

Analysis of the Current State of E-Government in the Republic of Serbia -Results of the consultation process-

Belgrade, April 2019

I Introduction

We have all experienced situations requiring our absence from work in order to complete some procedures at the counters of local self-governments or state institutions. The majority of state-provided services have so far been tailored to the needs of staff and institutions themselves and consequently too demanding and costly for end users (citizens and businesses).

The Government of the Republic of Serbia is determined to solve this problem by digitalising the procedures which are most needed by citizens and businesses. These procedures will be designed in such a way that end users receive state-provided services as quickly, easily and cheaply as possible while “sitting in their armchairs”. Therefore, the main focus of designing and digitalising the procedures will be on citizens’ and businesses’ user experience.

To this end the Ministry of Public Administration and Local Self-Government, supported by the Office for Information Technology and e-Government (hereinafter: OITeG), is organising broad consultations with stakeholders ranging from citizens and businesses through institutions and local self-governments to donors and decision-makers in order to collect all relevant data and to identify possible problems in the development of e-Government in Serbia. The process of data collection and drafting of the E-Government Development Programme 2020-2022 (hereinafter: the Programme) has been supported by the United Nations Development Programme (UNDP) and the European Commission.

The data obtained in the consultation process and from analyses of legal and strategic frameworks will serve as the basis for defining objectives, measures and activities of Serbia’s E-Government Development Programme 2020-2022.

This document presents the main results of the broad consultation process conducted between November 2018 and February 2019 aimed at determining the current state of e-Government development in terms of human and technical resources, the state of development of records/registers and databases, and the manner in which institutions currently provide services and process applications.

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II Methodology

Conducting a comprehensive analysis of the current state and defining priorities for e-Government development entailed multiple rounds of consultation with a wide range of stakeholders, as presented in Table 1.

Table 1: Consultation phases

Phase	Activity	Participants	Purpose
Phase 1	Survey of institutions	The survey was sent to 45 addresses 24 questionnaires were collected from 21 institutions	To assess the current state of e-Government development To collect data needed to define the Programme's overall objective
	In-depth interviews	6 institutions of strategic importance for e-Government development in Serbia	To elaborate on the Questionnaire and to define institutions' plans and priorities
	Telephone interviews	3 telephone interviews	To verify the data provided and plans and priorities defined in the Questionnaire
Phase 2	Focus groups	4 focus groups – citizens, businesses, IT sector and local self-governments	To define e-Government development priorities To identify e-Government development problems To collect data needed to define the Programme's specific objectives
	In-depth interviews with businesses	4 in-depth interviews – one with IT sector, two with businesses' representatives, one with accountants	To define e-Government development priorities To identify e-Government development problems To collect data needed to define the Programme's specific objectives
	Consultations with donors and decision-makers	The preparation of this analysis involved consultations with 4 decision-makers, 3 donors and 3 project teams financed from international assistance funds	To define key courses of e-Government development To define donors' key courses of action and objectives, aimed linking them with Serbia's e-Government development priorities To collect data needed to define the Programme's specific objectives, measures and activities
Phase 3	Development of and consultations about the Programme Concept Paper	<ul style="list-style-type: none"> 3 E-Government Alliance (NALED's working body) working groups were consulted while developing the Programme Concept Paper: <ol style="list-style-type: none"> 1. Cloud, Data and 	To collect comments and guidelines needed to refine the Programme

		Information Security Working Group; 2. Trust Services Working Group; 3. E-Payments Working Group. • 3 Coordination Council workshops	
Phase 4	Public hearing	/	To collect comments and guidelines needed to refine the Programme

Survey of institutions

The purpose of this consultation phase was to determine the current state of e-Government development in terms of human and technical resources, the state of development of records/registers/databases and the manner in which institutions currently provide services and process data. The consultations were also aimed at collecting data on institutions' plans for the development of e-services and e-business and their respective needs.

The first phase of the consultation process was conducted using the following data collection methods:

- Survey of relevant institutions, ministries and local self-governments using semi-structured questionnaire.
 - The Questionnaire was completed by a number of organisational units within an institution;
 - The Questionnaire contained questions requiring self-assessment of the current state;
 - The Questionnaire was sent in electronic form via e-mail;
 - The Questionnaire was sent to more than 45 addresses;
 - The completed Questionnaire was returned by 21 institutions.
- After the initial data collection by means of survey, the data were verified via telephone interview or semi-structured "face-to-face" interview.
 - Six in-depth interviews were conducted aimed at elaborating the data and information provided in the Questionnaire and defining priorities and activities for the e-Government development to be addressed in the future.
 - Three telephone interviews were conducted aimed at verifying and supplementing the data provided in the Questionnaire.

Focus groups

Under the second phase of the consultation process, four focus groups were organised with citizens, businesses, IT sector and local self-governments.

The purpose of organising focus groups was to consult with a wider range of stakeholders in order to identify services most needed by citizens and businesses to be optimised and digitised as a matter of priority in the coming period. In addition, the focus group discussions were aimed at identifying problems and obstacles observed by system users when using e-procedures and e-communication with the state, in order to find effective solutions. The focus group discussions resulted in defining citizens', businesses' and local self-governments' priorities, and in outlining activities and measures which need to be implemented in the e-Government development process in Serbia.

The focus group discussions with citizens, businesses and IT sector were conducted by Ipsos Strategic Marketing, while those with local self-governments were organised by NALED. A manual had been developed for each focus group containing instructions and questions to be made at the consultation meeting. The focus groups involved (in total):

1. Eight representatives of citizens;
2. Eight representatives of six local self-governments (three cities and three municipalities);
3. Six representatives of small and medium enterprises;
4. Six representatives of IT sector micro-enterprises and sole traders.

An example of the citizens' focus group manual is attached as Annex 1 to this Analysis.

Following the organisation of focus groups, and in order to further understand attitudes, motives and behaviour of individuals, a total of 4 in-depth interviews were conducted with representatives of businesses, namely two with representatives of major businesspeople, one with representatives of IT companies and one with representatives of accountants.

Consultations with donors and decision-makers

The final part of the consultation process prior to drawing up a draft E-Government Development Programme involved consultations with decision-makers and donors.

The purpose of consulting these stakeholders was to define key courses of the public administration reform in terms of digitalisation and introduction of e-Government, and to identify donors' goals as well as resources the donors are willing to invest in actualising Serbian Government's priorities for e-Government development.

Although the original plan was to organise in-depth interviews with these stakeholders, an agreement was reached with the OITeG to design a set of questions to be sent to the

offices of all Serbian ministries and to relevant donors (Finnish Embassy, Norwegian Embassy, USAID, GIZ, etc.).

A number of meetings were organised with top officials from public administration bodies and donors aimed at defining more clearly the activities under the Programme and obtaining additional information on possible sources of funding.

Collecting comments on the draft Programme

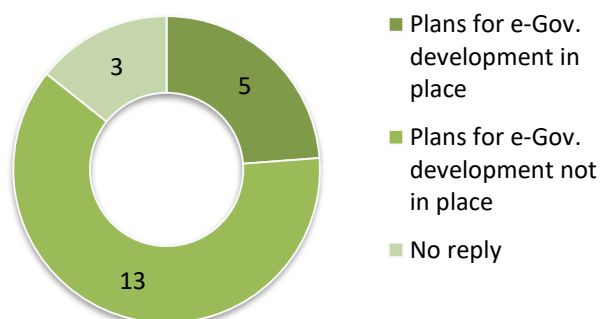
Following the first and second phases of the consultation process aimed at collecting data from businesses, citizens, competent institutions and donors, the first draft of the E-Government Development Programme Concept Paper was drawn up. In order to define better both overall and specific objectives, as well as the Programme's measures and individual activities, the following NALED E-Government Alliance working groups held meetings:

- Cloud, Data and Information Security Working Group;
- E-Payments Working Group;
- Trust Services Working Group.

In addition, three Coordination Council workshops were held to present the results of the consultation process, to define overall and specific objectives, and to formulate measures and activities to be implemented in order to introduce an efficient e-Government in Serbia.

III Phase 1: Questionnaire findings

3.1. Legal framework for e-Government development



Since the analysis of the legal framework, including strategic documents relevant to e-Government development in Serbia, is the subject of a separate in-depth analysis, the Questionnaire only briefly addressed these matters, focusing primarily on possible legal obstacles to e-Government development from the perspective of the institutions surveyed.

According to the Questionnaire findings, only one of 21 institutions surveyed indicated that there were legal obstacles to digitalising the services it provided to citizens and businesses. Specifically, the Ministry of the Interior was the only one to state that the

services it provided could be digitalised up to the moment of capturing biometric data when physical identification and presence of the end user is necessary.

When asked if there were any strategic documents (strategies, plans or similar) at the level of their institution planning for or envisaging e-Government development within the respective institutions, the majority of respondents (13) answered negatively. As for the institutions which stated that they had adopted documents planning for e-Government development, those documents are mainly strategies for the development of information and communication technologies, including accompanying action plans. Some institutions made reference to the 2015-2016 Action Plan implementing the Strategy for Information Society Development in the Republic of Serbia. Given that the majority of the institutions surveyed have not developed strategic institution-level documents, it is necessary to define priorities and activities for e-Government development in Serbia with a strategic national-level document.

According to 11 of 21 institutions surveyed, primary and secondary legislation to be adopted in the coming period will enable e-Government development in their daily work. The regulations cited in the survey are presented in Table 2.

Table 2: Legislation to enable e-Government development within individual institutions

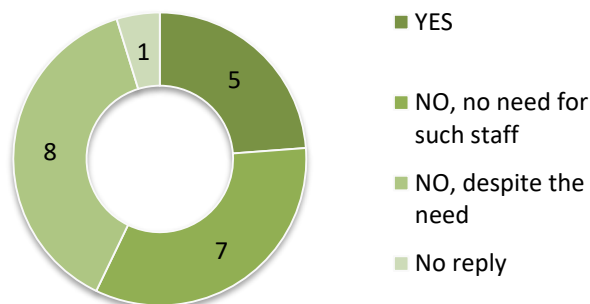
Institution's name	Legislation to enable e-Government development within an institution
CSICR	<ul style="list-style-type: none"> • New Law on Compulsory Social Insurance Central Registry.
Ministry of Justice	<ul style="list-style-type: none"> • Law on Free Legal Aid; • Law on Judiciary Records; • Bill Amending the Law on Certification of Signatures, Manuscripts and Transcripts; • Personal Data Protection Bill.
Ministry of Labour	<ul style="list-style-type: none"> • Law Amending the Law on Social Protection; • Law on Social Card; • Law on the Rights of Veterans, Disabled Veterans, War Disabled Civilians and Members of Their Families; • Secondary legislation passed on the basis of the above laws.
RGA	<ul style="list-style-type: none"> • Law on Geographic Units Register and Address Register.
Customs Administration	<ul style="list-style-type: none"> • Law on Customs; • Regulation on Customs-Approved Treatment of Goods.
Commercial Court	<ul style="list-style-type: none"> • Amendments to the Court Rules of Procedure.
PDI Fund	<ul style="list-style-type: none"> • Law on Archival Material and related secondary legislation; • Law on Central Population Register; • Secondary legislation for the enforcement of the Law on Electronic Government and of the Law on Electronic Document, Electronic Identification and Trust Services in Electronic Business.
MoI	<ul style="list-style-type: none"> • Secondary legislation passed on the basis of the Law on Records and Data Processing in the Area of Internal Affairs; • Rulebook on Citizens' Personal Identification Number.

MTTT	<ul style="list-style-type: none"> • Tourism Bill and Hospitality Industry Bill; • Law on Electronic Communications; • Law on Services.
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Only five of 21 institutions surveyed believe it is necessary to adopt a new regulation to enable e-Government development within their institution. Descriptions of the regulations cited in the Questionnaire are presented in Table 3.

Table 3: Proposed new regulations to enable e-Government development

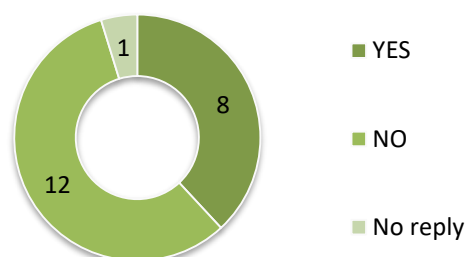
Institution's name	Description of or proposal for a new regulation to enable e-Government development
Novi Sad	Rulebook on E-Government Procedure.
Ministry of Environmental Protection	In the context of licencing under the CITES it would be desirable to adopt a new statute to enable e-Government development.
Ministry of Labour, Employment, Veteran and Social Affairs	Information System Development Plan for MLEVSA.
RATEL	Law on Electronic Communications (remit of the Ministry of Trade, Tourism and Telecommunications).
Vrnjačka Banja	Regulation obliging local self-governments to adopt a document containing plans for e-Government development at local level.



Taking into account that in the coming period it will be necessary to work towards amending current or adopting new regulations on e-Government development in Serbia, the Questionnaire aimed to verify whether the institutions have sufficient staff qualified to engage in the above activities. Only 5 institutions stated that they had

sufficient human resources to participate in drafting new or amending current regulations, while 15 institutions claimed that they lack adequate staff for such activities. Some institutions (7 of them) are of the opinion that they do not need any staff for this purpose since they are not responsible for proposing regulations in this area.

In general, the institutions find that they do not have enough professionals who would engage in developing e-Government internally. 8 out of 21 institutions surveyed claimed that they did

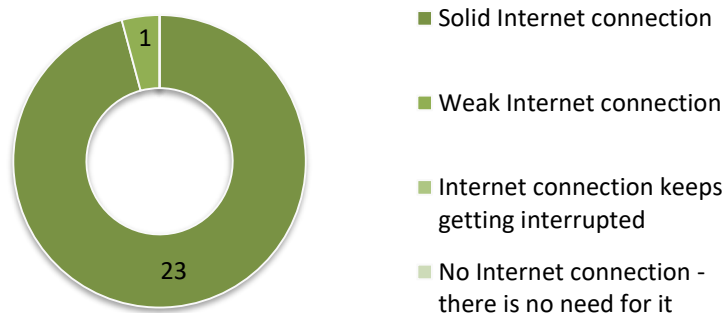


not need additional professional staff for e-Government development, while 12 institutions surveyed indicated that they were understaffed for this purpose.

3.2. E-government infrastructure and technical capacities

A separate segment of the Questionnaire was related to infrastructural and technical capacities for e-Government development in terms of Internet connection stability, computer equipment, age of computers, etc.

According to the institutions, the majority of staff providing services to citizens and businesses have computers at their workplace. The MoI and the Administrative Court were the only ones to have stated that some of their staff (5% on average) did not have computers. However, the issue here is the age of institutions' computers. 21 survey participants counted a total of over 50,000 computers, nearly half of which being more than 5 years old. The situation is most severe in the Tax Administration, the Ministry of Defence and the Republic Geodetic Authority, where 100%, 90% and 80% of computers respectively are older than 5 years. Old equipment can slow down and impede the introduction of e-Government, and thus cause resistance among staff who are directly involved in the provision of services to citizens and businesses. One of the priorities of the Serbian Government should certainly be to replace old computers in the coming years, the aim being to make staff's work as productive as possible and to implement the e-Government concept as efficiently as possible.

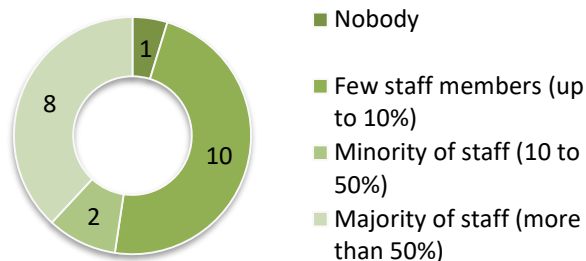


On average, the institutions surveyed, exclusive of local self-governments, have approx. 120 branch offices / outlets at local level, of which an average of 80% have a stable Internet connection. According to

the Questionnaire, services offered by the Ministry of Defence and the Ministry of the Interior are predominantly on the intranet rather than on the Internet; consequently, the findings on their respective internet connection prevalence at local level (approx. 10%) have been excluded from the sample.

One of the most important prerequisites for issuing electronic documents by state authorities and institutions is the use of electronic signature; therefore, one of the questions was: "What percentage of staff signing documents in your institution has a qualified electronic signature?"

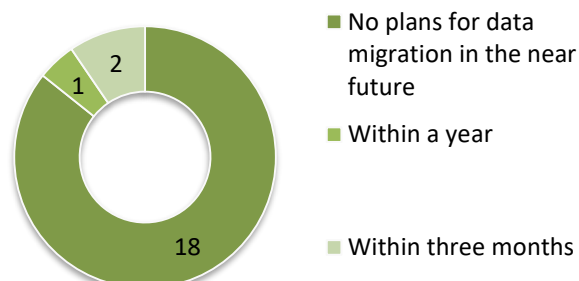
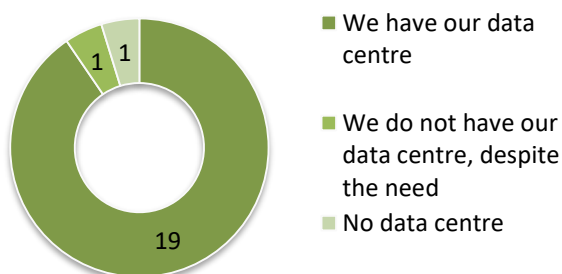
On average, only one third of staff signing documents in government institutions have an electronic signature.



Furthermore, only 8 institutions stated that a majority of their staff, should they receive an electronically signed document, would know how to check the validity of its signature.

In this regard, it will be necessary in the coming period to obtain electronic signatures first and then to organise training in their use and verification by staff. The latter was cited by most institutions as a training need.

As for data centres, the majority of institutions (19 out of 21) stated that they had their own. Although an average of 65% of institutions' server capacities are occupied, most institutions (18 of 21) do not plan to migrate data to state servers any time soon. The institutions stated in the Questionnaire that, although they did not plan to migrate data, they intended to use the state data centre as their data recovery location.



3.3. Human resources for e-Government

In order to be introduced and effectively implemented, e-Government requires a certain level of computer literacy among citizens, businesses and those employees who need to conduct e-procedures and provide e-services.

Of 21 institutions surveyed, only two institutions – the Labour Ministry and the Environmental Protection Ministry – stated that some of their staff did not know computer basics: how to start the system or how to use Word/Excel, the Internet, e-mail, etc. In other words, of 15,200 employees in the institutions surveyed, about 600 of them (4%) do not know how to use a computer. In the coming period, in addition to training in how to use specialised service provision programs, it will be necessary to

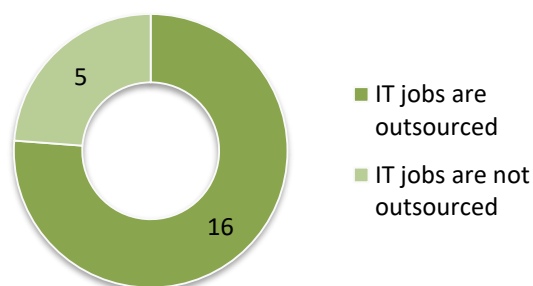
organise general-type training sessions, for example in using the Microsoft Office suite and similar.

Most of the institutions surveyed (17 of them) have delivered training in IT skills or in using computers in general such as how to use the Microsoft Office suite, e-ZUP and information security and tailor-made specialised programs, including courses in different programming languages.

A total of 14 institutions expressed the need for additional training in:

- Using and validating electronic signature;
- Project leadership;
- Using the Microsoft Office suite;
- Conducting public procurement;
- Creating e-services;
- Using e-ZUP;
- Data opening and visualisation, etc.

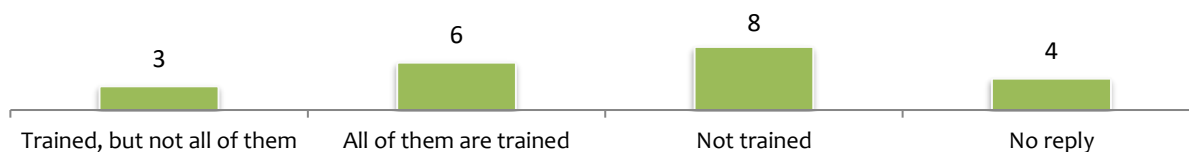
Although all the institutions surveyed indicated that they had a special service or person in charge of IT i.e. network and IT system maintenance, 14 of 21 institutions indicated that they needed additional staff, especially IT professionals. On average, there is one IT person hired per 25 staff members. Institutions outsource system maintenance jobs that hired IT staff cannot handle on their own. As many as 16 of 21 institutions hire third parties to assist with their IT expertise, with no jobs being fully outsourced.



One of the significant savings to be made by the introduction of e-Government is cost savings of storing and archiving paper documents. The institutions surveyed have a total of about 80,000 m² of warehouses where they keep paper records¹, with an average of 85% of the storage capacity already being occupied. 13 out of 21 institutions surveyed indicated that they had staff responsible for archiving only (600 employees in total). According to the Questionnaire findings, it will be necessary to organise training in e-services for these employees, since 8 of 21 institutions believe that they are not trained in doing e-business.

Assessments by 21 institutions on the level of training in doing e-business among document-archiving staff:

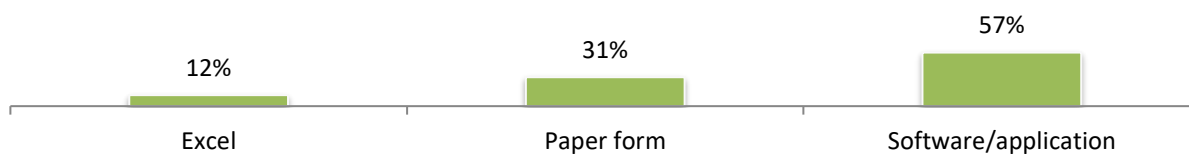
¹ Some institutions were not able to estimate the size of their warehouses, for which reason they were not included in the total area calculated.



3.4. Records and registers

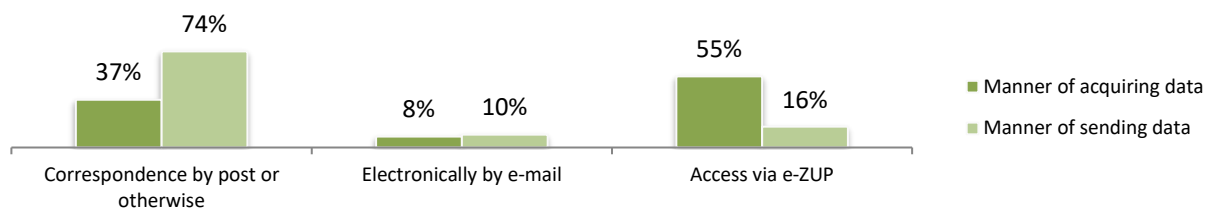
Perhaps the most important prerequisite for e-Government development in Serbia is digitalisation and “putting in order” databases, records and registers kept by institutions in order to interlink data between institutions and to ensure data accuracy, reliability and up-to-dateness. The survey cited a total of 136 databases/records/registers, nearly a third of which (31%) are kept in paper. Given that effective interlinking of data kept by institutions requires that the data be in a machine-readable form, a top priority in the coming period must be the digitalisation of records maintained by institutions.

Forms of record-keeping:



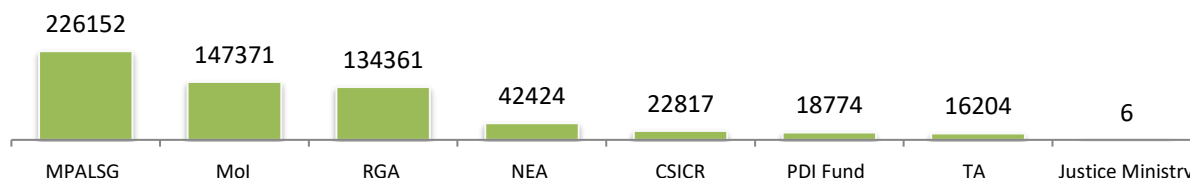
According to Article 9 of the Law on General Administrative Procedure (*The Official Gazette of the Republic of Serbia*, No. 18/2016), an authority is obliged to acquire *ex officio* data about the facts needed for the decision-making process on which official records are kept. Only two institutions surveyed indicated that they did not acquire data *ex officio* from other institutions, while three of them did not send data contained in their records at the request of other institutions. Inconsistencies arise as regards ways of communicating and exchanging data between institutions. Specifically, when asked how they acquired data from other institutions, the institutions surveyed stated that 37% of data was still obtained in the form of correspondence by post or by other means (on CDs, USB flash drives, etc.). On the other hand, when asked how they send data contained in their records, the institutions stated that as much as 74% of data was sent in the form of correspondence by post or other, non-electronic, means. Major differences are also observed as regards accessing data via e-ZUP as a means of data exchange. Namely, 55% of data is acquired through the service bus, but as little as 16% of data is sent to other authorities.

Manner of acquiring/sending data by the institutions surveyed:



Reports on the number of Web Service calls show that, as at mid-November 2018, state institutions called the Web Service 612,750 times, the most requested data being those from the birth registry (109,960) and on citizens' current place of residence (109,880) kept by the Ministry of Public Administration and Local Self-Government and the Ministry of the Interior respectively.

Number of calls for data kept by institutions as at November 2018:



Despite the fact that a majority of institutions stated that they acquired data *ex officio*, there are however many examples in practice where procedures require that applicants themselves should submit excerpts, certificates or other proof of facts entered into public registers.

For example, as observed in the Administrative Proceedings Register, which is being established at the Public Policy Secretariat, institutions still require the submission of numerous excerpts and certificates of data on which public records are kept. It is therefore necessary to work towards informing local-level staff that they have to acquire data *ex officio* in accordance with the Law on General Administrative Procedure.

The Questionnaire itself demonstrated that institutions encountered problems in connection with exchanging information *ex officio*. As many as 43% of institutions stated that they were not able to acquire *ex officio* some data even though it was kept in other public records. This is mainly the case with the data on which the MoI keeps records such as citizens' personal identification number (JMBG) change history, criminal records, motor vehicle data, non-residents data, etc.

When asked if portals/software through which institutions electronically process applications allow automated queries into the registers listed below, numerous

institutions have stated that this is not the case, which further slows down inter-institutional data exchange.

Table 4: Overview of the distribution of replies to the question whether institutions use data from the these records to provide services to businesses and citizens

	Register of business entities	Civil records	Address register	Property register	CSICR
YES	7	5	5	3	7
NO	12	11	11	11	9
We do not offer services requiring data acquisition from this record	1	3	2	3	2
No reply	1	2	2	3	2

More than a half of the institutions surveyed stated that they still had many problems when acquiring data *ex officio* via the state authorities service bus i.e. through the information system built on the authorities' service bus (the so-called e-ZUP). The problems include, *inter alia*, slow data delivery, outdated applications and software, some records not being up-to-date, etc.

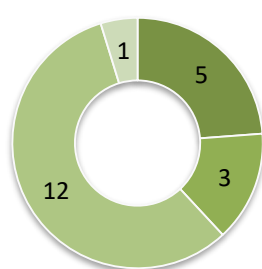
The biggest problem when acquiring data ex officio is "the fact that, despite e-ZUP being in place and despite MPALSG forms being completed and submitted, our institution currently receives via e-ZUP only partial certificates (without cadastral income) from the RGA. Other services usually respond 'you are not authorised to call this service', so, e-ZUP aside, we use the old method of obtaining data in the form of correspondence by post."

3.5. Services for citizens and businesses

The introduction of an efficient public administration for citizens and businesses is cited as the main reason for launching the e-Government system; therefore, a part of the Questionnaire was related to the services provided by institutions to citizens and businesses, and the ways of informing and communicating with applicants.

Out of more than 1700 services provided by institutions to citizens and businesses, an average of 35% of applications are sent electronically whereas the remaining 65% in paper form, according to the Questionnaire. This does not mean that 35% of all services are available in electronic form as this cannot be concluded based on the information provided in the Questionnaire.

The Questionnaire reveals that a large number of institutions (14 out of 21) use the e-Government Portal; however, when listing e-procedures the respondents mainly had in mind scheduling the collection or submission of documents and similar. Most of the procedures cannot be processed fully electronically; instead, applications are sent



- We issue documents also in e-form
- Not currently, but we are preparing ourselves
- We do not issue documents in e-form
- No reply

electronically and the institution prints and processes them in paper form.

For example, only 5 of 21 institutions surveyed issue documents in electronic form, according to the Questionnaire.

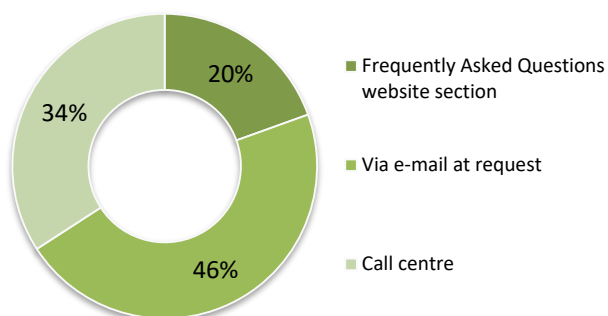
One of the indicators of impossibility to conduct a procedure fully electronically is the requirement to provide proof of payment of a fee in the form of a scanned payment order or even to provide a copy of the bank statement. In this regard, the institutions stated that certain fees could be paid electronically, but in most cases it was still necessary to provide proof of payment, which means that applicants have to go to at least one additional counter (that of a bank). According to the information provided in the Questionnaire, only 2 of 21 institutions surveyed have POS terminals at their counters where procedure-related fees and charges can be paid.

Those institutions which stated that they did not use the e-Government Portal cited as reasons for not using it difficult and slow data access, incompatibility of their software and the Portal, Internet connection issues, etc. so in the coming period these challenges should be addressed.

A very important element of the sustainability of the e-services delivery system is supporting the staff who provide e-services to citizens and businesses in terms of help and assistance in case they encounter technical problems while processing requests on a daily basis. Only one institution stated that it did not offer any technical support in providing e-services, while the largest number of the surveyed institutions (14 out of 20) stated that they addressed an in-house IT department for assistance.

In this regard, it is necessary to provide support to all institutions for all services they provide electronically in order to ensure the sustainability of the system and to encourage other institutions to digitalise their procedures.

Similarly, it is important to arrange for an organised assistance to applicant citizens and businesses in submitting requests electronically, aimed at encouraging the use of this method of communication with the state. Most institutions (14 out of 20) stated that they provided user assistance for most or all of the services they offer.



The above assistance is mainly provided via email at user's request (for 46% of services), but also through the call centre (34%) or the Frequently Asked Questions (FAQ) section on institutions' websites (20%).

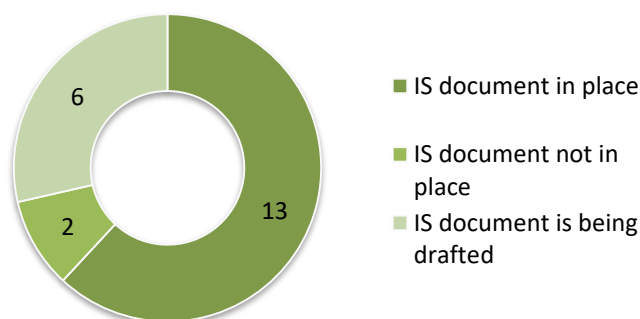
However, as many as one third of institutions said that, although they had the FAQ section on their website, they rarely updated its content. In addition to providing assistance to applicants, the Questionnaire also examined whether institutions provided any support to applicants in the form of video-instructions, schemes, diagrams or standard training. Of 21 institutions surveyed, 11 (more than 50%) did not design these types of end-user support. Further on in the document, the chapter on citizen focus groups' results notes that users find this type of assistance most relevant. Consequently, the focus of activity in the coming period should be on the development of the above forms of support to applicants and service users.

Those institutions which stated that they did not provide any type of support to applicants equally cited four main reasons:

- Lack of financial resources to prepare and update materials;
- Lack of human resources;
- Lack of developed mechanisms/procedures for receiving and answering queries made by users;
- Lack of technical capacities (equipment for call centres, portals, etc.).

3.6. Information security and e-procedures

Given an increasing volume of e-services, it is important to address both data protection and information security in the provision of e-



services. In this regard, a part of the Questionnaire aimed to identify whether institutions experienced software/portals not responding, attacks on their systems, etc.

According to the information provided in the Questionnaire, 13 out of 21 institutions surveyed had an internal information security document, while another 6 were drafting theirs. Adopted information security documents are updated regularly, usually once a year, institutions claim.

Most of the surveyed institutions (15 out of 21) recorded a couple of disruptions in the operation of the information system in the past year, mainly due to power cuts but also because of old equipment which caused network problems. In addition, 12 of 21 institutions indicated that in the past year they had experienced hacker attacks mainly on institutions' websites or via e-mail. Data was rarely a target of attack, in which cases it was retrieved from a backup source.

All institutions stated that they had a backup system, whereby only 5 institutions did not have all data backed up, but most of it.

Unlike the information security document, a disaster recovery plan was in place only with 6 institutions, although another 10 institutions claimed that such plan was being prepared.

3.7. New ideas and improvements of current services

One of more relevant parts of the Questionnaire concerned drafting plans to formulate new citizen-oriented services and working to improve the existing ones. However, due to a short period set for data collection, most institutions left the fields concerned blank.

The institutions which filled those fields wrote about plans to digitalise or introduce new e-services in the coming period without specifying the resources required. Annex 1 to this document lists the procedures seen as a priority for digitalisation, according to the institutions.

IV Phase 2: Focus groups' results

4.1. Citizen focus group

A citizen focus group discussion was facilitated by IPSOS Strategic Marketing on its premises in December 2018. The discussion involved eight citizens.

In general, the focus group participants assessed state-provided services as very slow, cumbersome and inefficient.

These are the biggest challenges of government service delivery as perceived by citizens:

- Lack of instructions about procedural steps;
- Where the instructions are in place, they are vague and written in legalese;
- Time needed to file an application and waiting at the counter for an employee to enter data into the system;
- Time needed to process an application;
- Lack of information about when the application will be processed (not informing the applicant on the application handling period);
- Impolite staff, etc.

The associations triggered by mentioning e-Government were as follows:

- Faster and more efficient;
- One-stop shop – “from an armchair”;
- Easier exercise of rights;
- Facilitated communication.

However, although everyone stated they would prefer procedures to be conducted electronically, they still feared that something would go wrong in the course of filing, so these were the main advantages of the “face-to-face” application process as singled out by citizens:

- Certainty;
- Possibility to make questions and receive clarifications;
- Possibility to find out an approximate application handling period;
- Possibility to check data kept in registers and promptly point to their possible outdatedness (as is most often the case with civil records).

The e-Government Portal is the most important place at which citizens and businesses will access state-provided e-services. This is the reason why we wanted to test the focus group and check the Portal’s clarity and user-friendliness.

The participants were tasked with finding information and learning more about the health card issuing and replacing procedure on the e-Government Portal. The aim was to get to know the Portal better, although half of the participants had already filed applications through the Portal. The e-Government Portal was evaluated by the participants in the following manner:

- It is a good idea to have a one-stop shop;
- It is very difficult to find one’s way around the Portal; there is too much text and no icons, arrows or other visuals to help to navigate;
- It is very difficult to find the procedure you need unless you know the exact name of the procedure;

- It was proposed that the first thing visible to users be icons for different areas of life or for a person's legal status (natural person, legal person, sole trader), and to eliminate most of the text and include images and visuals.

The focus group members indicated the following activities as top priorities for the coming period:

- Publishing accurate and precise steps for conducting the procedure (diagrams, schemes, instructions);
- Administration providing feedback on time periods for conducting the procedure;
- Administration providing feedback on the progress made in handling the application;
- Updating and interlinking registers and records;
- Submitting documents to home address (for an additional fee and giving the possibility to choose whether to collect the document at the counter without charge or to have it sent to home address for an additional fee);
- Streamlining and optimising procedural steps in general instead of just digitalising already existing complicated procedures.

The most important procedures which should be digitalised in all local self-governments and all branch offices of state authorities are:

- Parental allowance;
- Vehicle registration;
- Excerpts from registers;
- Health card replacement;
- Certificate of non-conviction;
- Tax certificates.

4.2. Local self-government focus group

A local self-government focus group was facilitated by NALED on its premises in January 2019. The discussion involved eight participants from six local self-governments. The results of the local self-government focus group are outlined below in the form of problems identified.

- All employees involved in service delivery have their own computers; however, the computers are in most cases old and break down frequently. At local self-government level 15-60% of computers use Windows XP, which makes it impossible to use numerous databases and applications provided from the national level. On the other hand, there are applications working only on Windows XP (such as accounting software), so employees working on such programs often have two computers each.
- Respondents point out that application and software development should not be tied to individual platforms only. Further, it is necessary to move to open (free) platforms as much as possible, since LSGs do not have financial resources to procure licenced software, which in turn prevents them from making use of numerous e-Government options. A problem also arises when national authorities send requests

using the latest versions of the Open Office suite which are impossible to read on this suite's older versions.

- Many LSGs do not have their own IT departments, but a couple of “skilful” employees who have taken on the role of network maintenance staff but who are unable to protect data in a professional manner.
- In addition to the lack of IT staff, local self-governments are facing a massive outflow of quality staff (legal officers, civil engineers, etc.) who provide services to citizens.
- Training delivered at local level is not tailored to meet the needs of staff and is generally organised just to meet formal requirements.
- All local self-governments have internal procedures (codes of conduct) defining, *inter alia*, opening and using e-mail accounts. However, many employees use their private e-mail accounts instead of official ones.
- Many difficulties emerge at local level in terms of linking with state authorities' databases. Local self-governments have in particular highlighted the issues with MoI and RGA databases.
- Another problem is obtaining permission to access data contained in records kept by other state authorities when it comes to primary (original) tasks of local self-governments.
- Obtaining POS terminals is an issue of its own. Although all local self-governments asked for POS terminals to be delivered to them, they had no response for months. Some local self-governments revealed that they had been told that POS terminals at their disposal would be withdrawn due to small number and amount of transactions.
- Local self-governments mostly use payment-based qualified electronic certificates (which poses a financial burden on them) because, as they say, they have a lot of problems with the MoI certificate.
- In most cases local self-governments have not posted their procedures on the e-Government Portal and are unsure of how to do that.
- Moreover, local self-governments that used to have some procedures on the Portal have removed them since, as citizens were not able to find them there whereas staff themselves found it difficult to keep track of applications received.
- If the e-Government Portal were to be simplified in such a manner so as to encourage citizens to start using it more, local self-governments would post their own procedures there. A good idea would be to think of a uniform model of posting primary procedures as there is for delegated ones.

4.3. Business focus group and IT sector focus group

Two focus group discussions were organised with businesses – one with the IT sector covering micro-enterprises and sole traders while the other included small and medium enterprises. The discussions were facilitated by IPSOS Strategic Marketing on its premises in January 2019.

Different sectors were interviewed, and the difference in their views did not stem from the nature of a sector but from the size of a business. To illustrate the difference, the results of these focus groups are presented in one place.

When it comes to the general attitude towards communication with the state, opposite results appeared for these two groups of businesses. While micro-enterprises and sole traders are extremely dissatisfied with communication with the state, small businesses are generally pleased with it.

With small and medium enterprises almost all procedures are electronic and their communication with the state is facilitated to a great extent, although “there are always small things that could be changed”, as they put it. As for services which have not been digitalised yet, the overall rating is unsatisfactory.

Sole traders and micro-enterprises indicated that communication with the state was very complicated. On a scale of 1 (maximum frustration) to 10 (maximum satisfaction), businesses rated communication with the state a 3.

Other results of the two focus groups were more or less similar and are presented together below.

These are the aspects of communication with the state that businesses are satisfied with:

- Almost any daily obligations towards the government can be met electronically;
- All e-services are relatively easy to use – there are occasional crashes and bugs but everything is resolved in communication with contact centres;
- Less and less documentation is now required to complete certain procedures; instead, the state authorities acquire documents *ex officio*;
- A positive example is registration with the BRA: one paper is submitted electronically, the decision is issued in one day;
- TA has greatly improved its website and digitalised many procedures;
- TA and Cadastre call centres are good – operators mostly refer to information on the respective websites. Calls made to the Post Office are rarely answered.

These are the aspects of communication with the state that businesses are dissatisfied with:

- For services delivered “face-to-face” the biggest problem is communication with staff – the assumption is that the client is knowledgeable about all laws and regulations, and that he/she has found and read all instructions;
- Deadlines are often not met although statutory case handling periods are printed on forms;

- The difference between procedures at national and local level is huge – it is much more complicated to complete a procedure in a local self-government;
- Disrespect for service users' time;
- Electronic certificates are difficult to install and are not compatible with one another. Certificates are paid because there are issues with using the Mol's which, *inter alia*, cannot be used for online payments.

These are, in their opinion, the advantages of e-procedures:

- Efficiency;
- Shorter processing time;
- Less documentation needs to be submitted;
- Possibility to complete procedures after working hours;
- Possibility to apply from home.

On the other hand, the main advantage of “face-to-face” service delivery is the possibility to obtain all information on the spot.

These are, in their opinion, the disadvantages of current e-procedures:

- Communication between government institutions is not satisfactory;
- Many e-services cannot be completed fully electronically. Electronic scheduling is a good step, but it would be better if everything – from filing applications to delivery of electronic documents – was digitalised;
- Lack of e-archive. Many companies still keep their archives in hard copy only because they are not sure if it is possible to keep archives electronically and how to do it;
- Software/applications cannot be used across all platforms (Apple);
- They are not sure who uses their data and whether anyone could misuse it, but they are willing to accept the risk only to have e-Government introduced;
- E-services sometimes run smoothly and sometimes problems occur (e.g. lump sum taxpayers' registration for health insurance);
- Clients not being aware of e-Government;
- Clients are used to completing all government-related procedures personally at counters although the service is also available electronically – consequently, only e-services should be allowed.

These are the priorities as singled out by businesses:

- To educate citizens, businesses and state authorities – basic computer literacy;
- To procure better equipment in both private and public sectors;
- To introduce the possibility of making payments without leaving the application;

- To strengthen backup systems (although they believe that all government-kept data are safe and secure).

4.4. In-depth interviews with businesses

In order to further understand attitudes, motives and behaviour of individuals, a total of 4 in-depth interviews were conducted with representatives of businesses, namely two with representatives of major businesspeople, one with representatives of IT companies and one with representatives of accountants.

In-depth interviews confirmed the focus group results, so these results are not presented separately.

A detailed report on the consultation process with businesses and citizens (focus groups and in-depth interviews) is attached as Annex 2 to this Analysis.

4.5. Consultations with decision-makers

Although it was originally planned to conduct in-depth interviews with decision-makers, an e-survey approach was chosen in consultation with the OITeG. The survey included five questions aimed at identifying priorities and plans for decision-makers in Serbia. The survey was emailed to the offices of all Serbian ministries. So far, responses from four ministries have been collected, namely from:

- Ministry of Environmental Protection;
- Ministry of Foreign Affairs;
- Ministry of Labour, Employment, Veteran and Social Affairs;
- Ministry of Culture and Information.

Generally speaking, ministries acknowledge the importance of e-Government development, including possible benefits of digitalisation of their services.

The above ministries have stated that the digitalisation of procedures is very important to them, especially of those conducted to meet citizens' needs, since they are the most numerous.

Their biggest challenges for the time being are:

- Lack of knowledge needed to create and deliver e-services;
- Outdated and mutually incompatible information systems, which results in non-exchange of information both within and between ministries/institutions;

- Lack of financial resources or impossibility to allocate funds outside approved budget lines.

An overall conclusion is that most procedures conducted by ministries should be digitalised. Due to the above issues, however, the digitalisation process has to take place in stages. The procedures to be given priority are those related to citizens, as well as the ones involving just a few documents, given that they are the easiest to digitalise.

Great potential lies in European integration and international cooperation processes which offer the possibility of participating in EU programmes, applying for EU funds, etc.

In addition to the list of questions sent to all ministries in the process of drafting the Programme Concept Paper, meetings were held with top officials from public administration bodies. The meetings aimed at determining the current state of e-Government development, identifying e-Government development priorities, and defining measures and activities under the E-Government Development Programme.

Meetings were held with decision-makers in the following public administration bodies:

1. Ministry of Justice;
2. Ministry of Public Administration and Local Self-Government;
3. Ministry of Trade, Tourism and Telecommunications;
4. Ministry of the Interior;
5. Ministry of Finance – Tax Administration;
6. Office for IT and E-Government;
7. Compulsory Social Insurance Central Registry;
8. Pension and Disability Insurance Fund;
9. Republic Geodetic Authority;
10. Regulatory Agency for Electronic Communications and Postal Services (RATEL).

Detailed answers provided by decision-makers are attached as Annex 3 to this Analysis.

4.6. Consultations with donors

While drafting the E-Government Development Programme and supporting documents (Programme Concept Paper, analyses and activities), consultations were carried out with representatives of donors and project teams financed from international assistance, aimed at:

1. Aligning the measures and activities planned under the Programme with the activities of projects funded by international donors;
2. Identifying problems in and plans for the implementation of e-Government projects;

3. Identifying sources of funding needed to implement measures and activities under the Programme.

During the Programme development process broad consultations were held with representatives of the Enabling Digital Governance (EDGe) project, which is to be funded from a World Bank loan, and Digital Transformation and Open Data – Open Opportunities projects implemented with the support of the UK Good Governance Fund and the World Bank.

The donors were provided with a list of questions in order to identify the funds needed for the Programme implementation but also to identify work and financial priorities of international donors in the field of e-Government. Representatives of international donor organisations had the opportunity to express their views on priorities in digitalising public administration operations and introducing e-services.

When it comes to global initiatives around which the donor portfolio is built, representatives of donor organisations mentioned Euro-Atlantic integration and the United Nations Sustainable Development Goals 2015-2030. They also emphasised the need to support the development of the rule of law, good governance, employment growth and economic development, regional stability and security.

Some donors have been particularly concerned about a very poor and further declining state of information security. The consequences of such decline but also of poor awareness of the importance of information security could lead to donors' withdrawal from the development of e-Government and ICT capacities in Serbia, which has already been announced by some donors. Others clearly underline that further investments in the country's ICT development depends on the alignment of Serbia's standards with those of the EU and NATO in the field of information security.

Representatives of donor organisations stressed the importance of developing G2C and G2B interactions in the areas they see as priorities for the process of digitalisation of services for citizens and businesses. The relevance of developing information security and interlinking records maintained by public administration bodies was also underlined. Finally, they pointed out the need to work towards improving online availability of services and full use of electronic signature and electronic identification including e-payment (PayPal).

The biggest challenges in cooperation with public administration bodies and implementation of joint projects are perceived by donors to be:

1. Lack of will to make clear political decisions (inconsistency): aspiration to join the European Union versus cooperation with Russia in projects aimed at developing information security and digitalisation;

2. Uncertainties as to responsibilities of public administration bodies, transparency and communication;
3. Poor capacity of public administration bodies;
4. Lack of awareness of information security risks.

When it comes to assessing the biggest problems encountered by Serbia's public administration that could be solved by the development of e-Government, the representatives of donor organisations specified the following:

1. The biggest challenge is implementation of the existing legal framework;
2. Further development of transparency, reliability and predictability of public administration is needed;
3. Citizen participation in the decision-making process is inadequate;
4. Lack of willingness on the part of public administration to make coherent strategic decisions;
5. E-government development at local level will contribute to the satisfaction of citizens and businesses with the local administration;
6. Lack of efficiency.

A particular problem observed in the course of analysing the current situation is the impossibility to obtain reliable and accurate information on the funds invested by international organisations, foreign governments and agencies in the ICT capacity development and digitalisation of Serbia's public administration. The author of this Analysis would propose that, at central level, project monitoring and coordination activities in the field of e-Government development and ICT capacity building should be managed by the OITeG as a Government body entrusted with coordinating e-Government development. In this way it would be easier to manage the needs of individual public administration bodies, facilitate more adequate allocation of resources, allow a much better insight into the current state of ICT capacities and ensure a uniform approach to negotiations with donors regarding the implementation of a specific e-Government development project. This would also ensure continuous monitoring of projects and funds invested in public administration as well as interoperability of software and hardware solutions used by authorities.

Conclusion of the data collection phases: Priorities for e-Government development have been identified

Based on the above, the text below offers an exhaustive list of the problems and proposals identified in the consultation process.

For national-level institutions:

- Given that most of the institutions surveyed do not have strategic documents developed at institutional level, it is necessary to define priorities and activities for e-Government development in Serbia by a national-level strategic document.

- More than 50% of computers in the surveyed institutions are older than 5 years. Old equipment can slow down and impede the introduction of e-Government and create resistance among staff who are directly involved in the provision of services to citizens and businesses. One of the priorities should certainly be the procurement of new computers in the coming years, the aim being to make staff's work as productive as possible and to implement the e-Government concept as efficiently as possible.
- On average, only one third of staff signing documents in government institutions have an electronic signature, which means that in the coming period it will be necessary to obtain electronic signatures first and then to organise training in their use and verification by staff.
- Support for the development of institutions' data recovery locations.
- According to the Questionnaire, about 600 employees (4%) do not know how to use a computer. In the future, in addition to training in how to use specialised service provision programs, it will be necessary to organise general-type training sessions, for example in using the Microsoft Office suite and similar.
- 13 out of 21 institutions surveyed indicated that they had staff responsible for archiving only (about 600 workers in total). According to the Questionnaire findings, it will be necessary to organise training in e-services for these employees, since 8 of 21 institutions believe that they are not trained in doing e-business.
- 14 institutions expressed the need for additional training in using and validating electronic signature, project leadership, using the Microsoft Office suite, conducting public procurement, creating e-services, using e-ZUP, data opening and visualisation, etc.
- The survey cited a total of 136 databases/records/registers, nearly a third of which (31%) are kept in paper. Given that effective interlinking of data kept by institutions requires that the data be in a machine-readable form, a top priority in the coming period must be the digitalisation of records maintained by institutions.
- It is necessary to work towards informing local-level staff that they have to acquire data *ex officio* in accordance with the Law on General Administrative Procedure.
- Those institutions which stated that they did not use the e-Government Portal cited as reasons for not using it difficult and slow data access, incompatibility of their software and the Portal, Internet connection issues, etc. so in the coming period these challenges should be addressed.
- It is necessary to support all institutions for all services they provide electronically in order to ensure the sustainability of the system and to encourage other institutions to digitalise their procedures.
- 11 out of 21 institutions surveyed (more than 50%) did not design instructions, schemes, diagrams or standard training for end users. These were identified at citizens' focus groups discussions as most relevant to citizens' satisfaction with state-provided services. Consequently, in the coming period this should be the focus of activity.
- Unlike the information security document, a disaster recovery plan is in place only with 6 institutions, although nearly 60% of them experienced at least one hacker attack in the past year.

- For better monitoring of the state of play in e-Government, a single questionnaire should be designed to be completed annually by public administration bodies and processed by the OITeG. This will ensure better monitoring of public administration's ICT capacities and alignment of plans and priorities of e-Government development.

For local self-governments:

- Computers plus adequate software which can support the use of e-Government functionalities should be provided;
- E-Government functionalities should be developed to work across all platforms, including the free ones which are most commonly used by local self-governments;
- It is necessary to have IT staff at local level who will be able to maintain the network and keep data and records safe and secure;
- It is necessary to work towards interlinking data from various state authorities' databases at local level but, first and foremost, to work towards raising local-level staff's awareness that they have to acquire data *ex officio*;
- It is necessary to speed up obtaining permission to access data contained in records of other government authorities when it comes to delegated local self-government tasks.
- POS terminals should be provided to local self-governments.
- It is necessary to define clear steps for posting a procedure on the e-Government Portal and to communicate them better to local self-governments.
- It is necessary to organise training tailored to the needs of staff, for example how to use e-mail, the Internet, Word, Excel, etc.

Citizens' needs:

- Clear instructions for all procedures conducted by state authorities need to be drawn up. These instructions should contain as little legalese as possible and more schemes, visuals, etc. The instructions should be better communicated to citizens, preferably on the website where there would be a separate section listing all the procedures, showing schemes and providing information on application handling periods.
- Public trust in safety and security of e-Government procedures needs to be strengthened given that all citizens surveyed believe that their data are compromised.
- It is necessary to provide citizens with access to the data kept on them by public administration bodies and to allow them to initiate changes to the data contained in registers and records, which requires a special procedure to be prescribed. This should be enabled as the citizens surveyed believe that registers and records maintained by the state contain much inaccurate and inconsistent data.
- Citizens point out that they would still want to do more complicated procedures "face-to-face" because in that case they have a possibility to ask questions and get information about their rights from the staff, so it is necessary to think of how citizens could exercise this right in the e-Government environment.
- According to citizens, it is very difficult to find one's way around the e-Government Portal; there is too much text and necessary procedures and instructions are not

easily found. The first thing visible to users should be icons for different areas of life or for a person's legal status (natural person, legal person, sole trader). It is also necessary to include more visuals in place of text.

- These are the procedures perceived as the most important for digitalisation in all local self-governments and all branch offices of state authorities:
 - Parental allowance;
 - Vehicle registration;
 - Excerpts from registers;
 - Health card replacement;
 - Certificates of non-conviction;
 - Tax certificates.

Businesses' needs:

- When digitalising services it should be ensured that the entire procedure can be completed electronically. Currently, it happens that a part of the procedure takes place electronically, and another part "face-to-face", which is an unnecessary burden for businesses.
- Electronic payment of fees and charges without leaving the application/portal where the application is submitted should be enabled. Currently, even if e-payment is enabled, most institutions require proof of payment to be presented, which makes e-payment pointless. In this regard, the obligation to provide proof of payment of a fee/charge should be abolished.
- E-services are often developed to be used only with prior installation of specific platforms, which creates additional costs for businesses. It is necessary to develop software/applications so that they can be used across all platforms (Apple, Windows, etc.).
- It is necessary to educate further citizens, businesses and public administration about e-services. The state usually only digitalises services instead of optimising them, which results in e-procedures not being set up properly and not taking full advantage of digitalisation benefits.
- Better infrastructure and equipment for government institutions need to be provided to ensure data protection, although most businesses believe that data is secure.
- Uniform procedures should be designed regardless of the branch office where an application is filed. In other words, it is necessary to draw up such secondary legislation that would be impossible to interpret in a number of ways.
- A special focus should be on digitalising the procedures of:
 1. Tax Administration;
 2. Local self-governments;
 3. Cadastre Office.

VI Phase 3: Comments on the draft E-Government Development Programme

6.1. E-Government Alliance working groups' meetings

In order to collect data for the E-Government Development Programme Concept Paper, three meetings of NALED's E-Government Alliance working groups were organised:

- Trust Services Working Group meeting – 19 March 2019;
- E-Payments Working Group meeting – 20 March 2019;
- Cloud, Data and Information Security Working Group meeting – 21 March 2019.

Annex 5 to this Analysis contains a list of member organisations of the E-Government Alliance.

The text below provides an overview of the most important results of the meetings.

Trust Services Working Group

- Given the expertise of representatives of the Post of Serbia in the field of e-delivery, it was agreed that they would propose an optimal solution for regulating and harmonising current differing forms of delivery, and how this matter could be arranged in correspondence between public administration bodies and businesses/citizens.

E-Payments Working Group

- It is necessary to request changes to the Law on Republic Administrative Fees and to introduce the obligation to consolidate payments for the procedures foreseeing making payments for submitting an application and issuing a relevant decision;
- When designing the e-registry office, each service user and his/her bank (having user's consent) should be allowed to generate a case number in a public administration body so that the number can be used as a unique identifier (UID) or case reference number. Changes to regulations governing office operations should prescribe such solution to be implemented later with the development of the e-registry office (information system).
- Posting payments to accounts receivable could be done by commercial banks, the Treasury Administration or the OITeG. The relevant impact assessment should consider all three options;
- Article 22 of the Law on e-Government allows the possibility for the OITeG to provide payment services; consequently, the OITeG may be designated by a special regulation as a payment institution;
- A cost-benefit analysis of cashless payment facilities should be carried out to support a measure providing for the state to bear costs of cashless payments to the public administration (especially for administrative fees).

Cloud, Data and Information Security Working Group

- A proposal was made by the Working Group to formulate the following activity under Measure 1.1: Addressing legal and ownership issues regarding the entire Data

Centre infrastructure between the state as the founder and the entities managing the Data Centre;

- In order to better anticipate the needs of and expectations from the State Cloud and the Data Centre, the starting point should be the Service Catalogue followed by an assessment of what applications existing now could find their place in the State Cloud and what services now provided by the public administration need to be developed as e-services;
- A thorough analysis of the current infrastructure of public administration bodies is required prior to the construction of the Data Centre;
- An analysis of services under development and of existing services (e.g. CSICR or another simpler service) was proposed in order to find adequate technical solutions for their transfer to the State Cloud;
- A proposal was made by the Working Group that Measure 1.1 concerning the construction of the Data Centre should be separated into the activities related to the cloud and services and those related to infrastructure.

6.2. Coordination Council workshops

The Coordination Council workshops were organised in parallel with consulting businesses, citizens and institutions. The workshops served to present the results of the consultation process, to define overall and specific objectives, and to formulate measures and activities to be implemented in order to introduce an efficient e-Government in Serbia.

Three Coordination Council workshops were organised:

- First Coordination Council workshop – 18-20 November 2018
- Second Coordination Council workshop – 23-24 January 2019
- Third Coordination Council workshop – 28-29 March 2019

Below is a summary of the workshops' results. Detailed reports are provided in Annexes 4 and 6 to this Analysis.

First Coordination Council workshop

A total of 54 representatives of the E-Government Coordination Council, donors, and international organisations and missions attended the first Coordination Council workshop.

The following was presented at the workshop:

- E-Government Development Programme Drafting Methodology (Đorđe Vukotić);
- Unified Public Policy Information System (Ninoslav Kekić);
- E-Government Legal Framework – current situation and preferred courses of change (Nebojša Vasiljević and Svetlana Jovanović);

- Status of Implementation of Strategic Documents (Andrijana Zarić);
- Preliminary Results of the Questionnaire Completed by Institutions (Milica Anđelković Đoković);
- Analysis of E-Government Competitiveness Lists (Senka Anđelković).

The two key results of the first workshop are:

- SWOT analysis identifying current key strengths and weaknesses of e-Government in Serbia,
- Formulation of draft overall and specific objectives of the E-Government Development Programme.

Analysis of e-Government strengths and weaknesses

In order to better define the objectives, measures and activities required for e-Government development, the participants attended a dedicated workshop session to do an analysis of e-Government strengths and weaknesses. The ultimate goal of the analysis is to address the weaknesses identified therein through the measures and activities defined in the Programme. Identified strengths could be used to address those weaknesses.

Strengths	Weaknesses
1. Legal framework	1. The justice system does not recognise e-documents and legal transactions in electronic form;
2. Institutional framework: a. Office for IT and e-Government; b. Coordination Council and Delivery Unit;	2. Lack of up-to-date and available basic registers;
3. Political support;	3. Lack of mobile phone-based identification scheme – mID;
4. Enthusiasm of individuals;	4. Non-identification of business processes appropriate for digitalisation;
5. Donor assistance;	5. Lack of applications for mobile platforms;
6. Data transfer via the government service bus;	6. Inconsistent planning (legislative, developmental, budgetary) and monitoring of new e-services delivery;
7. Overall technological development;	7. Lack of a metaregister (data sources);
8. Team spirit;	8. Lack of IT staff;
9. Institutional framework;	9. Unemployed persons having no access to computers;
10. Regulatory framework developed over the past year;	10. Lack of awareness about the importance of the process;

11. Basic infrastructural elements (service bus, e-Government Portal, registers, Data Centre...);

11. Institutions not connected (lack of interoperability);

Defining a draft of overall objective and specific objectives

Following the presentation of the draft analysis of the current state of e-Government development in Serbia and of the analysis of e-Government strengths and weaknesses, a workshop was held at which the Programme's overall objective and specific objectives were formulated, as well as the first proposal of measures under the defined specific objectives.

The first-proposed overall objective for the Programme was: Development of an efficient public administration tailored to citizens' and businesses' needs.

These were specific objectives and related measures defined at the time:

1. Efficiency and legal certainty (regulatory framework, reliability, privacy, security)
Measures:
 - Alignment of the legal framework with general regulations governing e-Government;
 - Establishment of interoperability between official records in electronic form (metaregister, unique identifier);
 - Provision of accurate and up-to-date data for electronic transactions and keeping it securely;
 - Privacy by design in e-Government.
2. Transparency, availability and efficiency of service delivery to citizens and businesses
Measures:
 - Information on services;
 - Interoperability;
 - Office operations;
 - Case status information;
 - Electronic delivery;
 - Service availability across all platforms (mobile phones);
 - User satisfaction measuring;
 - System of key registers;
 - Promotion of services and fostering their use;
 - Creating new services on the e-Government Portal.
3. Enhanced capacities (human resources and infrastructure – hardware and software)
Measures:
 - Establishment of the Data Centre;

- Centralised procurement of licenced software and hardware;
- Development of a unified e-Government communication network (at all levels);
- Strengthening human resources:
 - IT staff;
 - Training and awareness raising for other staff;
- E-Government Portal;
- Information security and standards;
- Standardisation of jobs;
- Domain infrastructure (single mailbox);
- Identity federation.

Second Coordination Council workshop

A total of 41 representatives of the E-Government Coordination Council, donors, representatives of international organisations and missions attended the second Coordination Council workshop. All materials used by the workshop participants can be accessed on this [link](#), including those resulting from the workshop.

The following was presented at the workshop:

- Results of the Consultation Process (Milica Anđelković Đoković – NALED);
- *Ex-post* Assessment of the E-Government Development Strategy in the Republic of Serbia 2015-2018 (Marko Pešić and Peđa Mitrović);
- Initial Programme Concept Paper, defining objectives and performance indicators at the level of objectives (Đorđe Vukotić and Aleksandar Stojanović).

The key results of the second workshop are:

- Finalisation of the Programme's overall and specific objectives;
- Elaboration of measures and activities under the Programme.

Finalisation of the Programme's overall and specific objectives

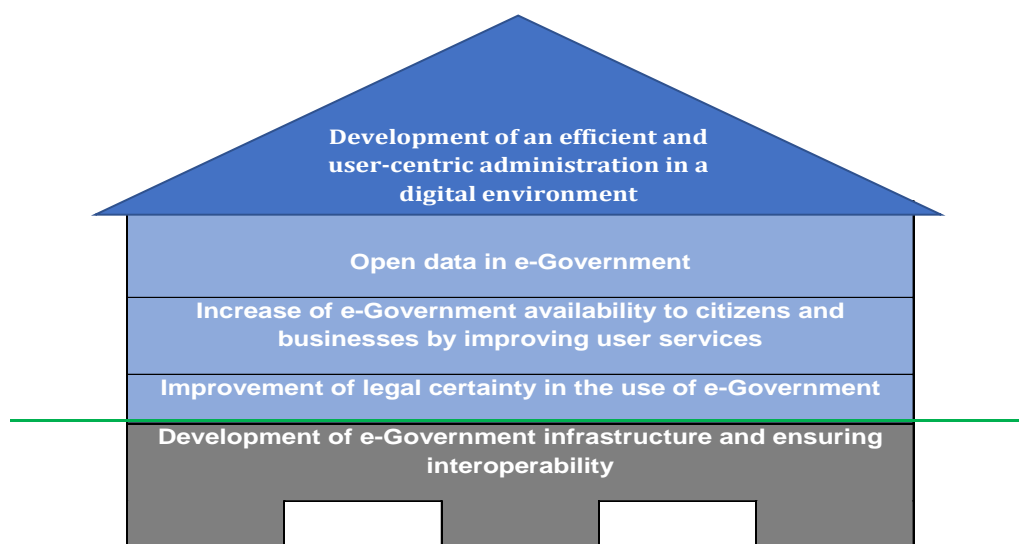
The second workshop served to formulate in detail and agree upon the Programme's overall and specific objectives.

This has been defined as an overall objective: Development of an efficient and user-centric administration in a digital environment.

These have been defined as specific objectives:

1. Improvement of legal certainty in the use of e-Government;
2. Development of e-Government infrastructure and ensuring interoperability;

3. Increase of e-Government availability to citizens and businesses by improving user services;
4. Open data in e-Government.



Elaboration of measures and activities under the Programme

Under a dedicated workshop session, four teams were established to elaborate measures and activities under the Programme. Each team was tasked with developing measures and activities under one specific objective.

They worked on measures presented in tabular form and provided to the members of the Coordination Council together with the materials for the second workshop. Each group had to specify, supplement or reword the proposed measures and activities. All suggestions made by them were submitted in electronic form.

Outlined below are the measures defined under the specific objectives.

1. Development of e-Government infrastructure and ensuring interoperability

Measures:

- 1.1. Establishment of a secondary State Data Centre for data management and storage – Data Centre;
- 1.2. Improvement of a single information and communication network for e-Government;
- 1.3. Establishment of a single e-Registry Office and e-Archives and their integration with current registry offices and archives at state/public administration level;
- 1.4. Development of other common (shared) IT services for public administration;
- 1.5. Design of architecture on which to build a platform supporting e-Government development and use of its services;
- 1.6. Having current and new registers and records in electronic form (conversion of current paper registers and records to electronic form and establishment of new

registers and records as originally electronic ones) – establishment of individual registers and records could be planned to take place through activities under this measure;

1.7. Establishment of a sustainable structure of expert IT staff and IT project management staff;

1.8. Institutional and legal framework for coordinated e-Government management and development;

1.9. Training of public administration staff to work in digital environment / digital training (SREU);

1.10. Modernisation of office operations by establishing e-office operations;

1.11. Information security and standards.

2. Improvement of legal certainty in the use of e-Government

Measures:

2.1. Alignment of the legal framework with general regulations governing e-Government and e-business;

2.2. Establishment of inspection quality control of e-services delivery;

2.3. Ensuring effective update of registers and records (establishing a mechanism for updating data entered into registers and records to take place after making changes to such data in the source register);

2.4. Public administration and judiciary capacity building to access data contained in electronic records and electronic public administration systems where e-procedures are conducted;

2.5. Solving a problem of identification of different persons appearing in legal transactions, given that citizens' personal identification number (JMBG) is protected under the Law on Personal Data Protection whereas legal persons and foreigners do not have JMBG assigned to them;

2.6. Improvement of the legal framework and practice of using a qualified e-Signature and a qualified e-Seal in public administration (legal certainty).

3. Increase of e-Government availability to citizens and businesses by improving user services

Measures:

3.1. Improvement of the e-Government Portal functionalities and of other software solutions;

3.2. Standardisation and optimisation of e-services aimed at improving user services;

3.3. Providing support to e-Government users;

3.4. Promotion of e-Government;

3.5. One-stop shop in place.

4. Open data in e-Government

Measures:

4.1. Improvement of the system of generating, updating and publishing of open data;

4.2. Promotion of the open data concept;

4.3. Introduction of the Smart City / e-City concept.

Third Coordination Council workshop

The third workshop of the E-Government Coordination Council and the Working Group tasked with drafting the E-Government Development Programme 2020-2022 was held at the Villa Breg Hotel in Vršac on 28-29 March 2019. The workshop was dedicated to presenting impact assessments (*ex-post* and *ex-ante*), developing a business process primarily for e-office operations and defining activities under the Programme.

All materials used by the workshop participants can be accessed on this [link](#), including those resulting from the workshop.

Conclusions from the workshop:

1. It is necessary to consult with the Ministry of Finance regarding measures which do not have funds secured for implementation to prevent the inclusion of these measures from being halted by the Ministry (which is provided with a financial impact assessment). The Law on the Planning System leaves the possibility for measures not having funds secured to appear in a public policy document, which is rarely the case in practice.
2. Extension of the E-Government Development Programme implementation period should be considered. Given that the Law on the Planning System stipulates that the programme, as a form of public policy document, is generally adopted for a period of up to 3 years, it is recommended that the Programme be adopted for the period 2020-2022 as a minimum. The reason for the extension of the Programme implementation should be sought in the need to align the deadlines for implementing Programme's measures and the World Bank Loan Disbursement Plan (EDGe project).
3. It is important that all institutions comprising the Coordination Council participate in drafting a new classification to be governed by a new consolidated Regulation on Office Operations and Registry Material in order to specify retention periods and define the categories of registry material.
4. A special Coordination Council workshop should be held dedicated to addressing IT staff issues in public administration bodies, as all Coordination Council members consider this issue to be a top priority for the e-Government sustainability.
5. An agreement was reached at the Coordination Council workshop to enable automatic change of data in all records keeping the data once the change takes place in the source register. The change to the data can be initiated only by the register originally keeping the data concerned.

6. It is necessary to clarify by regulations how qualified electronic seals are used since it is not clear under the current legal framework whether a document resulting from a machine-facilitated administrative procedure, if stamped with a server-certified qualified electronic seal, is equivalent to the document having a qualified electronic seal of an authorised person or to a decision signed by hand by an authorised person and stamped with the seal of a public administration body. This issue needs to be addressed in communication between MTTT, certification bodies, MPALSG and OITeG to ensure that regulations make it clear that a server certificate is equivalent to a qualified electronic seal.

A detailed report on the third E-Government Coordination Council workshop is attached as Annex 6 to this Analysis.

Annexes

Annex 1: Citizens' Focus Group Manual



Prilog 1 Vodič za
fokus grupu sa građana

Annex 2: Detailed Report on the Consultation Process with Businesses and Citizens



Prilog 2 Detaljan
izveštaj konsultativnog

Annex 3: Detailed Report on Survey Conducted among Decision-Makers



Prilog 3 Detaljan
izveštaj ankete sa do

Annex 4: Detailed Report on the Second E-Government Coordination Council Workshop



Prilog 4 Detaljan
izveštaj sa druge radi

Annex 5: List of Member Organisations of the E-Government Alliance Working Groups



Prilog 5 Lista članova
radnih grupa Saveza

Annex 6: Detailed Report on the Third E-Government Coordination Council Workshop



Prilog 6 Detaljan
izveštaj sa treće radi