



РЕПУБЛИКА  
СРБИЈА

# ANNUAL REPORT

# 2018

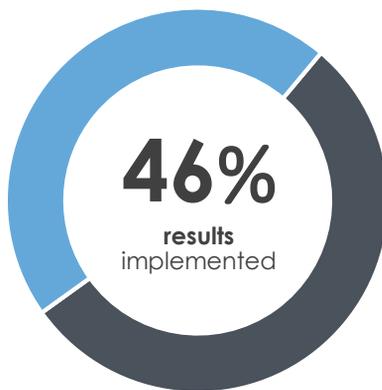
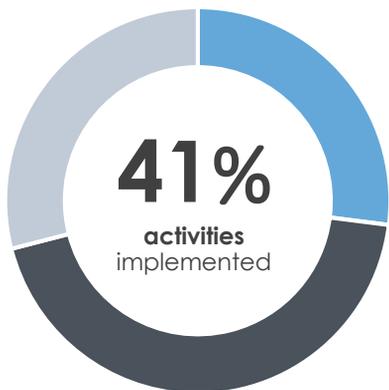
ON THE IMPLEMENTATION OF THE ACTION PLAN FOR  
IMPLEMENTING THE PUBLIC ADMINISTRATION REFORM  
STRATEGY FOR RS FOR THE PERIOD 2018–2020



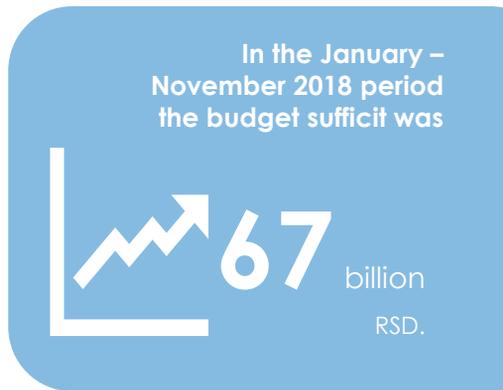
МИНИСТАРСТВО  
ДРЖАВНЕ УПРАВЕ  
И ЛОКАЛНЕ  
САМОУПРАВЕ

February 2019

# SUMMARY



■ Implemented   ■ Ongoing   ■ Not implemented



## DIGITALISATION OF SERBIA THE BIGGEST SUCCESS



## BUDGET AND DONOR FUNDS IN 2018 planned and spent



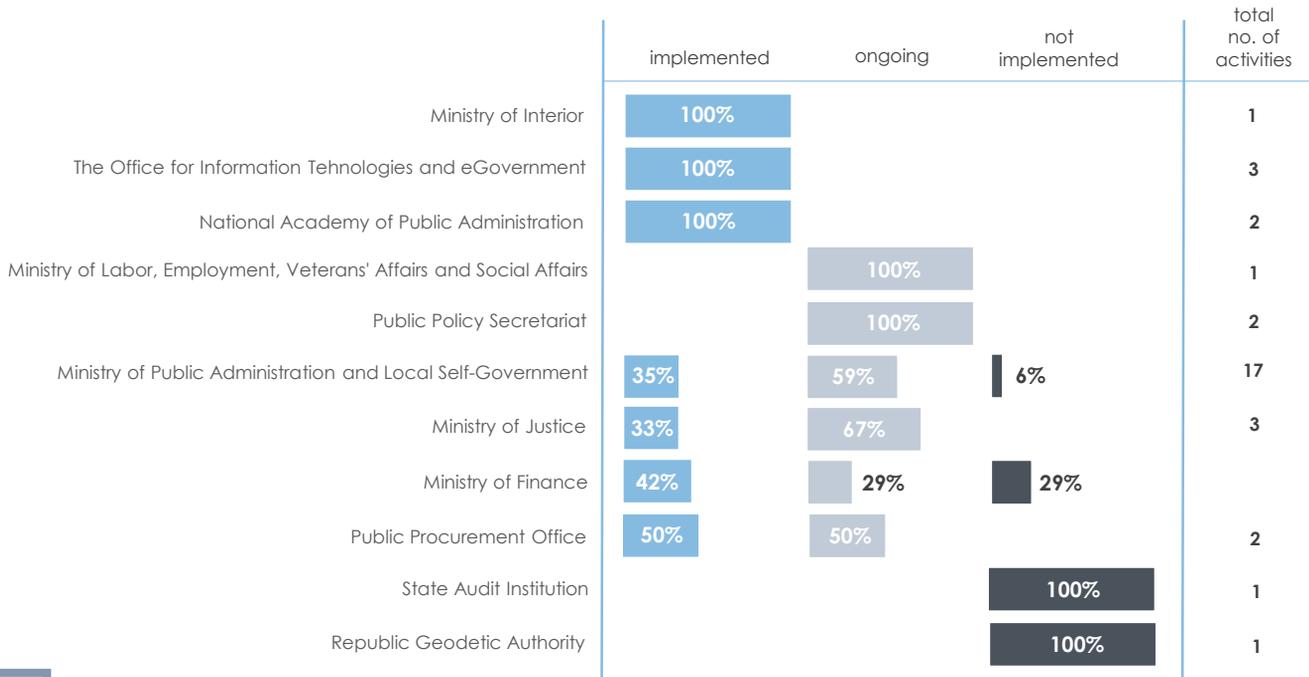
✓ Spent: **229 billion RSD**

Planned donor funds for which no spending data are available: **38 billion RSD**



## PERFORMANCE BY INSTITUTIONS

activities planned for 2018.



## PERFORMANCE BY SPECIFIC OBJECTIVES

results and activities planned for 2018.

### SPECIFIC OBJECTIVE 1: Improving organisational and functional public administration sub-systems



40%

results

20%

activities

### SPECIFIC OBJECTIVE 2: Establishing a coherent public civil service system which is merit-based and improved human resources management



50%

results

100%

activities

### SPECIFIC OBJECTIVE 3: Improvement of public finances and procurement management



80%

results

44%

activities

### SPECIFIC OBJECTIVE 4: Increasing legal certainty and improving the business environment and the quality of service provision



50%

results

50%

activities

### SPECIFIC OBJECTIVE 5: Increasing citizens participation and accountability in performing the tasks of public administration



20%

results

14%

activities

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# FOREWORD



In 2018 we adopted the new Action Plan to identify key issues that need to be addressed under the PAR Strategy until 2020. This report looks back on what we have done during 2018 in order to implement the AP and identify key shortcomings that need to be addressed during the coming years in order to move faster towards achieving the set objectives and set performance targets.

The key challenges that we see are linked with the capacities of the administration and the lack of resources in the context of increased workload and processes of EU integrations, lack of uniform service delivery policy and quality standards of service delivery. We plan in the coming year 2019 to discuss these issues and come up with mutual agreement on how these can be overcome in order to enhance implementation.

The discussion on the public administration reform in 2019 will also be led by results of evaluation of the PAR Strategy which was initiated in 2018. This is the first actual evaluation process in this field which will have long-term implications on the PAR in Serbia and that is why I invite everyone to get actively engaged in this process.

In the course of 2018 we made active use of the existing coordinating structures for public administration reform: we have held 3 sessions of the PAR Council and the first initial meeting of the Inter-Sectoral working group in the new composition with 24 representatives of the civil society sector. In parallel with that, we are also considering ways in which we can additionally increase the efficiency of these structures with the support of the Complementary Support of the European Union.

In 2019 the top priorities for PAR include continued work on better policy planning, implementing the system of competences in state administration and further development of human resources' capacities and the system of professional development in public administration, continued reform of the local self-government system, improved public financial management and public procurement management, establishment of the Central Population Registry, strengthening the concept of managerial accountability and proactive transparency of administration, strengthening communication within the administration as well as communication with citizens and the economy, enhancing the initiatives for Open Data and ongoing development of eGovernment generally.

Although ambitious, this is feasible. I am sure that the administration working on these issues will be successful in achieving these goals.

I wish to thank all those who are working actively on implementing the individual PAR measures and are thus building a better administration in Serbia – which is one of the key requirements for the development of our country.

**Branko Ružić**

Minister of public administration and local self-government

# AGGREGATE OVERVIEW

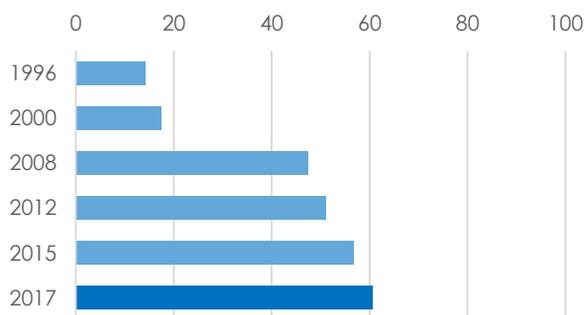
In 2018 the Government adopted the new Action Plan for the Implementation of the Strategy of Public Administration reform in the RS for the period 2018-2020<sup>1</sup> (hereinafter: AP PAR 2018-2020) confirming its commitment to continue reforms in the field of public administration and public finance.

The data for the first annual report developed for the period from 1 January 2018 to 31 December 2018 on the level of implementation of measures included in the AP PAR 2018-2020 were collected and processed by using the Uniform IT System for Policy Planning and Implementation (hereinafter: the UIS).

The UIS is envisaged by the Planning System Law of the RS which marked the beginning of policy planning reform in the RS in 2018. The methodology used by the UIS for all policy documents implies that all measures are marked as not started, started (underway) and completed. The same methodology is used for the collection and processing of data for the purposes of this report.

Data was collected for all activities with deadlines in any quarter of 2018. The level of implementation of outcomes<sup>2</sup> /results is 46%. The level of implementation of activities is 41% for the said period.

## GOVERNMENT EFFECTIVENESS (%)



Preceding reports on implementation determined that many activities of the AP PAR 2015-2017 were the trigger for change in areas of public administration that the reform did not deal with earlier, such as Open Data, development of gender sensitive budgeting, paperless eGovernment<sup>3</sup>, etc. The new report for the year 2018 demonstrates that the best results in the previous year were achieved in the field of digitalisation, eGovernment, continuation of reforms in coordination of inspection services, beginning of system-wide reforms in areas which required lengthy harmonisation such as competences-based human resources management, policy management, establishing the basis for greater transparency of public administration, etc.

The international indicator which refers to **government effectiveness** points to continued progress that Serbia is making in all aspects of quality of public services, quality of civil service and the degree of its independence of political pressures, quality of policy making and implementation, as well as credible commitment by the Government to such policies.<sup>4</sup>

One of the general goals of public administration reform in the RS<sup>5</sup> is creating public administration which will contribute significantly to economic stability and increased standard of living. In this respect, the process of rationalisation is continuing, as a process emphasised in the PAR Strategy as one of the principles of reform. The results, in addition to **reduced number of employees** (9.43% for the period covered by prohibition of new employment), include also improved fiscal position (in the period January – November 2018 the national budget had a surplus of RSD 67.4 billion, the public debt is reduced and at the end of November 2018 stood at 56.2% of GDP, and the increase of the GDP was 4.4% mg<sup>6</sup>).

Reporting timeframe	Annual Report
until <b>10</b> January	MPALSG sends templates and instructions to contact persons
until <b>20</b> January	Collecting data through uniform IT system, submitting reports to MDULS
until <b>1</b> March	MPALSG finalises and publishes the report
In accordance with the time schedule of the meetings	The report is submitted to all Reporting coordination levels

1. The Strategy of Public Administration Reform in the Republic of Serbia, with Action Plan ("The Official Gazette RS", No. 9/14, 42/14 – corrections, 54/18) of 13 July 2018, link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/strategija/2014/9/1/1/reg> [http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/prilozi/akcioni\\_plan.pdf&doctype=reg&abc=cba&eli=true&elid=426300&regactid=426300](http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/prilozi/akcioni_plan.pdf&doctype=reg&abc=cba&eli=true&elid=426300&regactid=426300)

2. The basic unit for implementation assessment of the AP is measure. Measures are taken over from the PAR Strategy. At the level of measures (which are taken as outcomes), indicators are developed by means of which we can monitor the success in achieving the defined outcomes; AP PAR 2018-2020, Appendix 1.3.2, link to document: <http://mduls.gov.rs/wp-content/uploads/AP-RJU-narativni-deo-2018-2020.pdf>

3. Izveštaji o sprovođenju reforme javne uprave za AP PJU 2015-2017. objavljeni su na sledećem linku: <http://mduls.gov.rs/reforma-javne-uprave/>

4. Report on Implementation of AP PAR 2015-2017 are published at the following link: <http://mduls.gov.rs/reforma-javne-uprave/> World Bank indicator – percentile rank denoting the country's ranking among all countries covered by the aggregate indicator, where 0 is the lowest rank and 100 the highest, link to source: Worldwide Governance Indicators: <http://info.worldbank.org/governance/wgi/#reports>

5. IIA The General Goal of the PAR: „The general goal of the reform is to further improve the functioning of the public administration in line with the principles of the European Administrative Area, ensuring high quality of service to citizens and businesses, and creating the administration in the Republic of Serbia which will contribute significantly to economic stability and increased standard of living for citizens.“, Public Administration Reform Strategy in the RS („The Official Gazette RS“, No. 9/14, 42/14 – corrections, 54/18), link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/strategija/2014/9/1/1/reg>

6. THE CURRENT MACROECONOMIC TRENDS, The Ministry of Finance, January 2019, link to document: <http://www.mfin.gov.rs/UserFiles/File/tabele/2019%20jan/tekuca%20makroekonomska%20kretanja%20-%20sa%20novim%20bdp%20i%20dugom.pdf>

**Digitalisation and development of eGovernment** are also among the key results during the preceding period. The development of eGovernment is among the priorities of the Government of the RS<sup>7</sup> and already the digitalisation is demonstrating the shift of focus from the administration as the regulator toward the administration as a service. During the past period G2G and G2C<sup>8</sup> contact centres were opened, the Government and state administration bodies' web portal was updated in order to be more focused on citizens, IT access centres have been opened and are operating successfully for citizens and the administration (the SKIP center). In previous period, digitalisation was also a measure for mitigating risks and challenges faced by the administration due to the lower number of employees, the need to "do more with less" in line with the World Bank analysis<sup>9</sup> and to deal with the challenge of lack of quality data for analysis and evidence-based policies.

The State Data Centre, the e-Inspector, the e-Bulletin, the e-Analytical Service of units of LSG, the UIS for policy planning and implementation, with the increasing number of e-services and e-users on the e-Portal<sup>10</sup>, along with the increasing volume of data sets and bodies and authorities at the open data portal<sup>11</sup> are just some of the results achieved in 2018.

Exchange of data without the exchange of documents, and the many newly developed and improved systems aimed at two-way communication between the administration, the citizens and the economy, indicate that the administration is changing the way of its operations and that there is increased use of e-services by the citizens. For example, in 2018 data has been exchanged for 516,199 calls by web services (without asking the citizens to provide the document) within the e-LGAP, which is currently used by 320 institutions (all units of local self-government are using the system, as well as state bodies, centres for social work, kindergartens, universities and colleges, etc.). All registry books (with more than 98% of data about citizens for the last 100 years)<sup>12</sup> have been transferred to electronic format, and 50% of planned data from records on citizens of the Republic of Serbia have been transferred to electronic format in the Central System for Data Processing and Storage. The results of these efforts are already visible but the end goal is following:

*„Citizens will not have to go from one counter to another and collect their documents to finalise a procedure, but one administrative body will do this for them by accessing the Central Population Registry.“<sup>13</sup>*

The greatest challenge in this area is the transition period and the existence of parallel systems, such as managing cases in both paper and electronically, as well as the volume of funding necessary for digitalisation.

In addition to significant results in terms of the fiscal position, rationalisation, and digitalisation, activities have started related to the implementation of the Planning System Law and **regulation of policy planning**, and implementation of the changes and amendments to the Civil Service Law along with the **introduction of the competences framework and further professionalization of civil servants**. The legal requirements for greater participation of citizens in the tasks of the administration are now in place through the amendments to the Law on Units of Local Self-Government<sup>14</sup>, the Planning System Law, and the amendments to the Law on Public Administration, introducing mandatory public consultations in the early stages of the legislative process and policy making.

In the course of 2018 **external evaluation** of the results of the PAR Strategy<sup>15</sup> has started which is to evaluate the relevance, effectiveness, efficiency, sustainability and impact of measures within the PAR Strategy. The evaluation, the results of which are expected in March 2019, is to identify all challenges that existed in the implementation of the reform, and to promote the practice of evaluation of policy documents in the RS. The recommendations resulting from the evaluation are to be the basis for the decision to review and amend the PAR Strategy and the AP.

7. "Digitalisation of state administration and providing services to citizens in a simplified and quick manner is among my priorities", The Government Programme by the candidate for the Prime Minister Ana Brnabić – **Address by the Government Prime Minister**, the National Assembly of the Republic of Serbia, 28 June 2017, p. 84, link to document: [https://www.srbija.gov.rs/view\\_file.php?file\\_id=2148&cache=sr](https://www.srbija.gov.rs/view_file.php?file_id=2148&cache=sr)

8. **Contact Centre for the public administration G2G** intended for two-way communication with employees in state administration bodies and units of LSG <https://www.lje.gov.rs/tekst/1836/kontakt-centar-za-javnu-upravu-g2g.php>, the new Government web presentation is designed and developed to facilitate communication with citizens, as a **contact centre for citizens** [https://www.srbija.gov.rs/The\\_Serbian-Korean\\_IT\\_Access\\_Centre\\_SKIP\\_centre/](https://www.srbija.gov.rs/The_Serbian-Korean_IT_Access_Centre_SKIP_centre/), which is part of the MPALG, is pronounced to be the best among 53 such centres worldwide by the Government of the Republic of Korea <http://skipcentar.rs/RS/vesti/skip-centar-kao-najbolji-na-svetu-proslavio-jubilej/>.

9. World Bank. 2009. Serbia: Doing More with Less. <http://documents.worldbank.org/curated/en/232431468307518668/Srbija-Kako-sa-manje-uraditi-vise-suocavanje-sa-fiskalnom-krizom-putem-povecanja-produktivnosti-javnog-sektora>

10. <https://www.euprava.gov.rs/>

11. <https://data.gov.rs/sr/>

12. The website of the MPALG, as of 7 February 2019. <http://mduls.gov.rs/>

13. Statement by Marina Dražić, assistant minister for the Department for registry Books of the MPALG. The Central register will cover data bases of the MPALG, the Ministry of the Interior, the Central Registry of Mandatory Social Insurance, Tax Administration, and the National Geodetic Authority. It is planned that 11 different records on citizens which are now part of 5 data bases be put together in this registry. Source: the website of the Ministry, news for 29 November 2018, the Central Population Registry – records on citizens in one place, link as of 7 February 2019, <http://mduls.gov.rs/saopstenja/centralni-registar-stanovnistva-evidencije-o-gradianima-na-jeanom-mestu/>

14. „Municipal and town administrations will have to conduct surveys when preparing the investment part of the budget of local self-government. Five percent of the citizens with voting right in any unit of local self-government will with their signatures be in a position to launch civil initiatives, while only 00 signatures will be sufficient for the unit of LSG to organise a public debate on any planned decision“, Branko Ružić, Minister of Public Administration and Local Self-Government, <http://www.vesti-online-portal.in.rs/tuzic%20uprava%20politika.html>

15. The external evaluation of the PAR Strategy will be conducted by GOPA, through the Complementary Support of the SBS EU: External Evaluation of Serbian Public Administration Reform Strategy, Support to Public Administration Reform under the PAR Sector Reform Contract, EuropeAid/137928/DH/SER/RS, project implemented by GOPA.

# KEY RESULTS IN 2018: SUCCESSES AND CHALLENGES through indicators



## SPECIFIC OBJECTIVE 1: Improve organisational and functional sub-systems of public administration

The objective is to establish the basis for the single legal regime and standards for the performance of public administration tasks based on the competences and functions of the relevant bodies, to increase the use of ICT in the PA, to resolve the issues of vertical and horizontal coordination and accountability at all levels of administration, and find solutions for insufficient regulation and insufficient capacities for strategic planning and policy coordination.

SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Share of PA bodies who exchange data electronically from official records	20%	30%	70%



### SUCCESS FACTORS

- ▶ Support, assistance and training are provided continually to employees in state administration bodies and units of LSG;
- ▶ Contact (G2G): all those working on the IT systems of e-LGAP, e-Inspector, e-Baby and the Uniform IT system for local Tax Administration (LTA) can receive all the necessary information, instructions and regulations in these areas through the Contact Centre for Public Administration: <https://www.ite.gov.rs/tekst/1836/kontakt-centar-za-javnu-upravu-g2g.php>.



SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Optimised, coherent and rational structure of public administration in sectors covered by restructuring and optimisation	0% (the decree has not been amended)	50-70%	0%



### KEY CHALLENGES

- ▶ The measures related to optimization of public administration were too ambitious,
- ▶ This change is systemic and requires changes in the way of doing things;
- ▶ The measures from the change management process were not implemented, there is resistance to change;
- ▶ The changes require broad consultations.



## SPECIFIC OBJECTIVE 2: Extent to which the civil service system, the public service system at local level and public employee system are harmonised

The PAR Strategy of 2014 envisaged the regulation of HRM at the level of the whole PA and improving the existing system at the level of the narrower state administration. In addition to the consistent implementation of professionalization, depoliticisation, the merit-based system, the principle "same pay for the same job" particularly underlined the improvement of the professional development system and modernisation of the Central HR Registry.

SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Extent to which the civil service system, the public service system at local level and public employee system are harmonised	4	5	5



### SUCCESS FACTORS

- ▶ The preparatory stage lasted long and was comprehensive, and during 2018 maximum use was made of the capacities of the Department for HRM of the MPALG.

**Note:** Work overload of existing staff in the long term creates a risk of weak motivation and results in human resources leaving, which is the indication of the need for more realistic HR planning.)



SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Extent to which the competences framework is being used in state administration bodies and services of the Government	0	1	0



### KEY CHALLENGES

- ▶ Broad consultations required more time than originally planned.

**Note:** The value implies that the legal framework is established for the introduction of competences – in December 2018 changes and amendments were adopted to the Civil Service Law, followed by the adoption of bylaws regulating the procedures of recruitment and selection, performance appraisal and promotion in state administration bodies, and rulebooks on organisation and systematisation of posts were harmonised with the competences framework in 54 state administration bodies. Since the rulebooks are not yet harmonised with the adopted regulations, the values remains 0.





### SPECIFIC OBJECTIVE 3: Improvement of public finances and public procurement management

The PAR Strategy envisages the improvement of the budget planning and adoption through introduction of programme budgeting instead of „line“ budget planning, improved selection and prioritisation of capital infrastructure projects, linking the budgetary process with strategic policy planning and implementation; improved public internal financial control and mechanisms for monitoring the implementation of public internal financial control, increasing the capacities of staff of the Central Harmonisation Unit; improving the public procurement system and the procurement Portal and increasing the capacities of the Public Procurement Office.

SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Percentage of LSG units whose budgets are prepared according to the programme budget methodology, measured annually	60%	67%	67,65%



#### SUCCESS FACTORS

- ▶ Stable situation with a clear normative framework, and a combination of regular support workshops, training and continued advisory support and networking of employees working on budgetary issues.



SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Number of conducted controls by budget inspectorate	19	21	15



#### KEY CHALLENGES

- ▶ Lack of human resources;
- ▶ (the number of planned controls for 2018 (21) was not achieved (the number achieved was 15) because the vacancies were filled during the last quarter of 2018;
- ▶ The ability of the Budget Inspectorate to conduct a greater number of controls has direct influence on greater regularity of the system (the opportunity to detect a greater number of abuses in the management of public funds by public funds beneficiaries).



### SPECIFIC OBJECTIVE 4: Increasing legal certainty and improving the business environment and quality of public services provision

The Objective is implemented through the Law on General Administrative Procedure, and continued work on single administrative point (Measure 4.1), the implementation of the Law on Inspection Supervision and development of software e-Inspector in order to further improve coordination of all inspection services (Measure 4.2), and introducing and promoting mechanism ensuring the quality of public services (Measure 4.3).

SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Share of laws harmonised with the LGAP	1,5%	15%	15,6%



#### SUCCESS FACTORS

- ▶ The work processes were better planned, the prioritisation was made, more often the direct communication was used for harmonisation (despite limited capacities and lack of staff).



SELECTED INDICATORS	BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
Number of reports compiled based on surveys of citizens' satisfaction with the services received from state administration bodies and bodies of LSG	0	50	0



#### KEY CHALLENGES

- ▶ Lack of funding (funding not provided). Negotiations are underway with the new donor for the implementation of the new system to survey citizens' satisfaction with services.





## SPECIFIC OBJECTIVE 5. Increasing citizens' participation, transparency, improving ethical standards and accountability in performing public administration

The specific objective 5 envisages increased access to information on the work of PA through different processes, such as Open Data initiatives and developing applications for information bulletins, improving the process of consultations with the interested public in the process of developing legislation and policy making. It is planned, among other things, to change and improve the legal framework regulating the scope of work and position of independent state bodies: the Anti-Corruption Agency, the Ombudsman, the Commissioner for Information of Public Interest and Personal Data Protection, the State Audit Institution, the Commissioner for Equality.

### SUCCESS FACTORS

**SELECTED INDICATORS**  
  
**Share of implemented recommendations of the State Audit Institution**

BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
70,35%	71%	<b>73%</b>



- ▶ The auditees are obliged to act upon the recommendations of the SAI, according to the Law on the SAI and international standards applicable to supreme audit institutions;
- ▶ Additionally, the SAI worked on improving the quality of audit reports;
- ▶ At the same time, in the process of opening of data, the SAI published on its website the template for the response report by auditees, to make it easier to read and understand by the interested parties;
- ▶ The SAI also started publishing audit reports in new format (summary).



**SELECTED INDICATORS**  
  
**Share of implemented recommendations of the Anti-Corruption Agency to remove corruption risks from proposed laws by 2020**

BASELINE VALUE	TARGET VALUE	ACHIEVED VALUE
0%	30%	<b>13%</b>



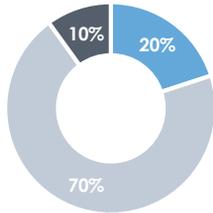
### KEY CHALLENGES

- ▶ the low value of implementation can be interpreted in two ways: one the one hand, the ministries are not obliged to adopt the recommendations of the Agency, and on the other, when most drafts are in the process of public debate, the ministries are ready to make only minor, technical changes to the drafts and are not ready to change the concept or the nature of the draft laws (in most cases, with respect to corruption risks in draft laws, changes would require major interventions than just technical);
- ▶ On the other hand, the achievement of 13%, which is not mandatory and which was not there before (the baseline value is 0%) is a positive indicator that there is awareness of the need to comply with the recommendations.

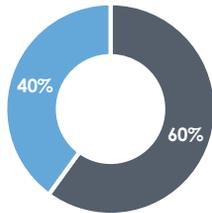




## SPECIFIC OBJECTIVE 1: Improving organizational and functional sub-systems of public administration



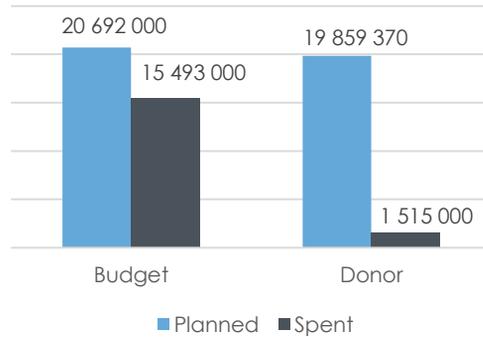
ACTIVITIES



RESULTS

■ Implemented ■ Ongoing ■ Not implemented

### OVERVIEW OF PLANNED AND SPENT FINANCIAL RESOURCES



Planned donor funds for which no spending data are available: 1 452 000

### INDICATORS FOR SPECIFIC OBJECTIVES

	BASELINE VALUE (2017)	TARGET VALUE (2020)	ACHIEVED VALUE (2018)
Mechanisms for managerial accountability in the regulatory and legislative framework (PPA4)	1	2	Indicator is not measured in 2018
Clarity and comprehensiveness of official typology of central Government bodies (PAR4)	4	5	Indicator is not measured in 2018

### MEASURE-LEVEL INDICATORS

	TARGET VALUE (2018)	ACHIEVED VALUE (2018)
Optimised, coherent and rational structure of public administration in sectors covered by restructuring and downsizing	50-70%	0%
Number of arrangements for inter-municipal cooperation for joint implementation of competences of local self-Government	0	0
Strategic document adopted defining decentralisation policy and reform of local self-Government	Policy paper developed	Policy paper not developed
The share of the number of proposals of strategic documents and action plans harmonized with the policy management methodology in the total number of strategies and action plans adopted by the Government during a calendar year	55%	50%
Share of bodies which electronically exchange data from official records	30%	70%
Share of bodies using data from the Central Population Registry	0%	0%
Share of data from records of citizenship of the Republic of Serbia transferred electronically to the Central Data processing and Storing System	50%	50%

The preceding AP PAR 2015-2017, through the specific objective 1, Measure 1.1, put the focus on conducting functional reviews and developing comprehensive analytical basis, while the AP PAR 2018-2020 envisages the implementation of measures related to **managerial accountability** and delegating accountability to lower levels, as well as better functional setup of public administration and holders of public powers. The PAR Strategy underlines that the RS does not have a single records of all bodies and other authorities and entities based on any criteria<sup>16</sup>, therefore this AP PAR envisages the establishment of the **Register of holders of public powers**.

In the field of local self-government reform (Measure 1.2) activities are planned in a way which will lead to adopting the strategic or programme document identifying the **decentralisation strategy or reform of local self-government**, but also further support to developing **intermunicipal cooperation and strengthening capacities of towns and municipalities**.

Through the Measure 1.3. in the field of policy management, activities will continue to put in place **the normative and methodological framework for policy management** and linking them with the development of programme budgets, as well as developing the IT system for policy planning and management.

Within the measure relevant to developing eGovernment (Measure 1.4) priorities refer to establishing an improving **registries** (the Central Population Registry, the Metaregistry of all records, Registry of Housing Communities, etc.), **interoperability** of registries (such as linking the registry of residence and the business registry with the registry of spatial units and the address registry) in order to achieve full electronic **exchange of data from official records** and more efficient provision of services to citizens and businesses.

Actually, in addition to professionalization, modernisation and decentralisation, one of the key principles of public administration reform is also rationalisation.<sup>18</sup> In line with the Fiscal Strategy for 2018 including projections for 2019 and 2020<sup>18</sup>, and in the context of optimisation and fiscal consolidation, the Law on Determining the Maximum Number of Employees in the Public Sector has been extended until 31 December 2019<sup>19</sup> - the Decision on the maximum number of employees for an indefinite period of time in the system of state administration bodies, public services, the system of AP Vojvodina and the system of local self-government for the year 2017<sup>20</sup> which was adopted in June 2017 (with relevant changes and amendments in the course of 2017 and 2018) remains to be in effect and is to be implemented during 2019.



Source: <https://rsjp.gov.rs/>

## RESULTS IN 2018



✓ The number of staff employed for a definite period of time in the general Government and public local enterprises (not including national public enterprises) was reduced **during this period**:

**December 2017 – December 2018**

by **3.464/ -0,74%**

**December 2013 – December 2018**

by **48.595/ -9,43%**.

(the period covered by the ban of employment)<sup>17</sup>

✓ Important reform laws have been developed and adopted:

✓ The Planning System Law of the RS<sup>22</sup> was adopted on 19 April 2018, and is being implemented as of 29 October 2018. The Law regulates the planning system of the RS, policy management and mid-term planning, types and contents, the mutual policy harmonisation, the policy making and policy implementation procedure, and the reporting obligation on implementation of plan documents, and the related obligation to conduct the regulatory impact assessment and evaluation of their impacts.

✓ Changes and amendments to the Law on Local Self-Government were adopted in June 2018. Two provisions are particularly relevant to improving the existing system of local self-government, specifically: 1) public participation in the work of local self-government; 2) extending the scope of work of municipal councils; 3) regulation, functioning and oversight of local communities – sub-municipal units; 4) achieving intermunicipal cooperation.

<sup>16</sup>. Public Administration Reform Strategy, p. 14, link to document: <http://mduls.gov.rs/wp-content/uploads/Strategija-reforme-javne-uprave-u-Srbiji-preciscen-tekst.pdf>

<sup>17</sup>. Data on rationalisation ending with December 2018, derived from the Central Registry of Mandatory Social Insurance (CROSO data base). <sup>18</sup>. Public Administration Reform Strategy, Chapter II.C Principles of Public Administration Reform, link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sqrs/vlada/strategija/2014/9/1/reg>

<sup>19</sup>. Fiscal Strategy for 2018 including projections for 2019 and 2020 („The Official Gazette RS“, No. 112/2017), link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sqrs/vlada/strategija/2017/112/1/reg>

<sup>20</sup>. The Law on Determining the Maximum Number of Employees in the Public Sector („The Official Gazette RS“, No. 68/15, 81/16 - CC, 95/18), link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sqrs/skupstina/zakon/2015/68/5/reg>

<sup>21</sup>. Decision on the maximum number of employees for an indefinite period of time in the system of state administration bodies, public services, the system of AP Vojvodina and the system of local self-government for the year 2017 („The Official Gazette RS“, No. 61/17, 82/17, 92/17, 111/17, 14/18, 45/18, 78/18, 89/18, 102/18), link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sqrs/vlada/odluka/2017/61/1/reg>

<sup>22</sup>. The Planning System Law („The Official Gazette RS“, No. 30/18) of 20 April 2018, link to document: <http://www.parlament.gov.rs/upload/archive/files/at/pdf/zakoni/2018/2386-17%20lat.pdf>

✓ The Law on eGovernment<sup>23</sup> has been adopted along with **5 decrees** regulating in more detail the content of the law (on the Metaregistry, the Open Data Portal, web presentations of PA bodies, the ITC network of eGovernment, detailed provisions on establishing eGovernment).<sup>24</sup>

✓ At the end of 2018 the **Uniform Information System (UIS)** was established: [www.rsip.gov.rs/jls-baza](http://www.rsip.gov.rs/jls-baza). The **Analytical Service of the UIS** is to facilitate the future situation-based and evidence-based policy making and legislative process related to the units of LSG, more efficient use of resources at the level of LSG, benchmarking of units of LSG, provision of transparent information to citizens and businesses on the work of the units of LSG, and contribute to better budgeting, analysis and regulatory impact assessment. A special relevance of this system is to be demonstrated in the process of designing development plans of units of LSG as key development planning documents.

✓ The **Uniform Information System for Policy Making and Implementation (the UIS)** became operational as of 1 January 2019 in the part relevant to annual planning through piloting of the reporting under the AP PAR for the period 2018-2020. The full establishment of the UIS is to cover: the Action Plan for the Implementation of the Government Programme, policy documents, mid-term plans, the PIRV, the existing system for programme budgeting and budget execution.

✓ The website of the PPS published the **basis of policy documents** <http://rsip.gov.rs/mapa>.



Source: <https://bit.ly/2tAC7EE>

## eGovernment Portal

The number of users of eGovernment Portal [www.euprava.gov.rs](http://www.euprava.gov.rs) is more than **870,000** registered users (since 2010 when it started its operation), of which:

- ▶ In the year 2018 **the number of users increased** by 120,000 compared to 2017;
- ▶ As of February 2019 the Portal offers a total of 1,023 services, of which 360 for businesses, 648 for citizens, and 15 for state administration bodies. In the course of 2018 a total **of 313 additional services were published**, advertising 152 bodies, meaning **9 more bodies** than in 2017;
- ▶ During 2018 more than 600,000 services were provided through the eGovernment Portal;
- ▶ In 2018 it was made possible for all users of the national e-Gov Portal to make **electronic payment** of administrative taxes **for all services** available at the Portal. Payment is possible by using payment cards: National Dina, Master, Maestro or Visa issued by all banks operating in the Serbian market, and by means of electronic money.

## eAppointment



the number of e-services enabling eAppointment is 51. Until 31 December 2018, the eAppointment was used **1,041,201** times.

## eService for registration of motor vehicles



the total number of procedures for renewal of registration of motor vehicles supported by the gGov Portal until 31 December 2018 was **3,580,545**. Of the total number, the number relevant to the year 2018 was **753,886** procedures.

## eBaby



“**Baby, Welcome to the World**” in 2018 is being offered in all maternity hospitals in the Republic of Serbia (in 59 health care institutions). The number of registrations until 31 December 2018 was **140,826**. In the course of 2018 more than **90%** of all parents is using the eBaby service for registration of the newborn.

## Parental allowance



is a **new service since 2018**. The number of applications filed for the parental allowance is **21,586**.

## eKindergarten



this e-service which supports online applications for enrolment in preschool institutions started to operate in 2016. It has so far supported the filing of about **35,000** applications.



Since 2018 it is possible to file online applications for the **issuing of health insurance cards** – about **250,000 filed applications**.



**Application for the Registry of Immovable Property in Public Ownership** is an e-service of the National Property Directorate – in the course of 2018 it supported **20,112** applications.

The list of the most popular services at the e-Gov Portal with the number of transactions in 2018

<sup>23</sup> The Law on eGovernment („The Official Gazette RS”, No. 27/18), link to document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/27/14/reg>

<sup>24</sup> The Law on eGovernment and the relevant bylaws of the website: [https://www.ite.gov.rs/tekst/130/zakon-o-elektronskoj-upravi-i-podzakonska-akta.php?fbclid=IwAR2\\_Yw0LS070KC-xsYskvINaQakghjksmedbjaQvnhSKLHQG91TYEu\\_scCQ](https://www.ite.gov.rs/tekst/130/zakon-o-elektronskoj-upravi-i-podzakonska-akta.php?fbclid=IwAR2_Yw0LS070KC-xsYskvINaQakghjksmedbjaQvnhSKLHQG91TYEu_scCQ)

✓ In 2018 the Office for IT and eGovernment established the **National Data Centre in Belgrade**, which in terms of technical and security standards is among the most state-of-the-art centres in the region housing the key ICT infrastructure of the RS. The centre fulfils the Tier 3+ standards, and the services of the Centre are provided in compliance with security standards ISO 27001, and quality standards ISO 9001 and quality of service provision standards ISO 20000. The National Data Centre, in addition to housing the equipment, provides to state bodies the **services of the Government cloud**. The resources of the Data Centres provide to state bodies services based on the model **IaaS** (Infrastructure as a Service). In 2018 the public all was completed for the procurement of designed services for the construction of the secondary **Data Centre for Data Management and Storage in Kragujevac**.

## CHALLENGES TO IMPLEMENTATION



- The measures related to optimization of public administration were too ambitious, this change is systemic and requires changes in the way of doing things; the measures from the change management process were not implemented, there is resistance to change; the changes require broad consultations;
- The activity relevant to managerial accountability is implemented jointly with the Ministry of Finance (negotiating Chapter 32), for which reason there was a need to harmonise the work and activities of the two ministries. In order to regulate the issue of managerial accountability it was necessary as preceding steps to conduct analyses and develop the policy paper.
- The great volume of data which was to be collected from existing records and the complexity of data to be contained in the Registry of Holders of Public Powers required more time than planned. An even greater volume of work is expected to be required for the Central Population Registry. The Government session on 20 December 2018 determined the proposed Law on the Central Population Registry and the proposal was submitted to the National Assembly for adoption. Since the Law prescribes that the bylaws necessary for implementation will be adopted within six months of the Law coming into effect, activities will be undertaken in the coming period to ensure that all the requirements are fulfilled for the establishment and maintenance of the Central Population Registry, primarily the migration of data from 13 different source official records into the Central Population registry, along with other issues relevant to the functioning of this registry within the legal deadlines.
- Lack of capacities and financing resources:
  - Improving the Registry of Housing Communities<sup>25</sup> was planned from donor funds of the Kingdom of Norway. Before the signing of the agreement the budget was so much reduced that the agreement was not signed as it became clear that the planned activities cannot be implemented:
  - There were delays in approving the project for the inventory of tasks of units of LSG – the funds were ensured in December 2018.

## RECOMMENDATION FOR THE FUTURE PERIOD



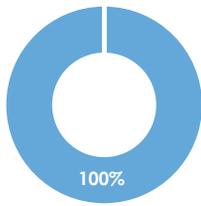
- ▶ Focus on activities which are to contribute to reducing resistance to change;
- ▶ Activities aimed at increasing the existing capacities, along with the HR retention policy to achieve ownership and continuity of reforms;
- ▶ Improve the policy planning process by introducing the hierarchy of documents and reducing the number of policy documents as well as reports on their implementation;
- ▶ Provide training for civil servants and build networks for policy planning of civil servants who would act as reform agents, but also a forum for exchange of experiences and improving cooperation in the field of policy planning.

<sup>25</sup> The existing application needed upgrading to include the functionalities of electronic filing of applications and electronic payment. The existing application met 90% of requirements foreseen by the Law on Housing and Maintenance of Housing Buildings. The Registry of Housing Communities is functional and a total of 41,983 housing communities have so far been registered in it. <http://www.rgz.gov.rs/registri-rgz-a/jedinstvena-videncija-stambenih-zajednica>

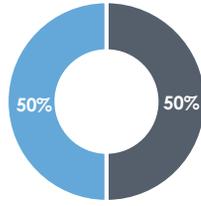


## SPECIFIC OBJECTIVE 2: Establishing a coherent merit-based civil service system and improving human resources management

### OVERVIEW OF PLANNED AND SPENT FINANCIAL RESOURCES

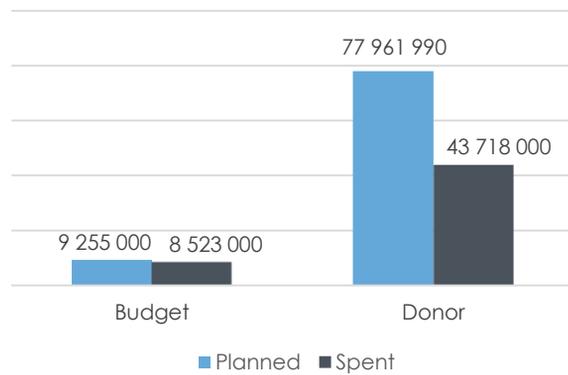


ACTIVITIES



RESULTS

■ Implemented ■ Ongoing ■ Not implemented



### INDICATORS FOR SPECIFIC OBJECTIVES

INDICATORS FOR SPECIFIC OBJECTIVES	BASELINE VALUE (2017)	TARGET VALUE (2020)	ACHIEVED VALUE (2018)
Adequacy of policy framework, legal framework and institutional setup for professional human resources management in public administration (PPA 3)	2	3	Indicator is not measured in 2018
Professional development and training of civil servants (PPA 3)	3	4	Indicator is not measured in 2018
Extent to which the civil service system, the public service system at local level and public employee system are harmonised	4	5	5

### MEASURE-LEVEL INDICATORS

MEASURE-LEVEL INDICATORS	TARGET VALUE (2018)	ACHIEVED VALUE (2018)
Share of public administration employees to whom a fair and transparent salary system applies	0%	0%
Share of appointed positions posts filled by competitions relative to the total number of appointed positions filled in state administration bodies and services of the Government	36%	33%
The average capacity of LSG units to manage human resources according to the SCTM index	58%	The measurement was not done
Extent to which the competences framework is being used in state administration bodies and services of the Government	1	0
Share of public administration employees who successfully completed professional development programmes offered by the National PA Academy	ΔO 10%	9,50%
Share of delivered training courses that the National PA Academy implemented in accordance with the annual work plan	50%	82%

In the field of human resources management (hereinafter: HRM) the priority in the next three years is assigned to **introducing the system of competences in the civil service, extending the pay reform**, and regulating the labour relations and pay in public agencies and state bodies, as well as achievement **full operational capacity** of the already established **National Academy of Public Administration** and improving the system of professional development at the level of the whole public administration, while respecting the principles of equal quality and access to the right to professional development to employees at all levels of administration.

## RESULTS IN 2018



✓ Normative activity as the legal prerequisite was in the focus in 2018. In the course of 2018 the following laws were adopted: the Law on Changes and Amendments to the Law on Public Agencies<sup>26</sup>, the Law on Salaries of Employees in Public Agencies and Other Organisations Founded by the RS, the Autonomous Province and Units of Local Self-Government<sup>27</sup>, the Law on Changes and Amendments to the Law on Salaries of Employees in Public Agencies and Other Organisations Founded by the RS, the Autonomous Province and Units of Local Self-Government.<sup>28</sup> The said laws, in addition to regulating the labour relations, also regulate the salaries of employees in this part of the public sector. The National Assembly adopted the Law on Changes and Amendments to the Law on Salaries of Civil Servants and Employees on 7 December 2018.<sup>29</sup>

✓ The Law on Changes and Amendments to the Civil Service Law was adopted on 7 December 2018.<sup>30</sup> The Law is introducing the system of competences aimed at improving the recruitment process and professionalization, performance appraisal, as well as other changes reinforcing the provisions on conflict of interest, strengthening accountability, and developing other labour law institutes.<sup>31</sup> At the same time, the Law on Changes and Amendments to the Law on Employees in AP and units of LSG was adopted.<sup>32</sup>

✓ Additionally, bylaws have been adopted for implementation of the Law on the National Academy of Public Administration and other special laws regulating professional development in certain parts of the public administration,<sup>33</sup> regulating professional development in certain parts of the public administration,<sup>34</sup> after which the process was launched for accreditation of physical persons

as trainers for professional development in public administration, and the establishment of the Central Registry of Professional Training Programmes for the Public Administration.<sup>35</sup>

✓ In line with the legal obligation, the following have been adopted; the General programme of training of civil servants for the year 2019; the Training programme for managers in state administration bodies for the year 2019; the General programme of training for employees in units of local self-government for the year 2019; and the Programme of training of managers for the year 2019.



Source: <https://bit.ly/2TfE088>

<sup>26</sup> The Law on Changes and Amendments to the Law on Public Agencies, ("The Official Gazette RS" No. 18/05, 81/05 and 47/18), <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/d995c5ef-2bfa-40db-9725-95f2a21f8e23>

<sup>27</sup> The Law on Salaries of Employees in Public Agencies and Other Organisations Founded by the RS, the autonomous province and units of local self-government ("The Official Gazette RS" No. 47/18), <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/c086a35b-99b8-4e99-9ef0-f0f18b69d74>

<sup>28</sup> The Law on Changes and Amendments to the Law on Salaries of Employees in Public Agencies and Other Organisations Founded by the RS, the Autonomous Province and Units of Local Self-Government ("The Official Gazette RS", No. 95/18), <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/srgs/skupstina/zakon/2018/47/5/reg>

<sup>29</sup> The Law on Changes and Amendments to the Law on Salaries of Civil Servants and Employees, <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/bfbb3806-3314-4c5d-8e90-a35c0f5d55c0>

<sup>30</sup> The Law on Changes and Amendments to the Civil Service Law, <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/caf30702-afec-4662-87ef-35bcd16de55a>

<sup>31</sup> Paragraph 2 of Article 83 of the existing Civil Service Law prescribes that performance appraisal shall not be conducted for civil servants who in the relevant calendar year worked less than six months, irrespective of the reason, and the Law prescribes that the requirement for promotion is that the relevant civil servant shall have two times consecutively the highest appraisal or four times consecutively the second highest appraisal. It is planned when amending the Law to include **an affirmative measure in order to achieve gender equality**, so that leave from work under the Law (**parental leave or leave for care of the child**) due to which the civil servant or employee was not subject to performance appraisal in the said year **shall not be considered to represent a termination of consecutive performance appraisal**.

<sup>32</sup> The Law on Employees in Autonomous Province and Units of LSG, <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/>

<sup>33</sup> The Law on Changes and Amendments to the Civil Service Law and the Law on Changes and Amendments to the Law on Employees in Autonomous Province and Units of LSG

<sup>34</sup> The Decree on accreditation, the manner of engaging and compensating the trainers and providers of professional development programmes in public administration ("The Official Gazette RS", No.: 90) of 21 November 2018; the Rulebook on criteria and norms for evaluation of professional development programmes ("The Official Gazette RS", No. 101) of 20 December 2018; Guidelines for operation of mentors in the course of professional development of interns in state administration bodies ("The Official Gazette RS", No.: 101) of 20 December 2018; the Decision on remuneration of chairperson and members of the Programme Council and members of standing programme commissions of the National Academy of Public Administration ("The Official Gazette RS", No.: 56) of 18 July 2018.

<sup>35</sup> The Rulebook on the Central Registry of professional development programmes in public administration and issuing certificates of participation ("The Official Gazette RS", No.: 102) of 21 December 2018.

## CHALLENGES IN IMPLEMENTATION



- A particular challenge is the extremely long consultations within state administration bodies, with trade unions and other stakeholders, to regulate the pay system and introduce competences.<sup>36</sup>
- It was challenging how to offset the effects of rationalisation of the number of HR in terms of not allowing the reduced number producing negative effects on the work of the public administration and the functionalities of the system. At the same time, efforts were made to initiate the HRM reform, but the outcomes of this report during the reporting period were only reflected in normative activities.
- The NAPA is faced with the lack of 55% of the systematised posts (the budget for the year 2019 was approved for the existing number of staff, not the total number of systematised posts). The lack of adequate premises (the building will be renovated at the earliest by September 2019).

## RECOMMENDATION FOR THE FUTURE PERIOD



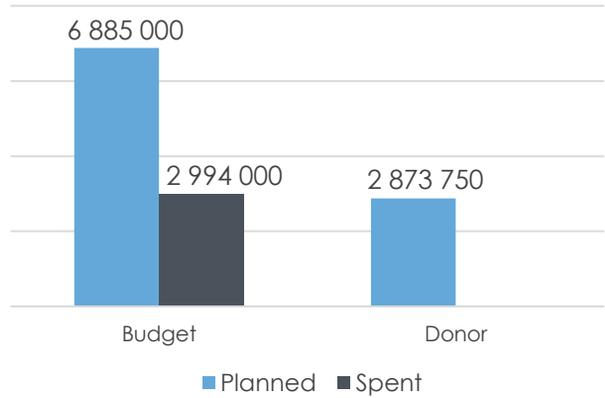
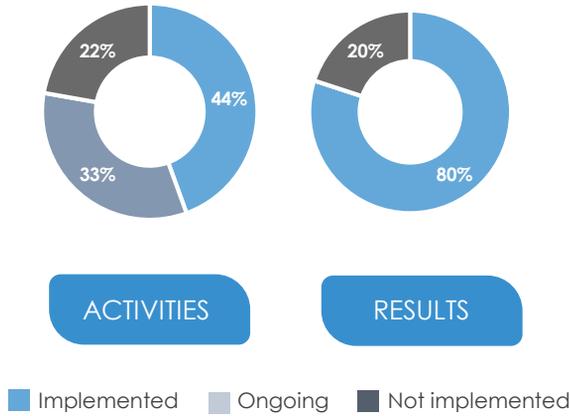
- ▶ Ensure timely completion of competition procedures for persons in appointed positions so that these do not stay vacant;
- ▶ Introduce strategic and other objectives in the work of ministries as annual objectives for persons in appointed positions in order to monitor the results of work of organisational units;
- ▶ Refer employees to training in order for them to acquire skills to implement the competition procedure and the performance appraisal procedure:
- ▶ Ensure the planned number of employees and adequate premises for the state administration bodies and reform-oriented activities. Ensure recruitment of sufficient number of people to enable smooth functioning of the NAPA in its full capacity.
- ▶ Increasing the number of online training courses and introduce innovative methods to conduct training in order to increase the coverage of employees by training.

<sup>36</sup> The example of this is the work on preparing the Catalogue of posts and ranks in the public sector which is to serve as the basis for further evaluation of all posts in the public sector in order to determine the interrelations between them. The scope and duration of consultations can be viewed at the following webpage: <http://www.mduls.gov.rs/katalogziradnih-mesta.php>



## SPECIFIC OBJECTIVE 3: Improving public financial management

### OVERVIEW OF PLANNED AND SPENT FINANCIAL RESOURCES



#### INDICATORS FOR SPECIFIC OBJECTIVES

BASELINE  
VALUE  
(2017)

TARGET  
VALUE  
(2018)

ACHIEVED  
VALUE  
(2018)

Percentage of implementation of the Public Finance Reform programme

49%

55%

**The data will be delivered in March 2019**

#### MEASURE-LEVEL INDICATORS

TARGET  
VALUE  
(2018)

ACHIEVED  
VALUE  
(2018)

Number of LSG units which have established their register of public property, data base, and framework for effective and transparent management of public property

0

43



Percentage of LSG units whose budgets are prepared according to the programme budget methodology, measured annually

67%

67,65%



Number of annual reports on the state of PIFC and IA submitted by beneficiaries of public funds to the Ministry of Finance - CHU

1150

1390



Number of conducted controls by budget inspectorate

21

15



Value of contracts signed based on framework agreements

35,50 billion RSD

29,86 billion RSD  
(for half-year period)



The PAR Strategy envisages the improvement of the budget planning and preparation process by introducing the programme budgeting instead of the „line“ budget planning, improved selection and prioritisation of capital infrastructure projects, linking programme budgeting with strategic planning and policy implementation; improving public internal financial management and control and internal audit, by establishing the public internal financial control system and mechanisms to monitor the implementation of recommendations of public internal financial control, increasing the capacities of staff in the Central Harmonisation Unit; improving the public procurement system through cooperation of all relevant institutions in the system, improving the functionalities and transparency of the Public Procurement Portal, and increasing the capacities of the Public Procurement Office.

## RESULTS IN 2018



„... The end of 2018 saw a surplus of RSD 32.2 billion, which is RSD 60 billion more than planned. For three consecutive years we are witnessing a surplus in the budget... With respect to public debt, as of 1 January 2019, its share in the GDP is 50.1 percent, and possibly even below 50 percent, since debts are being repaid. From an over-indebted country, at the brink of bankruptcy, which was not able to service its public debt at the time with the 75 percent of the GDP, we are not at 50 percent. That is an incredible result.“<sup>37</sup>

✓ In the recent period, the **fiscal position of the RS** has been additionally improved, thanks to the implemented reforms. In the period January – November 2018, a surplus was achieved in the national budget of RSD 67.4 billion. At the general government level for the period January - November 2018, the achieved fiscal surplus was RSD 73.6 billion and the primary fiscal surplus was at RSD 175.6 billion.<sup>38</sup> During the third quarter of 2018, according to the data of the NSO, real economic growth was achieved of 3.8% mg. in the period January - November, according to the estimates by the Ministry of Finance, the GDP growth was 4.4% mg. the public debt of center of government at the end of November 2018 was EUR 24, 1 billion, or 56.2% of GDP.<sup>39</sup>

✓ The framework for sustainability of public finance has been improved through the **reforming and developing public property management**. The changes and amendments to the Law on Public Property<sup>40</sup> enabled ex lege inscription of public property of units of LSG on uncategorised and municipal roads and utility networks. Additionally, the inscription procedure has been streamlined in records on immovable property by no longer requiring when inscribing rights the certificate of the Directorate for Property. The changes in the Law ensured that cultural assets are the public property of the AP and units of LSG, provided that it is a function of exercising their competences, all for the purpose of more efficient management (maintenance, rehabilitation and improvement) of cultural assets.

✓ Work is continuing to **improve budget planning and preparation**. The share of units of LSG who prepare their budgets according to the methodology of programme budgeting is showing a growing trend: from 60% in 2017 to 67.65% in 2018. Since performance reporting on programme budgets started for the year 2017, in the course of 2018 training has been conducted for 150 civil servants on the topic of reporting on programme budgets' performance, through which knowledge of civil servants has been improved in the field of programme budgeting and reporting on programme budget performance, which shall lead to preparation of better quality programme information and developing better programme performance reports.

✓ The number of **annual reports on the state of financial management and control and internal audit** that users of public funds submit to the Ministry of Finance is increasing: in 2017 the number was 1,125 and in 2018 it was 1,390. Also, in the first quarter of 2018 the software for public internal financial control was successfully tested, which will ensure for users access to and submission of annual reports to the CHU by electronic means, and about 200 users of public funds participate in the testing.

✓ The vacancies in the Budget Inspectorate are being filled, according to the Rulebook on internal organisation and systematisation of posts in order to increase the number of conducted inspection controls as a way to contribute to strengthening financial discipline. The increasing of **HR capacities** also increases the ability of the **budget inspectorate** to undertake a greater number of controls and disclose more cases of abuse in managing public finance by users of public funds. The number of controls planned for the year 2018 (21) was not achieved (15 controls were conducted) because the vacancies were filled in the last quarter of 2018.

✓ The trend of reducing the duration of **public procurement procedures** is continuing also in 2018. At the same time there is also reduced share of discontinued procedures relative to the same period of the preceding year.



### Smernice o konceptu upravljacke odgovornosti



Download the Book here: <https://bit.ly/2ErZJP>

<sup>37</sup> Interview with the Minister of finance, published on the website of the Ministry of Finance, 11 January 2019, link to News: <http://www.mfin.gov.rs/newsitem.php?id=14226>

<sup>38</sup> Macroeconomic and fiscal data, Execution of the national budget of the RS – November 2018, Ministry of Finance, link to document: <http://www.mfin.gov.rs/UserFiles/File/tabele/2019%20jan/Saopstenje%20novembar%202018.pdf>

<sup>39</sup> THE CURRENT MACROECONOMIC TRENDS, Ministry of Finance, January 2019, link to document:

<http://www.mfin.gov.rs/UserFiles/File/tabele/2019%20jan/tekuca%20makroekonomska%20kretnanja%20-%20sa%20novim%20bdp%20i%20dugom.pdf>

<sup>40</sup> The Law on Changes and Amendments to the Law on Public Property (came into effect as of 16 December 2018, [https://www.paragraf.rs/izmene\\_i\\_dopune/08/1218-zakon-o-izmenama-i-dopunama-zakona-o-javnosti-svojini.html](https://www.paragraf.rs/izmene_i_dopune/08/1218-zakon-o-izmenama-i-dopunama-zakona-o-javnosti-svojini.html)) <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2011/72/14/1reg>

✓ The number of visits to the Public Procurement Portal continued to grow which clearly indicates the relevance of the portal for the purchasing authorities and bidders. During the observed period, the PPO together with other institutions continued to implement the "Open Data" project in order to enable access to data available to it in a format which is machine readable and can be machine processed. The data is in CSV format and is published on the Public Procurement portal on daily basis.

✓ The model framework agreements have been developed and published in accordance with the current legal framework of 2018. In the observed period there is a continued trend of using framework agreements. During the first half of 2018, more than 15 thousand agreements were signed using model framework agreements. The value of these agreements is by 32% higher than the value of signed agreements in the same period of the preceding year. This certainly benefited from the promotion of model framework agreements and model tender documents developed for different types of public procurement. As in the preceding period, the greatest share of framework agreements used for public procurement were related to: medical equipment, pharmaceutical products, and personal hygiene products, which made up 40% of the value of agreements awarded based on framework agreements.

✓ The use of the most economically advantageous offer criterion (EAO) had a moderate growth for the same period of the preceding year. During the first half of 2018 this criterion was used in 13% of all public procurement procedures. As previous practice demonstrated that the criterion of the most economically advantageous offer is more suited to complex procurements and procurements where it is necessary to take into consideration the qualitative characteristics of the subject of procurement, the PPO will in the coming period continue to promote the developed models of tender documents using the EAO criterion.

✓ The coming period will be directed to promoting the so-called „green procurements" which take into considerations the environmental aspects of procurement and which in the long-term, take into account the environmental costs for the society. Additionally, activities will be undertaken to promote the use of „innovative procurements" as an instrument encouraging innovation and contributing to community development.<sup>41</sup>

→ Documents developed by experts often need to be adjusted to the Serbian legal system and context, which requires additional time and resources and has an impact on deadlines (ex. The twinning partner developed the Guidelines for the establishment of the internal audit function in small users of public funds related to the establishment of a joint internal audit unit. The draft had to be adjusted to the Serbian model).

→ The development and adoption of the Methodology for the work of the Budget Inspectorate has been prolonged due to lack of adequate HR capacities of the Budget Inspectorate. It is planned to engage experts within the project „Public Finance Reform Agenda 2030" funded by the German Government, and implemented by the German Development Agency (GIZ) in 2019.

→ Preventing corruption in public procurement procedures.

→ Improving the legislation (full harmonisation with the EU directives) in the field of public procurement.

## RECOMMENDATION FOR THE FUTURE PERIOD



▶ Strong political and institutional support is needed for the implementation of PIFC so that in the future there is even stronger emphasis on the significance of implementing PIFC.

▶ Conducting a public procurement procedure for improvement of the IT system and development of modules for monitoring and reporting on performance of programme budgets.

▶ Undertake activities and training in the field of public procurement in order to ensure comprehensive awareness of contracting authorities with the possibility to use and improve the use of such agreements.

▶ Encourage procurement of goods, services and works which include environmental and energy efficiency specifications and markings, and encourage the introduction of criteria for contract award which take into account environmental benefits, energy efficiency, and overall lifecycle costs of the relevant procurement.

## CHALLENGES IN IMPLEMENTATION



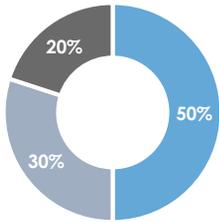
→ The module for performance reporting under the programme budgeting within the IT system has not been developed due to the unsuccessful public procurement procedure. Funds for the public procurement are appropriated in the Law on the Budget for 2019.

→ Due to expiration of contract with the company in charge of software maintenance and due to lack of funds for repeated engagement, as well as due to the identified technical and functional weaknesses of the software during the testing phase, the full implementation of the software for public internal financial control will be late.

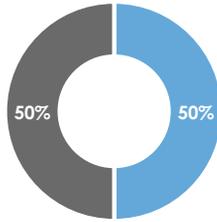
<sup>41</sup> Report for the first half of 2018, Public Procurement Office, link to document: <http://www.ujn.gov.rs/download/files/cms/attach?id=1133>



## SPECIFIC OBJECTIVE 4: Increasing legal certainty and improving the business environment and quality of public services provision



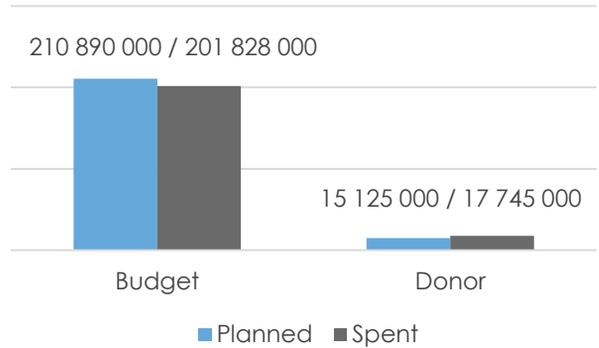
ACTIVITIES



RESULTS

■ Implemented ■ Ongoing ■ Not implemented

### OVERVIEW OF PLANNED AND SPENT FINANCIAL RESOURCES



■ Planned ■ Spent

#### INDICATORS FOR SPECIFIC OBJECTIVES

	BASELINE VALUE (2017)	TARGET VALUE (2020)	ACHIEVED VALUE (2018)
Provision of citizens-oriented services (PPA5)	3	4	Indicator is not measured in 2018
Fair and efficient administrative procedures (PPA5)	3	4	Indicator is not measured in 2018

#### MEASURE-LEVEL INDICATORS

	TARGET VALUE (2018)	ACHIEVED VALUE (2018)	
Share of special laws harmonised with the Law on Inspection Supervision	15%	15,60%	
Share of reviewed check-lists for inspection and plans for joint inspections (full predictability in the work of inspections)	4	4	
Share of reviewed check-lists for inspection and plans for joint inspections (full predictability in the work of inspections)	80%	75,30%	
Share of special laws harmonised with the Law on Inspection Supervision	60%	18%	
Number of reports compiled based on surveys of citizens' satisfaction with the services received from state administration bodies and bodies of LSG	50	0	
Average quality ranking of training provided in the SKIP centre	3	4,5	

Within the measures under the specific objective 4, which is related to increasing legal certainty and improving the business environment and quality of public services, activities are continuing related to harmonisation of regulations in order to ensure consistency and legal certainty, also to the reform of inspection supervision, establishment of unified IT system – the e-Inspector, as well as introduction of new eGovernment services.

## RESULTS IN 2018



✓ The procedure is completed for the changes and amendments to the Law on Inspection Supervision and the Law is adopted and in effect as of 15 December 2018. ([https://www.paragraf.rs/propisi/zakon\\_o\\_inspekcijskom\\_nadzoru.html](https://www.paragraf.rs/propisi/zakon_o_inspekcijskom_nadzoru.html)) whereby additional mechanisms have been added in order to strengthen inspection (undercover purchasing and combined inspection supervision). Coordination has been established among 41 inspection services. All inspection services have updated and marked the check-lists which are published in order to know in advance the type and method of inspection: <http://inspektor.gov.rs/dokumenta-kontrolne-liste.php>

✓ Of the total 485 thousand conducted **inspection supervisions** in 2018, a total of 28,000 was preventive and educational, which is **ten times more relative to the preceding year**, which is an indication of the speed of **transferring to the new approach to inspection**. In the course of 2018 all inspection services developed and the Coordinating Commission adopted the rulebooks on special elements for risk assessment as a key step towards **risk-based inspection supervision**. The Coordinating Commission<sup>42</sup> has had 18 meetings, through the work of the working group it had 56 meetings, as well as meetings with representatives of business associations – NALED, the Chamber of Commerce of Serbia, and the Foreign Investors' Council. In this manner, the **economy together with the inspections** adopted 28 plans for joint coordinated inspections covering the key areas of grey economy, but also goods and services which are relevant to quality and safety of consumers.

✓ General and Specific Guidelines have been adopted for plea agreements on non-compliance which refer to the Law on Trade and the Labour Law, which enables the use of plea arrangements in the practice of the Market Inspectorate and the Labour Inspectorate.

✓ The review of capacities of inspection services has been conducted and the Action Plan developed for employment

of inspectors in the coming three years, as well as a new model of equipping and renewing equipment for inspection services.<sup>43</sup> The review of capacities of inspection services at local level was the basis for developing the Book of Standards for inspection services of units of LSG.

✓ Another result is the „universal module“ of the IT system for **einspector and the production versions of the software were used for 4 pilot inspections** – Sanitary, Market, Labour and Administrative Inspectorate. An implementation plan has been developed to cover other inspectorates.



Source: <https://bit.ly/2EvXqNN>

✓ Having in mind the need to ensure more adequate uniformity of the system of administrative procedures by the end of 2018, **a total of 42 separate laws have been harmonised with the LGAP**, which leads to reducing the number of special procedures and uniform action in addressing administrative matters.

✓ In order to continue the reform, the Rulebook on the manner of keeping records on enforcement and security procedures and the Rulebook on the manner of exercising oversight of the work of enforcement officers came into effect as of 8 September 2018, based on **which enforcement officers started submitting electronic reports** with the accompanying documents in *pdf* and *html* format. In the period from 1 January 2018 to 31 December 2018, the Ministry of Justice acted in 536 complaints filed regarding the work of enforcement officers, which is by 40% higher relative to the number of complaints since the 1 July 2016<sup>44</sup>; the Ministry conducted 2 supervisions in the field over the work of enforcement offices; it filed 4 requests for determining disciplinary accountability of enforcement officers to the Disciplinary Commission against enforcement officers; and made 21 decisions on dismissing enforcement officers and 1 decision on termination of activity of enforcement officer.

<sup>42</sup> The website of the Coordinating Commission: <http://inspektor.gov.rs/radne-grupe.php>

<sup>43</sup> The Minister of public administration and local self-government Branko Ružić announced that soon the Action Plan will be developed for employment of young inspectors over the coming three years, and a plan of equipping the inspection services, which is to be a strategic and continued solution with respect to procuring vehicles and computers for inspection services. At the Serbian-Korean Centre, where training is delivered for the use of software einspector, he stated that Serbia does not have enough inspectors, because inspection services were most strongly affected by the rationalisation of the public administration. He emphasised that the average age of inspectors is 54 years, and noted that with respect to equipment the inspection services are devastated. Ružić stated that the vehicles that inspectors use are on the average 25 years old and, he added that they also need computer equipment. „We in the Government are keenly aware of these needs. We are also aware of the unsatisfactory material status of inspectors, and that is why this year again a corrective coefficient was applied for inspectors at local level which enabled a 20 percent increase of salaries“, stated Minister Ružić. He added that the objective is that such increase be provided also for inspectors at national level, which is to happen after the Government and the National Assembly of the RS adopt changes and amendments to the civil service pay law. He emphasised the relevance of the platform einspector, which is an act of digitalising the work of inspectors, and which has so far ensured networking of four inspection services – market, labour, sanitary, and administrative. In Serbia, there are inspection services in 14 ministries which exercise control of law enforcement in different areas – safety of buildings, infrastructure, food safety, environment, products, transport, as well as the work of state bodies, public services, the economic operators. The total number of inspectors at national and local level is about 6.500.“ Link to statement: <http://mduls.gov.rs/saopstenja/ruzic-pripremamo-akcioni-plan-za-zaposljavanje-mladih-inspektora/>

<sup>44</sup> In the period from 1 July 2016 to 31 December 2018, the Ministry of Justice, in line with the provisions of the Rulebook on supervision of work of enforcement officers acted in 1,269 complaints regarding the work of enforcement officers; it conducted 7 supervisions in the field over the work of enforcement officers; it filed 12 requests for determining disciplinary accountability of enforcement officers to the Disciplinary Commission against enforcement officers; and made 24 decisions on dismissing enforcement officers and 4 decision on termination of activity of enforcement officer.

✓ In 2018, the **eLGAP** (Information system for data exchange, which supports the General Administrative Procedure Law) includes **22 data bases** – 8 data bases more than in 2017 – which are under the auspices of 8 ministries (MPALG, MoI, The Pension Insurance Fund, CROSO, the National Employment Service, Ministry of Justice, Tax Administration, the National geodetic Authority). **In 2018, the eLGAP was used by 320 institutions.** The number of transactions until 31 December 2018 was 1,026,120. Examples of cases where there is **increased data exchanges instead of submission of documents** are data relevant to the part of the eLGAP – birth certificates, marriage certificates, and death certificates. In 2018 there were a total of 516,199 **such eRequests for data from registries**, which is about **30 times more** relative to the period from 1 June 2017 – 31 December 2017, when the number was 17,615 and is **one third of the total number of such excerpts issued** (electronic data vs. paper excerpts). The number of issued paper excerpts from the Registry Books for the period from 1 January 2018 to 31 December 2018 was 1,104,739.<sup>45</sup>

✓ In order to support the introduction of new services of digital eGovernment in Serbia and strengthen capacities of public administration bodies, the Office for IT and eGovernment in 2018 initiated the **G2G Contact Centre for the PA** intended for two-way communication with employees in state administration bodies and units of LSG <https://www.ite.gov.rs/tekst/1836/kontakt-centar-za-javnu-upravu-g2g.php>. All civil servants and employees working in IT systems eLGAP, eInspector, eBaby and the UIS of the local tax administrations can get all the information, instructions and regulations in the field of the Contact Centre for Public Administration.

✓ The new Government web presentation is designed and developed to be user friendly and facilitates communication with citizens, as **a contact centre for citizens** <https://www.srbija.gov.rs>. The centre is focused on citizens, with presented services and possibilities for two-way communication. Questions, comments, suggestions, or any problem under the responsibility of the Government can be presented by citizens directly by using the contact form where responses are provided within a short deadline – up to 3 days.

✓ **The Serbian-Korean IT Access Centre**, which is part of the MPALG, was selected as the best of its kind in the world by the Government of the Republic of Korea [http://skipcentar.rs/sr\\_RS/vesti/skip-centar-kao-najbolji-na-svetu-proslavio-jubilej](http://skipcentar.rs/sr_RS/vesti/skip-centar-kao-najbolji-na-svetu-proslavio-jubilej). The Government of the Republic of Korea conducted a feasibility study for the use of „Smart Cities“ in the Republic of Serbia which is, just like blockchain, part of the IoT (Internet of things) technology. The concept of the „Smart Cities“ project is, through the use of modern technologies, to enable city administrations to improve their work and ensure sustainable and quality life for citizens. „Smart Cities“ use IoT devices, such as sensors or counters to collect and analyse data based on which city administrations develop user-oriented e-services adjusted to the needs of actual users.

✓ As most services are provided at local level, the pilot project was implemented to support units of local self-government and city municipalities to establish their **Single Administrative Points (SAP)**, and on the basis of these experiences the basis and criteria will be defined for the adoption of the Decree on single administrative points. Agreements were signed in December with 8 units of LSG who will receive support (tons: Kruševac, Sombor, Šabac, Piroć; municipalities: Žitište, Smederevska Palanka, Bela Palanka, and city municipality Lazarevac).

✓ In order to enhance the quality of service provision to citizens, mapping has been conducted of the current status of state administration bodies who are implementing a quality management system.<sup>46</sup>

## CHALLENGES IN IMPLEMENTATION



→ The target share of special laws harmonised with the Law on Inspection Supervision is 60%. A total of 11 laws have been adopted which were subject to the harmonisation procedure which amounts to 18% of implementation. Harmonisation of remaining laws was difficult because they were not included in the Government Annual Plan for 2018, meaning that they were not proposed by the relevant ministries.

## RECOMMENDATION FOR THE FUTURE PERIOD



- ▶ Establishing a greater number of single administrative points at local level in 2019.
- ▶ The MPALG should exert influence on other ministries in 2019 to fulfil their obligations to harmonise special laws with the Law on Inspection Supervision, as an obligation undertaken by the decision of the Government.
- ▶ In the first quarter of 2019 a complete budget should be elaborated required for implementation of the pilot project „Smart Cities“.
- ▶ Identify deadlines for conducting the blockchain analysis with the support of the Republic of Korea.



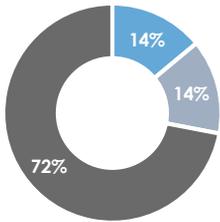
Source: <https://bit.ly/2H2yRK6>

<sup>45</sup> Note: previously units of LSG were not legally obliged to issue excerpts directly from registry books, but they issued excerpts from registry books also based on local applications and in paper format, so that the above numbers of issued excerpts include also all paper form excerpts issued in 2018. According to the Law all units of LSG are now obliged as of 1 January 2019 to work directly in the Registry Books and provide excerpts from their registries.

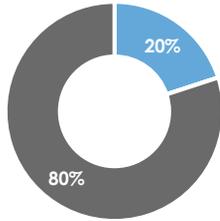
<sup>46</sup> Some state administration bodies implementing quality management systems: the Ministry of Defence <http://www.vkk.mod.gov.rs/index.php>; the Directorate for measurements and Precious Metals <http://www.dmdm.rs/en/SistemKvaliteta.php>; the Market Inspectorate Department of the Ministry of Trade, Tourism and Telecommunications; the Joint Services of the Government <http://juzpro.gov.rs/serifikati.html>; the National Statistical Office <http://www.stat.gov.rs/o-nama/sistem-upravljanja-kvalitetom/>; the National Hydro-Meteorological Institute of Serbia <http://www.hidmet.gov.rs/ciril/orhnmz/serifikati.php>; the Intellectual Property Office <http://www.zis.gov.rs/o-zavoduy/sistem-kvaliteta.322.html>; the Institute for Sports and Sports Medicine of the RS. <http://www.rzsport.gov.rs/src/2399/>, etc.



## SPECIFIC OBJECTIVE 5: Increasing citizens' participation, transparency, improving ethical standards and accountability in performing public administration tasks



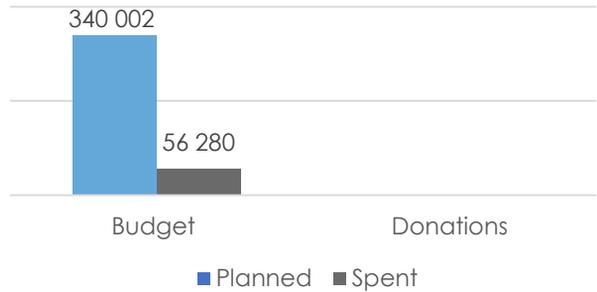
ACTIVITIES



RESULTS

■ Implemented ■ Ongoing ■ Not implemented

### OVERVIEW OF PLANNED AND SPENT FINANCIAL RESOURCES



■ Planned ■ Spent

#### INDICATORS FOR SPECIFIC OBJECTIVES

	BASELINE VALUE (2017)	TARGET VALUE (2020)	ACHIEVED VALUE (2018)
Effectiveness of control by independent oversight bodies over authorities (PPA 4)	3	4	Indicator is not measured in 2018
Accessibility of information of public interest (PPA4)	4	5	Indicator is not measured in 2018

#### MEASURE-LEVEL INDICATORS

	TARGET VALUE (2018)	ACHIEVED VALUE (2018)
Share of laws which during the preparation stage were subject to consultations according to the Law amending the Law on State Administration	20%	0%
Share of information bulletins published by the uniform IT system for access to, processing and presenting Information Bulletins by 2020.	Legal framework adopted	Legal framework is not adopted
Share of implemented recommendations of the Anti-Corruption Agency to remove corruption risks from proposed laws by 2020.	30%	13%
Share of cases in which it was acted according to recommendations made by the Commissioner for Equality by legal and physical persons to whom the recommendation was made	78,70%	Data is still being processed
Share of accepted recommendations of the Ombudsman by administration bodies	89,88%	84%
Share of implemented recommendations made by the State Audit Institution	71%	73%

Through the specific objective 5 it is foreseen to increase **access to information on the work of public administration** by means of different processes, such as the Open Data initiative or development of applications for the information bulletins, but also to enhance the process of **consultations** with the interested public in the process of developing laws and policies. It is foreseen to **amend and improve the legal framework regulating the scope of work and position of independent state bodies**: the Anti-Corruption Agency, the Ombudsman, the Commissioner for Information of Public Interest and Personal Data Protection, the State Audit Institution, the Commissioner for Equality.

## RESULTS IN 2018



✓ The Law on eGovernment established the **legal framework for open data and reuse of information** in compliance with the EU Directive on Re-Use of Public Sector Information. In order to **enhance access to information**, the Decree has been adopted on development and maintenance of web presentations of PA bodies.<sup>47</sup>(The Official Gazette of RS", No.104/08) based on the Law on eGovernment. In this way access is ensured for physical, legal and other persons to information which PA bodies publish in machine readable format.

✓ A Total of 30 institutions published 393 data bases at the **National Open Data Portal** (<https://data.gov.rs/sr>). Open data are grouped in 116 data sets, of which **87 data sets were published in 2018 (75%)**.

✓ With respect to improving proactive transparency a single IT system has been developed for access to, development and presentation of the information bulletins (**e-Bulletin**) which can be found at the website of the Commissioner for Information of Public Interest and Personal Data Protection: <https://informator.poverenik.rs/naslovnq> . This application enables a different entry and updating of information of all entities obliged under the Law on Access to Information of Public Interest, which is directly reflected in better information for citizens, facilitated work of civil servants and easier monitoring of implementation of the Law. Publishing information in open data format enables subsequent processing of such information and facilitates development of services and digital solutions for certain social services or social change (ex. Designing web or mobile applications providing citizens with information on required documentation).

✓ At the proposal of the Government of the RS, the National Assembly in the 2nd quarter of 2018 adopted the *Planning System Law, the Law on Changes and Amendments to the Civil Service Law and the Law on Changes and Amendments to the Law on Local Self-Government*, whereby new

and upgraded mechanisms have been provided for public participation, **early consultations**, and the obligation to conduct public debates not only for laws but also for policy documents. An obligation has been introduced for state administration bodies to engage the interested public in the process of developing policies and regulations from the early stage of their preparation and the obligation to organise public debates when developing policies.

✓ In order to enhance fiscal transparency and increase the level of accountability in spending public money, the Government of the RS adopted the new Decree on funds to promote programmes or provide the missing funds for programmes of public interest financed by associations („The Official Gazette of RS", No. 16/18). The provisions of this Decree additionally enhance the transparency of appropriating financial support to associations and other civil society organisations from the budget by introducing the obligation to develop and publish the annual plans for public calls, anti-corruption provisions, and detailed evaluation and monitoring of supported projects and ensuring the possibility of the interested public to participate in the work of the commissions for approval of such funds.

✓ The Government also adopted the third Action Plan for the implementation of the **Open Government Partnership (OGP)**.<sup>48</sup> The AP includes a number of commitments related to open data / fiscal transparency, government integrity, public services, access to information and public participation. The action plan was developed with the participation of over 30 representatives of CSO's and it continued with the good practice of having representatives of CSO's represented in working groups. Within the process of developing the Action Plan a total of six consultative meetings were held in Belgrade, Novi Sad, Kragujevac, Šabac, and Niš.



Consultative meeting in Šabac on the occasion of the development of the third Action Plan for the implementation of the Open Government Partnership

Извор: <https://bit.ly/2H0QHwX>

47. The Decree on development and maintenance of web presentations of state administration bodies, link to document: <https://www.ite.gov.rs/extfile/sr/2977/Uredba-o-blizim-uslovima-za-izradu-i-odrzavanje-web-prezentacije-organa-c.pdf>

48. The third Action Plan for implementation of the Open Government Partnership – OGP was adopted by the decision of the Government number 5, reference: 021-12686/2016 („The Official Gazette RS", No. 105/18) of 29 December 2018.

✓ The best practice which resulted from the experiences during the participation of the RS in the OGP are reflected in the greater number of consultations with the CSO's in the process of developing documents – in the course of 2018 there were 31 invitations for different forms of consultations through the Office for Cooperation with the Civil Society (16 for public debates and 15 for online consultations and consultative meetings). Additionally, representative of CSO's and independent experts are elected as members of 4 working groups and other working and advisory bodies and international bodies. A total of 6 sectoral meetings were organised where decision makers from competent authorities discussed the state of affairs in different areas and how laws are implemented in these areas.

## CHALLENGES IN IMPLEMENTATION



- The very long time needed for harmonisation of opinion regarding the changes and amendments to the Law on Free Access to Information of Public Interest, the Law on the Ombudsman, the Law on the Anti-Corruption Agency, the Anti-Discrimination Law, both at national level and with international partners.
- In view of permanent lack of funding, there is a risk related to sustainability of the eBulletin software application.
- Lack of strategic framework for better cooperation with and development of the civil society sector.

## RECOMMENDATION FOR THE FUTURE PERIOD



- ▶ Ensure that legal framework is in place for electronic entry and updating of information and ensure sustainability of the software application eBulletin.
- ▶ Undertake measures to ensure a broad consensus and timely adoption of the said laws on independent state bodies.
- ▶ Improve the section eParticipation within the eGovernment portal.
- ▶ Adopt the strategic framework for better cooperation with and development of the civil society sector.



Source: <https://bit.ly/2So7hJe>

## RISKS

(horizontally for the implementation of the whole AP PAR):

Grouped key anticipated risks for the past period (Appendix 6 AP PAR 2018-2020)

## MEASURES

undertaken for risks mitigation

<p><b>Limited financial and human resources to implement reform activities</b></p>	<p><b>The risk materialised.</b></p> <p>In the previous implementation period a part of the funds was provided with a delay (ex. Measure 1.2.), a part has not been agreed (ex. Registry of Housing Communities), while some activities were completed without additional funds in 2018 (ex. activity 4.1.4.).</p> <p>Freeze of employment remains in place for the 2018 and 2019. Due to significant rationalisation of the public administration, steps are being taken to ensure outsourcing in cases of insufficient capacities and reduced number of staff in administration or alternatively emphasis is placed in certain areas on digitalisation of processes and on eGovernment.</p>
<p><b>Administrative overload on HR</b></p>	<p><b>The risk materialised.</b></p> <p>Records and procedures are still maintained in both paper and e format. The process of organisational adjustments and simplification of procedures is not yet completed. There is a growing trend of termination unnecessary procedures (ex. seals in the economy) and digitalisation of procedures (eLGAP and official exchange of data). Also, expert and technical support was used.</p>
<p><b>Resistance within the public administration to continue the reforms</b></p>	<p><b>The risk materialised to a certain degree.</b></p> <p>In the course of this period action was taken to achieve full engagement of all interested actors in all reform processes. The project <a href="http://upravljanjepromenama.gov.rs">http://upravljanjepromenama.gov.rs</a> is active. In July 2018 the Strategic framework for communications on change management was adopted with the proposed AP of communication activities.<sup>49</sup></p> <p>Implementation of the Complementary support of the EU SBS started in 2018 in order to better communicate the reform inside and outside of the administration.</p>

<sup>49</sup> The Strategic Framework for communication activities to manage change with the proposed AP of communication activities, link to document in the Serbian language: [http://upravljanjepromenama.gov.rs/wp-content/uploads/2018/12/Communication\\_Strategy\\_July2018\\_srp.pdf](http://upravljanjepromenama.gov.rs/wp-content/uploads/2018/12/Communication_Strategy_July2018_srp.pdf) and in the English language: [http://upravljanjepromenama.gov.rs/wp-content/uploads/2018/12/Communication\\_Strategy\\_July2018\\_eng.pdf](http://upravljanjepromenama.gov.rs/wp-content/uploads/2018/12/Communication_Strategy_July2018_eng.pdf)

## RISKS

(horizontally for the implementation of the whole AP PAR):

Grouped key anticipated risks for the past period (Appendix 6 AP PAR 2018-2020)

## MEASURES

undertaken for risks mitigation

<p><b>Lack of political support for the continuation of reforms</b></p>	<p><b>The risk did not materialise.</b></p> <p>The address statement of the Prime Minister underlines that public administration reforms is an absolute priority of the Government, listing also its specific objectives.</p> <p>In 2018 the Government adopted the new AP PAR 2018-2020, and confirmed the continuation of reforms.</p>
<p><b>Management of institutions insufficiently involved in implementation, not providing sufficient support</b></p>	<p><b>The risk materialised to a certain degree.</b></p> <p>Some prerequisite activities were undertaken in order to ensure that through the implementation of changes and amendments in the Civil Service Law and within training under NAPA efforts be directed to address the lack of necessary skills and knowledge (more details under Specific Objective 2), as well as to address leadership in public administration.</p> <p>Additionally, the Government of the RS on 31 January 2019 adopted the new training programme, including a programme for managers at national level and local self-government.<sup>50</sup> NAPA is preparing, together with SIGMA, a new approach and a new programme of training for persons in appointed positions for the year 2019.</p>
<p><b>Inadequate, mutually incompatible and unconnected IT systems</b></p>	<p><b>The risk materialised to a certain degree.</b></p> <p>The Coordinating Commission for eGovernment has been established, among other things in order to better coordinate IT projects.</p> <p>Within the Complementary EU SBS steps have been undertaken to harmonise the IT systems in the field of policy planning and public finance (e.g. linking the UIS for policy planning and implementation with the systems for budget preparation and execution and the online application for monitoring the PAR).</p>

<sup>50</sup> The General programme of training staff in units of local self-government for the year 2019 and the Programme of training for managers in units of local self-government for the year 2019, link to documents: <http://napa.gov.rs/wp-content/uploads/2019/02/Program-obuke-rukovodilaca-DU.pdf>

# LIST OF ABBREVIATIONS AND ACRONYMS

ACA	Anti-Corruption Agency
A	Activity
AP	Action Plan
AP 23	Action Plan for Negotiations on Chapter 23
CRA	Company Registration Agency
AP PAR	Action Plan Implementing the Public Administration Reform in the Republic of Serbia
HCSC	High Civil Service Council
G2G	Government-to-Government, exchange of services and information within government services
G2B	Government-to-Businesses exchange of services and information between the state and the businesses
G2C	Government-to-Citizens, exchange of services and information between government and citizens
GenSec	Secretariat General of the Government
SAI	State Audit Institution
EC	European Commission
ERP	Economic Reform Programme
EU	European Union
EU IPA	EU Instrument of Pre-Accession Assistance
EUR	Euro
IS	Information system
OITEG	Office for Information Technologies and eGovernment
LSG	Units of local self-government
PA	Public Administration
OSS	One stop shop, single administrative place
Ongoing	Ongoing
OCCS	Office for Cooperation with the Civil Society
MPALSG	Ministry of Public Administration and Local Self-Government
MEI	Ministry for European Integrations
IMPG	Inter-Ministerial Project Group
IMF	International Monetary Fund
MLEVSP	Ministry of Labour, Employment, Veteran and Social Protection
MTBF	Mid-Term Budget Framework – Fiscal Strategy
Mol	Ministry of the Interior
MFIN	Ministry of Finance
NAPA	National Academy for Public Administration
NBS	National Bank of Serbia
NPAA	National Plan for the Adoption of the EU Acquis
NACS	National Anti-Corruption Strategy in the Republic of Serbia for the Period 2013 – 2018
OGP	Open Government Partnership
SAB	State administration body
OECD	Organisation for Economic Cooperation and Development
CSO	Civil society organisation
BV	Baseline value
PEFA	Public Expenditure and Financial Accountability Assessment
CE	Commissioner for Equality
MRE	Monitoring, reporting, evaluation
ISPR	Information System for Planning and Reporting on the work of the Government
PIFC	Public Internal Financial Control Development Strategy
PFM	Public Financial Management Reform Programme

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# LIST OF ABBREVIATIONS AND ACRONYMS

PPA	Principles of Public Administration
RGA	Republic Geodetic Authority
NSO	National Statistical Office
RS	Republic of Serbia
RSD	Serbian dinar
PAR	Реформа јавне управе
RPPS	Republic Public Policy Secretariat
WB	World Bank
SDC	Swiss Agency for Development and Cooperation (SDC)
SCTM	Standing Conference of Towns and Municipalities
SIGMA	OECD Support for Improvement in Governance and Management
PARC	Public Administration Reform Council
HRMS	Human Resources Management Service
ToR	Terms of Reference
JSG	Joint Services of the Government
AI	Administrative Inspectorate
PPO	Public Procurement Office
UNDP	The United Nations Development Programme (UNDP)
HRM	Human resources management
USD	US dollar
FR	Functional review
FMC	Financial management and control
TV	Target value
CHU	Central Harmonisation Unit
CMST	Change Management Support Team
CROSO	Central Registry of Compulsory Social Insurance

# **Уїрава їо мери свих нас**



МИНИСТАРСТВО  
ДРЖАВНЕ УПРАВЕ  
И ЛОКАЛНЕ  
САМОУПРАВЕ