de-politicization and the principle of merit
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<b>SO 3:</b>	<b>Improvement of public finances and procurement management</b>	
<b>M 3.1</b>	<b>Preparation of the Public Finances Reform Program</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
There were not conducted activities in 2014		
<b>M 3.2</b>	<b>Improvement of Budget Planning and Preparation Process</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Establishment and approval of a set of instructions for the preparation of the program budgeting	1 <sup>st</sup> quarter 2014	The set of instructions indicates a shift from linear budgeting (which did not provide information about the effect of expenditures) to program budgeting, i.e. monitoring simultaneously the achievement of results and the expenditures, with previously defined medium-term objectives.
2. Completed training of civil servants for the preparation of program budgeting	3 <sup>rd</sup> quarter 2014	A training was conducted for SAB employees with the aim of enabling civil servants to prepare and develop program budgeting.
3. Implementation of the program budgeting model	4 <sup>th</sup> quarter 2014	The Budget Law for 2015 has been prepared in accordance with the program budgeting methodology.
<b>M 3.3</b>	<b>Improvement of the Financial Management System and Control of Use of Public Resources and Internal Audit</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Raising awareness among managers of public sector organizations about the essence and importance of FMC, as an integral part of the management process in the public sector	2 <sup>nd</sup> , 3 <sup>rd</sup> and 4 <sup>th</sup> quarter 2014	Ministry competent for finances
2. Monitoring the appointment of executives responsible for the introduction of FMC	1 <sup>st</sup> quarter 2014	Ministry competent for finances
3. Systematized internal auditors in accordance with the risks, business complexity and assets volume	1 <sup>st</sup> quarter 2014	Executed during the 1 <sup>st</sup> quarter of 2014 by the creation of the Consolidated Report of the number of appointed executives
4. Training for internal auditors and internal auditors certification	2 <sup>nd</sup> and 4 <sup>th</sup> quarter 2014	The exams were held in June and December 2014, and the basic training was completed in December 2014.
<b>M 3.4</b>	<b>Functional improvement of budget inspection work</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
No activities in 2014		
<b>M 3.5:</b>	<b>Improvement of the public procurement system</b>	

Conducted activity	Timeframe	Description and remarks
1. Cooperation established between relevant institutions in the system	4 <sup>th</sup> quarter 2014	In 2014, the Public Procurement Office established cooperation with relevant institutions (SAI, Republic Commission for the Protection of Rights in Public Procurement Procedures, Central Harmonization Unit, Budget Inspection, High Misdemeanour Court, Public Prosecutor's Office and ACA) with the aim of improving public procurement procedures.
2. Preparation and publishing of a Model of internal plan for the prevention of corruption in public procurement	4 <sup>th</sup> quarter 2014	In December 2014, the Public Procurement Office published a Model of internal plan for the prevention of corruption in public procurement, which is meant to serve clients with procurements worth more than 1 billion Serbian dinars per year, as a model for the creation of their own internal anti-corruption plans.
3. Uploading the English version of the register of bidders on the Business Registers Agency's website	4 <sup>th</sup> quarter 2014	The register of bidders in Serbian has been operational since 2013 (September 1 <sup>st</sup> , 2013). 01/09/2013). This register has enabled the reduction of „administrative processes” in public procurement, since a form extracted from the register can replace a number of documents related to the participation in the procurement process. Making an English version of the bidders register website within the Business Registers Agency's website, was considered as a matter of interest by the European Commission during screening.
4. Introduction of certification for public procurement servants in the new Law on Public Procurement	4 <sup>th</sup> quarter 2014	The certification of public procurement servants in the former Law on Public Procurement ended in February 2013, when the last exam (under the former Law) for public procurement servants took place (until then, 1810 servants had obtained a certificate). This process was renewed in October 2014 and more than 500 candidates applied for the exam. Seven terms for the exam have already been scheduled since October 2014.
5. Improving the planning and quarterly reporting software/database	4 <sup>th</sup> quarter 2014	On November 19 <sup>th</sup> 2014, the Public Procurement Office organized a workshop for representatives of the SAI, tackling the use of the advanced software and the analysis of clients' procurement plans, but also the question of reports on concluded contracts and executed public procurements. This advanced software/database of planned and executed procurements should help the SAI select the contracting authorities that will be subject to audit. Also, the software is extremely important for the Public Procurement Office to enhance the system of quarterly reporting and the system of procurement planning.

<b>SO 4:</b>	<b>Increase of legal security and improvement of the business environment and the quality of public services provision</b>	
<b>M 4.1</b>	<b>Improvement of the legislative process as a part of a wider system of Government public policies management</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>

<p>1. Proposal for the amendments to the Government Rules of Procedure governing:</p> <ul style="list-style-type: none"> <li>the legal basis for prescribing the obligation of establishing baselines for the law drafting</li> <li>the obligation of drafting and submitting bylaws together with the draft law</li> </ul>	<p>4<sup>th</sup> quarter 2014</p>	<p>The working version of Amendments to the Government Rules of Procedure which regulate the legal basis for prescribing the obligation of establishing baselines for the law drafting and the obligation of drafting and submitting bylaws together with the draft law, was prepared and consulted by the relevant SAB.</p>
<p><b>M 4.2 Improvement of administrative procedures and provision of conduct of state administration bodies and bodies and organizations of public administration in deciding on rights, obligations and legal interests of citizens and other entities in accordance with principles of good governance</b></p>		
<p><b>Conducted activity</b></p>	<p><b>Timeframe</b></p>	<p><b>Description and remarks</b></p>
<p>1. Working group established for the preparation of the Draft Law on General Administrative Procedure</p>	<p>4<sup>th</sup> quarter 2014</p>	<p>The MPALSG established a Working group for the preparation of the Draft Law on General Administrative Procedure with representatives of the Ministry of Justice, the Ministry of Construction, Transport and Infrastructure, the Ministry of Labour, Employment, Veteran and Social Affairs, the Ministry of Trade, Tourism and Telecommunications, the Ministry of Economy, the MF, the Secretariat for Public Policy, the Secretariat for Legislation and the Administrative Court, as well as representatives of the academic community and other experts.</p>
<p>2. Mapping of issues that should strengthen the legal framework and the implementation of the Law on General Administrative Procedure</p>	<p>4<sup>th</sup> quarter 2014</p>	<p>The MPALSG organized a series of consultations with experts in order to map the key issues for improving the Law on General Administrative Procedure.</p>
<p><b>M 4.3 Reform of the inspection supervision and ensuring better public interest protection, with reducing administrative costs of inspection supervision and increase of legal security of subjects of the inspection supervision</b></p>		
<p><b>Conducted activity</b></p>	<p><b>Timeframe</b></p>	<p><b>Description and remarks</b></p>
<p>1. Preparation of the Draft Law on Inspection Oversight, which will regulate inspection oversight in a comprehensive manner, using a unique basis</p>	<p>4<sup>th</sup> quarter 2014</p>	<p>The MPALSG prepared the Draft Law on Inspection Oversight in cooperation with relevant ministries, other SAB (whose representatives are members of the Special Working Group) and representatives of the USAID Project for better business conditions. During the preparation of the Draft Law on Inspection Oversight, a public debate was conducted and six round tables were held in Belgrade, Novi Sad, Nis, Kruševac and Subotica. The MPALSG accepted and admitted into the Draft Law the remarks and suggestions submitted during the public hearings that were aimed at improving the proposed text of the draft law and those that were in the spirit of the concept on which the Law is based. The Draft Law is aligned with the opinion of the European Commission, which the MPALSG obtained in accordance with the Public Debate Program. In accordance with the procedure prescribed by the Government Rules of Procedure, the MPALSG sent the Draft Law to competent authorities for review.</p> <p>The activities related to the development of the legislative proposal were</p>

		carried out with the support of USAID Project for better business conditions.
<b>M 4.4</b>	<b>Introduction and promotion of mechanisms which ensure the public service quality</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
No activities in this area in 2014		

<b>SO 5:</b>	<b>Increase of citizen participation, transparency, improvement of ethical standards and responsibilities in performance of public administration activities</b>	
<b>M 5.1</b>	<b>Improvement of conditions for participation of public in work of public administration with increase of availability of information on work of public administration and public finances</b>	
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Adoption of the AP for the Open Government Partnership	4 <sup>th</sup> quarter 2014	Upon the proposal of MPALSG, the Government adopted the Action Plan for Open Government Partnership on 25 December 2014. When creating this Action Plan, a special attention was paid to strengthening of public integrity, i.e. measures regarding fighting against corruption, public ethics, information access, freedom of media and civil society and efficient public resources management. Interested representatives of civil society actively took participation in the preparation of the Action Plan.
2. Adoption of the Report on the assessment of State Administration websites' conformity with the document "Guidelines for the preparation of web presentations of the State Administration in 4.0" for 2013	3 <sup>rd</sup> quarter 2014	The Report on the assessment of State Administration websites' conformity with the document "Guidelines for the preparation of web presentations of the State Administration in 4.0" for 2013 was adopted by Government Conclusion 05 No. 093-8142 / 2014 dated August 14 <sup>th</sup> , 2014.
3. Adoption of the improved version of the document "Guidelines for the development of web presentations of SAB, bodies of territorial autonomy and LSG in 5.0" for 2014 and adoption of the report on its public hearing held in Belgrade	4 <sup>th</sup> quarter 2014	The improved version of the document "Guidelines for the development of web presentations of SAB, bodies of territorial autonomy and LSG in 5.0" for 2014 and the report on its public hearing held in Belgrade, on July 3 <sup>rd</sup> , 2014 were adopted by the Government Conclusion 05 No. 093-12777 / 2014 on October 22 <sup>nd</sup> , 2014. The novelty brought by this document is the evaluation of territorial autonomy and LSG.
4. Introduction of an evaluation of the guidelines implementation for 2014 and a preliminary assessment sent to all organs for inspection and possible repair	4 <sup>th</sup> quarter 2014	The evaluation was conducted by the DEG (MPALSG). The final assessment will be submitted via email until January 15 <sup>th</sup> , 2015. A special Report to the Government will be written for the LSG.
5. Beginning of a consultative process for the drafting of the National Strategy and AP for the creation of an enabling environment for civil society development for the period 2014-2018	4 <sup>th</sup> quarter 2014	The Office for Cooperation with Civil Society initiated the process of developing the Strategy within the EU IPA project "EU Support Office for Cooperation with civil society". Special meetings at the local level will be implemented within the framework of the project "Supportive Environment for Civil Society Development", supported by USAID.

6. The Government has adopted guidelines for the inclusion of CSOs in the process of adopting regulations	3 <sup>rd</sup> quarter 2014	The guidelines were adopted by a Government Conclusion, which was published in the Official Gazette of the Republic of Serbia. The guidelines define the framework for CSOs' involvement in policy-making at the State level and recommend the application of the same approach towards autonomous provinces and LSG.
<b>M 5.2 Strengthening of integrity and ethical standards of employees in public administration and reducing corruption</b>		
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. Amendment to the Law on Civil Servants – extension of the jurisdiction of the High Civil Service Council to monitor the implementation of the Code of Conduct (AP for the National Anti-Corruption Strategy)	3 <sup>rd</sup> quarter 2014	The National Assembly adopted the Amendments to the Law on Civil Servants in September 2014. ("Off. Gazette of the RS", no. 79/2005, 81/2005 - corr., 83/2005 - corr., 64/2007, 67/2007 - corr., 116/2008, 104/2009 and 99/2014)
2. The regulations governing the anti-corruption field was included into the mandatory content of the State exam for civil servants with higher and secondary education program and its manuals	3 <sup>rd</sup> quarter 2014	Provision on amendments to Provision on the State Examination Program ("RS Official Gazette" 84/2014 of 08/08/2014., entered into force on August 16 <sup>th</sup> , 2014)
3. The Law on the Protection of Whistle-blowers	4 <sup>th</sup> quarter 2014	The National Assembly adopted the Law on the Protection of Whistle-blowers in November 2014 ("Official Gazette of RS" 128/14)
4. Preparation of the AP for Chapter 23 in the negotiations for EU membership	4 <sup>th</sup> quarter 2014	The Negotiating Group for Chapter 23 and the Ministry of Justice prepared a draft AP for Chapter 23 in the negotiations for EU membership
<b>M 5.3 Strengthening of supervision mechanisms in public administration</b>		
<b>Conducted activity</b>	<b>Timeframe</b>	<b>Description and remarks</b>
1. State Audit Institution launched a competition for admission of new employees	3 <sup>rd</sup> 4 <sup>th</sup> quarter 2014	For strengthening of the capacities of the SAI, in accordance with the adopted Staff Plan for 2014 and consent by the Council for administrative and immunity issues of the National Assembly, in 2014 two public competitions were launched, one in July and one in October 2014. After the completion of the competition in July 2014, and partly based on the taking over from other state bodies, 17 persons were employed. Based on the public competition in October 2014, additional 28 persons were employed, for whom it is expected the beginning of work in February 2015.

## **ANNEX 2: PAR COORDINATION AND MANAGEMENT SYSTEM**

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The PAR Strategy defines a new institutional and organizational structure for coordination, monitoring, reporting and evaluation of its implementation. In order to create the conditions for coordination, monitoring, reporting and evaluation of the PAR Strategy implementation, it is necessary to provide full functionality of the established structure.

PAR Strategy coordination implementation is performed at four levels, out of which the first and second represent expert coordination levels, while the third and fourth are political coordination levels of PAR process.

### **FIRST LEVEL OF COORDINATION AND MANAGEMENT**

The first level of coordination of the PAR, which primarily consists of performing operational tasks of the PAR process, is under the responsibility of MPALSG. In order to successfully realise the set objectives and ensure sustainability of the process, the necessity has been identified of the improvement of internal capacities of MPALSG. With new systematisation of MPALSG an internal organisational unit for public administration reform management was established. This unit performs activities which are primarily related to the following:

- participation in preparation of development strategy and action plans in the field of public administration reform;
- participation in the preparation of action plan for Open Government Partnership implementation;
- professional tasks for the needs of Council for Public Administration Reform;
- preparation of reports in the European integration process from the aspect of the implementation of the development strategy and action plans in the field of PAR and Open Government Partnership;
- professional development of the employees in state authorities; participation in the preparation of laws and other regulations regarding professional development in state authorities and state examination; etc.

The formation of the Department of PAR is the first step towards the establishment of internal capacity of the MPALSG. In the future, the Ministry will however focus on organizational strengthening and capacity building, as part of the restructuring process within the MPALSG. Also, a project proposal that would provide support to strengthen the capacity (knowledge and skills) of employees in this unit for performing coordination PAR is in process.

In addition, in order to increase the functionality of the PAR management, contact persons for coordination tasks were identified in public administration bodies. Those employees will be appointed as deputy members of the Inter-Ministerial Project Group (second level of coordination). In most SAB, contact persons have been appointed at the level of heads of units for HRM or at the level of heads of units for planning in ministries and secretariats of relevant units in other SAB. Through the aforementioned project proposal, training and workshops for representatives of SAB will be organized. Given that it is not possible for one contact person to coordinate the PAR, adjustments will be made to the predicted structure, on the basis of the first experiences in practice.



## **SECOND LEVEL OF COORDINATION AND MANAGEMENT**

The Inter-Ministerial Project Group is tasked with ensuring the expert coordination and the monitoring of the PAR Strategy implementation. Tasks of the Inter-Ministerial Project Group members are primarily aimed at professional coordination and determination of reports on the implementation of the PAR Strategy. This mechanism ensures the active participation of all relevant SAB in the PAR process.

Although the PAR Strategy states only secretaries of line ministries as members of the group, the PAR coordination at the professional level should include representatives of other relevant SAB. Accordingly, invitations to delegate their own representatives were sent to the relevant Government departments and special organizations. The appointment of deputies members who will also be the contact person for PAR (see the section above) was planned. Also, IMPG will include the representatives of CSOs, through the organisations of the members of consortium of mechanisms of Sectoral Civil Society Organisations (SECO) for the field of public administration reform. Also, the Inter-Ministerial Project Group involves the Standing Conference of Towns and Municipalities (SCTM) as a link to the local government in which the PAR Strategy also applies.

Specific tasks of the Inter-Ministerial Task Group are:

- participation in the creation of strategies and action plans in the PAR process;
- involvement of all relevant initiatives and projects in the PAR strategy (within the regular revision of the Strategy, respectively in process of the development of the new PAR Strategy); recommending the inclusion of certain activities in the Annual Work Plan of the Government (in cooperation with MPALSG and GS);
- harmonization of other national strategic documents with the PAR Strategy (in cooperation with RSJP and GS);
- adoption of the report on the implementation and evaluation of the results achieved by the PAR Strategy and Action Plan for its implementation, based on the analyses and proposals developed by the Department of PAR in MPALSG;
- proposing the College of the State Secretaries for discussion and adoption of decisions on which consensus is not reached within the framework of the MPG;
- participation in the evaluation of the results of the implementation of the PAR Strategy in accordance with the methodology of evaluation (each member within the scope of his authority).

The Inter-Ministerial Project Group will meet in plenary or in smaller groups (subgroups), which will be formed in accordance with the initial needs assessments in the process of coordination of the PAR. Regular meetings are once a month, on the proposal of MPALSG, while more frequent meetings may be organized if necessary according to the needs of PAR coordination and monitoring process.

The Secretary of the Inter-Ministerial Project Group will be the Head of the PAR Department in MPALSG. MPALSG will prepare a proposal of the Rules of Procedure of the Inter-Ministerial Project Group, which will determine all the necessary preconditions for the functioning of the Group (including the restricted group), to be adopted by the Inter-Ministerial Project Group

## **THIRD LEVEL OF COORDINATION AND MANAGEMENT**

The third level of coordination and management of the PAR represents the College of State Secretaries, which is also the first level of political coordination. The Collegium was established as a working group of the PAR Council at the constitutive meeting held on 28 August 2014. In addition to the State secretaries of all ministries, the members of the College are: the Deputy Secretary General of the Government, the Deputy Director of the Office for European Integration, the Deputy Director of the State Secretariat for Legislation, the Deputy Director

of the National Secretariat for Public Policy and a representative of the Cabinet of the Minister without portfolio responsible for European integration. Relevant state secretaries from each ministry will be invited to the sessions of the Collegium depending on the topic of the meeting.

The Collegium was established with a specific objective to monitor:

- the coordination of the implementation of the PAR Strategy and Action Plan for its implementation;
- the process of reporting on the effectiveness of the implementation of the PAR Strategy and Action Plan

The Collegium discusses all issues that are important for PAR and the coordination and harmonization between ministries and other SAB, as well as on issues on which consensus is not reached at the professional level. At its meetings, the College will review the reports arising in the process of monitoring and PAR reports on the evaluation of the PAR Strategy or Action Plan. The College of State Secretaries also proposes issues for consideration at meetings of the Council for PAR.

The first meeting of the Collegium was held on 7 October 2014. It was envisaged that the Collegium meets regularly, once every three months, with the possibility of extraordinary sessions if necessary, at the request of the Head of the Working Group. State secretary in MPALSG was appointed as the head of the working group.

## **Fourth level of coordination and management**

The PAR Council was established by the Government Decision on forming the Council for the Public Administration Reform.<sup>109</sup>The Council has been established as the central strategic body of the Government responsible for the PAR.

The main tasks of the PAR Council are:

- defining the proposals for the strategic development of PA in the Republic of Serbia,
- initiating and proposing the PAR measures and actions to the Government,
- discussing and adopting Reports on achieved objectives in connection with the PAR,
- promoting and monitoring the progress of the PAR Strategy implementation, particularly from the perspective of the incorporation of the PAR principles and objectives into the sectorial development strategies and measures from the plans,
- discussing and providing of preliminary opinion to the Government, about development strategies, draft laws and other legal documents related to the organization and work of the Government, PA bodies and in particular those proposing the incorporation of new state authorities, organizations, services or bodies of the Government.

The Council is chaired by the Prime Minister, and co-chaired by the Deputy Prime Minister and Minister of Public Administration and Local Self-Governance. Due to the fact that the PAR Strategy refers to a broader government system, not only to state administration as was the case in the past, in addition to the Minister of

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<sup>109</sup>Decision of the Council on Education for Public Administration Reform, "Official Gazette of RS", no. 79/2014,86/2014,120/2014, 22/2015.

Public Administration and Local Self-Government, a number of line ministers and representatives of other state authorities are appointed for members of the Council. The Council members are the following:

1. First Deputy Prime Minister and Minister of Foreign Affairs;
2. Deputy Prime Minister and Minister of Construction, Transport and Infrastructure
3. Minister of Finance;
4. Minister of Economy;
5. Minister of Justice;
6. Minister of the Interior;
7. Minister without portfolio responsible for European integration;
8. Minister of Education, Science and Technological Development;
9. Minister of Labour, Employment, Veteran and Social Affairs;
10. Minister of Health;
11. Minister of Culture and the Media;
12. Minister of Youth and Sports;
13. Director of the Republic Secretariat for Legislation;
14. Secretary-General of the Government;
15. Director of the Republic Public Policy Secretariat.

Assistant Minister of State Administration and Local Self- Governance was appointed for the Council Secretary.

The fact that 14 members of the Government are also the members of the Council, provides to the credibility and legitimacy in the management of the entire process of PAR.

If necessary, the Council constitutes a special working group. In addition to the College of the State Secretaries, a working group is established to coordinate and monitor the implementation of measures of long-term fiscal consolidation. The task of the working group is to participate in the negotiations with the International Monetary Fund, the World Bank and other international organizations to define and implement long-term fiscal consolidation related to the PAR and the reform of public enterprises. Minister of Finance was appointed as head of the working group, while his appointed deputies are Deputy Prime Minister and Minister of Public Administration and Local-Governance, Deputy Prime Minister and Minister of Construction, Transport and Infrastructure and Minister of Economy. The Working Group meetings will be attended by representatives of other ministries, depending on the topic of the meeting.

Also, the Council may engage professional and educational institutions and prominent experts in the form of international projects, in order to study particularly complex issues related to the PAR. The Rules of Procedure (adopted at the first meeting of the Council) governs the way the Council works, but also other issues relevant to its work, including jurisdiction, structure, rights and duties of members, etc. An important principle of the Council confirms that the work of the Council and the public should be realized according to the law regulating the free access to information of public importance, namely that the Council informs the public about their work through press releases. Also, the Rules provides that the Council sends its internal documentation, among which its proposals, opinions and expert explanations, to the competent line ministry for evaluation, to be forwarded to the Government.

Although the frequency of convening and holding meetings of the Council is not prescribed, the Council already held two sessions in the second half of 2014.

## ANNEX 3: MONITORING AND EVALUATION SYSTEM FOR PAR<sup>110</sup>

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### MONITORING AND REPORTING

General purpose of the MRE system for any policy area is (a) to gather data during implementation of the policy to see whether the planned activities are implemented as envisaged and identify risks arising from either not implemented activities or not producing expected outputs and (b) evaluate progress achieved by the policy in relation to the objectives and expected impacts as defined by Government. In other words, monitoring and reporting is aimed at gathering data and doing operational level assessment of implementation, while evaluation is a more elaborate approach to comparing how will produced outputs and outcomes reach the set policy objectives. The end objective of the monitoring is the implementation of timely decisions in order to maximize results of the policy and any changes during the implementation. Monitoring of the public administration reform is based on the Action Plan for implementation of the Public Administration Reform Strategy (AP PAR).

For the purposes of implementation of monitoring and reporting Instructions for monitoring, reporting and evaluation shall be used, which is being prepared in parallel with the AP PAR. Also, it is planned to carry out a series of training for stakeholders who will be involved in monitoring and reporting system. The first introductory workshop shall be held in December 2014, while the dynamic of further training will depend on funding opportunities (*nb: A project proposal for funding by the Kingdom of Sweden is being prepared, which would by the mid-2015 give support to the system for monitoring, reporting and evaluation of AP PAR*).

### Monitoring Approach

AP PAR matrix is primarily result-oriented and provides a basis for establishment of monitoring based on the results.<sup>111</sup>Result-based Monitoring - RBM is the process of monitoring which focuses on objectives and results of public policy, which allows comparison of how effectively the public policy is implemented against the set objectives. Result-based Monitoring contains elements of traditional procedural (implementation) monitoring system, but goes beyond in their focus, which does not end at the activities and their direct outputs, but observes the results that are achieved through these activities, i.e. actual changes in the reality that occur due to the intervention of public policy

The application of this approach in the AP PAR implies that most of the elements of the matrix are defined at the level of results, in particular indicators and required resources. This methodological approach also introduces a basis for monitoring the achievement of higher goals of reform, since it determines indicators at the level of objectives (objectively measurable indicators). At the same time, elements of process / implementation monitoring approach were retained, which are based on activities. Thus, for each result the main activities that are expected to be necessary in order to achieve a result are listed, and the deadlines for implementation of these activities is given, in order to make it possible to monitor the progress towards the achievement of results.

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<sup>110</sup>This proposal was mostly based on the proposals and recommendations of the SIGMA program, i.e. documents „Idea for rightsizing of the monitoring, reporting and evaluation system“ and „Comments on the framework of results indicators“ submitted to the Ministry of Justice and Public Administration in March 2014.

<sup>111</sup>This matrix represents the adaptation of one of previously developed matrix created within a project of technical support funded by the MPALSG in the implementation of the public administration reform in early phase.

## Measuring Indicators

AP PAR defines specific and measurable (SMART) indicators for monitoring of implementation of results and objectives.

The highest level of indicators is determined by the overall objective of the public administration reform (in accordance with the PAR Strategy) and it enables the measurement of long-term impact of PAR:

Indicator	Baseline Value (2013)	Target Value (2017)
<b><i>The effectiveness of government (World Bank) - percentile rank (0-100)</i></b>	50.24	53-55

This hybrid indicator is completely objective (its measurement is carried out on annual basis by the World Bank) and consists of the results of a number of indicators, some of which are based on expert analysis, and some on surveys.

**Table 2: Sources of data for the index of the effectiveness of government for Serbia, 2013<sup>112</sup>**

Country	Indicator	Source	Year	Type	Value
<b>Serbia</b>	Government Effectiveness	<i>Bertelsmann Transformation Index</i>	2013	Experts	0.73
<b>Serbia</b>	Government Effectiveness	<i>Business Enterprise Environment Survey</i>	2013	Survey	0.94
<b>Serbia</b>	Government Effectiveness	<i>Economist Intelligence Unit</i>	2013	Experts	0.25
<b>Serbia</b>	Government Effectiveness	<i>Gallup World Poll</i>	2013	Survey	0.42
<b>Serbia</b>	Government Effectiveness	<i>Global Insight Business Conditions and Risk Indicators</i>	2013	Experts	0.5
<b>Serbia</b>	Government Effectiveness	<i>Institutional Profiles Database</i>	2013	Experts	0.75
<b>Serbia</b>	Government Effectiveness	<i>Political Risk Services International Country Risk Guide</i>	2013	Experts	0.5
<b>Serbia</b>	Government Effectiveness	<i>World Bank Country Policy and Institutional Assessments</i>	2013	Experts	Not known
<b>Serbia</b>	Government Effectiveness	<i>World Economic Forum Global Competitiveness Report</i>	2013	Survey	0.44

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<sup>112</sup><http://info.worldbank.org/governance/wgi/index.aspx#reports>

Report for this indicator shall be published in late September each year, with the processed data for the previous year. This means that during the evaluation of the Action Plan in early 2018 (amendment to the AP for 2017 shall be issued during 2015) will be available only from 2017 with the data for 2016. For the evaluation of the overall results of the implementation of the AP it will be necessary to take into account the data for 2017, which will be contained in a report which will be published in September 2018, which means that the evaluation of AP PAR shall be amended at the end of 2018 in order to take into account the overall effect of the three-year AP. **In defining the target value (BV and TV) for this indicator AP PAR the compliance with the agreed indicators and values for monitoring IPA 2 for the sector PAR were taken into account.**

**Other indicators** in AP PAR - for the level of specific objectives and results - are given **on the level of outcome, and in several cases** (where it was not possible to identify the appropriate indicator at that level) **on the level of direct output**. Wherever it was possible, **indicators of Public Administration Principle were used** (OECD SIGMA and the European Commission), in order for the PAR to strongly connect with the process of Serbia's accession to the European Union, and to make the PAR monitoring PAR more efficient and economical (since for PAP indicators SIGMA shall conduct analyses and measurements based on the data that will be submitted by Serbia). For the level of specific objective qualitative indicators of PAP were mainly used (with a few exceptions where international indicators taken over by PAP were used), since they can be considered objectively measurable indicators because SIGMA independently establishes the methodology of measurement and performs these measurements. For the level the results quantitative indicators of PAP were primarily used since their measurement is far easier to be carried out independently within our bodies. Qualitative PAP indicators are used for level of the results in only few instances where it was not possible to identify other appropriate indicator on the level of results. Their measurements on an annual level will be discussed and agreed with the OECD SIGMA program.

**For all indicators - including PAP indicators - “passports” shall be made during 2015** which shall enable gathering of all basic information on all defined performance indicators, including some of their key institutional aspects, for example which institution gathers data for measurement of which indicator and how often. In addition, this would also help determine which additional resources may be required in cases in which new indicators which have previously not been followed are introduced.<sup>113</sup>

“Passports” of indicators shall be regularly discussed (at least once per year) in order for the information to be updated. Data shall be updated by relevant institutions at the initiative of MSALSG.

**Table 3: Instructions for creation of indicator “passports”**

<b>Title of Indicator</b>	<i>Enter the full name of the indicator from the draft Action Plan.</i>
<b>The corresponding general or specific objective</b>	<i>Enter a connection to an appropriate general or specific objective to which the concrete performance indicator relates.</i>
<b>Source of data for monitoring of performance indicator</b>	<i>Enter information about whether the data for monitoring of indicators is collected at national or international level. It is important to distinguish between these two types of indicators in order to see</i>

<sup>113</sup>In the preparation of the Action Plan first drafts passports were prepared for about 30 indicators, supported by the project within the EU Civil Service Support Program 2012. The dynamics of completion of indicator passports in 2015 will depend on internal capacities of MPALSG and the time of beginning of the project of support to monitoring, reporting and evaluation of PAR (aforementioned within the remark).

	<i>to what extent data for monitoring indicators can vary, because sometimes the manner in which the indicators are measures at international level changes significantly, while sometimes their measurement is completely absent.</i>			
<b>Title of institution responsible for gathering data</b>	<p><i>Enter the full name of the institution responsible for the collection of data regarding the specific performance indicator and publication / submission of such data.</i></p> <p><i>This information will be used to inform the relevant institutions about their duties, and to track the results of the institutions involved in the entire system for monitoring, reporting and evaluation regarding the Public Administration Reform Strategy and Action Plan for its implementation.</i></p>			
<b>Frequency of data publication</b>	<p><i>Enter information on how often do the appropriate institutions collect data on the specific performance indicator and publish them.</i></p> <p><i>This information is necessary in order to understand the data on which the indicators can be used to produce quarterly, semi-annual and annual progress reports prepared by the MPALSG</i></p>			
<b>A brief description of the methodology</b>	<p><i>Enter a brief description of the construction and measurement of specific performance indicator. If specific methodology for measuring this indicator is posted on the internet, we recommend that you enter the link to this methodological document.</i></p> <p><i>Understanding the manner in which the indicator is measures is necessary in order to see (a) the extent to which the data presented is relevant and reliable, and (b) how to identify the resources needed to measure this indicator if there is a new indicator for which there is no mechanism of data collection.</i></p>			
<b>Information on baseline values</b>	Year	2012	2013	2014
	Baseline value			
	<i>Enter information on baseline values for a specific indicator, if there is such information. Enter information for up to three previous years (i.e. 2014, 2013 and 2012).</i>			
<b>Information on target values</b>	Year	2015	2016	2017
	Baseline Value			
	<i>Enter information on target values for a specific indicator for each year, if the measurement of indicators will be conducted annually. If not, enter the TV for the year in which the measurement shall be carried out.</i>			

Baseline values are qualitative or quantitative data on the circumstances at the time of the start of monitoring or before the follow-up, with which to compare the information obtained later, during the measurement of indicators on the basis of which to measure progress in implementation of the reform policy. The next, fourth step in the monitoring process is **defining of baseline values** (in AP underneath indicators as TV) **and the deadline for monitoring**. Target value is qualitative or quantitative presentation of indicators and represents the desired level of performance which shall be achieved for a specific time.

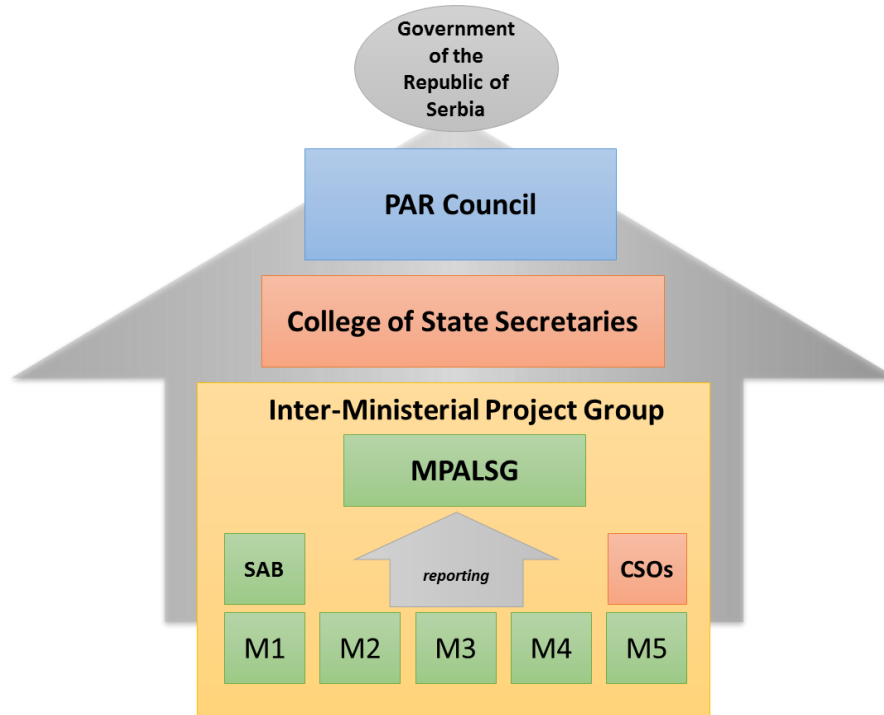


Data collection is an important step, on which basis the servants in charge of monitoring may prepare reports on the implementation of the objectives and results, for reporting purposes. As the present system of monitoring and evaluation was based on ad hoc and conflicting reporting and monitoring, PAR strategy aims to introduce systematized and unified system of monitoring and reporting through the required semi-annual reports of all the stakeholders which shall be submitted to MSALSG and which shall be a subject of review at sessions / meetings of structures for the management of PAR and its monitoring defined by the PAR Strategy.

**Actors and roles in the system of monitoring and reporting**

Data for monitoring is collected from SAB involved in the implementation of PAR. Monitoring process is managed and coordinated by MSALSG, while all other ministries and other SAB provide information within their jurisdiction and responsibilities towards AP PAR. **AP PAR defines the responsible institutions (and individuals on behalf of those institutions) for monitoring and reporting according to results**, while the responsibility for the level of activity has been recognized only in cases where the implementation of certain activities is under the responsibility of the other institutions of the results (not the one that is responsible for the overall result), and in such cases in the column “implementation partners” numbers of activities are listed next to the name of the institution. For the purposes of monitoring and reporting process this means **that for coordination of indicator monitoring and reporting on results one institution shall be in charge**, which shall collect all the necessary information and other inputs from other institutions that are designated as partners in the implementation.

**Figure 3: Graphic illustration of the reporting system according to AP PAR**



## Reporting

Reporting on implementation is based on results identified in AP PAR and shall be implemented **through six-month and annual reports.**<sup>114</sup>

Given the scope and complexity of the whole AP matrix, MSALSG will create **forms for reporting for each of the results**, which will be submitted to the responsible stakeholders for the needs of the six-month report.

In the form of an annual report the special analytical part on the realization of the objectives shall be provided which shall contribute to the results. In this regard, the annual reports will have a stronger analytical character than six-month reports.

In addition to report, the MPALSG unit for monitoring of PAR will be sent the data on precise milestones for each next six-month period, which will enable more precise and in-depth reporting on the progress in the realisation of results. The milestones will by their form present concrete direct outcomes of the activities in the six-month periods, which realisation leads to the achievement of the overall objective defined.

Reports on implementation of the Strategy and AP PAR shall include both aggregate and specific information. Semi-annual reports shall include the following elements in the scope of each result:

- Overall information on fully, partially and non-implemented activities according to planned implementation dates;
- Key problems and challenges identified during implementation of actions;
- Key recommendations on how to overcome these challenges, including drafts of legislative proposals, if necessary;
- Detailed explanation of implementation of individual activities.

Semi-annual reports are more focused on immediate results of performed activities (output level indicators), while annual reports, in addition to the previously identified information, look at more high-level information (outcome level indicators) and bring results of all implemented activities together to see what has been achieved on a bigger scale. The annual reports would include following elements:

- Overall information on the implementation of PAR Strategy and Action Plan with key successes achieved during particular year that would be easily communicated to general public and main stakeholders;
- Assessment of the main things that had not been implemented as planned and information on the impact this might leave towards overall progress of PAR agenda;
- Proposals for necessary capacity building activities that would allow to address current short-comings and other activities for remediation of negative effects from deviations regarding the plans;
- Priority actions for the next year and identification of any amendments or changes needed to planning documents (principally to AP PAR) based on the analysis of the current developments.

Instructions for monitoring, reporting and evaluation will include the patterns for semi-annual and annual reports, as well as instructions for filling out forms. Emphasis will be on the brevity of information and focus on results (whether direct or medium-term outcome results) rather than inputs and processes, in order to ensure maximum usability of the report.

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<sup>114</sup>PAR strategy provides quarterly reports, but such system would be too demanding for MSALSG capacities, and quarterly reporting shall be implement only orally through meetings of MPG and Collegium of State Secretaries and minutes of those meetings.

### Reporting and monitoring tools

In order to facilitate the monitoring of public administration reform, a monitoring Tool was created, in the form of Excel table into which the competent civil servants responsible for monitoring of the various areas of AP can enter all relevant information for successful monitoring of the implementation of PAR, based on collected reports.<sup>115</sup>

In the later stage of implementation of the PAR, and depending on funding opportunities and capacity to use, web platform for monitoring and reporting shall be established.

### EVALUATION (ASSESSMENT)

Evaluation process helps both policy experts and decision makers to **get information on how well the initially set objectives have been achieved**. It means, there is clear information on whether the objectives have been met fully or only partially (what has changed in public administration that is reformed), or expectations had even been exceeded, as well as expert reasoning for the underlying reasons and recommendations for suggested corrective actions.

Impacts and outcomes of a particular policy can be evaluated only in a longer perspective, because the changes or trends will appear not on quarterly, but rather annual manner. Therefore **evaluation assessments are usually carried out only once each two or three years**. In addition to the fact that changes can be seen only in longer time period, evaluation assessments are typically more resource intensive than regular monitoring reports

**The PAR Strategy currently does not specify exact frequency of evaluations**, just states that: "Following the collection and processing of data from the regular reports on performed activities, and/or the continuing monitoring process, it is necessary to prepare occasional (but regular and systemic, well-grounded) assessments of the reform implementation, more specifically, the evaluation of this complex process."<sup>116</sup>

The first evaluation will begin in mid-2017, with the focus on the PAR AP implementation in the period 2014-2017 (having in mind the planned addendum to the PAR AP in 2015, when results and activities for 2017 were integrated) which represents the *ex-post* evaluation of the PAR AP, and at the same time the midterm evaluation of PAR Strategy, based on which a revision of the Strategy and creation of PAR AP for the period 2018-2020 will be made. Draft reports on evaluation would be prepared by the end of 2017, after which it would be forwarded to the PAR Council for consideration, and after that presented to the Government of RS at the beginning of 2018.

This approach would also be very well linked with mid-term review of IPA 2 funding planned by EC by mid-2017 and leave some impact on the planned "performance reward" approach in the implementation of EU IPA 2. . The mid-term evaluation report regarding implementation of PAR Strategy and Action Plan thus would provide very useful inputs to the review carried out by EC and ensure that these processes are mutually complimentary.

In order for the evaluation to be as objective as possible, external independent evaluators shall be engaged, and this objective a public tender shall be announced. Funding for the implementation of the evaluation shall be provided in a project that is currently being developed for funding by the Kingdom of Sweden, whose implementation could begin in mid-2015. In drafting the terms of reference (TOR) for both evaluations

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<sup>115</sup>Monitoring Tool will be prepared within the PAR monitoring, reporting and evaluation support, which realisation should begin in the second half of 2015.

<sup>116</sup>PAR Strategy, pg. 57

assistance shall be sought from SIGMA. Unit in MSALSG which shall be responsible for the coordination and organization of the evaluation process is the Department for PAR and professional development within the Department of Public Administration, work-legal relations and wages. Within this project, the employees of this department shall receive training in order to carry out these tasks.

Other ministries and SAB will play a relatively minor role of collection and providing information needed for carrying out the evaluation. However, MSALSG needs to ensure that everybody involved understands importance of this task and fully cooperate with experts carrying out evaluation.

## ANNEX 4: OVERVIEW OF PAR AP IMPLEMENTATION DYNAMICS (GANTT CHART)

	Objectives, measures and results	2015				2016				2017				Institution responsible for implementation
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
<b>General objective</b>	<b>Further improvement of work of Public Administration in accordance with principles of the European Administration Space provision of the high quality service and business entities, as well as the creation of public administration which shall significantly contribute to the economic stability and increase of the living standards.</b>													
<b>SO 1</b>	<b>Improvement of organisational and functional Public Administration subsystems</b>													
<b>M 1.1</b>	<b>Implementation of organisational and functional restructuring of Public Administration until 2017 of factually based measures for rightsizing of Public Administration in terms of numbers and suitability of institutions, number of employees, work processes and organisational structure with the creation of strong analytical basis for these processes</b>													
R. 1.1.1	Improved organisational forms, their mutual relations and rationalised number of organisations and employed in the Public Administration		A1, A2, A3	A4			A5						A6	MPALSG
R. 1.1.2	Conditions created for in-depth rightsizing of selected organisational subsystems of Public Administration (implementation of functional review – FR)		A1, A2, A3				A4	A5	A6					MPALSG
R. 1.1.3	Realised in-depth rightsizing of certain organisational subsystems of PA												A1, A2	MPALSG
R. 1.1.4	Created support of professional and general public for the process of rightsizing of Public Administration		A1	A2				A3					A4	MPALSG
R. 1.1.5	Established performance management framework in PA which connects all existing performance management elements and ensures their upgrading						A1	A2					A3	MPALSG
R. 1.1.6	Established electronic registers of Public Administration bodies and other entities and employees in the public administration system	A1				A2, A3	A4						A5	DEG
<b>M 1.2</b>	<b>Improvement of decentralisation and deconcentration of Public Administration tasks by means of improvement of analytical and strategic framework by the end of 2017</b>													
R. 1.2.1	Decentralisation policy framework in the Republic of Serbia has been determined	A1, A2	A3		A4, A5		A6			A7				MPALSG
R. 1.2.2	Improved framework for ensuring sustainability of public finances at the local level				A1, A2								A3, A4	MF

<b>M 1.3</b>	<b>Improvement of the system for management of public policies of the Government (planning, analysis, creation, monitoring and evaluation and coordination) by establishment of legal and institutional framework for integrated strategic management until the end of 2017 and adoption of medium-term SAB work plans aligned with strategic priorities of the Government and with the program budget</b>												
R 1.3.1	Established single system for public policies management which ensures the preparation of public policies documents which comply with the adopted standards				A1, A2 A3, A4							A5, A6, A7	RSPP
R 1.3.2	Medium term and annual planning in state administration bodies is based on Government priorities and the program budget and the implementation is being regularly monitored	A1, A2		A3	A4, A5, A7				A6, A7			A7	RSPP
R 1.3.3	Increased transparency of public policies management system				A1, A2, A3								MPALSG
<b>M 1.4</b>	<b>Establishment of strong coordination mechanisms which shall enable the harmonious development and operation of electronic administration, as well as the completion of the legal framework and procedures for development of electronic administration</b>												
R 1.4.1	Provided coordinated management of the electronic management development with implementation and completion of institutional and legal framework	A1, A2											DEG
R 1.4.2	Established interoperable communication functioning between different information system services of SAB and LSU based on use of established basic electronic administration registers	A1			A2 - A5				A6, A7				DEG
R 1.4.3	New electronic services which use basic registers are established and are being widely promoted				A1				A2			A3	DEG
<b>SO 2</b>	<b>Establishing a coordinated public-service system based on merits and promotion of human resource management</b>												
<b>M 2.1</b>	<b>Establishment of coordinated system of labour relations and wages in public administration on the basis of transparency and fairness principles</b>												
R 2.1.1	Coordinated labour-legal status of the employees in all areas of public administration, with the goal of strengthening of application of principles of de-politisation and professionalism, i.e. establishment of the system based on merits (merit system)				A1		A2		A3				MPALSG
R 2.1.2	Established transparent and fair system of wages in the public administration		A1, A2		A3							A4	MPALSG
<b>M 2.2</b>	<b>Development of strategic Human Resource Management function in state administration by the end of 2017 with a strategic approach, and introduction of new instruments and strengthening of capacities for HRM</b>												
R 2.2.1	Elementary improved basic elements of HRM for prevention of further politisation of employment, attrition of the quality of personnel and in order to attract quality candidates for work in the state administration		A1, A2						A3				MPALSG

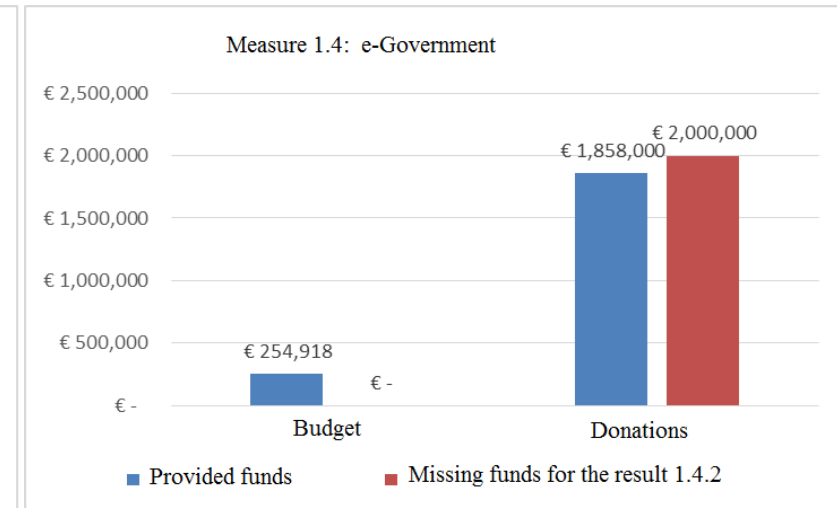
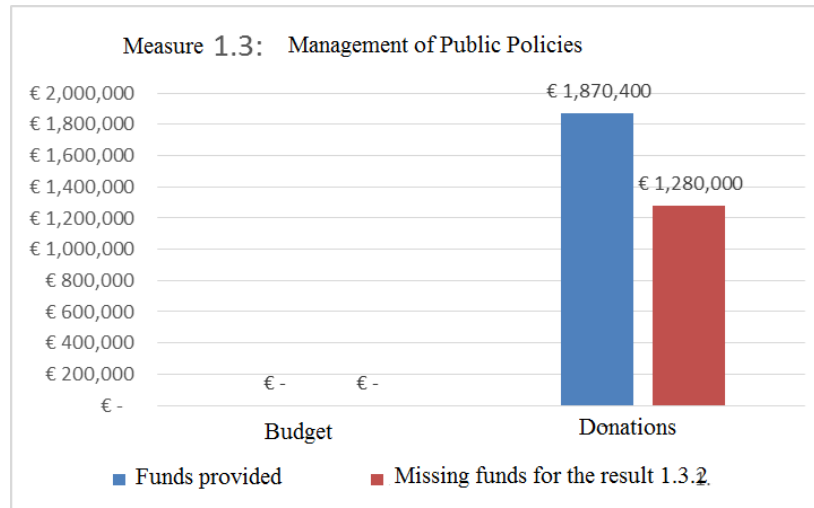
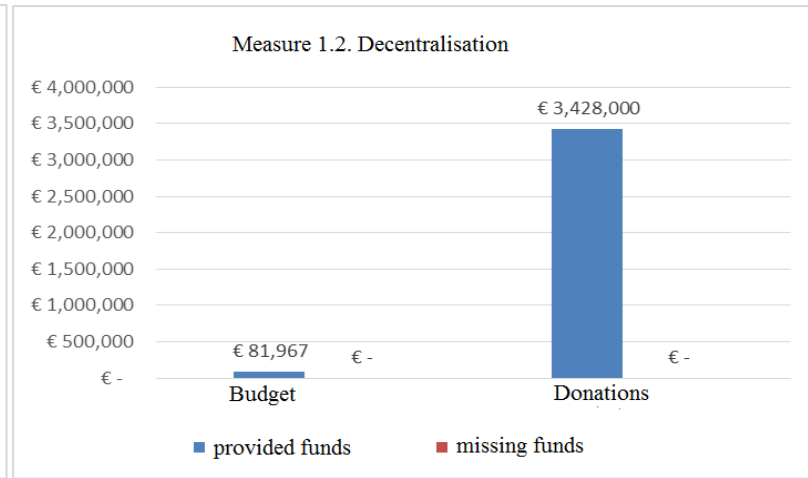
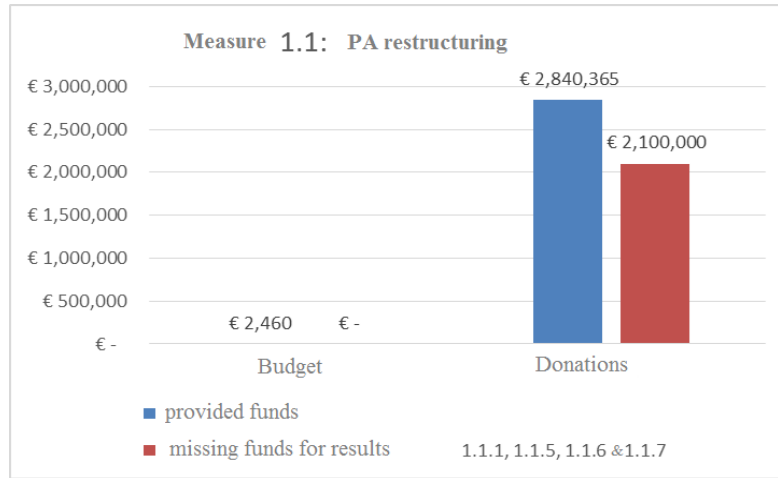
R 2.2.2	Consolidated institutional frame for development of HRM function in the state administration					A1, A2		A3						MPALSG		
R 2.2.3	Established policy frame of strategic HRM and developed improved instruments for strategic HRM in the state administration					A1	A2	A3	A4, A5	A6	A7		A8, A9	MPALSG		
R 2.2.4	Improved capacities for strategic human resource management									A1			A2, A3	MPALSG		
<b>M 2.3</b>	<b>Development and coordination of basic human resource management functions for a broader system of public administration</b>															
R 2.3.1	Established basis of the system for general professional development of employees in bodies and organisations of public administration		A1		A2			A3, A4		A5, A6				A7	MPALSG	
R 2.3.2	Established normative framework for development of Human Resource Management function in A and LSGU	A1, A2		A3, A4	A5										MPALSG	
R 2.3.3	Strengthened capacities of employees in LSGU for Human Resource Management			A1	A2, A3					A4			A5	A6	MPALSG	
R 2.3.4	Established coordinated, durable and sustainable system of professional development of LSGU employees, which shall contribute to increased levels of knowledge of knowledge and skills of employees necessary for achievement of fundamental postulates of modern local self-government		A1	A2, A3	A4, A5									A6	MPALSG	
<b>SO 3</b>	<b>Improvement of Public Finances and Procurement Management</b>															
<b>M 3.1</b>	<b>Preparation of the Public Finances Reform Program</b>															
R 3.1.1	Adopted Public Finance Reform Program	A1			A2										MF	
<b>M 3.2</b>	<b>Improvement of Budget Planning and Preparation Process</b>															
R 3.2.1	Operationally and methodologically improved process of planning and preparation of the multi-annual budget program at all levels of government							A1, A6	A2, A3, A6	A6	A4, A5, A6	A6	A6	A6	A6	MF
R 3.2.2	Introduced and applied planning and implementation of capital projects on priority basis and increased predictability in implementation			A1						A2, A3	A4					MF
<b>M 3.3</b>	<b>Improvement of the Financial Management System and Control of Use of Public Resources and Internal Audit</b>															
R 3.3.1	Adopted medium-term framework for the implementation of internal financial control in the public sector	A1														MF
R 3.3.2	Improved financial management and control system (FMC)				A2						A2-A5					MF

R 3.3.3	Improved capacities and functionality of the internal audit system			A1				A2-A4					MF
<b>M 3.4</b>	<b>Functional improvement of the budget inspection work</b>												
R 3.4.1	Provided capacities and functionality of the budget inspection			A1, A2								A3	MF
<b>M 3.5</b>	<b>Improvement of the public procurement system</b>												
R 3.5.1	Operationally and methodologically improved public procurement system			A1	A2			A3-A9					PPO
<b>SO 4</b>	<b>Increase of legal security and improvement of the business environment and the quality of public service provision</b>												
<b>M 4.1</b>	<b>Improvement of the legislative process as a part of a wider system of Government public policies management</b>												
R 4.1.1	Improved and transparent process of development and implementation of regulation in a manner that ensures interdepartmental coordination, participation of interested public and assessment of potential effects, implementation monitoring, evaluation and reporting on implementation of the regulative		A1, A5	A2, A3		A3	A4					A5	NSPP
<b>M 4.2</b>	<b>Improvement of administrative procedure and provision of conduct of state administrative bodies and bodies and organisations of public administration in deciding on rights, obligations and legal interests of citizens and other entities in accordance with the principles of good governance</b>												
R 4.2.1	Improved and coordinated legal framework in administrative conduct of state or public administration bodies at all levels of government			A1				A2				A3	MPALSG
R 4.2.2	Increased use of modern information technologies in administrative procedure management							A1		A2			DEG
R 4.2.3	Provided organisational and personnel prerequisites for implementation of the Law on General Administrative Procedure					A1	A3 A4	A2, A3				A4	MPALSG
R 4.2.4	Public Administration applies the principles of good governance in its work, and in particular provides a response to the needs of citizens in planning and implementing of public policies			A1	A2, A3	A4-A6	A8	A7				A8	MPALSG
<b>M 4.3</b>	<b>Reform of the inspection supervision and ensuring better public interest protection, with reducing administrative costs of inspection supervision and increase of legal security of subjects of the inspection supervision</b>												
R 4.3.1	Established a new single legal framework for inspection supervision, presented to the public	A1	A2	A3	A4			A5					MPALSG
R 4.3.2	Provided coordinated work of all inspections		A1		A2							A3-A5	MPALSG

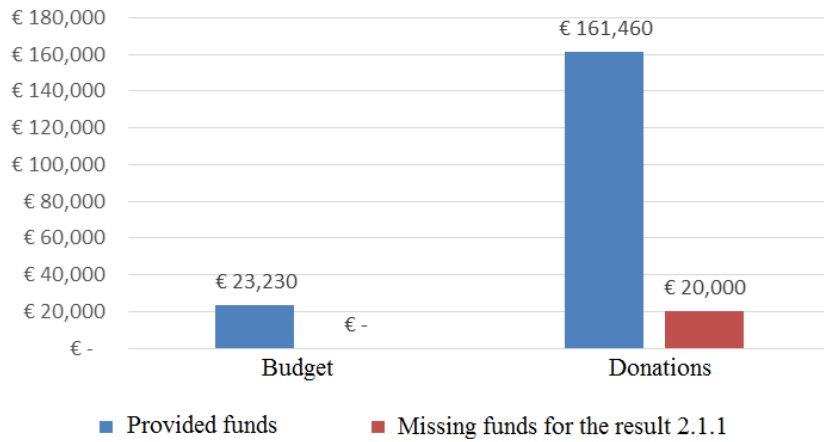


R 4.3.3	Increased capacities of inspection services for implementation of the new inspection supervision system					A1	A2	A2	A2, A3				A4- A8	MPALSG
<b>M 4.4</b>	<b>Introduction and promotion of mechanisms which ensure the public service quality</b>													
R 4.4.1	Conditions created for establishment of the system for quality management in public administration						A1		A2				A3	MPALSG
<b>SO 5</b>	<b>Increase of citizen participation, transparency, improvement of ethical standards and responsibilities in performance of public administration activities</b>													
<b>M 5.1</b>	<b>Improved conditions for participation of public work in public administration with an increase of availability of information on work of public administration and public finances</b>													
R 5.1.1	All information on work of public administration (number of employees, finances, etc.) are available on the Internet and presented in a standardised form			A1	A2		A3							MPALSG
R 5.1.2	CSO and citizens involved in the process of creation, implementation and monitoring of public policies at national and local level		A1	A2	A3, A4, (A5)								A6	MPALSG
<b>M 5.2</b>	<b>Strengthening of integrity and ethical standards of employees in public administration and reducing corruption</b>													
R 5.2.1	Improved mechanism for ensuring ethical standards and integrity of employees in public administration				(A1)		A2		A3, A4, (A5)				A6, A7	MPALSG
R 5.2.2	Improved effectiveness of the system for whistle-blower protection (persons who report doubts about corruption) in public administration				(A1)		(A2, A3)						A4	Ministry of Justice
<b>M 5.3</b>	<b>Improved mechanisms for external and internal public administration control</b>													
R 5.3.1	Improved legal framework and work conditions of state bodies performing external administrative control			A1- A5	A6, (A7)			A8						MPALSG
R 5.3.2	Improved Administrative Inspection capacities and procedures in a manner that ensures effective control of SAB work legally and other subjects of administrative-inspection supervision				A1	A2	A3							MPALSG

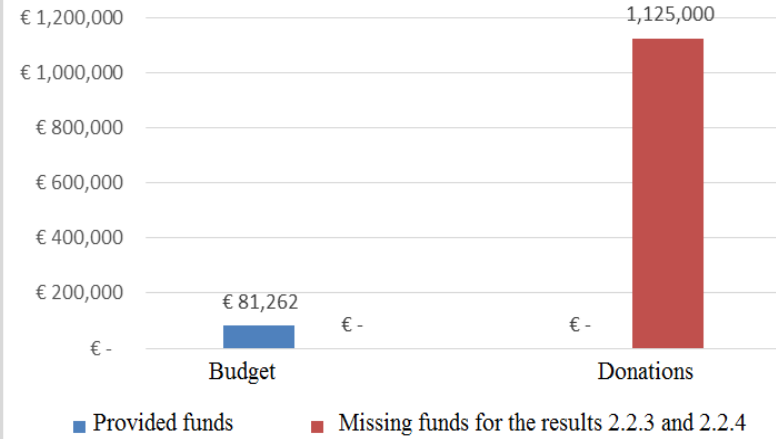
# ANNEX 5: OVERVIEW OF GRANTED AND MISSING FUNDS FOR PAR AP IMPLEMENTATION



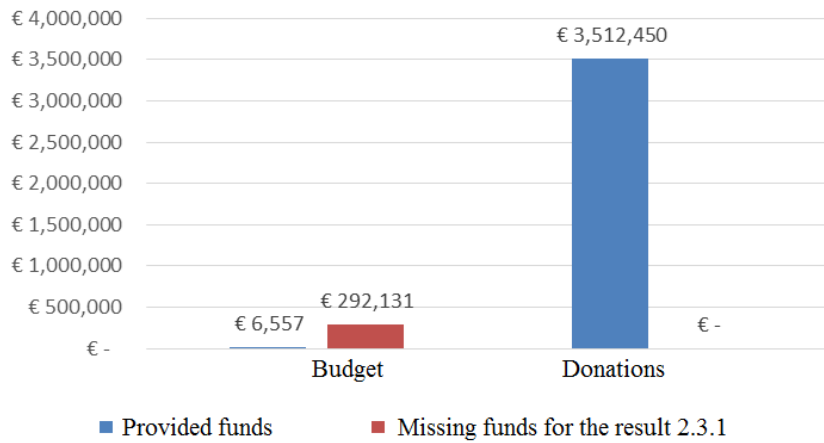
Measure 2.1: Labour Relations and Wages



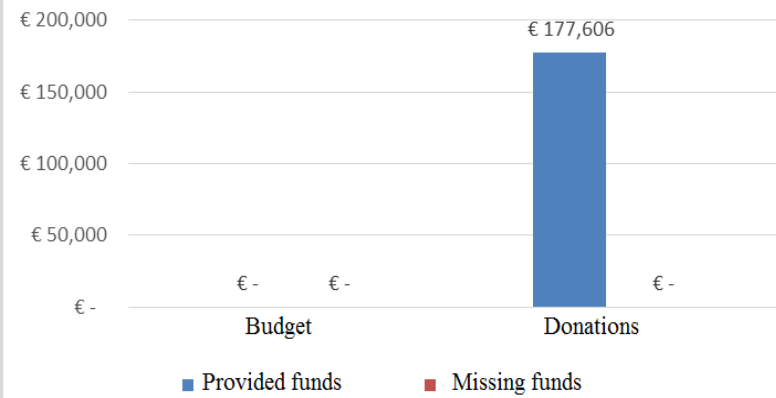
Measure 2.2: State Administration HRM



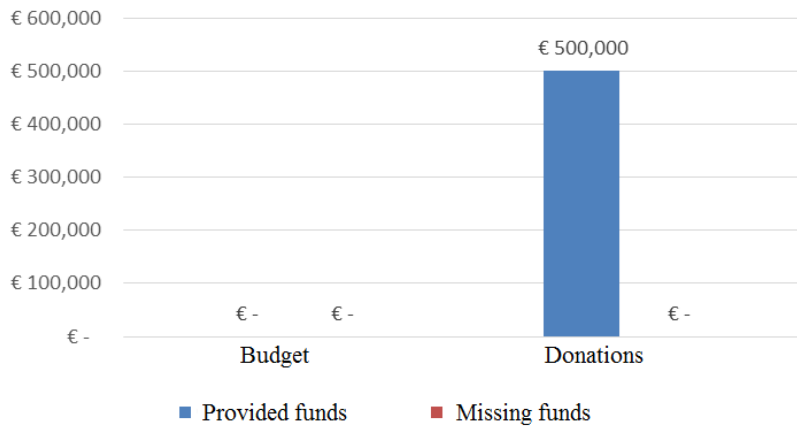
Measure 2.3: HRM for wider PA system



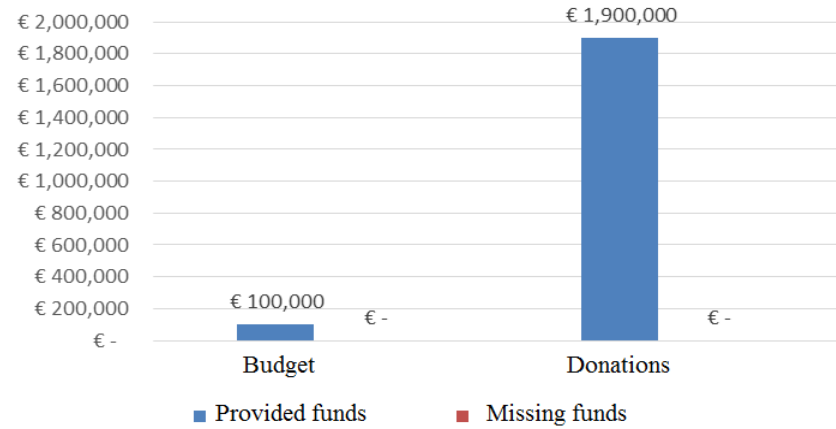
Measure 3.1: Public Finances Reform Program



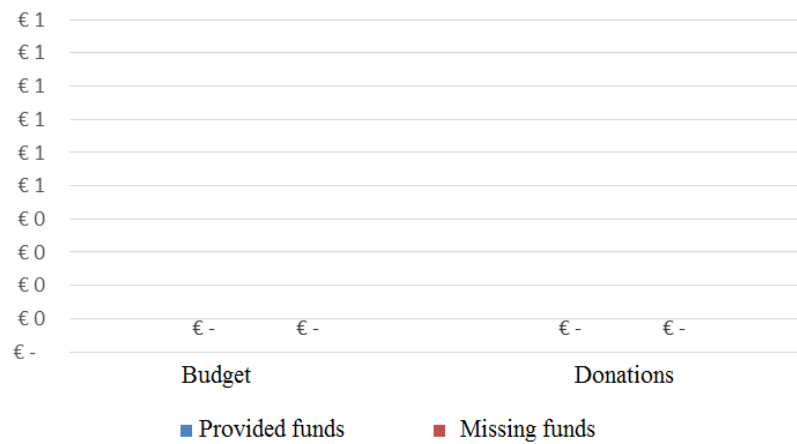
Measure 3.2: Budget Planning and Preparation



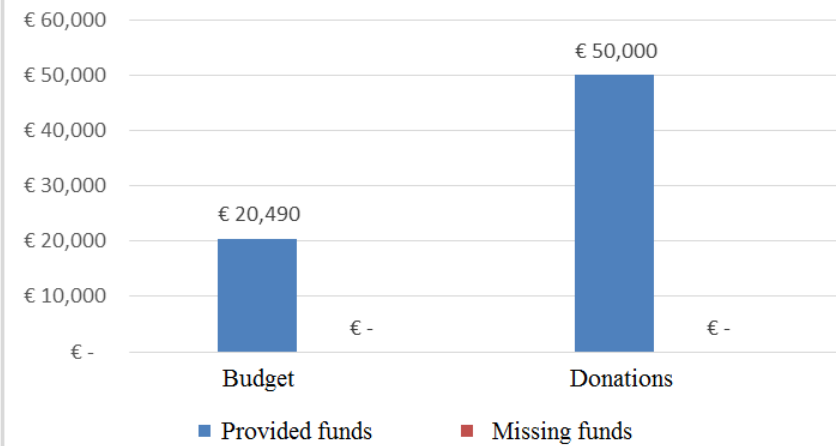
Measures 3.3: FMC and Internal Audit



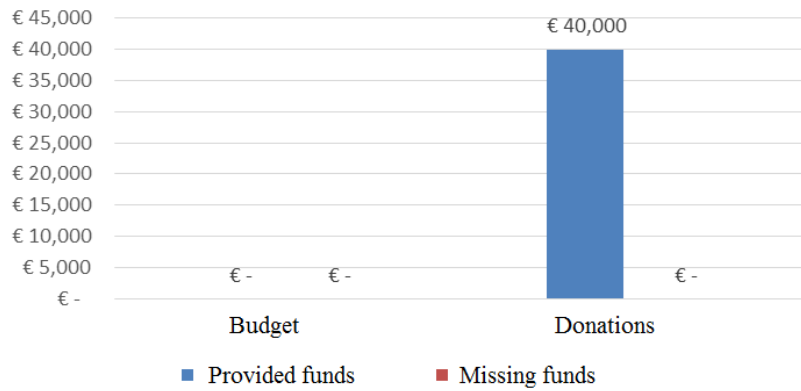
Measure 3.4: Budget Inspection



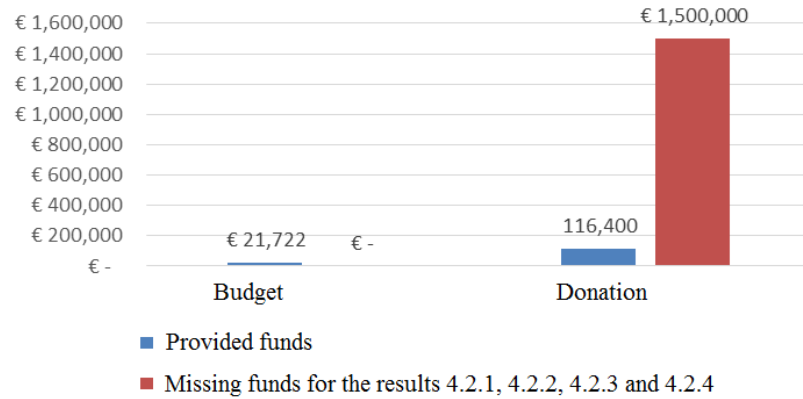
Measure 3.5: Improving Public Procurement



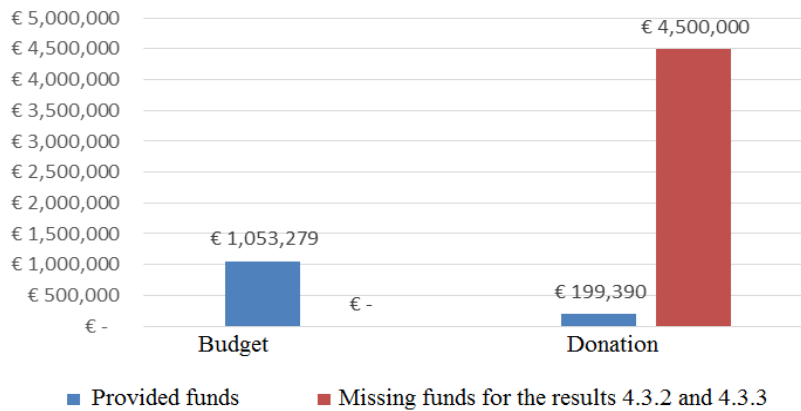
Measure 4.1: Improving the Legislative Process in Public Policies of the Government



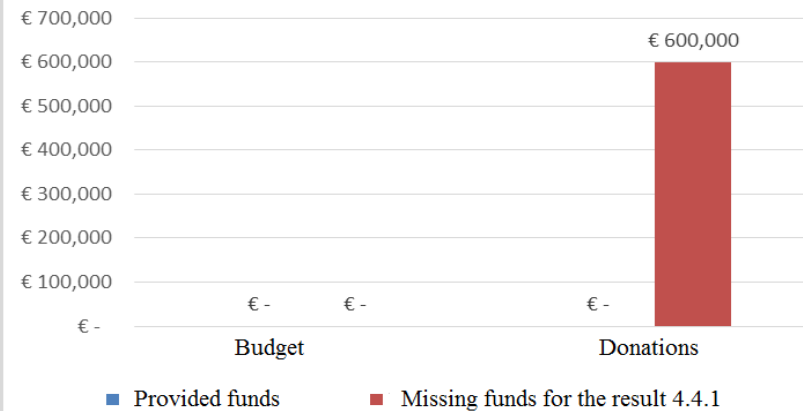
Measure: 4.2: Administrative Procedures and Principles of Good Administration

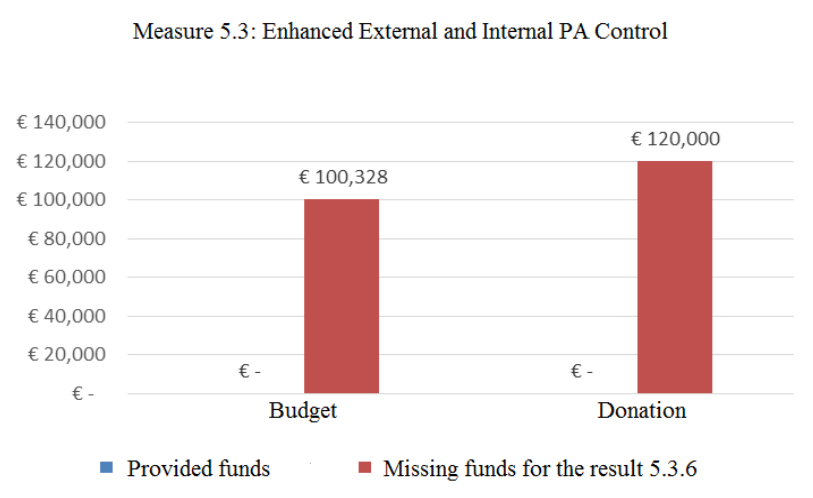
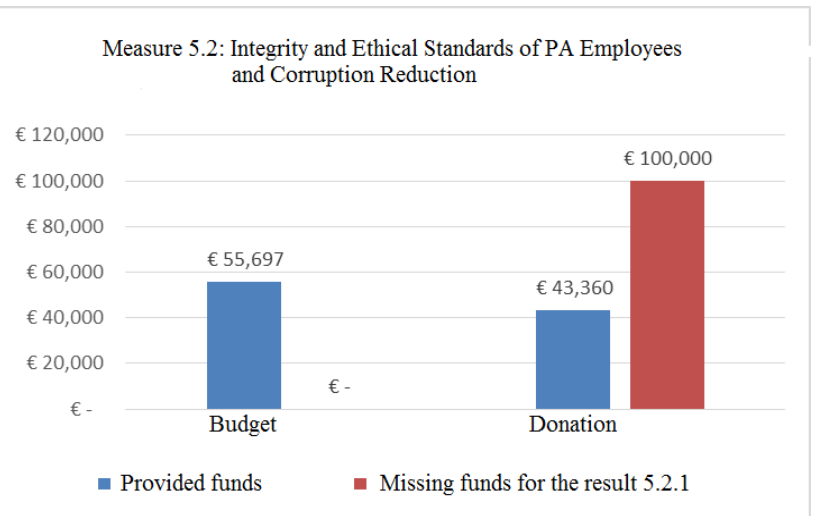
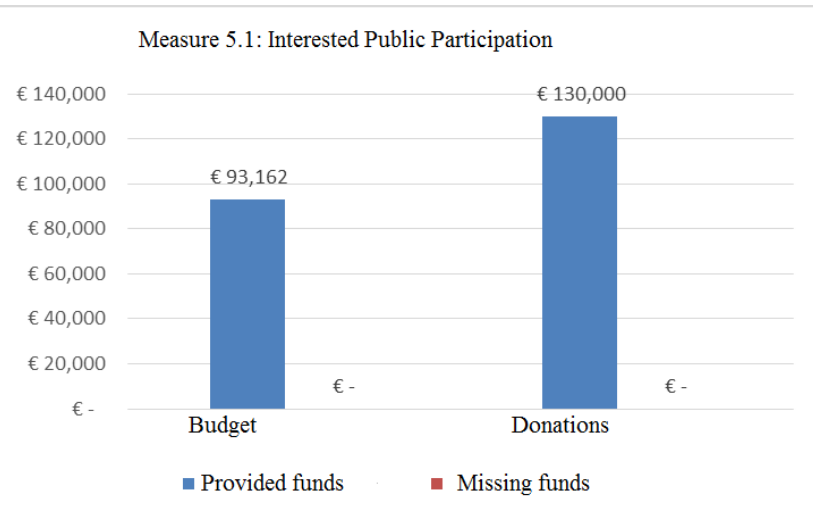


Measures 4.3: Inspection Control



Measure 4.4: Quality of Public Services





## ANNEX 6: ASSUMPTIONS AND RISKS IN PAR AP IMPLEMENTATION

Specific objective	Measure	Assumptions	Risks	Measures of risk mitigation
<b>1. Improvement of organizational and functional subsystems of public administration</b>	1.1 Organizational and functional restructuring of the public administration implementation by 2017 of factually based measures for optimization of public administration in terms of the number and suitability of institutions, number of employees, work processes and organizational structures with the creation of a strong analytical basis for these processes	Provided political support and consensus for the implementation of targeted optimization	Switching to a linear approach to rationalization due to a lack of understanding and capacity	Regular communication at the level of coordination structures for PAR
	1.2 Improvement of decentralization and deconcentration of state administration by enhancing analytical and strategic framework by the end of 2017.	Provided political support and consensus	Early parliamentary elections (due to the termination of the work)  Repeated reconstruction of the government and different distribution of jurisdiction between different organizational units	The formation of a professional body (experts from various fields in the area of decentralization), whose composition and functioning are not subject to frequent political changes
	1.3 Improvement of the system of management of public policies of the Government (planning, analysis, creation, adoption, monitoring and evaluation, and coordination) by establishing until 2017 a legal and institutional framework for integrated strategic management and adoption of mid-term plans of public administration bodies harmonized with the strategic priorities of the Government and the program budget	Existence of political will.  Recognition of the position and the role of NSPP in the centre of the Government.  Coordination of all institutions in the centre of the Government.	Strategic planning continues to remain unregulated, i.e. public administration bodies are still planning ad hoc.  Complete absence of medium-term planning or adoption of strategic decisions without the prior plan and the necessary analysis and consideration of all effects.  Lack of financial resources.	Through better coordination of relevant ministries and the centre of the Government
	1.4 Establishment of a strategic framework for the development and harmonization of functioning of	Well-planned financial resources (long-term) - the stability of the financial	Lack of financial resources.  Lack of long-term planning of	Donations, use of means from pre-accession funds

Specific objective	Measure	Assumptions	Risks	Measures of risk mitigation
	information systems and infrastructure of state bodies, autonomous province bodies and local self-government units and public services	<p>framework.</p> <p>For all competent authorities to take adequate participation.</p> <p>Inter-institutional cooperation and coordination.</p> <p>Completion of the legislative framework</p>	<p>budget resources and stability of the financial framework</p> <p>Lack of political will.</p> <p>Not to complete the legislative framework</p> <p>The lack of adequate cooperation with the Ministry of Finance and the Ministry of Civil Engineering, Transport and Infrastructure.</p>	<p>The formation of the Working Group within the Council for public administration reform in order to secure political support and better coordination.</p>
<b>2. Establishment of a complied public-service system based on merits and promotion of human resource management</b>	2.1. Establishment of a harmonized system of labour relations and wages in the public administration based on the principles of transparency and fairness	<p>Provided political support for the establishment of a unified system of labour relations, based on the principles of de-politicization and professionalization in the public administration and provided political support and established consensus of all social stakeholders for establishment of a uniform system of wages in the public administration</p>	<p>Pressures to exclude certain subsystems of the harmonized system of labour relations, i.e. the single salary system and not well executed evaluation of work positions and, consequently, the coefficients</p>	<p>Provide an open, inclusive and transparent process of drafting regulations with particular emphasis on the inclusion of representatives of representative trade unions and hire experts for the evaluation of work positions</p>
	2.2. Development of strategic Human Resources Management function in public administration	<p>Developed legal framework and institutional basis for the function of strategic human resource management and clear commitment to strengthening the institutions of the competition and creation of depoliticized system which encourage attracting and retaining of quality personnel in the public</p>	<p>Underdeveloped political support for de-politicization of the system of employment and human resource management</p>	<p>Increase the transparency of work of bodies and work of employees in the body through stronger monitoring and evaluation of performance, with the restriction of freedom of decision of managers</p>



Specific objective	Measure	Assumptions	Risks	Measures of risk mitigation
		administration		
	2.3. Development and harmonization of the basic functions of human resource management for expanding the system of public administration	System approach to the professionalization of the entire public administration and coordination of all subsystems of public administration	The lack of human and financial resources and lack of suitability of professional development programs to individual public administration bodies	Timely planning and detailed design of the phase development of the central institution for training of employees
<b>3. Improvement of public finances and public procurement management</b>	3.1 Preparation of the Public Finance Reform Program	Inclusion of all relevant actors and institutions	Lack of staff capacities in the Ministry of Finance and other relevant bodies	Establishment of the working group for preparation of the Public Finance Reform Program
	3.2 Improvement of the process of planning and preparation of the budget	Performed analysis of the program budget for 2015	Insufficient involvement of decision-makers at the highest level (minister, state secretary, etc.) in the process of creation of the program budget	Education on the program budget of the decision maker
	3.3 Improvement of the financial management system and control of the use of public funds and internal revision	Established and operational system of financial management and control and internal revision function at central and local level.	Frequent changes of managers of the highest level.  An insufficient number of trained managers.	Training of high level managers on the importance, benefits and the need for a system of financial management and control and independent internal revision function.
	3.4 Functional improvement of budget inspection work	Support of the society and the state in giving importance to this kind of control of disposal of public funds by the users.  The optimal number of professionally trained personnel.  Developed organizational structure of the budget inspection.  Satisfactory material position of the budget inspector.  The legal framework depicted	Limitation of employment in the public sector.  Savings measures.  Very limited capacity of the budget inspection	The relocation of employees within the state administration in favor of the budget inspection.  The introduction into the single system of control and budgetary inspection of local governments.

Specific objective	Measure	Assumptions	Risks	Measures of risk mitigation
		<p>to the needs for work and actions of the budget inspection.</p> <p>Existence of a single methodology of work of the budget inspection.</p>		
	3.5 Improvement of the public procurement system	Clear commitment for creation of a functional and manageable system of public procurement, as well as developed capacities for the implementation	The lack of systemic implementation of the centralized system of public procurement	Development of training program quality and increase of the capacity of officials and decision-makers
<b>4. Increase of the legal security and improvement of the business environment and the quality of public services</b>	4.1 Improvement of the legislative process within a wider system of management of public policies of the Government	<p>Lack of financial resources.</p> <p>Transparency of adoption of regulations.</p> <p>Better cooperation between participants in the process of drafting of regulations.</p> <p>Cooperation of the state administration bodies and the public in the process of drafting of regulations.</p>	Lack of transparency, lack of legal security and the adoption of regulations without analysed effects.	Consultations with the public.
	4.2 Improvement of administrative procedures and the provision of law enforcement and government administration bodies and organizations of public administration in deciding on rights, obligations and legal interests of citizens and other subjects in accordance with the principles of good governance	<p>Necessary support of consultants which would identify concrete regulations that must be changed, and that cooperation with the sector for legislative affairs follows the formulation of concrete new solutions</p> <p>Completion of the draft law analysis</p>	<p>Change or reconstruction of the Government.</p> <p>Resistance towards changes and difficulty in adopting of different procedures</p>	Communication and understanding the effects of forthcoming changes

Specific objective	Measure	Assumptions	Risks	Measures of risk mitigation
		<p>Political agreement that the administration's conduct must be improved through the legislative framework and practice</p> <p>Expectations and support of the citizens towards improvement of the administration</p>		
	4.3 Reform of inspection supervision and ensuring better protection of the public interest, while reducing the administrative costs of inspection and increasing the legal security of inspection control subjects	The implementation of all regulatory, institutional and other planned measures and activities to ensure full implementation of the Law on Inspection Control.	Failure to adopt bylaws in the legal time limit.	Continued activities of information and education of inspectors and businessmen, transfer of good practice, harmonization and publication for the implementation of the new law, and the establishment, effective and efficient work of the Coordination Commission, in order to facilitate the implementation of all of this Law.
	4.4 The introduction and promotion of mechanisms which ensure the quality of public services	Recognizing the importance of introduction of the mechanism for establishment of a system of quality management in bodies and by employees and by officials	<p>Employees in bodies are not motivated enough for changes within the existing structure.</p> <p>Management of the bodies insufficiently involved in the implementation of the project, does not provide sufficient support.</p> <p>Employees in the bodies in fear of change of established manners of performing of tasks.</p>	<p>Trainings for all employees in bodies in order to learn about the positive effects of the mechanism for establishment of systems of quality management.</p> <p>Special training only for the management.</p> <p>Defining of clear roles of all participants in this process.</p>

Specific objective	Measure	Assumptions	Risks	Measures of risk mitigation
<b>5. Increasing citizen participation, transparency, promotion of ethical standards and responsibility in the performance of public administration</b>	5.1 Improvement of conditions for the participation of the concerned public in the work of public administration with an increase of the information availability on the work of public administration and public finances	Provided political support for increase of the transparency of public administration and systematic involvement of CSO in the process of creation, implementation and monitoring of public policies	The absence of culture of openness and transparency of public administration and participatory political culture, as well as insufficiently developed partnership of public administration bodies and CSO	Promotion of the principles of openness and transparency of public administration, the development of participatory political culture and the establishment of partnerships between the public administration and CSO
	5.2 Strengthening of the integrity and ethical standards of employees in public administration and reduction of corruption	Provided political support and a clear commitment to protect whistle-blowers (people who report suspicions of corruption) in public administration and a systematic approach to improvement the mechanisms for ensuring ethical standards and integrity	Insufficiently effective protection of whistle-blowers wither due to lack of political support or non-fulfilment of the preconditions for the implementation of regulations	Provide a high level of expertise, but also of understanding the socio-political context in preparation of regulations, with the establishment of political coordination at a high level
	5.3 Strengthening of mechanisms of external and internal public administration control	The political will to improve the position of independent regulatory bodies and other bodies of state administration, through the provision of material and human resources and procedural mechanisms	The lack of timely adoption of the relevant regulations for more precise determination of competence	Continuous detailed analysis of the position of independent state bodies and cooperation with them

## ANNEX 7: LIST OF ABBREVIATIONS

ACA	Anti-Corruption Agency
Act.	Activity
AP	Action Plan
DAP C.23	Draft Action Plan Chapter 23
BRA	Business Registry Agency
AP PAR	Action Plan for Implementation of Public Administration Reform Strategy in the Republic of Serbia
HCSC	High Civil Service Council
DEG	Directorate for e-Government
SAI	State Audit Institution
EU	European Union
EUR	Euro
FA	Functional analysis
FMC	Financial management and control
GSG	Government Secretariat General
EU IPA	Instrument of Pre-Accession Assistance of EU
IS	Information System
LSU	Local Self-Government Unit
PA	Public Administration
EIO	European Integration
Cont.	Continuous
MPALSG	Ministry of Public Administration and Local Self-Government
IMPG	Interministerial project group
MLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
MTBF	Mid-Term Budget Framework – Fiscal Strategy
MF	Ministry of Finance
MI	Ministry of Interior
NBS	National Bank of Serbia
NPALAEU	National plan for adoption of legal acquis of EU
NACS	National Anti-Corruption Strategy in RS for the period from 2013 until 2018
SAB	State Administration Body(ies)
OECD	Organisation for Economic Cooperation and Development
CSO	Civil Society Organisations
PEFA	Public Expenditures and Finances Assessment
BV	Baseline value
MRE	Monitoring, reporting and evaluation
ISPRWG	Information System for Planning and Reporting of the work of the Government
PAP	Public Administration Principle
RS	Republic of Serbia
RSD	Serbian dinar
PAR	Public Administration Reform
RSPP	Republic Secretariat for Public Policy
SCTM	Standing Conference of Towns and Municipalities
SIGMA	Support for Improvement of in Governance and Management at OECD
CPAR	Council for Public Administration Reform
HRMS	Human Resource Management Service
TOP	The project objective
AJSRB	Administration for Joint Services of the Republic Bodies
AI	Administrative Inspection
HRM	Human Resource Management

USD	American Dollar
FA	Functional Analysis
TV	Target Value
CHU	Central Harmonisation Unit