



Republic of Serbia
MINISTRY OF PUBLIC
ADMINISTRATION
AND LOCAL
SELF-GOVERNMENT

This project is funded
by the European Union



#EY
ЗА ТЕБЕ

ANNUAL REPORT 2021

ON IMPLEMENTATION
OF THE PUBLIC
ADMINISTRATION REFORM
STRATEGY FOR 2021-2030



MARCH 2022



SUMMARY GREATEST ACHIEVEMENTS

VIRTUAL ENVIRONMENT

**COVID-19
ADDRESSING
CHALLENGES
AND SEIZING
OPPORTUNITIES**

**Online complaints and
questions
(chatbot applications)**

**Online training
(NAPA)**

**CAF Open Days
<https://caf.mduls.gov.rs/>**

eServices

**Online
meetings**

Teleworking

**Online Student Fair
(virtual Palace of
Serbia)**

Online school

Online consultations

DIGITALISATION AND CONTACTLESS SERVICES

TRANSPARENCY

Open data
4x more
datasets than in 2020

Local transparency
index growing

eInformation
Booklet

eGovernment Portal
<https://euprava.gov.rs/>

1,150,576
active users,
3x more than in 2020

ACCESSIBILITY

19
OSS

Mobile phone
services

eConsultations
<https://ekonsultacije.gov.rs>

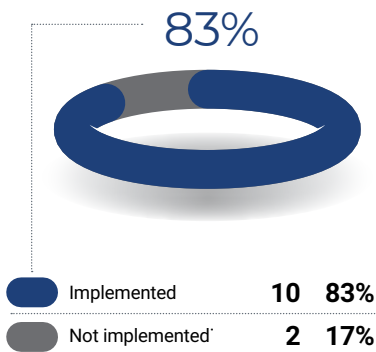
Register of administrative
procedures

<https://rap.euprava.gov.rs>

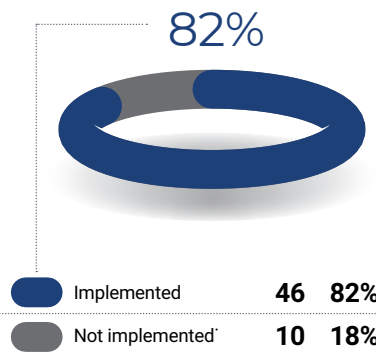
STATISTICS IN 2021

FOR PAR STRATEGY INCLUDING 3 PROGRAMMES

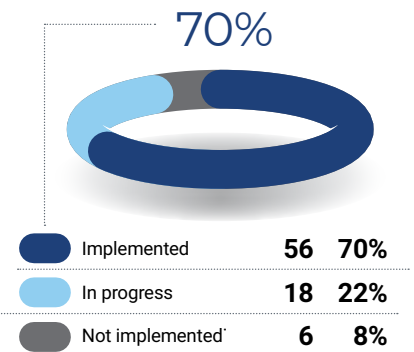
OBJECTIVES



MEASURES

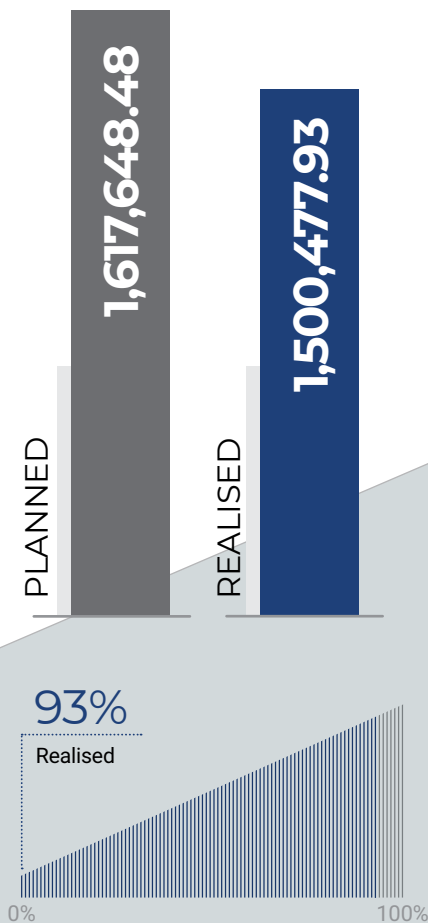


ACTIVITIES

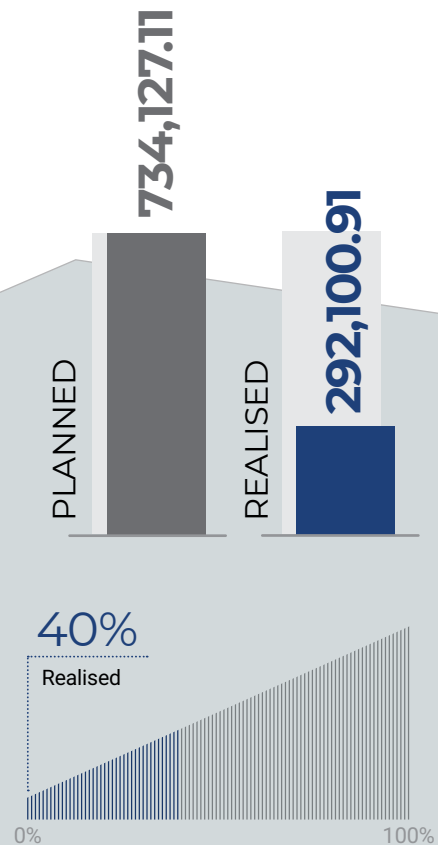


BUDGET IN THOUSANDS OF RSD

BUDGET FUNDS

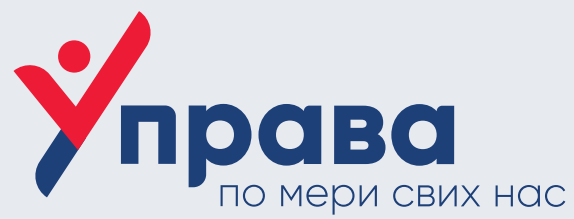


DONOR FUNDS



PERFORMANCE BY INSTITUTION

Institution	Implemented	Not started or abandoned	Ongoing	Total	% of implemented activities
MPALSG	22	4	7	33	67%
MoF	4	0	1	5	80%
MINISTRY OF ECONOMY	0	0	3	3	0%
Mol	0	0	1	1	0%
MINISTRY OF CONSTRUCTION, TRANSPORT AND INFRASTRUCTURE	1	0	2	3	33%
PPS	7	0	3	10	70%
NAPA	10	0	1	11	91%
PPO	1	1	0	2	50%
HRMS	1	1	1	3	33%
COMMISSIONER FOR INFORMATION OF PUBLIC IMPORTANCE AND PERSONAL DATA PROTECTION	1	0	0	1	100%
TOBACCO ADMINISTRATION	3	0	0	3	100%
TREASURY ADMINISTRATION	3	0	0	3	100%
OFFICE FOR IT AND eGOVERNMENT	2	0	0	2	100%





FOREWORD

Marija Obradović

Minister of Public Administration and
Local Self-Government

The past year was the second in a row in which professional, but also daily life activities took place in circumstances caused by the Covid-19 pandemic. Such specific living and working conditions continuously posed new challenges to public administration, requiring maximum engagement of available human, technological and financial resources, efficient response and responsible management, but also demonstrated in practice the importance of the results achieved so far through public administration reform.

In that sense, the trend of accelerated development of new and improvement of existing digital tools and electronic services, based on previous achievements in the field of digitalisation, has continued. Implementation of immunisation of the population with the strong support of eGovernment is certainly one of the main features of 2021 and something by which the Republic of Serbia has become recognisable throughout the region. A specially developed information system for these needs, together with a fully digitalised process and all Covid-related services available online, have resulted in the issuance of more than 2 million Digital Green Certificates in Serbia that are generated and stored in electronic form.

Along with the constant adjustment of the manner of working and the requirements for finding quick and adequate answers to the needs of citizens during the Covid-19 crisis, a new strategic framework in the field of public administration reform was created, which defines ten-year priorities, while analysing shortcomings and finding solutions for enhancement in all segments. An important confirmation of all the efforts and results achieved are the findings of the SIGMA/OECD Report on the Implementation of the Principle of Public Administration from 2021, which identify progress in almost all areas covered by public administration reform, with the greatest progress in Service Delivery. According to the findings of this report, the Republic of Serbia is above the regional average in the areas of Public Financial Management, Service Delivery, Human Resource Management and Policy Development and Coordination.

It is certain that the results achieved in another challenging year such as 2021 would not be as they are without significant support from the donor community, especially the EU, as the largest single donor to public administration reform in Serbia, the standards of which are the ultimate goal of reform processes. Also, the civil society had a significant role, which, with its constructive approach, emphasised the problems in practice and was ready to offer solutions by working together, especially by contributing to the process of creating a new strategic framework.

It should be emphasised that at the heart of all reform processes are employees in the administration as bearers of change, without whose dedicated and responsible work in all circumstances, no matter how challenging, we could not talk about the results achieved in the way we do reflecting on the last year. Therefore, there is a challenge for all of us to create a better environment for their work in the coming period, but also to strengthen their knowledge and skills, building a professional, modern administration dedicated to citizens and businesses.

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SUMMARY OVERVIEW

The previous year, 2021, is the second year in a row in the so-called Covid-19 mode. Digitalisation has become a necessary horizontal success factor, with the accepted opportunity to bring end users, in conditions of reduced movement, closer to either services or information through digital content, services, platforms – **digitalisation for the purpose of accessibility and transparency**. What was the challenge of adjusting the administration in 2020, has become an everyday way of working and a new approach to services and users. **Online gatherings, meetings, platforms for consultations and services, turning physical places into virtual ones** (e.g. the Palace of Serbia in the virtual space for Student

Internships in Administration in 2021), **teleworking, contactless services** have become commonplace in the administration of the Republic of Serbia in 2021.

In the same period, a **new strategic framework** for public administration and public finance reform was adopted, so that there is currently a ten-year (2021–2030) Public Administration Reform Strategy¹ as an umbrella document, covering three five-year (2021–2025) action plans in the field of Human Resources Management, Service Delivery, Accountability and Transparency and three five-year (2021–2025) programmes in the field of planning

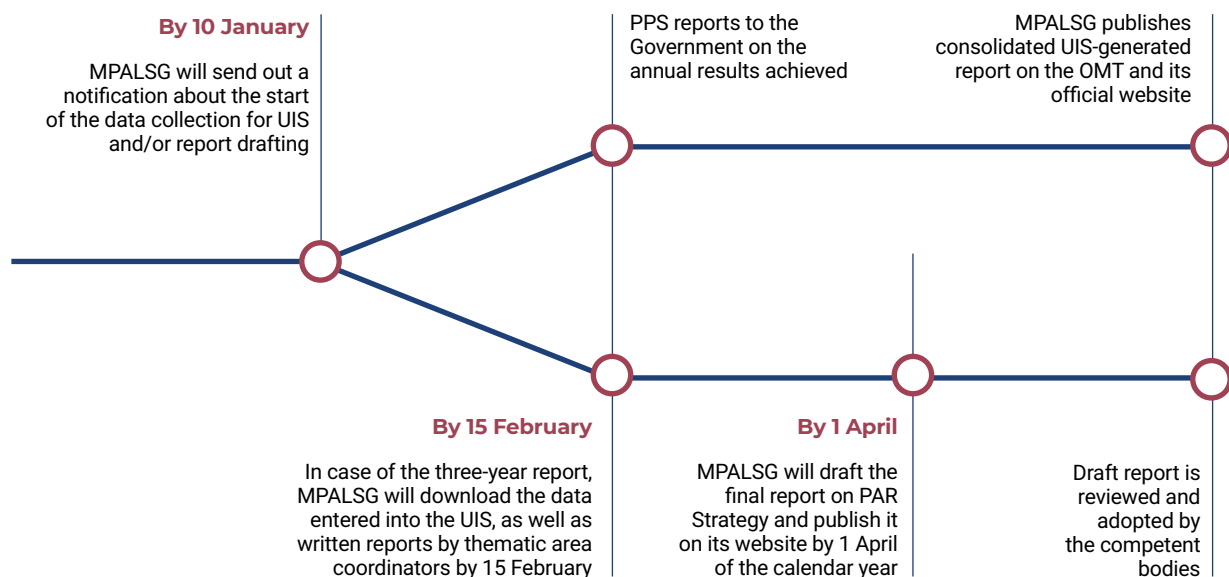
Data for the period from 1 January 2021 to 31 December 2021 were collected in January and February 2022 through the Unified Information System for Planning and Monitoring the Implementation of Public Policies (UIS) and are visible through the online application for monitoring PAR: <https://monitoring.mduls.gov.rs/>. The online application was updated in 2021 to show data for the structure of the new PAR Strategy 2021–2030. The primary source of data is UIS, provided by the Law on Planning System of the Republic of Serbia, in which each body enters data from its competence on the implementation of activities/measures/objectives, along with financial data on planned, provided and spent funds for public policy documents.

Data for this report were collected for activities that had any quarter in 2021 for the implementation deadline. Pursuant to the Law on Planning System, statistics are presented for performance indicators which can be: impact indicators (at the level of overall objective), outcome indicators (at the level of specific objectives) and result indicators (at the level of public policy measures). When measuring indicators, in those cases where no progress was expected in 2021 compared to the initial value, these indicators were not included in the aggregate statistics, but were presented transparently in the lists of indicators in this report. The methodology applied through UIS for all PPDs implies marking activities as *not commenced*, *commenced (in progress)* and *completed*. The same methodology was applied through data collection and processing for this report.

The practice so far included consultations with civil society organisations after the publication of the first draft report, i.e. after 1 April 2022, as part of coordination mechanisms in which reports are corrected and adopted (CSO representatives are at the political and administrative level of PAR Coordination), as well as through the possibility for any citizen to comment on the draft by publicly publishing the Draft Report. Thus, at the second MPG meeting, held on 24-25 May 2022, the Draft Annual Report was discussed and comments on the achieved results were received both from representatives of CSOs in the Working Group and from representatives of the WeBER National Working Group for Serbia (<https://www.par-monitor.org/members/>). The report was modified and a new chapter was added: [CSO Perception](#).

TIME FRAME FOR REPORTING

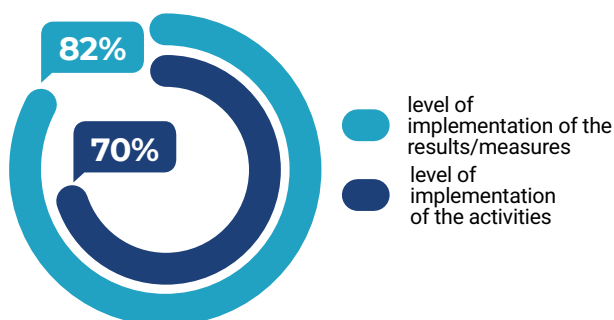
taken from the PAR Strategy 2021–2030: “Monitoring and reporting”



¹ Public Administration Reform Strategy of the Republic of Serbia for the period from 2021 to 2030 (The Official Gazette of the Republic of Serbia, Nos. 42/2021 and 9/2022-Decision), link to the document: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/strategija/2021/42/1/reg>

and coordination of public policies,² public financial management³ and in the field of local self-government reform.⁴ The PAR Strategy has 6 thematic areas (harmonised with the European Principles of Public Administration (OECD / SIGMA) plus Local Self-Government), 8 specific objectives and 36 measures. For the first time, an **umbrella service delivery policy** is being introduced in one place in order to continue the trend of developing user-oriented services and introducing standards and quality in the delivery of services to citizens and businesses.

The level of implementation of the **results** (measures) of the PAR Strategy in 2021



which is an improvement compared to the previous year. Through its monitoring report for Serbia for 2021, OECD / SIGMA confirmed that there was continuity and progress in reforms:

“Serbia has made significant progress in the areas of Service Delivery, Human Resources Management (HRM), Accountability and some aspects of Public Financial Management (PFM) ... Compared to its neighbours in the region, Serbia is well above the average in the area of Service Delivery and somewhat above average in PFM, HRM and Policy Development and Coordination.”⁵

The general conclusions of this report are that: the area of Service Delivery, with significant political support, continues to progress; that the area of Policy Planning has a strong legal and methodological basis, but that full implementation still requires continued efforts; that the HRM area has been modernised and that the focus should now be on creating real change through implementation; that there is constant progress in the PFM, but it is necessary to strengthen internal financial control and that the challenge is the competitiveness of public procurement due to the new law on special procedures in the field of infrastructure facilities.

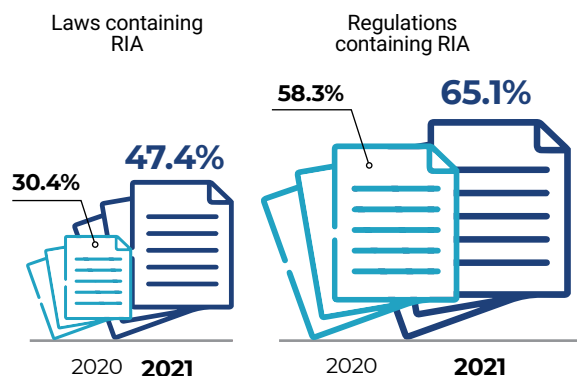
When these findings are compared with the values of other international indicators, which are indicators of the effects of the PAR Strategy, such as Government Effectiveness⁶ and the Balkan Barometer⁷ which measures the perception of citizens and businesses’ satisfaction with public administration services, the Republic of Serbia shows

continuity and stability in public administration and public finance reforms despite all the challenges.

The vision of the PAR Strategy to create an administration tailored to all of us in the next ten years is closer through the **following results** achieved in the previous year:

POLICY PLANNING AND COORDINATION:

The number and hierarchical structure of policy documents for certain areas of policy planning has been reduced (3 out of 18) through the optimisation of the strategic framework. Conducting impact assessments of regulations encourages the adoption of better regulations, based on data and facts and enables the choice of policy options and legal solutions that reduce unnecessary burdens on citizens and businesses (30.4% of adopted laws containing RIA in 2020 → 47.4% in 2021, i.e. 58.3% of the adopted regulations containing RIA in 2020 → 65.1% in 2021). Capacities for planning policy documents have been strengthened. Public participation in the early stages of preparation of regulations and consultations for public policy documents has increased (<https://ekonsultacije.gov.rs/>).



2 Programme for Improving Public Policy Management and Regulatory Reform for the Period 2021–2025, adopted by the Government of the Republic of Serbia on 18 November 2021. Link to the document: https://rsjp.gov.rs/wp-content/uploads/Program_tekst_sa-AP-PDF-1.pdf and https://rsjp.gov.rs/wp-content/uploads/AP_Program_UJP_RR_FINAL_nakon-misljenja_01_11_.pdf

3 Public Financial Management Reform Programme for the period 2021–2025, adopted by the Government of the Republic of Serbia on 24 June 2021, link to the document: https://www.mfin.gov.rs/upload/media/yndWJ_60ec21463954b.pdf

4 Programme for the Reform of the Local Self-Government System in Republic of Serbia, for the period 2021–2025, adopted by the Government of the Republic of Serbia on 9 July 2021, link to the document: <http://mduls.gov.rs/wp-content/uploads/Program-za-reformu-sistema-lokalne-samouprave-u-Republiki-Srbiji-za-period-od-2021.-do-2025.-godine.docx?script=lat>

5 Monitoring report for 2021–Serbia, OECD / SIGMA, November 2021, link to the document: <https://www.sigmaweb.org/publications/Monitoring-Report-2021-Serbia.pdf> and portal: <https://par-portal.sigmaweb.org/countries/SRB/?country2=AVG>

6 World Bank Indicator – The percentile ranking indicates the country’s ranking among all countries covered by the aggregate indicator, with 0 corresponding to the lowest ranking and 100 to the highest ranking, link to source: Worldwide Governance Indicators: <http://info.worldbank.org/governance/wgi/#reports>

7 Balkan Barometer, Regional Cooperation Council, link to data: <https://www.rcc.int/balkanbarometer/home>



HUMAN RESOURCES MANAGEMENT:

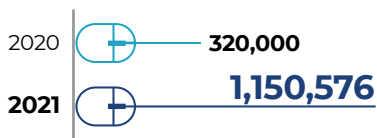
A legal framework for competences in the bodies of the Autonomous Province and local self-government units has been established. The recruitment process has been improved through the introduction of the possibility of using electronic means of communication in the selection process in state bodies. Work has begun on strengthening human resource management units. Tools for building a career management system have been developed. Cooperation has been established with higher education institutions in order to support the additional education of public administration staff and a high degree of fulfilment of expectations among participants in training sessions in which innovative forms and methods of professional development were used.



DELIVERY OF PUBLIC SERVICES:

eGovernment infrastructure and interoperability have been improved (State Data Centres in Belgrade and Kragujevac), the state network has been expanded to over a thousand spots: all centres for social work, local and tax administration are in the eGovernment network. eSignatures or certificates in the cloud have been launched, which will enable the use of eGovernment services entirely from a mobile phone in the coming period.

Number of eGovernment users



The number of eGovernment users has increased (from 320,000 in 2020 to 1,150,576 in 2021) due to Covid services and reduced mobility. The number of users of the Portal <https://data.gov.rs/sr/> has increased with the constant use of open data (from 1,050 in 2021 to 1,498 in 2021). In 2021, officers ex officio exchanged a record number of 55,400,000 data electronically (the number of users going to the desks was reduced). Through the simplification and digitalisation of administrative procedures related to businesses, the share of administrative costs in GDP has been reduced (from 3.26% to 3.01% in 2020) and the predictability of administrative procedures for businesses has increased – [Portal Register of Administrative Procedures for Economy https://rap.euprava.gov.rs/privreda/home](https://rap.euprava.gov.rs/privreda/home). More e-services have been provided (196), 19 physical one-stop shops have been opened where citizens can do more than one job in one place, there is a free state IT access centre for citizens: [https:// skipcentar.rs/sr_RS/](https://skipcentar.rs/sr_RS/)

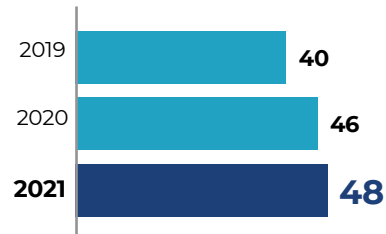


ACCOUNTABILITY AND TRANSPARENCY:

The position of independent state bodies (Protector of Citizens and Commissioner for Information of Public Importance and Personal Data Protection) and the exercise of the right to information of public importance has been improved. Proactive transparency is being strengthened, including the publication of data in a machine-

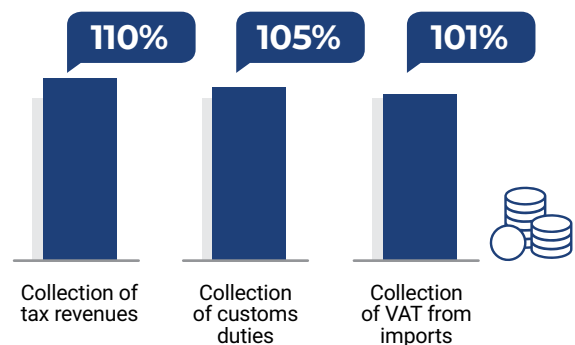
readable format. The local transparency index has been constantly growing in the last three years: 40 in 2019, 46 in 2020, 48 in 2021.

Local transparency index



PUBLIC FINANCE MANAGEMENT:

Medium-term planning and linking the budget with relevant planning documents has continued at the central level by increasing the number of institutions preparing medium-term plans, while the process of medium-term planning at the local level has begun. The efficiency of external audit has been improved – SAI provides better coverage of performance audit and coverage of users of public funds. Capacity at the local level in the areas of financial management and control (FMC) and internal audit has been strengthened and the establishment of a FMC system in schools has begun. The realised collection of tax revenues in terms of the budget estimate exceeded expectations and amounted to 110%, while the Customs Administration also exceeded the expected collection of customs duties (105%) and VAT (101%) from imports.



LOCAL SELF-GOVERNMENT SYSTEM:

The involvement of citizens in the affairs of local self-government has been strengthened, especially in the budget adoption processes, as well as the transparency of information concerning administrative procedures and services of LSGUs. The legal framework and procedures for the direct participation of citizens in the management of local government (referendum and popular initiative). Have been improved



6 new projects of inter-municipal cooperation

in the field of solving the challenges of climate change, joint work in providing assistance to citizens in emergency situations, availability of information and assistance to persons with disabilities in emergency situations, in the field of public attorney office, utilities and zoohygiene.

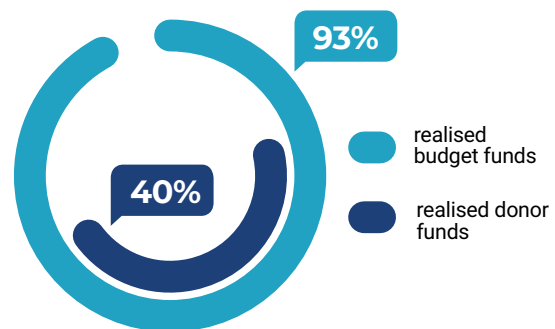
The biggest challenges are the consequences of the Covid-19 pandemic, such as insufficient number of employees due to illness, increased workload due to crisis management, lack of capacity to implement all changes at the same time, delays in adopting legal bases and establishing electronic solutions due to over-ambitious plans and previous inadequate preparation, amount of resources earmarked for digitalisation, demanding procedures and a long period of harmonisation of opinions in order to reach consensus with a wide range of stakeholders.



In addition, there are challenges in the lack of uniform standards in service delivery policy as well as uneven access to services, insufficiently accessible and clear information on services. Although there are good practices of customer support (Contact Centre of the eGovernment Portal, Contact Centre of National Inspections, etc.), there is a user's ignorance of all the opportunities that have arisen in the meantime (OSSs, eConsultations, eSeals, etc ...). In addition, there is no single system for monitoring, evaluating and reporting on the quality of public services provided, there are weak mechanisms for managing complaints, there is a lack of measurement and management of customer satisfaction, and there is a lack of coordination in service delivery.

In all areas, underdeveloped capacities for, e.g. delivery of services and insufficiently developed and uneven capacities of state administration bodies in the field of public policy planning are stressed out.

In terms of financial resources, budget funds were realised in the amount of **92%**, and donor funds **39%** of those planned for the entire Strategy and three programmes.

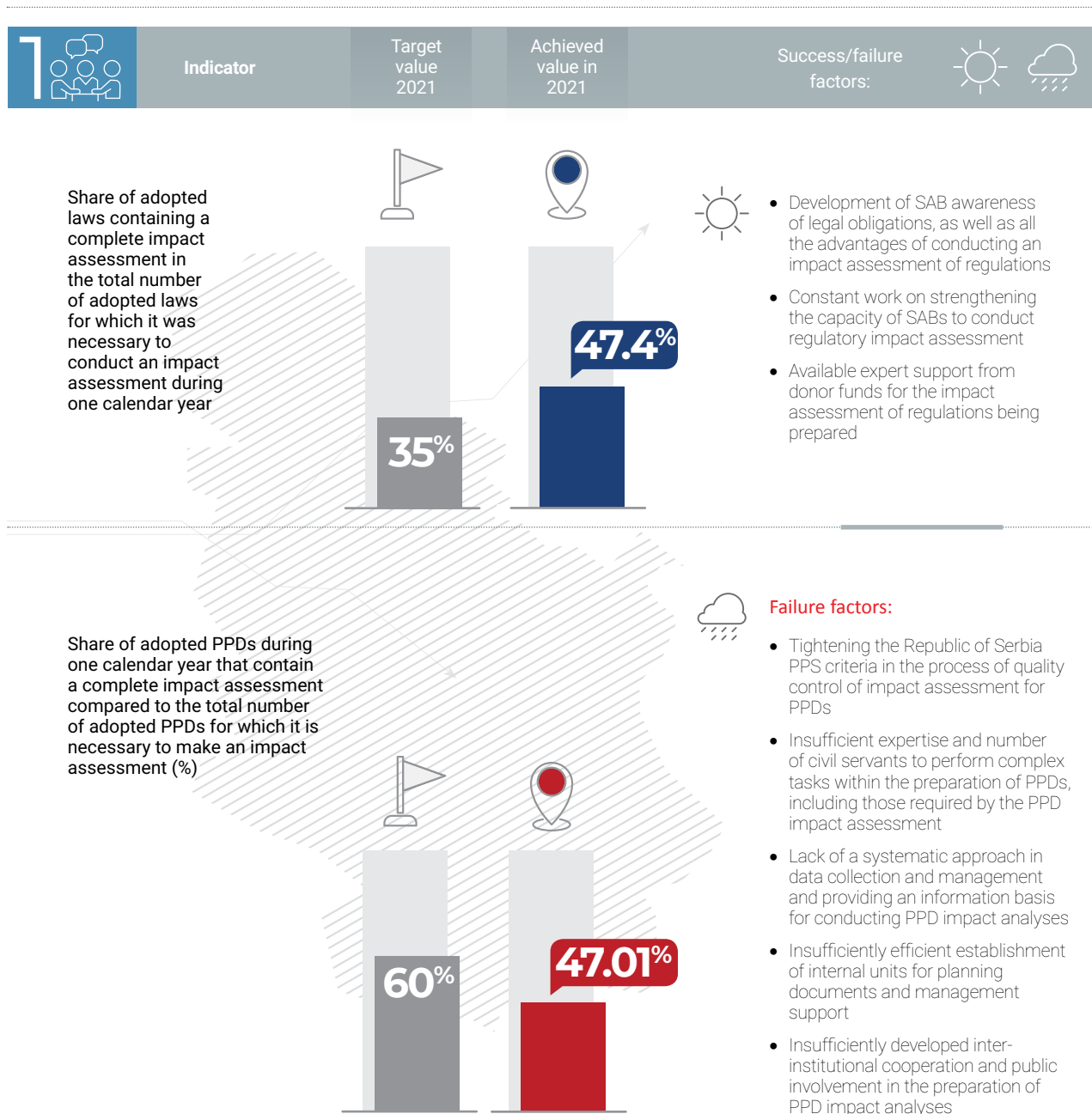


During 2021, there was a change in the source of funding for certain activities, e.g. from planned budget to donor (e.g. *Preparation of an analysis of the legislative framework governing the procedure and authority for appointment a senior officer and acting officer and proposals for improvement measures, Development of a strategic document on the management of civil servants in a SAB with a map of paths for integration into regulations, Modification of the normative framework for employees in the bodies of AP and LSGUs in order to integrate the framework of competences, etc.*) or from donor to budget (e.g. *for activity 6.5.2 Preparation of new Instructions for drafting and publishing the Work Information Booklet, RSD 600,000 of donor funds was planned, and 0 was spent, bearing in mind that when the Law was passed, there was a very short deadline for drafting the Instructions, there was no time to hire a consultant, so the Instructions were prepared by employees (no costs except for salaries)*). For some activities such as the e-Notice Board funds were planned for 2021, but implementation has been postponed to 2023. In fact, according to Annex 3: PAR Strategy Communication Framework, internal communication in public administration should have been encouraged by the implementation of the so-called e-Notice Board in 2021. Due to the consequences of the Covid-19 crisis, during 2021 Serbia had to go through a Budget revision in order to concentrate all funds on the most necessary expenditures and those related to public health and crisis management. However, it is indicative⁸ that public employees learn about PAR mainly through the media, i.e. television, which indicates the existence of significant space for improvement in the field of internal communication of PAR in the coming period.

⁸ Awareness of public administration in Serbia and attitude towards public administration reform: public employees and Serbian citizens, Focus Groups Discussions Report, CeSID DOO, January 2022

KEY RESULTS THROUGH INDICATORS

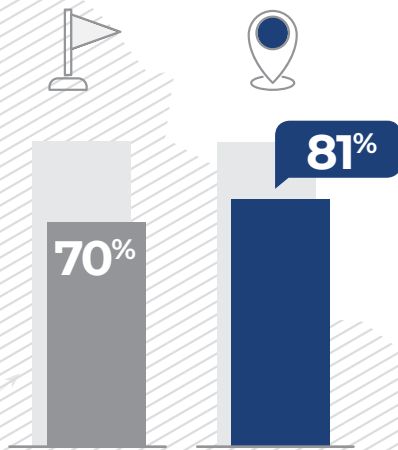
AREA 1 PUBLIC POLICY PLANNING AND COORDINATION



AREA 2 HUMAN RESOURCES MANAGEMENT

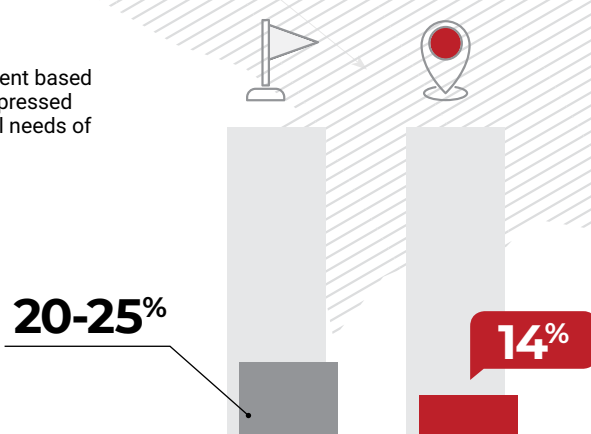
2 	Indicator	Target value 2021	Achieved value in 2021	Success/failure factors:  
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Fulfilment of students' expectations with training sessions in which innovative forms and methods of professional development were used



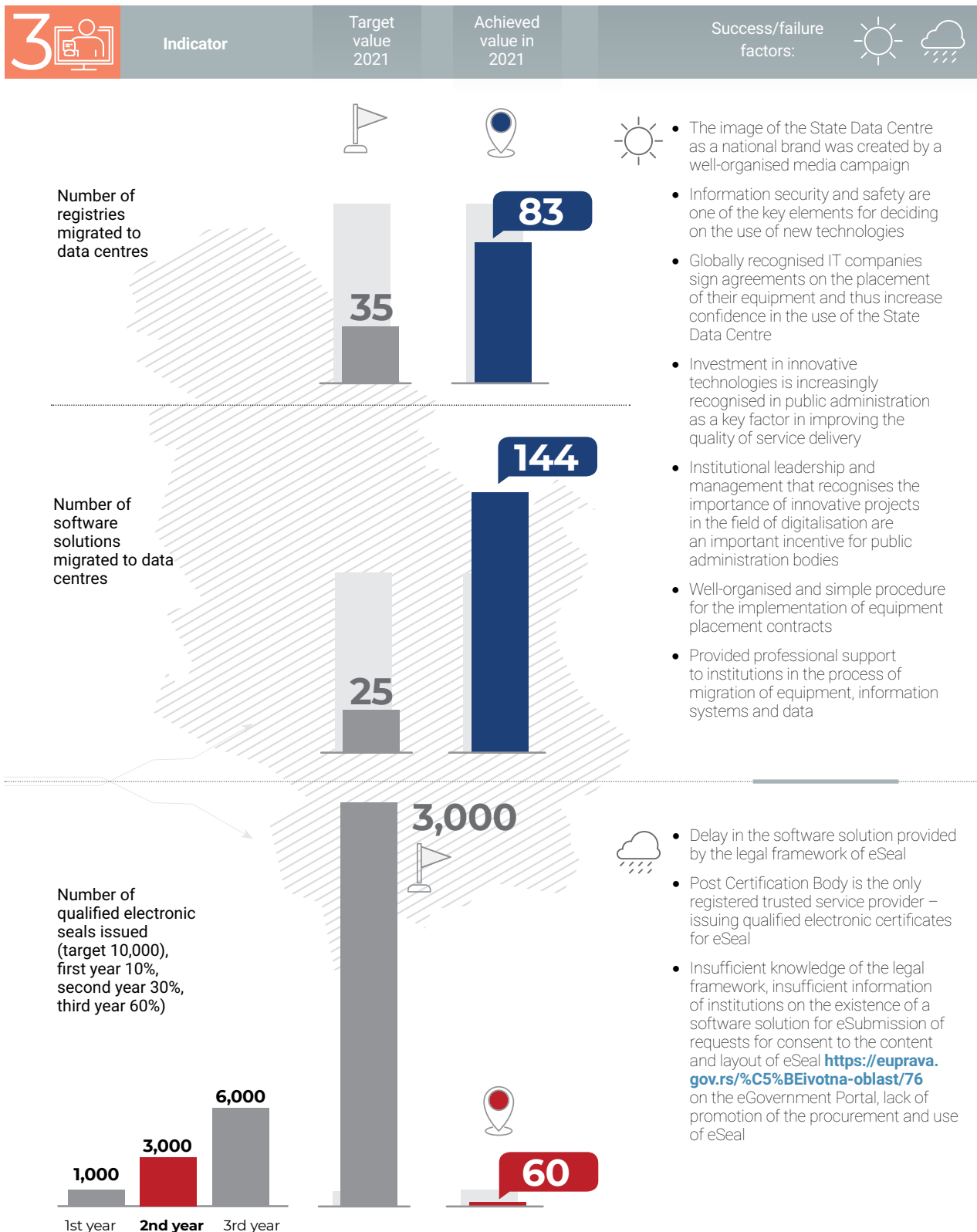
- Continuous analysis of the needs of civil servants for professional development in order to improve all aspects of implementation
- Creating a professional development programme through close communication and cooperation with the relevant SABs
- Efficient and fast adjustment of the implementation of professional development programmes to the Covid-19 situation (development of LMS online platform for remote training that allows attending training at any time from anywhere, development of online training, use of innovative teaching aids ...).

Employment based on the expressed personnel needs of the body

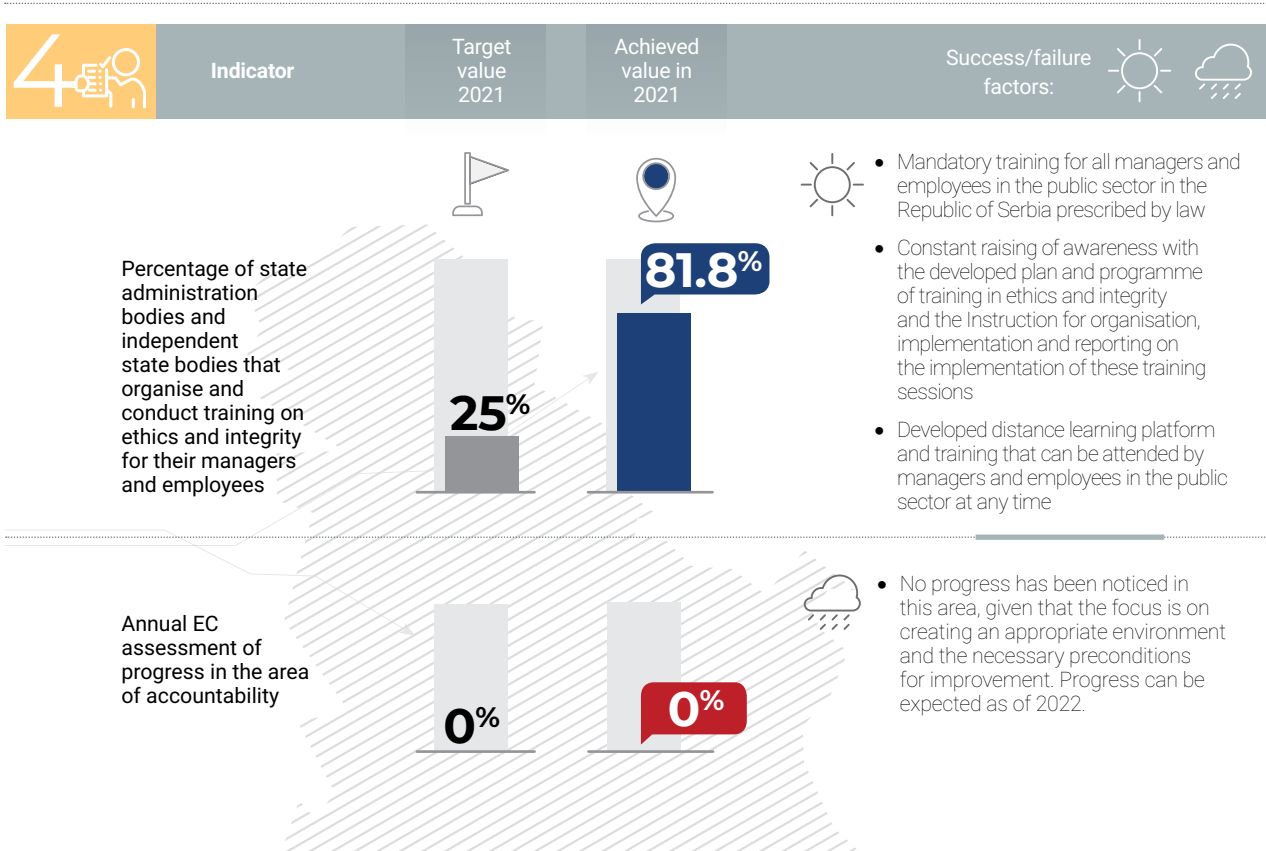


- Failure to adopt SAB staffing plans due to employment restrictions
- Employment conditioned by available financial resources
- Delay in the implementation of the development of a single information system for HRMIS which would create the conditions for analytical approach to staff and its planning

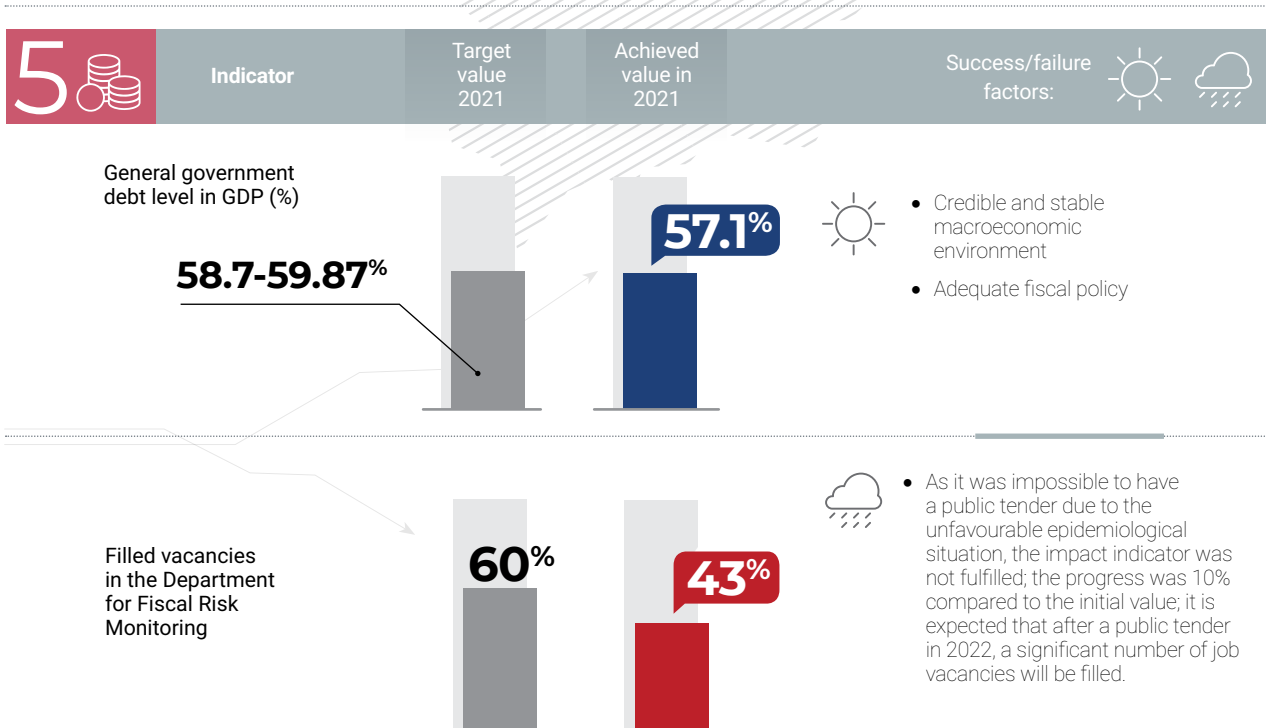
AREA 3 DELIVERY OF PUBLIC SERVICES



AREA 4 ACCOUNTABILITY AND TRANSPARENCY



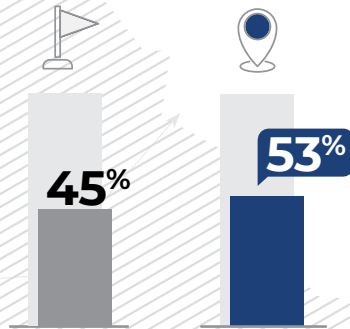
AREA 5 PUBLIC FINANCE MANAGEMENT



AREA 6 LOCAL SELF-GOVERNMENT SYSTEM

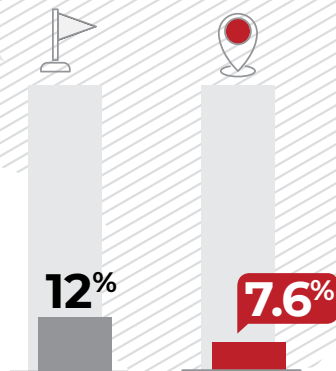
6 	Indicator	Target value 2021	Achieved value in 2021	Success/failure factors:  
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Average value of the index of good governance in selected areas:
1) accountability;
2) transparency, openness and participation



- introduction of the obligation to conduct a public hearing on the budget (in the part of investment planning) through amendments to the Law on Local Self-Government
- technical support to local self-government units by various programmes and projects
- adoption of models of administrative procedures and their publication on the websites of local self-government units

Share of LSGUs that publish monthly reports (or cumulative monthly reports) on budget execution through their website



- Slow operation of the administration due to the pandemic



AREA 1



PUBLIC POLICY PLANNING AND COORDINATION

AREA 2

HUMAN
RESOURCES
MANAGEMENT

AREA 3

DELIVERY OF PUBLIC
SERVICES

AREA 4

ACCOUNTABILITY AND
TRANSPARENCY

AREA 5

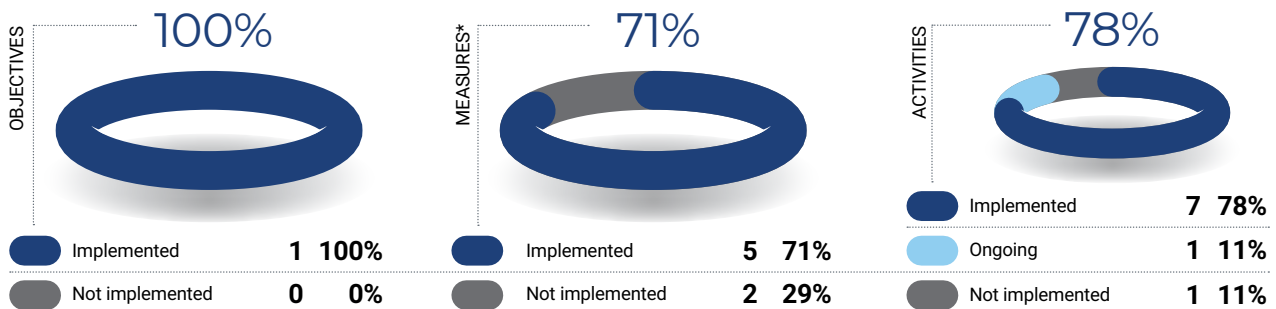
PUBLIC FINANCE
MANAGEMENT

AREA 6

LOCAL
SELF-GOVERNMENT
SYSTEM



IMPLEMENTATION STATUS



* In the case of 3 programmes, the general objectives of the programmes are the specific objectives of the PAR Strategy, and the specific objectives of the programmes were calculated as measures in the statistics of the PAR Strategy report.

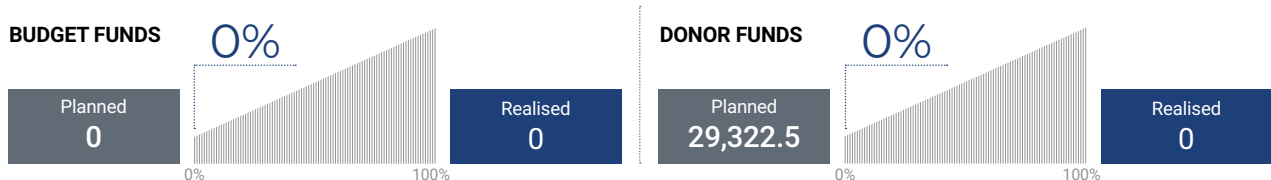
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)
Regulatory quality indicator – World Bank ranking (Number)	60.1 (2019)	61	57.21 (2020)
Indicator of alignment and quality of policy planning (Scale (1–5))	0 (2021)	Target value for 2021 has not been planned.	/

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)
The share of adopted laws containing complete impact assessments in the total number of adopted laws requiring impact assessments, per calendar year (%)	30.4	35	47.4
The share of adopted regulations containing complete impact assessments in the total number of adopted regulations requiring impact assessments, per calendar year (%)	58.3	58	65.1
The share of adopted PPDs within a single calendar year, containing complete impact assessments, in the total number of adopted PPDs requiring impact assessments (%)	50	60	47.01
The total number of planning areas with a revised and optimised planning framework (a clear hierarchical structure of PPDs established within planning areas) (Number)	1	3	3
The share of adopted PPDs, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted PPDs in a calendar year (%)	100	100	96.2
The share of adopted statutes, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted laws in a calendar year (%)	35.71	38 - 40	44.4
The share of adopted regulations, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted regulations in a calendar year (%)	11.46	14.25 - 15	21.4

BUDGET IN THOUSANDS OF RSD





THE PUBLIC POLICY MANAGEMENT AND REGULATORY REFORM PROGRAMME 2021–2025

Further development and improvement of the quality of public policy documents and regulations, covered by Special Objective 1 of the PAR Strategy 2021–2030 are a continuation of the reform processes started with the implementation of the previous PAR Strategy from 2014/9 and the Regulatory Reform and Improved Public Policy Management Strategy 2016–2020.¹⁰ This specific objective of the Strategy is elaborated in more detail in the **Public Policy Management and Regulatory Reform Programme 2021–2025, with the Action Plan** (hereinafter: the Programme),¹¹ which, as a hierarchically lower PPD compared to the Strategy, defines the objectives, measures and activities in the direction of further improving the system of public policy planning and regulatory reform.

It is planned that the achievement of the Specific Objective 1 of the PAR Strategy, which is also the Overall Objective of the Programme, will be implemented by improving the business environment and reducing unnecessary burdens for citizens and businesses (Specific Objective 1 of the Programme), strengthening the capacities and applying instruments for good quality drafting and monitoring the implementation of public policies and regulations (Specific Objective 2 of the Programme), establishing effective coordination of public policies (Specific Objective 3 of the Programme), as well as increasing the participation of civil society, business and other stakeholders in the early stages of preparation of public policies and regulations (Specific Objective 4 of the Programme).

As the Programme was adopted in November 2021, significant effects of its implementation can be expected as of 2022, when the implementation of the largest number of measures and activities from the accompanying action plan shall begin.

RESULTS IN 2021

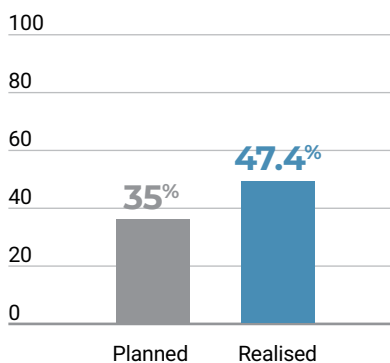
Given the short period of implementation of the Programme (two months), the target value for 2021 of the outcome indicator at the level of Specific Objective 1 of the Strategy has not been achieved. Nevertheless, **the target values for 2021 have been reached or exceeded for three of the four specific objectives of the Programme.**

In terms of **improving the business environment and reducing unnecessary burdens for citizens and businesses through regulatory reform** (Specific Objective 1 of the Programme), **the target values for 2021 have been significantly exceeded.** According to the PPS of the Republic of Serbia, a full impact assessment was conducted for 47.4% of adopted laws for which there was an obligation to implement them in accordance with the Law on Planning System of the Republic of Serbia, which is significantly higher than the planned 35% for 2021 and represents significant progress compared to 30.4% of the law, this value from 2020. Target values were exceeded at the level

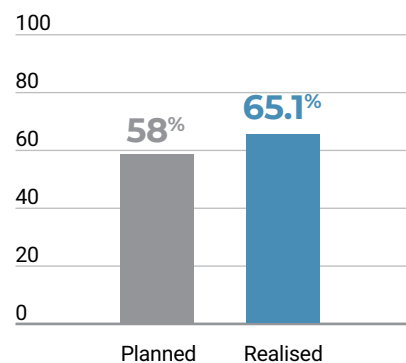
of regulations, so 65.1% of adopted regulations contained a complete impact assessment, which is 7% more than the target value for 2021 (58% is planned for 2021). The achieved improvement in the implementation of the impact assessment results in the adoption of better regulations and legal solutions based on data and facts and the choice of options that do not produce negative effects on citizens and businesses. At the same time, **based on the results of the conducted impact analyses, the high degree of regulation and excessive complication in regulations is reduced, i.e. regulations that produce unnecessary burdens on citizens and businesses are reviewed, simplified or repealed.**

On the other hand, when it comes to conducting an impact assessment within the development of the PPD, which shows **strengthened capacity and implementation of instruments for quality development and monitoring of public policies and regulations** (Specific Objective 2 of the Programme), the result was lower than planned. Instead of the target share of 60% of PPDs that contain a complete analysis of the effects in relation to the

% OF ADOPTED LAWS WITH COMPLETE IMPACT ASSESSMENT



% OF REGULATIONS WITH COMPLETE IMPACT ASSESSMENT



LEGISLATION FOR WHICH THERE WAS AN OBLIGATION TO IMPLEMENT IMPACT ASSESSMENT IN ACCORDANCE WITH THE LAW ON PLANNING SYSTEM

9 See: Action Plan for the Implementation of the Public Administration Reform Strategy in the Republic of Serbia for the period 2018–2020 (*The Official Gazette of the Republic of Serbia*, Nos. 9/14 and 54/18), Measure 1.3. Improving the public policy management system, available at: <https://monitoring.mduls.gov.rs/downloadFile/?id=11092&type=doc>; Three-year review of the achieved through the implementation of the Action Plan for the implementation of the Public Administration Reform Strategy in the Republic of Serbia for the period 2018–2020, link to the document: <https://monitoring.mduls.gov.rs/downloadFile/?id=11163&type=doc>.

10 Regulatory Reform and Improved Public Policy Management Strategy 2016–2020 (*The Official Gazette of the Republic of Serbia*, No. 8/16), available at: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/vlada/strategija/2016/8/1/reg>.

11 Public Policy Management and Regulatory Reform Programme 2021–2025, with the Action Plan (*The Official Gazette of the Republic of Serbia*, No. 113/21), link to the document: https://rsjp.gov.rs/wp-content/uploads/Program_tekst_-sa-AP-PDF.pdf.



Session of the National Assembly of the Republic of Serbia

total number of adopted documents for which this analysis was to be conducted, the result was 47.01%. The achieved result also shows a slight decrease compared to 2020, when the full impact assessment was conducted for 50% of adopted PPDs, which can be attributed to the tightening of PPS of the Republic of Serbia criteria in the process of quality control of impact assessment for PPDs, lack of systematic approach to data collection and management as well as insufficient expertise and the number of civil servants working to perform complex tasks within the preparation of the PPD, including those required by the impact assessment of the PPD. Despite the presented situation, it is important to point out that, according to the PPS of the Republic of Serbia, all PPDs adopted in 2021, for which an impact assessment was to be conducted in accordance with the Law, contain a full or partial impact assessment. This means that, **despite their uneven quality, an impact assessment was conducted for all adopted PPDs during the reporting year.**¹²

In order to **ensure effective coordination of public policies** (Specific Objective 3 of the Programme), steps have been taken to optimise the planning framework in the areas of planning and implementation of public policies established by the Regulation on Public Policy Management Methodology, impact assessment of public policies and regulations and content of separate public policy documents.¹³ In this regard, by the end of 2021, **the planning framework has been revised and optimised in three planning areas – public information, public administration and education**, thus achieving the target value for 2021 and progress compared to 2020 when only one area of public policy planning had an optimised planning framework. The optimisation of the strategic framework in these areas has resulted in a reduction in the number of public policy documents and the establishment of a clear hierarchical relationship between higher and lower-ranking public policy documents, including linking to the budget.

The most significant result achieved in an effort to **increase stakeholder participation in the early stages of preparation of public policies and regulations** (Specific Objective 4 of the Programme) is the **development and launch of the eConsultations Portal** which allows the interested public to, in a unique and equal way, participate in the process of preparation and adoption of public policy planning documents and regulations. In order to encourage the systematic use of the Portal, the Government of the Republic of Serbia passed a Decision on the Establishment of the eConsultations Portal¹⁴, which stipulates that all state administration bodies are obliged to “timely, fully and in accordance with the law publish all information on this portal within the consultation process and public discussion within its competence”.¹⁵



12 For 17 adopted PPDs in 2021, an impact assessment had to be conducted, of which 7 PPDs had a complete analysis, 8 PPDs a partial analysis. No impact assessment was required for the remaining 13 adopted DJPs.

13 Areas of planning and implementation of public policies are defined in Appendix 11 to the Decree on the Methodology of Public Policy Management, Impact assessment of Public Policies and Regulations and the Content of Individual Public Policy Documents (*The Official Gazette of the Republic of Serbia*, No. 8/19), link to the document: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/prilozi/prilog11.html&doctype=reg&abc=cba&eli=true&eliActId=427799®actId=427799>.

14 Decision on the Establishment of the eConsultation Portal (*The Official Gazette of the Republic of Serbia*, No. 62/2021), link to the document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/odluka/2021/62/2/reg>.

15 Since it has been in operation since 16 December 2021, the Portal conducted consultations and public hearings on 28 regulations and PPDs by the end of January 2022, of which 5 procedures were successfully completed. Specific data on the use of the Portal and the quality of consultations and public hearings can be expected in the last quarter of 2022. So far, 159 registered users have participated in the process of consultations and public hearings through the eConsultations Portal.



CHALLENGES

- ▶ Public Policy Management and Regulatory Reform Programme 2021–2025, with the Action Plan, was **adopted in November 2021, and by the end of the calendar year, the full effects of its implementation could not be achieved**. This was especially reflected in the trends in terms of indicators at the level of the Overall Objective of the Programme (i.e. Specific Objective 1 of the PAR Strategy), the achievement of which requires overall progress and full implementation of measures and activities contained in the Programme.
- ▶ Although the results achieved in 2021 show that the impact assessment is conducted in most cases of PPD development (all PPDs adopted in 2021 contain full or partial impact assessment), **insufficiently developed and uneven capacities of state administration bodies in this area result in uneven quality of conducted analyses**. This is supported by the previously presented data that 43.8% of adopted PPDs contain a complete impact assessment, while in other cases it was assessed as partial, which resulted in lack of the target value for Specific Objective 2 of the Programme, which in 2021 amounted to 60% of the adopted public policy documents with a complete impact assessment.
- ▶ Despite the achievement of two of the three targets at the level of Specific Objective 4 of the Programme, **the level of public participation in the early stages of preparation of public policies and regulations and monitoring their effects remains low, especially when it comes to drafting laws and decrees** – In 2021, consultations were conducted for 44% of the total number of adopted laws, i.e. only 21% of the adopted regulations.



RECOMMENDATIONS

Reporting authority	Recommendation for 2022
PPS	In order to achieve the target values at the level of the Overall Objective of the Programme (i.e. Specific Objective 1 of the PAR Strategy), it is necessary to ensure full implementation of the Programme in the coming period , with permanent work on its promotion within the state administration system (especially among decision makers) and development of efficient coordination structure to monitor its implementation in practice. There is a decrease in value in 2020 (57.21) compared to 2019 (60.1), which is taken as the baseline value.
PPS, NAPA	In order to improve the quality of impact analyses prepared in the process of preparation of PPDs and regulations (Specific Objectives 1 and 2 of the Programme), it is necessary to continue strengthening the capacity of state administration bodies in this area through appropriate training, promotion of tools for impact assessment and the Public Policy and Regulatory Impact Assessment Handbook, ¹⁷ but also by strengthening the capacity of the PPS to provide support to the authorities in conducting the impact assessment. It is of special importance to improve the knowledge and skills of civil servants, and especially managers, for data management and to start the process of establishing internal units for planning documents and supporting management in state administration bodies.
PPS, GS	In order to make significant progress in terms of stakeholder participation in the preparation of PPDs and regulations and monitoring their effects (Specific Objective 4 of the Programme), the existing legal framework governing consultations should be analysed and amendments to the number of implemented regulations should be considered in terms of improvement of the number of conducted consultation and their quality. Also, in the coming period, it is necessary to insist on the full implementation of the newly established eConsultations Portal and to develop an adequate system for monitoring the quality of consultations and public hearings.

¹⁷ Public Policy and Regulatory Impact Assessment Handbook, available at: <https://rsjp.gov.rs/wp-content/uploads/Prirucnik-za-analizu-efekata-javnih-politika-i-propisa-21012021-1-srb.pdf>.



AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2



**HUMAN
RESOURCES
MANAGEMENT**

AREA 3
DELIVERY OF PUBLIC
SERVICES

AREA 4
ACCOUNTABILITY AND
TRANSPARENCY

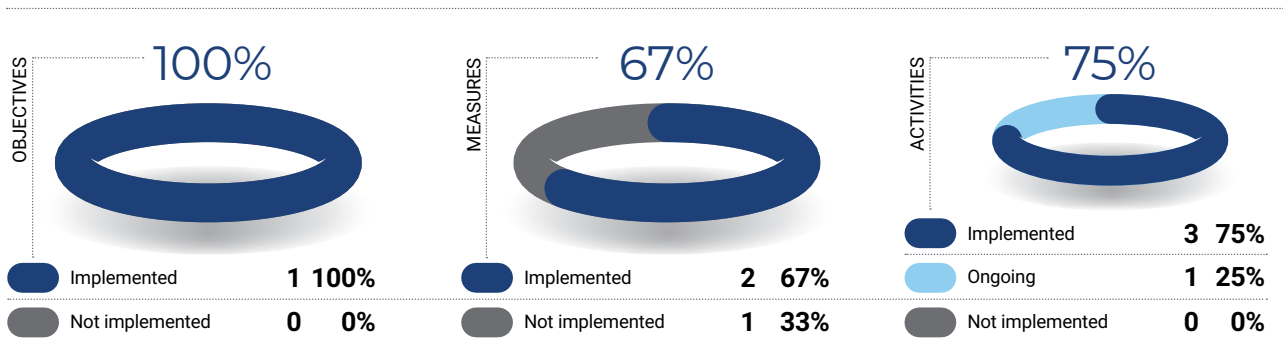
AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
LOCAL
SELF-GOVERNMENT
SYSTEM



HRM AREA HAS 3 SPECIFIC OBJECTIVES.
STATISTICS PER OBJECTIVE:

SPECIFIC OBJECTIVE: IMPROVED RECRUITMENT PROCESS IN PUBLIC ADMINISTRATION





IMPLEMENTATION STATUS



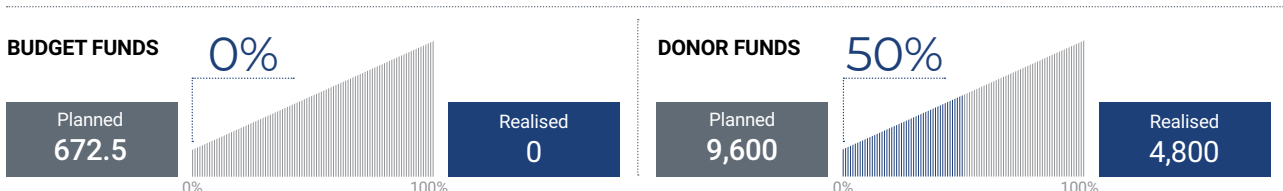
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
 Meritocracy and effectiveness of recruitment of civil servants (SIGMA principle) (Number)	3	3	3	

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
 Recruitment based on stated personnel needs of bodies (%)	0 (2019)	20 - 25	14	
Degree to which the competency framework matches the public administration needs and core values (Number)	1	2	2	
Percentage of senior civil service positions filled in accordance with the competency framework, compared to the total number of positions (%)	34	38 - 40	42	

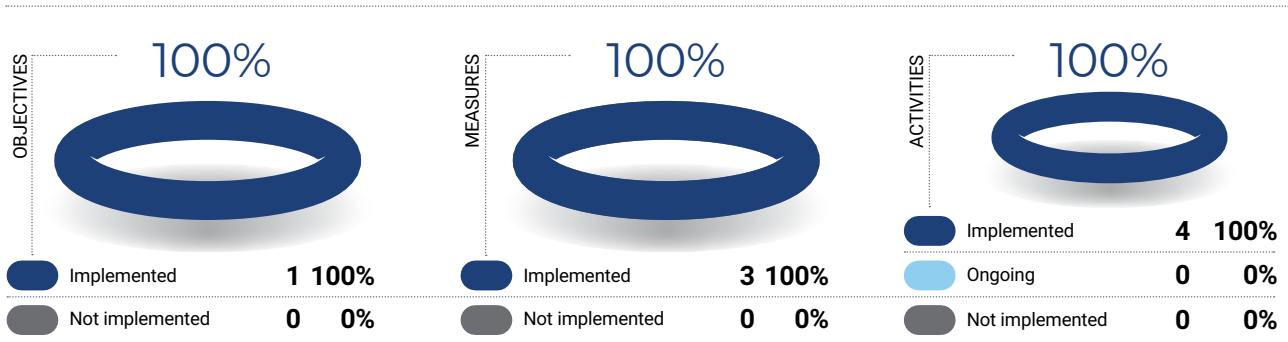
BUDGET IN THOUSANDS OF RSD



HRM AREA HAS 3 SPECIFIC OBJECTIVES.
STATISTICS PER OBJECTIVE:

SPECIFIC OBJECTIVE: EFFECTIVE CAREER MANAGEMENT SYSTEM APPLIED IN PRACTICE

IMPLEMENTATION STATUS



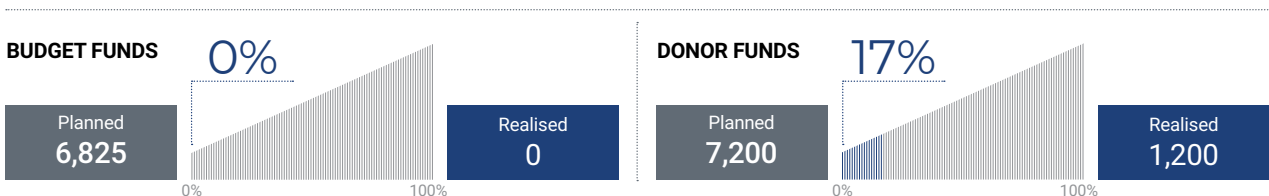
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)
Degree to which the career management system for the civil service is developed (Number)	1	1	1

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)
Performance appraisal ratings distribution according to HRM standards (%)	75	70 - 73.5	58.4
Degree to which the organisation of personnel affairs in state administration bodies is standardised, and quality of personnel affairs (Number)	0	1	1
Degree to which legal protection of senior civil servants/managers is ensured (based on five SIGMA sub-indicators) (Number)	9 (2019)	11	11

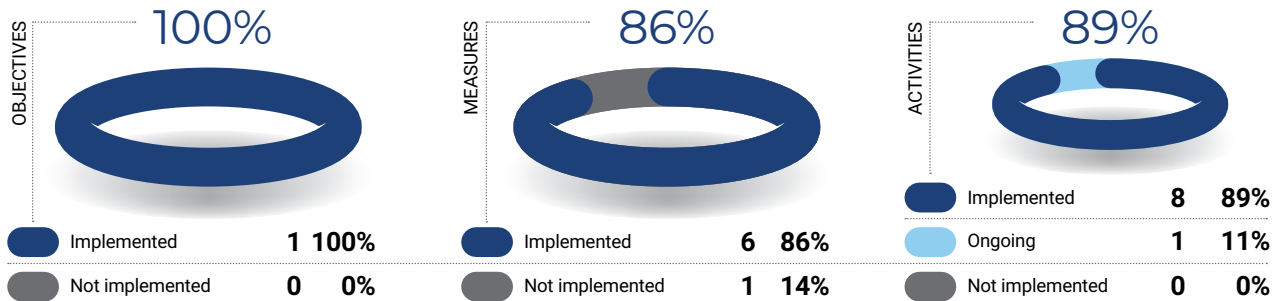
BUDGET IN THOUSANDS OF RSD



HRM AREA HAS 3 SPECIFIC OBJECTIVES.
STATISTICS PER OBJECTIVE:

SPECIFIC OBJECTIVE: FUNCTIONAL AND INNOVATIVE SYSTEM OF PROFESSIONAL DEVELOPMENT AND PROFESSIONAL EXAMS IN PUBLIC ADMINISTRATION

IMPLEMENTATION STATUS



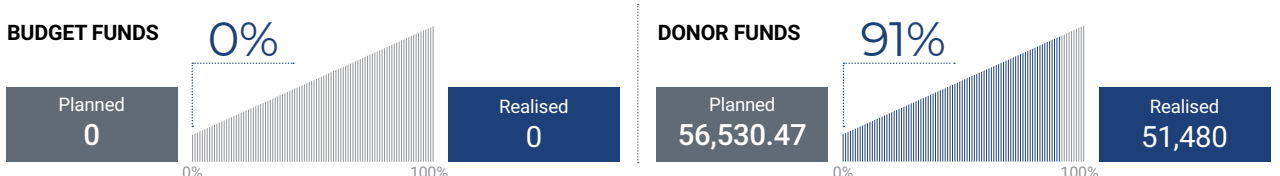
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Degree to which the system of professional development and professional exams in public administration is normatively and practically based on the analysis of needs for the improvement of employees' knowledge, skills or competencies (Number)	1	3	3	

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Degree of implementation of the quality system in the elements of professional development in public administration (Number)	1	2	2	
Fulfillment of participants' expectations from training sessions where innovative forms and methods of professional development were applied (%)	0	70	81	
Quality of new regulations in the area of professional development (%)	0	45 - 50	/	
Number of business processes conducted with the use of information technologies (Number)	1	1	6	
Degree of development a system for planning and managing the process of lifelong professional development (Number)	0 (2019)	0	0	
Extent of development of the framework for cooperation between institutions in charge of the professional development of employees (Number)	0	0	1	
Extent of establishment of uniform standards concerning professional examinations in the public administration system (Number)	0 (2019)	3	3	
Percentage of state administration bodies and units of local self-government participating in the student internship programme (%)	0	9 - 10	10	

BUDGET IN THOUSANDS OF RSD





HUMAN RESOURCE MANAGEMENT

By means of the PAR Strategy 2021–2030, further reform steps are being taken in order to improve the function of HRM in the civil service system, which should be based on the principle of merit and lead to the establishment and strengthening of further professionalisation and depoliticisation.

To this end, further development of human resources management is planned through measures and activities aimed at **improving the recruitment process** in public administration (*Specific Objective 2 of the PARS*), building an effective **career management system that is applied in practice** (*Specific Objective 3 of the PARS*), as well as the development and implementation of a **functional and innovative system of professional development and professional exams** in public administration (*Specific Objective 4 of the PARS*).

RESULTS ACHIEVED IN 2021

The target values for 2021 have been achieved in terms of indicators at the level of all three specific HRM objectives.

In order to further improve the recruitment process in public administration (*Specific Objective 2 of the PARS*), the most significant result was achieved under **Measure 2.2** and refers to the normative **introduction of the system of competences in the bodies of AP and LSGUs** through the establishment of the legal framework by adopting the Law on Amendments to the Law on Employees in the Autonomous Provinces and LSGUs¹⁸ and related bylaws¹⁹. Within the same measure, the Introductory Training Programme for Work in State Administration was developed and adopted, as an integral part of the General Training Programme for Civil Servants for

2022²⁰, and the possibility of using

electronic means of communication in the selection process in state bodies was introduced.

In order to improve the low level of employment based on the staffing needs of bodies and promote the state administration as a desirable employer (Measure 2.1.), activities on innovating the methodology for personnel planning in state bodies and developing a communication plan for promotional activities of state administration began, with the intention of starting 2024 with improved staff planning. Although there is still significant room for improvement, **some progress has been made in terms of filling the positions of senior civil servants in accordance with the competency framework** (Measure 2.3) → 42% of the total number of occupied positions were occupied after the competition, thus exceeding the target value for 2021 (>40%), but also making progress compared to 2020 when this percentage was 34%.

When it comes to building an efficient career management system (*Specific*

Objective 3 of the PARS), **various tools for career development of civil servants are applied** within the Career Management Centre, operating within the HRMS, such as analysis of individual development potentials, 360°-feedback information, career counselling and “coaching”, and in 2021 a Guide to Career Counselling and Career Planning for Civil Servants was developed and published.²¹

Personnel units have been established in all state administration bodies in which more than 100 employees are employed, or where a workplace for performing personnel tasks has been envisaged.

In order to create an **environment for an efficient, innovative and motivated civil servant (Measure 3.1)**, the HRMS created an anonymous online questionnaire for all participants in competitive procedures conducted by state administration bodies, to collect their views and further improve the quality and efficiency of



18 Law on Amendments to the Law on Employees in Autonomous Provinces and Local Self-Government Units (*The Official Gazette of the Republic of Serbia*, Nos. 21/16, 113/17, 113/17 – state law, 95/18 and 114/21), available at: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2016/21/1/reg>.

19 Adoption of the Decree on Determining Competences for Work of Officers in Autonomous Provinces and Local Self-Government Units (*The Official Gazette of the Republic of Serbia*, No. 132/21) and amendments to the Decree on Criteria for Classification of Jobs and Criteria for Job Descriptions in Autonomous Provinces and Local Self-Government Units (*The Official Gazette of the Republic of Serbia*, Nos. 88/16, 113/17 – state law, 12/22) envisage the introduction of a competency framework in the Rulebooks on the Organisation and Job Classification in the bodies of AP and LSGUs, while the adopted amendments to the Decree on the implementation of Internal and Public Vacancies in the Autonomous Provinces and LSGUs (*The Official Gazette of the Republic of Serbia*, Nos. 95/16 and 12/22) further regulate the manner of conducting internal and public vacancies in AP and LSGUs.

20 The General Training Programme for Civil Servants for 2022, the integral part which – the Introductory Training Programme for Work in Public Administration was adopted by the Republic of Serbia’s Government Conclusion 05 No. 151-11960/2021, available at: <https://www.napa.gov.rs/extfile/sr/3670/01.Op%C5%A1ti%20program%20obuke%20dr%C5%BEavnih%20slu%C5%BEbenika%20za%202022.pdf>.

21 Guide to Career Counseling and Career Planning for Civil Servants, available at: <https://www.suk.gov.rs/vest/1575/vodic-za-karijerno-savetovanje.php>.



Round Table „Development of training programmes tailored to the needs of inductees and persons who are being trained for independent professional work“

these procedures. Also, having in mind the experience with the Covid-19 pandemic, an analysis was made on the models of employment of employees outside the employer's premises (work from home or teleworking) with recommendations for improving the legal framework and practice in this area.²² Within **Measure 3.2**, in 2021,

The Network of Employees in Personnel Affairs in State Administration Bodies was created and met regularly, and an IT platform was developed that enables continuous communication of employees in personnel units.²³

Also, an Action Plan for Strengthening the Capacity of Personnel Units in state administration bodies in the Republic of Serbia has been developed and is being implemented, the implementation of which will work on the transformation

of the traditional role of personnel units into modern HRM units in the next three years. The Proposal of the Decree on Amendments to the Decree on Performance Evaluation of Civil Servants was prepared, which establishes performance indicators in meeting annual targets for senior civil servants in the process of evaluating their performance, as a step towards professionalisation of this category of civil servants (Measure 3.3).²⁴

In the field of **development of the system of professional training in public administration** (*Specific objective 4 of the PARS*), the trend of development and progress in all segments of the unified system of professional training in public administration established in the previous planning period has continued. **The achieved target values at the level of the Specific Objective speak in favour of that, as well as seven of the eight measures covered by it.** The most

significant result in this area was achieved by **establishing cooperation with higher education institutions to support the implementation of the training system for public administration (Measure 4.8)**, by concluding an Agreement on Cooperation between 18 state and other bodies and five state universities and the Cooperation Programme in Providing Public Administration Support to Higher Education Institutions in the Educational Process for 2021/2022.²⁵ In order to promote professional training and development in public administration, the **first annual meeting “Student Professional Internship in Public Administration”** was held, which was implemented through a specially designed online platform. 13 state bodies, five local self-government units, five state universities and over 2,000 students took part in the fair. In accordance with the concluded Agreement and Programme, more than 400 students of state universities have the opportunity in the school year 2021/2022, to attend

22 Under Measure 3.1, in order to retain staff working in contracting and financing programmes from EU funds, managing EU funds and combating irregularities and fraud in the handling of EU funds, employees of the Ministry of Finance and the Ministry of Agriculture, Forestry and Water Management are exempted from the restriction of the highest ranks (Measure 3.1).

23 More information on the Network of employees in human resources in state administration bodies is available at: <https://www.suk.gov.rs/vest/984/hr-mreza-zapocela-je-sa-radom.php>.

24 The proposal of the Decree on Amendments to the Decree on Evaluation of Work Performance of Civil Servants is available at: <http://mduls.gov.rs/javne-rasprave-i-konsultacije/ministarstvo-drzavne-uprave-i-lokalne-samouprave-poziva-predstavnike-drzavnih-organa-strucnu-javnost-kao-i-sve-gradjane-da-se-upoznaju-sa-predlozima-za-izmene-i-dopune-uredbe-o-vrednovanju-rad/>.

25 Agreement on Cooperation in Providing Public Administration Support to Higher Education Institutions in the Educational Process and Cooperation Programme in Providing Public Administration Support to Higher Education Institutions in the Educational Process for 2021/2022 was concluded between the Ministry of Education, Science and Technological Development, Ministry of Foreign Affairs, Ministry of Justice, Ministry of Labour, Employment, Veterans and Social Affairs, NAPA, PPS, HRMS and ITE Office, National Assembly of the Republic of Serbia, Protector of Citizens, Commissioner for Information of Public Importance and Personal Data Protection, Commissioner for Protection of Equality, City of Belgrade, City of Niš, City of Kragujevac, City Administration of Novi Pazar and City Administration of Subotica with University of Belgrade, University of Novi Sad, University of Kragujevac, University of Niš and State University in Novi Pazar.





professional practice in state bodies and bodies of local self-government.²⁶

In order to **further develop various segments of the implementation of professional development programmes within NAPA (Measure 4.1)**, the existing Framework of Trainers' Competences was improved and developed: *Methodology for monitoring the work and encouraging the development of NAPA trainers, Methodology for evaluation of training programmes after training evaluation and the Methodology for and planning the costs of training programmes*, with the primary purpose of supporting employees in planning, organising, implementing and controlling professional development programmes, i.e., estimating the costs of their implementation and the effects on the overall budget. As a result of continuous work and development in this area, **81% of trainees using innovative forms and**

methods of professional development assessed that the training sessions met their expectations, which significantly exceeded the target value of 70% for 2021 (Measure 4.2). All business processes in NAPA have been digitised (Measure 4.4), which is especially important given the circumstances caused by the Covid-19 pandemic. This especially refers to the process of determining the need for professional training, accreditation of implementers, the process of conducting internal competitions, the process of training, keeping central records of programmes, accreditation of special programmes, which allows the functions and services provided by NAPA to be much more efficient.

Within **Measure 4.3**, and in order to **further improve the normative framework governing the field of professional development in public administration**, ex-post analyses

of the Law on NAPA²⁷ and the Law on Civil Servants²⁸ were conducted in the part regulating the field of professional training and the Decree on Accreditation, Manner of Recruitment and Remuneration of Implementers and Organisers of Professional Training Programmes in Public Administration,²⁹ while an ex-post analysis of the Law on Employees in Autonomous Provinces and Local Self-Government Units³⁰ is underway in the part of professional training of these categories of employees in public administration.

²⁶ For more information about the fair "Student professional internship in public administration", go to: <http://mduls.gov.rs/saopstenja/vise-od-2-000-posetilaca-na-prvom-sajmu-studentske-strucne-prakse-u-javnoj-upravi-2021-2022/>.

²⁷ Law on the National Academy of Public Administration (*The Official Gazette of the Republic of Serbia*, No. 94/14), access link: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2017/94/1/reg>.

²⁸ Law on Civil Servants (*The Official Gazette of the Republic of Serbia*, Nos. 79/05, 81/05 – corrigendum, 83/05 – corrigendum, 64/07, 67/07 – corrigendum, 116/08, 104/09, 99/14, 94/17, 95/18, 157/20), available at: <http://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2005/79/2/reg>.

²⁹ Decree on Accreditation, Manner of Recruitment and Remuneration of Implementers and Organisers of Professional Training Programmes in Public Administration (*The Official Gazette of the Republic of Serbia*, Nos. 90/18 and 71/19), available at: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/vlada/uredba/2019/71/2>.

³⁰ Law on Employees in Autonomous Provinces and Local Self-Government Units (*The Official Gazette of the Republic of Serbia*, Nos. 21/16, 113/17, 113/17 – state law, 95/18 and 114/21), for access to: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2016/21/1/reg>.



Student Internships Fair in Public Administration (virtual Palace of Serbia)



CHALLENGES

- ▶ Non-adoption of the Staffing Plan for Ministries, Special Organisations, Government Services and Professional Services of Administrative Districts for 2021, with the practice of approving new employment according to already approved budget funds, resulted in **extremely low employment rate based on bodies' expressed staffing needs** of 14%, which did not reach the target value for 2021 at the level of Measure 2.1. (Specific objective 2 of the PARS).
- ▶ Despite the progress made and the achievement of target values at the level of Measure 2.3 (Specific objective 2 of the PARS), **the number of senior civil servants with the status of acting officers is still high.**
- ▶ **The full operability of the Human Resources Management Information System (HRMIS) has not been established**, as after testing the new software by the HRMS and the ITE Office, gaps in the functioning of the system were noticed and objections were submitted to the EU Delegation to Serbia. Based on the remarks, the Delegation hired external experts to evaluate the new HRMIS, and their report is expected in the coming period.



RECOMMENDATIONS

Reporting authority:	Recommendation for 2022
MPALSG, HRMS	Harmonise personnel and financial planning in state administration bodies and within that revise the methodology for personnel planning in state administration bodies , which would make important steps towards the adoption of the Staffing Plan of state administration bodies for 2024, in accordance with the PARS AP dynamics.
MPALSG	Locate the problems, advantages and disadvantages of the current legal framework and its implementation, and prepare a draft document that determines the further directions of development of senior civil servants.
NAPA, HRMS	It is necessary to strengthen the capacities of human resources units and managers in state administration bodies with regard to HRM with an emphasis on monitoring the distribution of performance outcomes and eliminating shortcomings in the evaluation process itself.
NAPA, MPALSG	Systematically strengthen the capacities of employees in AP and LSGU bodies for the implementation of the competency framework.
HRMS, MPALSG	It is necessary to complete the development of a software solution and ensure the full operability of the HRM Information System (HRMIS) , and to adopt a legal framework in this area.

УПРАВА РАДИ ЗА ВАС



ЈЕДИНСТВЕНО
УПРАВНО МЕСТО
ГРАД ПИРОТ

Управа
по мери
свих нас



AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2
HUMAN
RESOURCES
MANAGEMENT

AREA 3



DELIVERY OF
PUBLIC SERVICES

AREA 4
ACCOUNTABILITY AND
TRANSPARENCY

AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
LOCAL
SELF-GOVERNMENT
SYSTEM

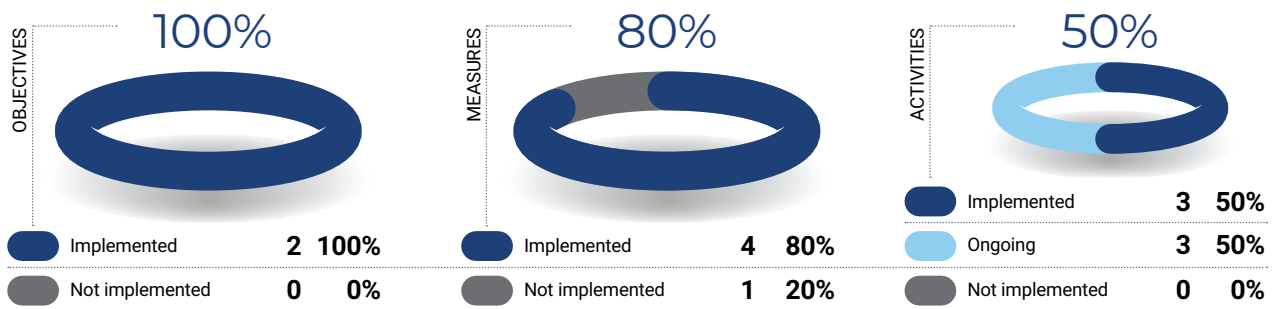
8

ДРУШТВЕНА
БРИГА О ДЕЦИ 3

17

Д
БР

IMPLEMENTATION STATUS



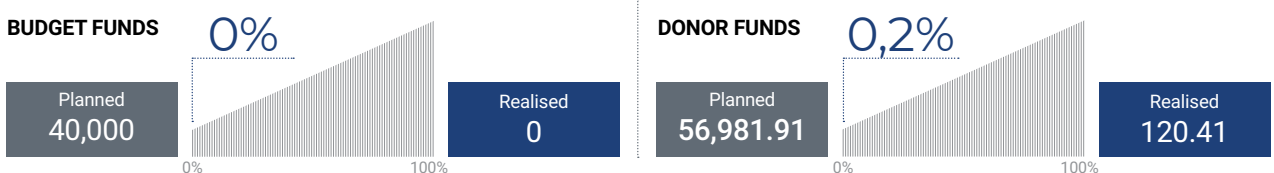
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
SIGMA's average score for service delivery for all four pillars (Grade 0-5)	3 (2019)	3.5 - 4	3.5	
The GDP share of the administrative burden of citizens and businesses (%)	3.11 (2018)	3 - 3	3.01	

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Number of streamlined administrative procedures of citizens and businesses (Number)	125	225 - 250	329	
Number of one-stop shops set up in LSGUs (Number)	14	17.1 - 19	19	
Percentage of civil servants and local self-government employees in service delivery jobs who successfully completed a training in the area of service delivery quality improvement (%)	0	9 - 10	/	
EU Benchmark for e-Government – key prerequisites put in place (Index 0-100)	35	31.5 - 35	43	
Number of SABs which have already implemented the CAF or any other quality management tool in the course of one calendar year, on the basis of the corresponding legal framework (Number)	0	2	2	

BUDGET IN THOUSANDS OF RSD





SERVICE DELIVERY

The unified umbrella policy for the delivery of services was defined for the first time through the PAR Strategy in 2021. The ultimate goal is to create and provide services that meet the needs of end users. In order to achieve this goal, it is necessary to optimise existing services and improve the process of developing services tailored to end users, increase human and technical-technological capacity of public administration to provide services and improve the system of control and quality assurance.

RESULTS IN 2021

With an average score of 3.5 SIGMA evaluation in the area of Service Delivery for all four pillars of measurement,³¹ the Republic of Serbia has strengthened its position as one of the leaders in the Western Balkans in modernising the delivery of services to citizens and businesses.

More and more services are just one “click” away for citizens. The new electronic service on the eGovernment Portal entitled “Replacement of Driver’s Licence” enables electronic submission of applications for issuing a driver’s licence with the option of delivering it to your home address so that drivers do not have to come personally to police stations and administrations. In June 2021, a new click service entitled “My Data for the Bank” was launched.³² It is the first service developed together with the business sector and it enables citizens to use their data in interaction with banks when applying for banking services, so they do not have to go to the clerk desks of the administration or banks. At the end of 2021, an online service for submitting requests for parking tickets and places for people with disabilities was launched on the national eGovernment Portal.³³ The decision of the competent authority and the parking stickers arrive at the address of the applicant.

The number of institutions that have implemented quality management models and tools is growing (CAF, EFQM, ISO 9001 ...). Out of the total number of 86 state administration bodies, 17 of them have implemented at least one international or national quality management standard. In 2021, two state administration bodies implemented one new tool for quality management.

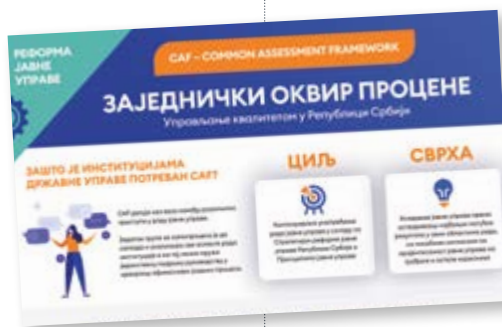
In order to increase the efficiency, economy of work processes and improve the quality of services provided, the Ministry of Public Administration and Local Self-Government was the first in



One-stop Shops

The number of one-stop shops is increasing. By the end of 2021, a total of

19 one-stop shops have been opened in Serbia at the local level,³⁴ five of them in 2021. Citizens of Arandjelovac, Bela Palanka, Varvarin, Vlasotince, Gornji Milanovac, Žitište, Zemun, Kruševac, Kuršumljija, Lazarevac, Novi Pazar, Piroć, Rača, Smederevska Palanka, Sombor, Stara Pazova, Topola, Užice and Šabac deal with institutions in one place.³⁵



Serbia to implement the European tool for total quality management – Common Assessment Framework (CAF).³⁶ The Ministry has launched a website dedicated to CAF: <https://caf.mduls.gov.rs/> where you can get all the necessary information and material on the methodology, but also instructions for institutions that want to apply for support in the implementation of this tools. In December 2021, an online

event entitled “CAF Info Day”³⁷ was organised by the MPALSG and the EU4PAR project, which was attended by more than 70 administrative bodies.

Addressing inspections has been made easier since March 2021, because citizens and businessmen have access to the IVA chatbot application, a software upgrade of the Contact Centre of National

31 The report is available at: <http://www.sigmaweb.org/publications/Monitoring-Report-2021-Serbia.pdf>

32 It is an upgrade of the “My Data” service, which enables citizens to see their data in various registers. News available at: <https://www.ite.gov.rs/vest/5847/putem-portala-euprava-komunikacija-sa-bankama-na-klik-zahvaljujuci-novoj-usluzi-moji-podaci-za-banku.php>

33 The service is currently available in 33 cities and municipalities in Serbia <https://euprava.gov.rs/>

34 There is a number of open OSSs in the period from 12 September 2019 to 31 December 2021

35 Opening of OSSs by years: Lazarevac (2019); Bela Palanka, Vlasotince, Gornji Milanovac, Žitište, Kruševac, Kuršumljija, Piroć, Rača, Smederevska Palanka, Sombor, Stara Pazova, Užice and Šabac (2020); Arandjelovac, Varvarin, Zemun, Novi Pazar and Topola (2021)

36 Common Assessment Framework – CAF is a free, publicly available, overall quality management tool, and aims to help public sector institutions improve their work. There are currently more than 4,000 registered CAF users worldwide.

37 News on the implementation of CAF in the MPALSG is available at: <http://mduls.gov.rs/saopstenja/mduls-prvo-implementiralo-evropski-alat-za-upravljanje-kvalitetom-caf/>

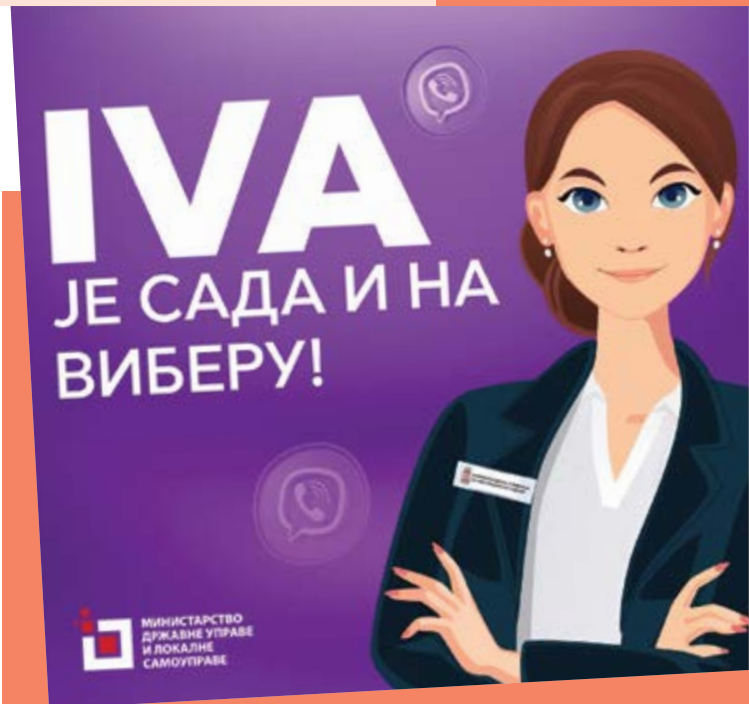
Inspections.³⁸ IVA talks to clients online and supports them in filling out application forms. With the chatbot application, **answers are obtained quickly** and thus waiting is avoided. Its use has **avoided a number of inadequate processing requirements and repetitive tasks** that require additional engagement of operators, analysts and inspectors.

IVA APPLICATION (FUNCTIONALITY):

- It provides support to businessmen or citizens in filling out an online form for the purpose of submitting a question or petition
- It provides answers to questions concerning the scope of work of the competent inspection bodies, police, judiciary, bodies of local self-government units, etc.
- It assesses the risk (using a risk assessment formula) and suggests a possible response to the client
- It informs the clients about the legal regulations and inspection practices in order to reduce the number of calls, cases and petitions that are not within the competence of the inspections of the Republic of Serbia.

The contact centre of the national inspections has been successfully connected to the elnspector information system, so that applications through this mechanism are sent directly to the market and labour inspection.³⁹ **A record number of 160,324 inspections carried out in the elnspector information system has been achieved since the beginning of its commissioning, thus increasing the efficiency of inspections**⁴⁰. In 2021, the elnspector information system was also connected to the important state register, the Central Register of Compulsory Social Insurance (CROSO), which facilitates the work of the labour inspection that checks registration of employees in the field and establishes a link with the Register of unpaid fines and other monetary sums. (SIPRES).⁴¹

In order to strengthen the development of modern administration and improve the knowledge of citizens and public administration officers in the field of information and communication technologies, **the Serbian-Korean Information and Access Centre continued to hold free IT training sessions. By conducting more than 3000 IT workshops, more than 55,000 participants were trained.** In 2021, the SKIP centre was named the best in the world among 60 similar centres.⁴²



GOOD PRACTICE EXAMPLE:

Reporting problems to inspections via Viber

Citizens can also report various irregularities to inspections via the Iva application on Viber. It can be easily reached by typing "Iva Republic Inspection" or "Iva Inspection" in Viber search. Iva chatbot guides users through the entire process. Filling out the application is easy, and photos of the problem from the user's phone can be added. All this is forwarded directly to the Contact Centre of National Inspections.



Award for the best IAC in the world in 2021 <http://skipcenter.rs/>

³⁸ New service available at <https://inspektor.gov.rs/>

³⁹ The plan is to further link inspections through the elnspector with the Contact Centre

⁴⁰ Growth was achieved owing to measures to combat Covid-19 and increased use of the system by primarily border and sanitary inspection, but also owing to the connection between the Contact Centre and elnspector

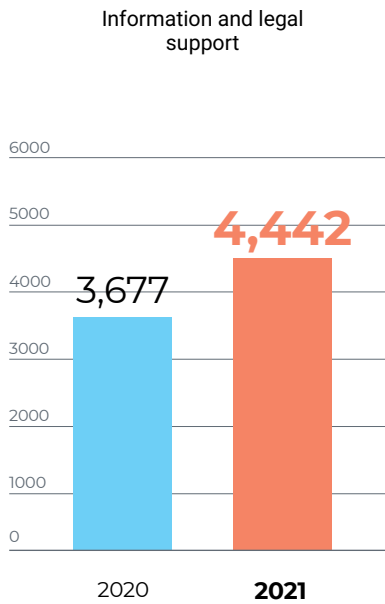
⁴¹ Currently a market inspection is in this pilot project.

⁴² News about that is available at http://skipcenter.rs/en_GB/vesti/skip-centar-na-globalnom-iac-forumu-predstavio-rezultate-rada/

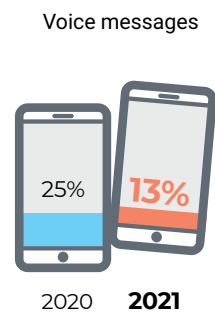
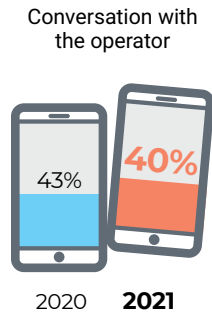


NATIONAL INSPECTIONS CONTACT CENTRE STATISTICS

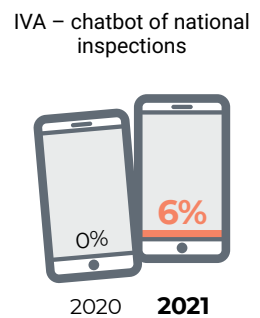
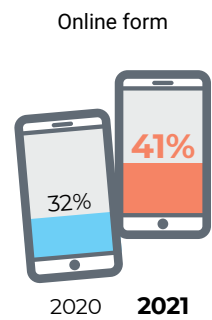
INFORMATION AND LEGAL SUPPORT PROVIDED TO CITIZENS AND BUSINESSES INCREASES



USE OF ONLINE FORM FOR SUBMISSIONS AND QUERIES INCREASES



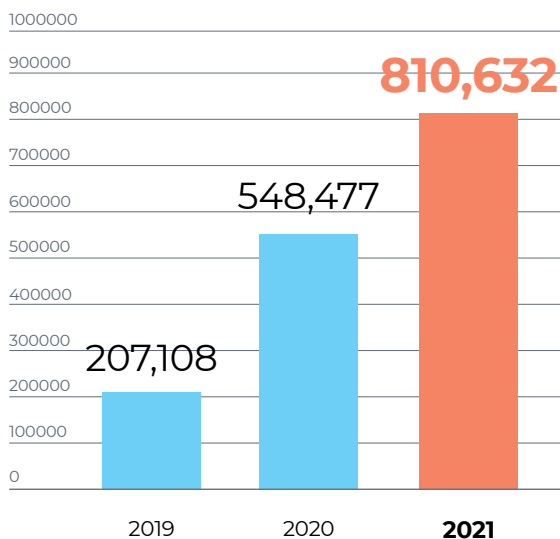
HOW CONTACT CENTRE COMMUNICATES WITH CLIENTS



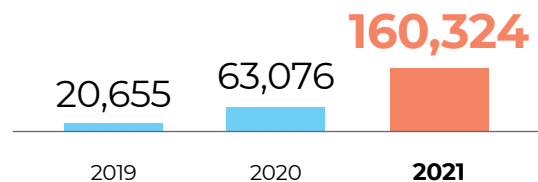
EINSPECTOR STATISTICS

NUMBER OF INSPECTION SUPERVISIONS CONDUCTED USING THE EINSPECTOR INFORMATION SYSTEM INCREASES

Total number of inspection supervisions conducted using the einspector information system



Number of inspection supervisions conducted in the einspector information system





CHALLENGES

- ▶ **There is a lack of regulation and uniform standards** in service delivery policy (situation: uneven access to services, insufficiently available and clear information on services, weak complaint management mechanisms, lack of measurement and management of customer satisfaction, non-standardised development of services without user involvement in design of services, lack of systems for monitoring, evaluating and reporting on the quality of services provided). The Decree on the One-stop shops has not been passed yet. The Law on General Administrative Procedure⁴³ has laid the foundations for the transformation of public administration into a service to citizens, but the harmonisation of special laws with it is not yet complete.⁴⁴
- ▶ There is a risk of underdeveloped human capacity in public administration to provide services. Although innovative training sessions and online training of NAPA in the field of service delivery (“Development and Design of Services – Honeycomb core” and “Creative User-Oriented Development of Services and Policies – Design thinking”) were initiated and implemented on time, the interest of employees to improve in this important area was not significant (41 officers attended these training sessions in 2021).⁴⁵
- ▶ In public administration, **the application of services that have developed customer support is uneven**, although there are more and more examples of good practice (Contact Centre of eGovernment Portal and Contact Centre of National Inspections).
- ▶ Introduction of innovative tools in work processes in order to increase efficiency, in addition to **changing awareness, requires changes in the way of working and strengthening the digital skills of employees**. Despite the achieved results, there is still resistance to the use of the software tool elnspector, which is somewhat understandable given that the average age of inspectors in the Republic of Serbia is 55 and that most inspection services do not have IT support.⁴⁶
- ▶ Although the connection between the elnspector system and the Register of Unpaid Fines and Other Monetary Sums (SIPRES) has been established so that inspectors can monitor the progress of their cases referred to the Misdemeanour Courts, the mechanism is still not in place since judges state that pursuant to the Law on Misdemeanour Procedure, **they can receive cases from inspections in paper, and not electronic form**.



RECOMMENDATIONS

Reporting authority	Recommendation for 2022
MPALSG	Develop a bylaw to ensure uniform standards in the field of service delivery and establish a legal framework for systematic involvement of users in the development/design (new and existing) of services at all stages of development (Decree on Principles of Service and Information Management). The same regulations may include standards for the establishment of one-stop shops. Additionally, in accordance with the Government Work Plan, as the basic document according to which the number of laws envisaged for harmonisation is planned, further harmonisation of laws regulating special administrative areas should be harmonised with the Law on General Administrative Procedure .
NAPA	Implementation of training in the field of providing NAPA customer-oriented services, with increased promotion of this type of training, which should contribute to greater interest of employees. Consider prescribing the obligation to attend these training sessions for specific target groups.
ITE Office	In order to strengthen the practice of providing assistance to customers during the implementation of the service, and thus increase the quality of services and increase customer satisfaction, it is necessary to apply in public administration innovative systems for customer support management, such as CRM service (Customer Relationship Management).
MPALSG	In order to improve operation and efficiency, strengthen coordination and capacity of inspectors, prescribe the obligation to use the software tool elnspector and continue with the implementation of training that will improve the skills of inspectors in the field of ICT.
Ministry of Justice	Harmonisation of the Law on Misdemeanour Procedure in order to act on electronic misdemeanour reports of inspections

⁴³ Law on General Administrative Procedure (*The Official Gazette of the Republic of Serbia*, Nos. 18 from 1 March 2016, 95 from 8 December 2018 – Authentic Interpretation)

⁴⁴ Since the beginning of the application of the Law on General Administrative Procedure, from 1 June 2017 until 7 December 2021, out of 273 special laws envisaged for harmonisation, 203 of them have been harmonised. In 2021, 48 laws were harmonised with the LAP

⁴⁵ “Achieving Results Through the Delivery of Public Services – Essentials” Training is mandatory for newly appointed senior civil servants and there is a satisfactory interest in it

⁴⁶ Data taken from the text “Functional analysis of national inspections with capacity analysis” which is available at: <http://mduls.gov.rs/wp-content/uploads/unkcionalna-analiza-Republika-sa-svim-izmenama-28.05.2019-final.docx?script=lat>





E-GOVERNMENT DEVELOPMENT PROGRAMME



State Data Centre in Kragujevac

The eGovernment Development Programme 2020–2022⁴⁷ strives for the development of efficient and user-oriented eGovernment in the digital environment. Measures aimed at achieving this are aimed at developing the infrastructure of the State Data Centre, a unified information and communication network, electronic offices and eDelivery, establishing new and improving existing registers and records, improving the eGovernment Portal and the Open Data Portal, and especially software solutions and user-oriented widely available electronic services.

RESULTS IN 2021

According to the latest eGovernment Benchmark Report⁴⁸, Serbia has made progress in three of the four areas of evaluation in the field of eGovernment (focus of e-services on users, transparency and key preconditions for the development of eGovernment).

With an average score of 50%, the Republic of Serbia is ahead of Albania, Romania, the Republic of North Macedonia, and Montenegro in the region.

The advantages of using innovative tools came to the fore during the crisis caused by the epidemic of the Covid-19 virus. **Immunisation of the population in the Republic of Serbia took place with the strong support of eGovernment.** In the first

half of 2021, the Republic of Serbia was at the very top of the world in the number of vaccinated on a daily basis,⁴⁹ and the world media also reported on the information system that facilitated the immunisation process.⁵⁰ **All Covid-19 services have been digitalised.**⁵¹

More than
2.2 million

Digital Green
Certificates
have been
issued in
Serbia, which
are generated
and stored
in electronic
form.⁵²



47 Republic of Serbia eGovernment Development Programme 2020–2022 (*The Official Gazette of the Republic of Serbia*, No. 85/20), available at: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/drugiakt/2020/85/1/reg>

48 The eGovernment Benchmark Report for 2021 is available via the link <https://digital-strategy.ec.europa.eu/en/library/egovernment-benchmark-2021>

49 Data source Our World in Data site where you can follow the period from 13 December 2020 until today https://ourworldindata.org/covid-vaccinations?country=OWID_WRL~SRB. By the beginning of May 2021, there were 30% of the vaccinated population in Serbia, 23% in Europe and 8.1% in the world.

50 American *Forbes*: <https://www.forbes.com/sites/markminevich/2021/02/05/serbia-and-key-international-sovereigns-lead-with-data-and-ai-to-become-vaccination-champions/?sh=452bc8ec7a1f>, German *Bild*: <https://www.bild.de/bild-plus/regional/koeln/koeln-aktuell/koelner-liess-sich-in-seiner-heimat-impfen-corona-kurztrip-nach-serbien-75446140.bild.html>, Swiss *Blick*: <https://www.blick.ch/ausland/botschafter-goran-bradic-58-macht-allen-hoffnung-auf-den-piks-wir-impfen-in-serbien-auch-schweizer-id16441276.html>, Bloomberg American economic site: <https://www.bloomberg.com/news/articles/2021-03-29/thousands-in-the-balkans-flock-to-serbia-to-get-first-covid-shot> and *Financial Times*: <https://www.ft.com/content/81fc28aa-04a9-4108-a69b-80dc93a9e985>

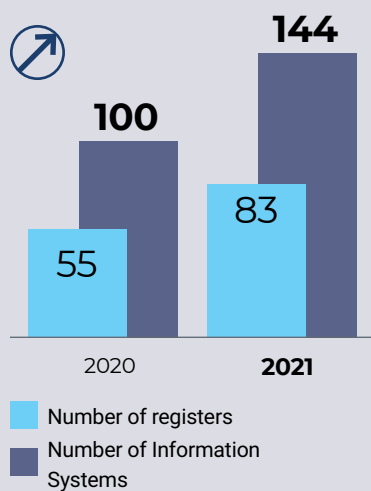
51 Covid-19 services are available via the link: <https://euprava.gov.rs/%C5%BEivotna-oblast/17/%C5%BEivotna-situacija/182> and Covid-19 statistics: <https://covid19.rs/>

52 Data source eGovernment portal <https://euprava.gov.rs/> and the news: <https://www.ite.gov.rs/vest/5943/digitalizacija-u-sluzbi-ocuvanja-zivotne-sredine-kroz-znacajne-ustede-papira.php>

The infrastructure of state data centres has been improved, which has contributed to the development of better-quality public administration services. A single platform “Smart Serbia”,⁵³ the Network Operation Centre, was established at the State Centre for Data Management and Storage in Kragujevac, and at the end of 2021, the first National Platform for Artificial Intelligence was launched.⁵⁴

The state centre for data management and storage is used by more and more bodies, and the number of registers and software solutions migrated to data centres has increased by

about **50%** compared to the previous year



(from 55 registers and 100 information systems to 83 registers and 144 information systems).

The system of eDelivery of decisions and acts of public administration bodies has been improved. There are a total of 12 users of the eDelivery module on the eGovernment Portal (9 bodies and 3 information systems)⁵⁵. The number of acts of inspection bodies submitted to the single electronic mailbox has increased almost ten times compared to 2020, which exceeded the set value for this year (estimated at 2,000, and achieved over 15,800).

Although 320,000 was initially planned, more than **787,000 citizens** received an electronic mailbox, which is twice as many as last year.

The growing trend of open data sets and strengthening of the capacity for their use has continued.

The number of users of the Open Data Portal has increased by half and currently amounts to **1,498**

while the number of data sets is 1,568 (which is essentially 4,697 resources), or 4 times more than in 2020 (from 380 to 1,568).⁵⁶



The first “Open Data Hub” in Serbia was opened at the end of 2021. This platform is available at www.hub.data.gov.rs⁵⁷, and within

it a group of experts continuously provides support to those who work or want to work with open data. The platform aims to network all institutions and individuals to encourage the development of services based on the use of open data.



There are a total of 34 prominent examples of data reuse on the Open Data Portal, and the most recent are as follows:

- “Accessibility map”, a mobile and web application that provides the citizens of Bor with the ability to record locations on a map, add photos, post a description and make suggestions to improve the accessibility of urban and transport infrastructure
- “GIS interactive platform” for urban mobility, which presents problems in school zones, dangerous locations and spatial distribution of traffic accidents in Bor
- “xEco Odžak” Application which shows data on emissions of air pollutants in the Republic of Serbia, classifying pollutants in eight groups of pollutants.
- “xEco Pollen” Application shows the saturation of the ground air layer with allergenic pollen.⁵⁸

53 This platform contains all the data from the information system for immunisation of the population against Covid-19 and the information system elnspector: <https://www.ite.gov.rs/vest/sr/5797/pametna-srbija-nova-drzavna-platforma-za-masovnu-obradu-podataka-predstavljena-u-drzavnom-data-centru-u-kragujevcu>

54 It is a state-of-the-art, high-performance supercomputer that can process a huge amount of data in a short period of time: <https://www.ite.gov.rs/vest/5953/ustpostavljena-prva-nacionalna-platforma-za-razvoj-vestacke-inteligencije.php>

55 Local Tax Administration, Intellectual Property Office, MPALSG, Directorate for Agrarian Payments, MoF – Games of Chance Administration, RGA-Real Estate Cadastre, NAPA, MoF – Tax Administration, Ministry of Justice, Central Population Register, elnspector, ePermit

56 Source Open Data Portal: <https://data.gov.rs/sr/>

57 With the reconstruction of the Railway Depo building, this hub will get its head office for operation

58 Examples of use available at; www.data.gov.rs



Citizens can register for the use of the eGovernment Portal at municipal counters throughout Serbia



In 2021, officers exchanged a record

55,400,000 data electronically *ex officio*.⁵⁹

From the beginning of its establishment until the end of 2021, public administration institutions have electronically exchanged more than 75 million documents via the service hub, i.e. the electronic data exchange system.



The development of digital administration in Serbia has saved citizens

290,000,000 hours of waiting.⁶⁰

The use of the module for e-payment of administrative fees has increased as much as 15 times in 2021, mostly owing to the ePayment service⁶¹, through which citizens can create unique payment slips and electronically pay for more than 300 services provided by the Ministry of Interior. More than

69,000 transactions

in the total amount of

178,711,646

dinars were realised through this system alone.



⁵⁹ In 2020, more than 10 million data were exchanged electronically by officers *ex officio*, which means that at least that many times citizens did not go to the clerk desk.

⁶⁰ Data taken from the site "Digital Present – Green Future" at: www.green.gov.rs

⁶¹ The ePayment service is available at: www.eplati.gov.rs. Citizens can also pay administrative fees with payment cards and Pay option through the eGovernment Portal, Local Tax Administration Portal, ePayment of court fees (Ministry of Justice), eForeigner residence, eRegistration Portal (Register of Companies), Central Register of Facilities (Ministry of Agriculture) and the Institute for intellectual property.

GREEN.GOV.RS

Развојем
електронских
услуга до
сада смо
сачували:



Providing electronic services is not only saving time and money for citizens, but also taking care of natural resources.⁶² Through the new portal www.green.gov.rs, citizens can follow the positive impact of digitalisation on environmental protection.⁶³

Како постати еГрађанин?

Шта треба да припремите:

- Лична карта или пасош
- е-маил
- Мобилни телефон



1. Корак

На означеном шалтеру у општини затражите да Вас службеник региструје на Порталу еУправа.



2. Корак

Приложите личну карту или пасош и е-маил адресу која ће бити Ваше корисничко име.



3. Корак

Службеник ће Вам предати одштампане приступне податке и помоћи да преузмете апликацију ConsentID за регистрацију.



4. Корак

Као еГрађанин можете користити услуге еУправе, уз пријаву уносом е-маил адресе и лозинком преко мобилног телефона.

GOOD PRACTICE EXAMPLE:

Digital EU green certificate on mobile phone

The “My EU DGC” mobile application, which enables the storage of Digital EU green certificates, i.e. QR codes that are compatible with EU requirements, is available as of the end of 2021. Citizens can carry their Digital EU Green Certificates in their mobile phones and show them to the relevant services as needed.



⁶² The principle of environmental protection is one of the basic principles of the eGovernment Development Programme, since the use of paper is gradually being abolished through digitalisation.

⁶³ Data cross-section made at the beginning of 2022.

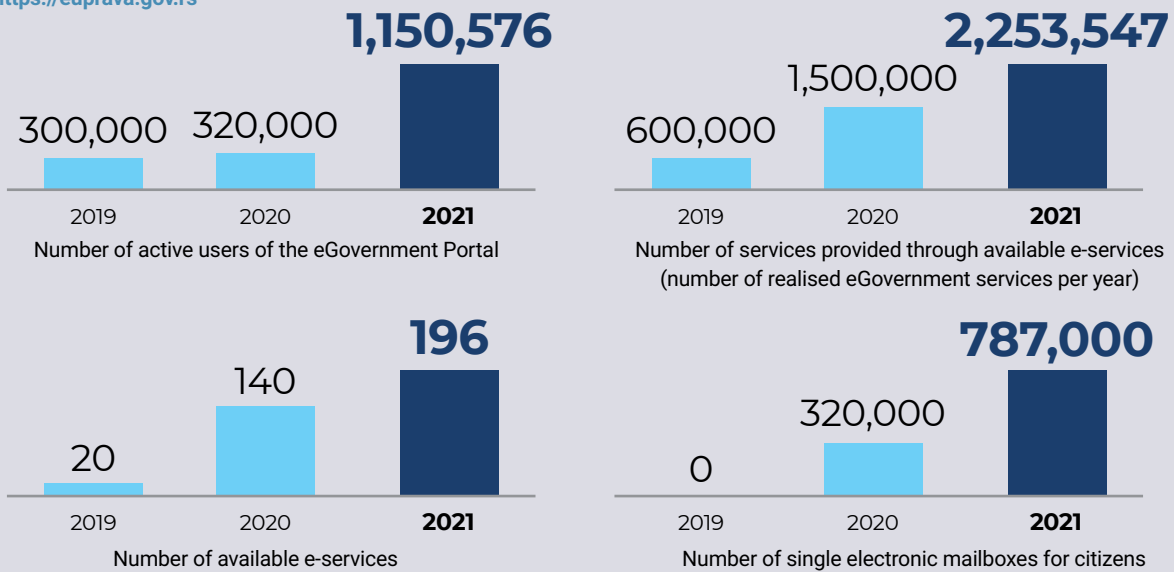




E-GOVERNMENT PORTAL STATISTICS



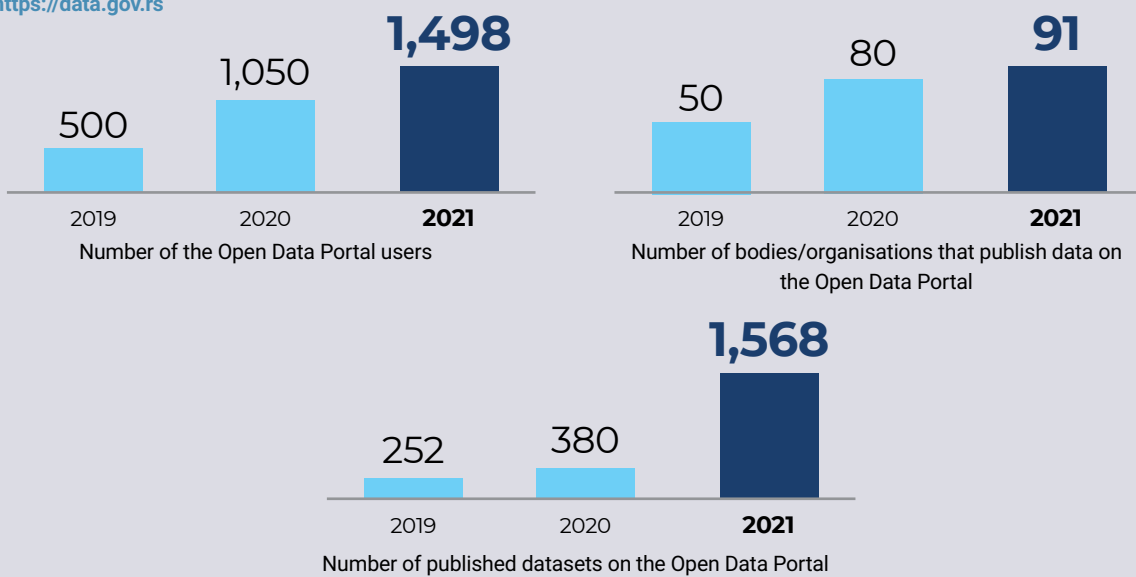
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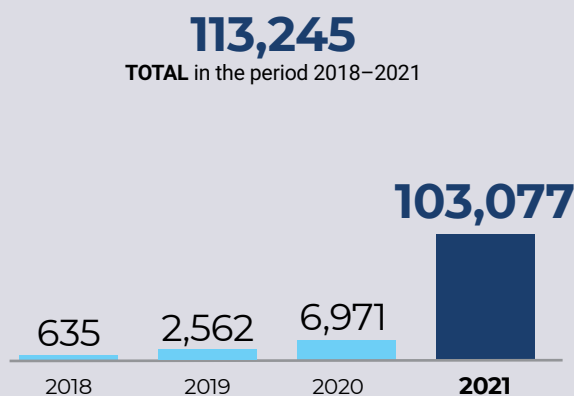
OPEN DATA PORTAL STATISTICS



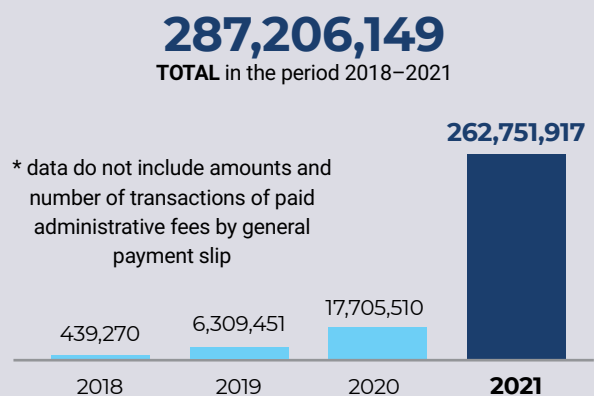
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E-PAYMENT IN NUMBERS



E-PAYMENT IN RSD





CHALLENGES

- ▶ Although it was planned that in 2021, 30 bodies will use the eDispatch Office and that 50 software solutions will be integrated into it, this did not happen. **The eDispatch Office was not established within the set deadline** due to unprovided funds (funds were planned but not provided).⁶⁴
- ▶ The share of available services of the fourth level of sophistication (**complete online service transaction**) compared to the total number of e-services on the eGovernment Portal is **26%** and this figure has not changed since last year's report. Most of the services on the eGovernment Portal are of the first, second and third level of sophistication.⁶⁵
- ▶ **Insufficient number of e-services is adapted to mobile devices**, so **there is a risk of reduced availability of eGovernment services**. Citizens are increasingly using smartphones and applications tailored to them, and the development of eGovernment should be directed towards this trend, in order to increase the number of users.
- ▶ Although the Law on the Seal of State and Other Bodies⁶⁶ regulates the purpose, form, content, layout and use of electronic seals, institutions are still not aware of the legal framework, as well as the existence of software solutions on the eGovernment Portal for electronic submission of requests for consent to the layout of electronic seals <https://euprava.gov.rs/%C5%BEivotna-oblast/76>. In short, **the eSeal procedure is insufficiently promoted**. It is planned to have 3,000 issued this year, and 60 qualified certificates for eSeal have been issued.⁶⁷



RECOMMENDATIONS

Institution	Recommendation for 2022
ITE	In order to modernise the process and efficiency of the work of public administration bodies, establish an information system eOffice in accordance with the Decree on Office Operations of State Administration Bodies. ⁶⁸ Integrate software solutions and connect bodies in this system in order to introduce electronic office business in the daily work of institutions.
ITE	Increase the number of available services of the fourth level of sophistication on the eGovernment Portal , i.e. provide a greater number of services that are completely performed online.
ITE	Provide greater availability of eGovernment services on all platforms, primarily on mobile devices by creating applications that will provide the services of the eGovernment Portal on smartphones and make it easier for citizens to communicate and do business with the state.
MPALSG	In order to increase the awareness of institutions about the possibilities of using eSeal and the basic steps that must be followed in the process of their procurement and use, it is necessary to promote the existing software solution of the eGovernment Portal through information campaigns and describe in detail the procedure for giving consent to the content and the layout of eSeal to state bodies, the manner of obtaining qualified certificates for eSeal, the specific procedure and legal framework, as well as the manner of using eSeal in e-services of public administration.

64 According to the eGovernment Development Programme 2020–2022, the deadline was the 4th quarter of 2021.

65 The first level of sophistication is information, the second one-way interactions/download forms, and the third two-way interactions.

66 The Law on the Seal of State and Other Bodies (*The Official Gazette of the Republic of Serbia*, Nos. 101/07, 49/21) is available via the link: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2007/101/6/reg>

67 According to the information of the certification body of the Post and the Ministry of Trade, Tourism and Telecommunications, in 2021, 60 electronic certificates for eSeal were issued to the authorities.

68 Decree on Office Operations of State Administration Bodies (*The Official Gazette of the Republic of Serbia*, Nos. 21/20 and 32/21) is available at: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2020/21/7/reg>




E-PAPER

2nd

PLACE AT OGP
GLOBAL SUMMIT

CUT  P
Administrative Procedures

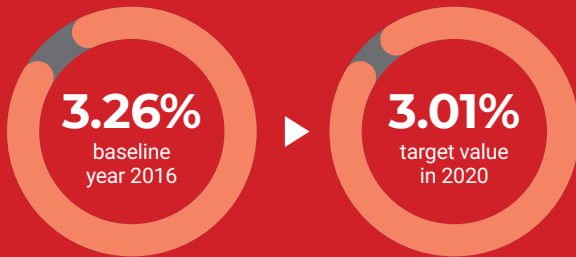
e  П П И Р
Поједностављење
административних
поступака
и
регулативе



OVERALL PERFORMANCE INDICATORS:

The overall objective of the Programme, to reduce the share of administrative costs in GDP from 3.26% to 3.01%, has been achieved.

REDUCTION OF THE SHARE OF TOTAL ADMINISTRATIVE COSTS IN GDP



from 3.26% (baseline year 2016) to 3.01% target value in 2020. According to the latest data, the share of the administrative cost of businesses in GDP for 2019 is 3.01%, thus achieving the target value of the "e-Paper" Programme.⁶⁹

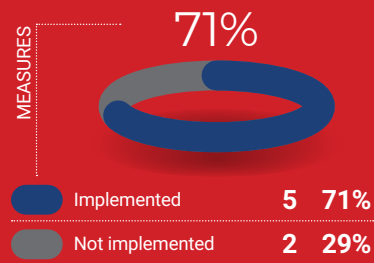
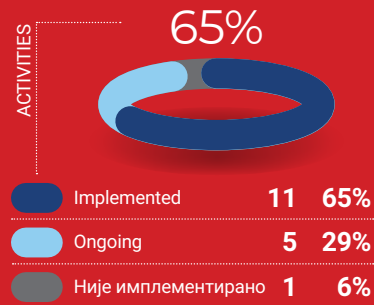
PUBLIC AVAILABILITY OF INFORMATION ON ADMINISTRATIVE PROCEDURES ON THE PORTAL OF THE REGISTER OF ADMINISTRATIVE PROCEDURES:

almost
2,300

administrative procedures available by the end of 2021

Programme for simplification of administrative procedures and regulations entitled "ePaper" for the period 2019–2021 (ePaper Programme), is a PPD which elaborates in more detail the measures and activities referring to the optimisation, i.e. simplification and digitalisation of administrative procedures related to businesses, at the national and provincial levels.

IMPLEMENTATION STATUS



RESULTS IN 2021

In addition to the marked progress in recent years, especially in the area of reducing the administrative burden on businesses, which was largely due to the ePaper Programme, the national business environment remains burdened with costs and complicated administrative procedures. However, the overall objective of the ePaper Programme for this period achieved the planned, specifically: a safer, more transparent and predictable business environment and reduced share of total administrative costs in GDP from 3.26% to 3.01%⁷⁰ in 2020.

The quality of services delivered by public administration to business has increased. Public administration, under the auspices of the ePaper Programme, simplified 330 administrative procedures for businesses and achieved total savings of 3,641,640,554 dinars. In 2021 alone, 75 procedures have been fully optimised by applying the recommendations for simplification of administrative procedures. By the end of 2021, 496 administrative procedures have been partially optimised, the full optimisation of which can save businesses around 4.5 million euros a year.

⁶⁹ Due to the crisis caused by Covid-19, which affected the dynamics of service provision, no calculation will be made for 2020. The final calculation of the share of administrative costs in GDP for 2021 will be available in the third quarter of 2022.

⁷⁰ The cross-section refers to 1 January 2020.



52 public administration services have been digitalised and are publicly available,⁷¹ and another 39 digitalised services are in the production phase, so their public availability is expected in the first half of 2022.⁷²

Through the ePaper Programme and based on the Law on the Register of Administrative Procedures,⁷³ a **register was established in 2021, which represents a single electronic database of all administrative procedures conducted by public administration**, so that interested businessmen and citizens can be easily and simply informed about everything they need to get a permit, exercise a certain right or fulfil an obligation. The Register of Administrative Procedures has its own publicly **available Register Portal (<https://rap.euprava.gov.rs/privreda/home>)** on which, of the above 2,600 procedures, information on almost 2,300 administrative procedures can be found at this time i.e. services provided by the public administration to businesses. For all publicly available procedures, the necessary information is provided so that the user can perform the procedure without any problems. It is clearly indicated for whom the procedure is intended, the request form is available, information on the necessary documentation to be submitted with the request is given, as well as the address and working hours of the desk where the request can be submitted. In addition to the abovementioned, for each procedure there is full information on the amount of fees or charges for a particular procedure, invoice and reference number to which payment can be made. In addition to

all the above mentioned, the user receives information on the deadline within which the body is obliged to respond to them, i.e. finalise the procedure, as well as whether they have the right to appeal. **In the case of digitalised procedures, all activities can be started through the Register Portal, which is enabled by connecting the Register Portal and the eGovernment Portal**, so every user can use digital services from submitting requests through payment to submitting decisions. The information available in this way for business in one place, enables savings in time and money and at the same time increases the attractiveness of the Republic of Serbia as an investment destination.

Among 18 European countries within the global competition *Open Government Partnership Impact Awards* (Open Government Partnership, Award for Most Influential Reform), the "ePaper" Programme for Simplification of Administrative Procedures and Regulations won the second place as the reform with the greatest impact on citizens and businesses.⁷⁴

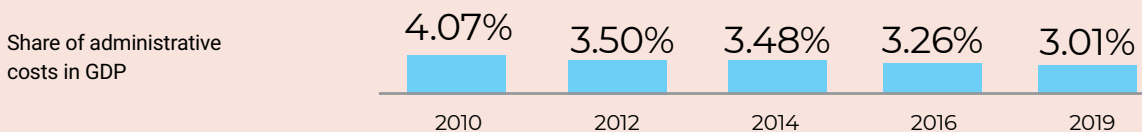
The PPS updated, downloaded and published on the Portal of the Register of Administrative Procedures the **first business episode**⁷⁵ entitled "**How to start a business**".

OPTIMISED PROCEDURES STATISTICS

SIMPLIFIED 330 ADMINISTRATIVE PROCEDURES FOR BUSINESSES AND ACHIEVED TOTAL SAVINGS OF 3,641,640,554 RSD

	2019	2020	2021	Outside AP	Total
Number of optimised procedures	43	148	87	52	330
Percentage of optimised procedures compared to the AP	12.11%	16.61%	9.76%	/	
Savings in RSD (fully optimised procedures)	71,168,029	74,544,453	14,817,203	3,481,110,869	3,641,640,554
Savings achieved by partial optimisation		39,287,477			
Savings in RSD (fully optimised procedures)	/	27	25		

ADMINISTRATIVE COST (AT) FOR BUSINESSES IN THE REPUBLIC OF SERBIA



71 Procedures within the competence of the Tobacco Administration, the Plant Protection Administration, the National Employment Service, the Ministry of Mining and Energy and the Ministry of Environmental Protection have been digitalised.

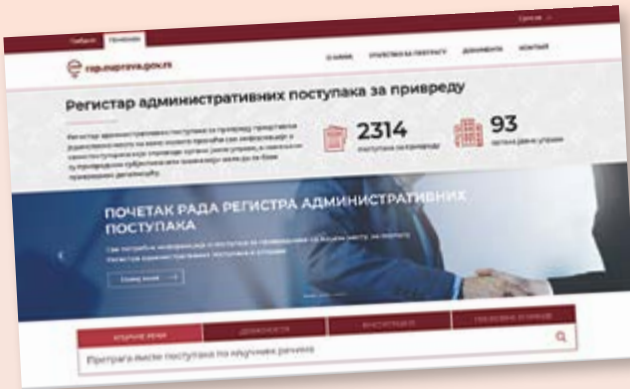
72 Procedures within the scope of competences of the Ministry of the Interior, the Ministry of Construction, Transport and Infrastructure and the Veterinary Administration

73 The Law on the Register of Administrative Procedures (*The Official Gazette of the Republic of Serbia*, No. 44/21) is available at <http://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2021/44/6/reg>

74 The news is available via the link: <https://rsjp.gov.rs/cir/vesti-cir/>

75 A business episode represents a complete business cycle with economic entities, for example, such as starting a business, and includes all the steps and procedures that an economic entity should take in order to be able to perform a certain activity.





and reduce the share of total administrative costs for businesses in GDP. It is planned that the financing of measures and activities will be supported through IPA 2019, PAR2EU, EDGE and EBRD projects. The new “ePaper” Programme for Simplification of Administrative Procedures and Regulations will **completely take over the activities** of the Plan of Priority Activities for Reducing Administrative Burdens in the Republic of Serbia (“**Stop Bureaucracy**”)⁷⁶ so that the “Stop Bureaucracy” plan will cease to exist.

In order to start the list of **administrative procedures for citizens** (when the applicant is a natural entity), 1948 administrative procedures were identified in 161 types of institutions, bodies or holders of public authority that provide services to citizens. In the first phase, when priority procedures were listed (with a high frequency and importance for citizens), 100 administrative procedures were listed.

According to the PAR Strategy in the Republic of Serbia for the period from 2021 to 2030, within measure 5.1. *Improving the development of services tailored to end users through improving the process of developing new services and optimising existing ones* i.e. by means of the Action Plan for the implementation of the Strategy envisaging the activity *Preparation of the Programme for Simplification of Administrative Procedures and Regulations – ePaper for the period after 2021*, the PPS has started drafting the Proposal of the “ePaper” Programme for the period 2022–2025 the overall objective of which would be to improve the quality of public services that meet the needs of end users (citizens and businesses)

GOOD PRACTICE EXAMPLE:

Saving through optimisation

The most prominent example of the abolition of redundant forms was implemented through the ePaper Programme. The abolition of the MUN and M4 forms brought the biggest savings of 3.4 billion dinars annually for business entities. Digitalised procedures for businesses of the Tobacco Administration, the Plant Protection Administration, the Ministry of Environmental Protection and the Ministry of Mining and Energy are available on the eGovernment Portal.



CHALLENGES

- Completion of the legal framework for the regulation of public administration services and development of the methodology provided by the Law on the Register of Administrative Procedures, in order to avoid inconsistencies in the regulation of administrative procedures/services, and thus **inequality in the conduct of public administration in providing services**.
- **Insufficient readiness to manage change** is present in public administration, institutions are slower to accept modern ways of providing services, while there is distrust in new technologies, and all this significantly affects the pace of digitalisation



RECOMMENDATIONS

Institution	Recommendation for 2022
PPS	Adoption of bylaws that will further regulate the content of data on administrative procedures entered in the Register of Administrative Procedures, methodological rules for regulating administrative procedures, operation of the Register and the procedure for registration, modification and deletion of procedures.
PPS	Accelerate the digitalisation process and increase the use of change management tools so that more services are available annually on the national eGovernment Portal.

⁷⁶ “Stop bureaucracy” Plan of priority activities for reducing administrative burdens in the Republic of Serbia for 2019–2021 is available via the link <https://www.srbija.gov.rs/prikaz/414168>



AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2
HUMAN
RESOURCES
MANAGEMENT

AREA 3
DELIVERY OF PUBLIC
SERVICES

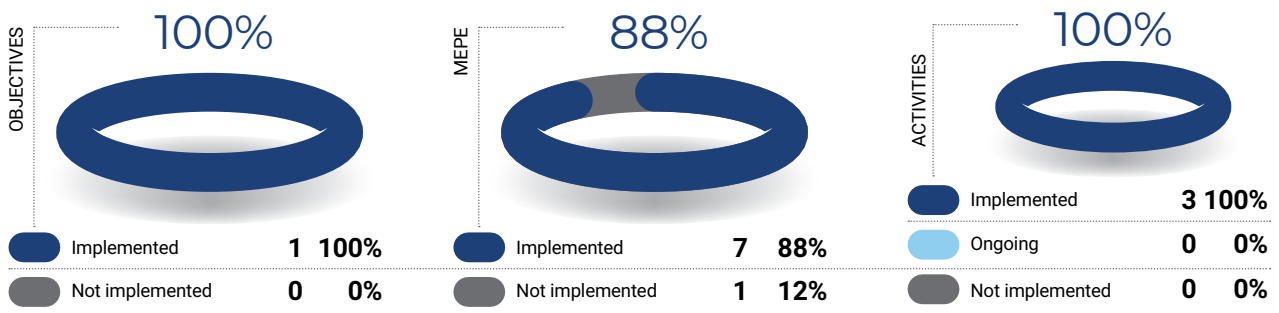
AREA 4
 **ACCOUNTABILITY
AND TRANSPARENCY**

AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
LOCAL
SELF-GOVERNMENT
SYSTEM



IMPLEMENTATION STATUS



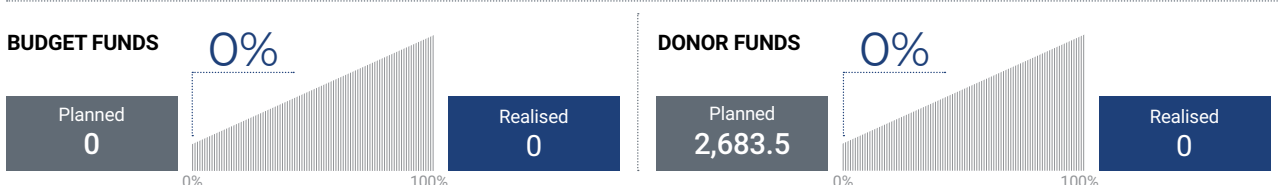
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)
EC's annual assessment of progress in the area of accountability (0 – No, 1 – Yes)	0	0	0
SIGMA indicator: accessibility of public information (Point/30)	21 (2017)	20 - 22	21.5

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)
Percentage of state administration bodies with officials authorised to conduct administrative proceedings and decide in administrative matters (%)	23	23.75 - 25	79.45
Percentage of state administration bodies, independent bodies and LSGU bodies with officials who attended training on managerial accountability (%)	0	0	0
Percentage of priority objectives from the Action Plan for the Implementation of Government Programmes related to state administration bodies, which were taken into account in preparation of own (mandatory) medium-term plans (%)	0 (2019)	23.75 - 25	23.8
Percentage of state administration bodies, independent state bodies and LSGUs with managers who have attended a training on a single performance management methodology (%)	0	0	0
Percentage of state administration bodies and independent state bodies which organise and implement training in ethics and integrity for their managers and employees (%)	0	23.75 - 25	81.8
Number of public administration bodies and other holders of state bodies which/who publish open data on the Open Data Portal (Number)	45 (2019)	57 - 60	83
Percentage of state administration bodies and LSGU bodies whose employees attended training in open data standards and the Open Data Portal (%)	0	4.75 - 5	8.57
Percentage of execution of proposed, i.e. instructed measures of inspectorial supervision over the application of the statute on free access to public information (%)	75 (2019)	78.4 - 80	99
Percentage of execution acts of the Commissioner for information of Public Importance and Personal Data Protection (%)	65 (2019)	63.7 - 65	75.09
Percentage of executed documents by the Ombudsman (%)	81.43 (2019)	80.33 - 81.97	77.52

BUDGET IN THOUSANDS OF RSD





ACCOUNTABILITY AND TRANSPARENCY

SPECIFIC OBJECTIVE 6: IMPROVED LEVEL OF ACCOUNTABILITY AND TRANSPARENCY AT ALL LEVELS OF GOVERNMENT

Specific Objective 6 envisages a number of measures aimed at improving public administration bodies in terms of accountability for their work and results, more efficient and cost-effective achievement of its objectives in accordance with the principles of good governance, establishing more efficient ethical infrastructure in public administration with sustainable capacities as well as improving proactive and reactive transparency and compliance of public administration bodies with regulations from the scope of work of independent state bodies.

Protection, a greater degree of control of elections by the public, the independence of the Commissioner was improved and a greater degree of functional independence of this body was achieved. The law, among other things, expanded the circle of entities that are obliged to act under this law, while the Commissioner is authorised to issue misdemeanour warrants to the person responsible for failure to act on requests for free access to information.

The Unified Information System of Work Information Booklet⁷⁹ was established, which started operating in February 2022. Publishing the Information Booklet through this system enables easier search and processing of information, more efficient data entry and their timely updating, analysis and comparison.

A new Instruction for the Preparation and Publication of the Information Booklet on the Work of Public Authorities⁷⁸ has been prepared, which prescribes that the Work Information Booklet be prepared in **electronic and machine-readable form**. In this way, the **principle of proactive transparency has been affirmed, as a way of exercising the right to access information and the scope of information published has been expanded**.

In order to improve transparency in the work of the Government, which is considered one of the preconditions for good governance and the rule of law, the **Action Plan for the implementation of the Government Programme for the period 2020–2022 was published on the website of the Government of the Republic of Serbia**.⁸⁰

Within the eConsultations Portal⁸¹, a **special section has been created for activities undertaken within the participation of the Republic of Serbia in the Open Government Partnership initiative**,⁸² in

RESULTS IN 2021

Although the planned target value of one of the indicators at the level of Specific Objective 6 in the reporting period for the area of Transparency, was not achieved, an improvement (21.5) compared to the baseline value (21) was recorded, which indicates that progress has continued in informing the public on all aspects of public administration work. Given that in the area of Accountability, the focus in the next five years is on creating an appropriate environment and the necessary preconditions for improvement, significant progress in this area can be expected starting in 2022.

The enactment of the Law on Amendments to the Law on Free Access to Information of Public Importance⁷⁷ has comprehensively **improved the exercise of the public's right to access information of public importance**. In addition to ensuring greater transparency in the procedure of electing the Commissioner for Information of Public Importance and Personal Data



77 Law on Free Access to Information of Public Importance (*The Official Gazette of the Republic of Serbia*, Nos. 120/04, 54/07, 104/09, 36/10, 105/21), link to the document: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2004/120/7/reg>

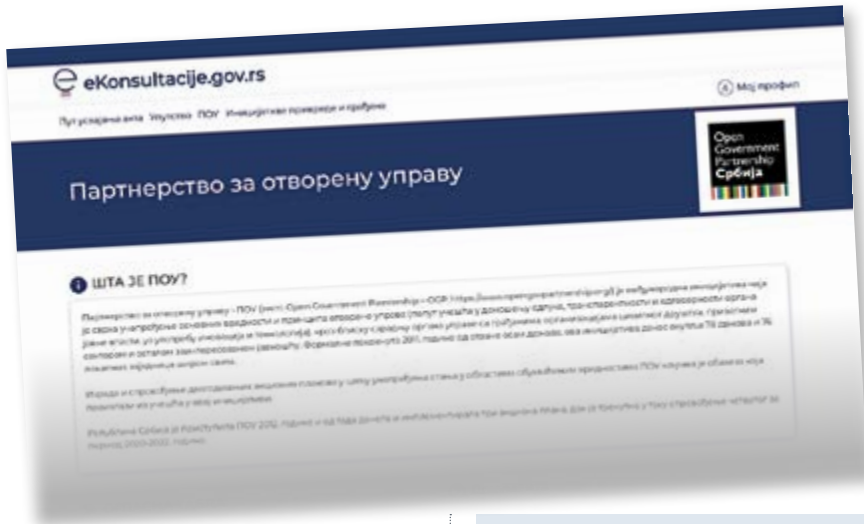
78 Instructions for the Preparation and Publication of the Information Booklet on the Work of Public Authorities (*The Official Gazette of the Republic of Serbia*, No. 10/22), link to the document: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/drugidrzavniorганиorganizacije/uputstvo/2022/10/1/reg>

79 Unified Information System of Work Information Booklet is available at: <https://informativ.poverenik.rs/pristup>

80 Action plan for the Implementation of the Government Programme for the period 2020–2022 is available at: <https://www.srbija.gov.rs/dokument/45678/strategije-programi-planovi-.php>

81 The eConsultations Portal is available at this link: <https://ekonsultacije.gov.rs/>

82 Open Government Partnership Section, available at: <https://ekonsultacije.gov.rs/ogpPage/1>



order to further improve the development and monitoring of national action plans by **enabling interested public participation in these processes electronically**. With the developed software solution, all relevant information about this initiative and the participation of the Republic of Serbia so far became available to the interested public in one place and the possibility to participate completely electronically in creating and monitoring obligations contained in action plans was also created.

At the global summit of the Partnership for Open Government held in Korea in 2021, the Republic of Serbia, among 18 European countries participating in the Partnership, **won the second place in the selection for the most influential commitments from national action plans for the "Simplification of administrative procedures and regulations – ePAPER" commitment** contained in the Action Plan for the period 2018–2020.

By implementing this commitment, the **services** provided by the administration to businesses **have been modernised** through the **optimisation of 235 administrative procedures**, which has resulted in **annual savings for companies of 33 million euros**. Over 2,000 services **have been transformed and made available in one place through the "Register of Administrative Procedures for Economy" Portal**.⁸³



Every year, the overall transparency of the work of LSGUs is increasing. According to the findings of the organisation Trans-

parency Serbia, **the local transparency index has been constantly growing in the last three years** (40 index points out of a maximum of 100 in 2019, 46 in 2020, 48 in 2021). From the point of view of sustainable growth of transparency, 54 municipalities have recorded constant growth in the last three years, while three fifths of municipalities (59%) have improved their results compared to the previous year, despite the pandemic negative impact on certain areas of local self-government.⁸⁴

Proactive publication of data in the possession of public administration bodies, in an open format, has been improved. 1568 data sets were published on the Open Data Portal (which is essentially 4,697 resources), i.e. **4 times** more than in 2020, while **91 organisations** published their data, of which 83 public administration bodies and other holders of public authority, thus having the target value of the indicator referring to the number of public administration bodies and other holders of public authority that share/publish open data on the Open Data Portal (60), exceeded by 38%. Based on the developed training module on open data standards, their reuse and work with the Open Data Portal, training sessions were attended by employees from **61 state administration bodies** and local self-government units, and the value (8.57%) of indicators related to the percentage of employees attended training sessions exceeded the planned ones (5%).

The new Law on the Protector of Citizens⁸⁵ was passed in November 2021. The envisaged new rules of procedure before the Protector of Citizens create conditions for its more efficient and effective actions in performing administrative control. The law, among other things, **improved the independence of the Protector of Citizens and created conditions for its more efficient and effective work and financial independence**; greater transparency of the Protector's election procedure is guaranteed and a greater degree of public

83 The "Register of administrative procedures for the economy" portal is available at the link: <https://rap.euprava.gov.rs/privreda/home>

84 More information is available at the link: https://www.transparentnost.org.rs/images/dokumenti_uz_vesti/LTI_2021_-_Informacija_z_a_medije.pdf.

85 Law on the Protector of Citizens (*The Official Gazette of the Republic of Serbia*, No. 105/21): <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2021/105/1/reg>



scrutiny is ensured; the envisaged mandate of 8 years created the conditions for a greater degree of functional independence of the Protector of Citizens; The Protector of Citizens has been appointed to exercise the powers of an independent national mechanism for monitoring the implementation of two international conventions, namely: the Convention on the Rights of Persons with Disabilities and the Council of Europe Convention on Action against Human Trafficking, The Protector of Citizens is authorised to submit to the administrative body, i.e. the body the work of which it controls, an initiative to amend or supplement laws and other regulations and general acts, as well as to initiate the adoption of new laws, other regulations and general acts, when it considers it important for the exercise and protection of citizens' rights.

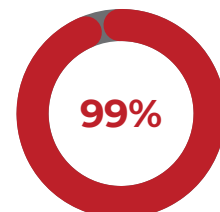
The achieved value of the indicators referring to the organisation and implementation of training on ethics and integrity for managers and employees in public authorities (81.8%) is many times higher than the projected value (25%). In addition to the Law on Prevention of Corruption,⁸⁶ which came into force in September 2020, **these training sessions have become mandatory for all managers and employees in the public sector in the Republic of Serbia** (The law stipulates that heads of public authorities bear misdemeanour liability if they do not conduct these training sessions and do not inform the Anti-Corruption Agency about its implementation). This success was contributed to by the fact that the Anti-Corruption Agency developed a **plan and programme of training on ethics and integrity** and made a special **Instruction for Organising, Conducting and Reporting on the Implementation of These Training Sessions**.⁸⁷ In addition, **the Agency has set up this training on a special platform for distance learning⁸⁸, which can be attended by managers and employees in the public sector at any time**. All these are the reasons that contributed to the achieved value of the indicator many times exceeding the planned target value.



Out of a total of 73 state administration bodies, **58 bodies have appointed officers authorised to conduct and decide in administrative proceedings and to undertake administrative actions**. Owing to the undertaken activities in order to spread awareness and promote the Law on General Administrative Procedure, as well as the Law on Free Access to Information of Public Importance, the achieved value (79.45%) of indicators referring to the percentage of state administration bodies in which there are authorised officers for conducting administrative proceedings and deciding on administrative matters, was many times higher than planned (25%).

The Administrative Inspectorate continuously conducted inspections over the application of regulations on free access to information of public importance, acted preventively and advisory to supervised bodies, which resulted in a **high percentage of implementation of proposed or ordered measures in the inspection of 99%**, thus having the achieved indicator value referring to the percentage of execution of proposed or ordered measures in the inspection supervision in the application of regulations on free access to information of public importance exceeded compared to the target by 23%.

a high percentage of implementation of proposed or ordered inspection measures



86 Law on Prevention of Corruption (*The Official Gazette of the Republic of Serbia*, Nos. 35/19, 88/19, 11/21 – Authentic Interpretation, 94/21 and 14/22): <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2019/35/3/reg>

87 Instructions for Conducting Training in the Field of Prevention of Corruption and Strengthening of Integrity (*The Official Gazette of the Republic of Serbia*, No. 1/21): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/drugidrzavniorганиorganizacije/uputstvo/2020/114/1>

88 The training portal is available through this link: <https://www.acas.rs/portal-za-obuke/>



CHALLENGES

- ▶ **Lack of mechanisms for the implementation of authorisations and sanctions for cases of non-execution of the decision** of the Commissioner for Information of Public Importance and Personal Data Protection. Although the planned activity on drafting the Law on Amendments to the Law on Free Access to Information of Public Importance has been fully implemented, which has improved the actions of the authorities regarding this challenge, the period of drafting and harmonising with CSO proposals and remarks, SIGMA and SAB opinions lasted until the end of the reporting period in order to reach a consensus with the widest possible circle of stakeholders, and the results can be expected in the coming period.
- ▶ Although more and more institutions publish data on the Open Data Portal, there is still **not enough data in the possession of public administration bodies published in machine-readable form** to ensure their easier and faster search, analysis and use.



RECOMMENDATIONS

Reporting authority:	Recommendation for 2022
ITE Office NAPA	Continue with continuous updating and implementation of the training module on open data standards, their re-use and work with the Open Data Portal within the training programme for employees in state bodies and local self-government units
Commissioner for Information of Public Importance	As of 2022, it is necessary to take steps to continuously strengthen the capacity of the Commissioner for Access to Information of Public Importance and Personal Data Protection , through the employment of additional staff to oversee the implementation of the Law on Access to Information of Public Importance as well as provision of financial resources for the necessary training for other bodies that supervise the implementation of the Law (in addition to increasing competences, pursuant to the Law, the Rulebook on Internal Organisation and Job Classification in the Professional Service of the Commissioner for Information of Public Importance and Personal Data Protection, education of specific organisational units outside the Commissioner's headquarters shall be envisaged, which is important for improving transparency and bringing the right of access to information closer to citizens).
GS, Project Working Group	Continue with the started development of a comprehensive analysis of the current situation and guidelines for defining systemic solutions in the legal and institutional framework of the Republic of Serbia for managerial accountability in public administration bodies.
MoF – CHU	Undertake activities to start the implementation of the pilot project with a focus on improving performance management , testing and determining an adequate mechanism for collecting and processing relevant data for measuring and reporting on performance, i.e. determining the required capacity and job descriptions for these tasks in a selected number of public administration bodies. The beginning of this activity is planned for the 3rd quarter of 2022, but due to the complexity of previous actions, there is a possibility of delay. Also, having in mind that this activity, as well as the activities related to the establishment of management mechanisms according to the performance of public administration bodies, the implementation of which will begin in 2023, is related to the activities carried out within the Public Policy Management Programme and regulatory reform (internal units for planning documents and management support), special attention needs to be paid to the coordination of all processes.
HCSC	Develop an analysis of the content of the Code of Conduct for Civil Servants and procedures for data collection and reporting, in order to improve ethical standards and mechanisms for monitoring the implementation of the rules of ethical conduct of civil servants.

AREA 1

PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2

HUMAN
RESOURCES
MANAGEMENT

AREA 3

DELIVERY OF PUBLIC
SERVICES

AREA 4

ACCOUNTABILITY AND
TRANSPARENCY

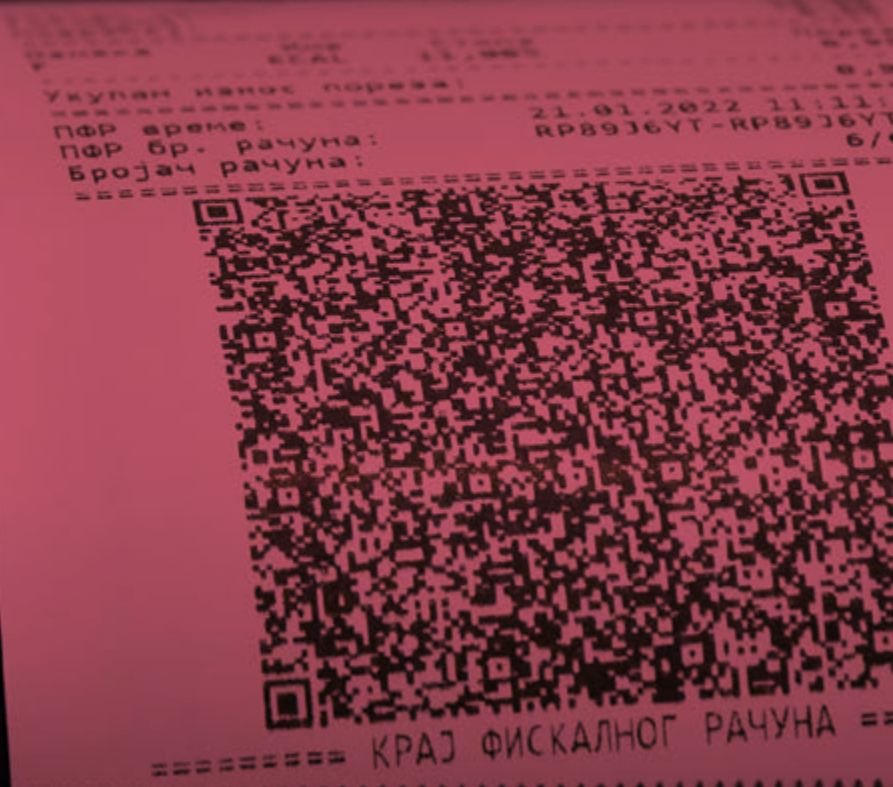
AREA 5



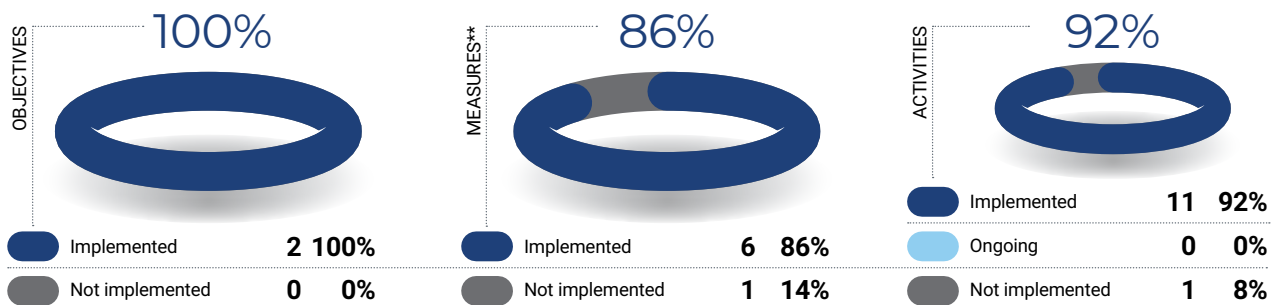
**PUBLIC FINANCE
MANAGEMENT**

AREA 6

LOCAL
SELF-GOVERNMENT
SYSTEM



IMPLEMENTATION STATUS



* In the case of 3 programmes, the general objectives of the programmes are the specific objectives of the PAR Strategy, and the specific objectives of the programmes were calculated as measures in the statistics of the PAR Strategy report.

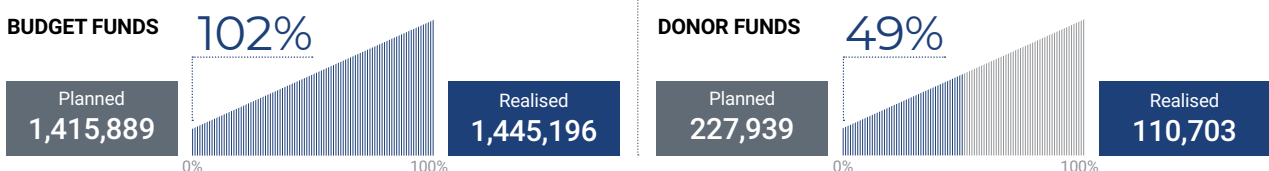
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Real growth of the Gross Domestic Product (GDP) (%)	0	5 - 6	7.4	
General government debt-to-GDP (%)	59	58.7 - 59.87	57.1	

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Public service delivery performance data (PEFA: 4 - A, 3.5 - B+, 3 - B, 2.5 - C+, 2 - C, 1.5 - D+, 1 - D, 1 - D*)	2.5	-	2.5	
Actual revenues and expenditures of the general government budget at annual level are within the range of 5% of those projected in the fiscal strategy (%)	5 (2019)	5	5	
Average duration of an open procedure (Number)	52	50	48	
Annual cost of public debt servicing (interest payment - net amount) as % of the GDP (%)	1.9	1.9	1.6	
Average number of illegalities and irregularities per control in relation to the total number of controls (Number)	2	2 - 2.2	3.45	
Percentage of accepted and implemented recommendations which an audit body issues to subjects of indirect EU funds management (%)	0	45 - 50	91	
PIFC-related progress identified in the EC progress report on the Republic of Serbia for a specific year (EC's assessment following the General Assessment of Preparedness value scale: 1 - Early stage of preparedness, 2 - Some level of preparedness, 3 - Moderate preparedness, 4 - Good level of preparedness)	3 - moderately prepared	3 - moderately prepared	3 - moderately prepared	
Financial report prepared and presented to the Ministry of Finance of the Republic of Serbia in accordance with Cash Basis IPSAS (Number)	0	0	0	
Number of reviewed audit reports (Number)	194	194.75 - 205	205	

BUDGET IN THOUSANDS OF RSD





PUBLIC FINANCIAL MANAGEMENT

Public Financial Management Reform Programme for the period 2021–2025⁸⁹ (PFM) should enable public financial management in the next five years in a way that ensures fiscal and macroeconomic stability, effective financing of national policy priorities, transparency of public finances and effective control over public spending.

The **overall objective** of the Programme: **Achieving a sustainable budget with stable public debt compared to GDP through better financial management and control, audit process and linking budget planning with Government policies** is defined through six specific objectives: Improvement of capacity for budget planning and public investment management and monitoring fiscal risks; Efficient collection and management of budget funds; Improvement of budget discipline and more transparent use of public funds; Improvement of implementation of the internal financial control system in the public sector; Improved public sector accounting by applying International Public Sector Accounting Standards (*IPSAS*); Strengthening external supervision over public finances is a **Specific objective 7 of the PAR Strategy**.

RESULTS IN 2021

Despite the financing of a comprehensive package of measures to support businesses and citizens to fight the pandemic caused by the Covid-19 virus, there has been a **slight decline in the share of public debt in GDP**. The share of general government public debt in GDP fell to 57.5% at the end of 2021, from 57.8% at the end of 2020.

The general government deficit in 2021 amounted to 4.2% of GDP, which indicates that the achieved result is better than planned by 0.7% of GDP, or 45.1 billion dinars.⁹⁰

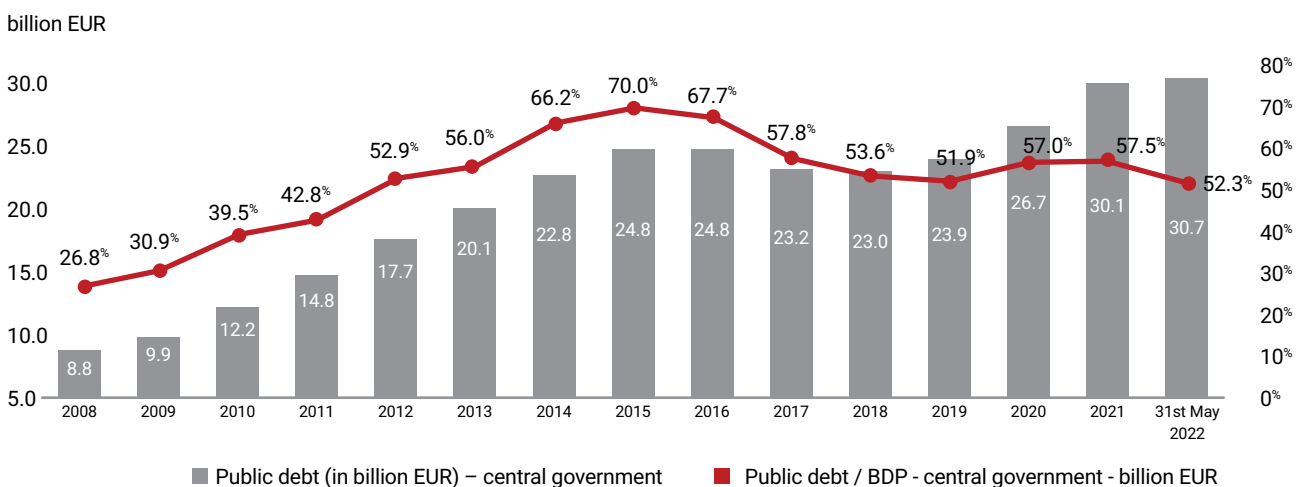
Owing to the preserved macroeconomic and financial stability and the timely and comprehensive package of economic measures adopted by the National Bank of Serbia and the Government of the Republic of Serbia, Serbia recorded a **cumulative real GDP growth of about 6.5%** in two pandemic years.⁹¹

The improvement of **planning and budgeting at all levels of government** continued by analysing the programme structure, objectives and indicators of individual ministries, as well as formulating recommendations that users of public funds should apply when defining priority

areas of funding. Medium-term planning and linking the budget with relevant planning documents continued at the central level by increasing the number of institutions preparing medium-term plans (a total of 7 were drafted in 2021),⁹² while the process of medium-term planning at the local level began.

The process of digitalisation and development of information systems was one of the priorities, and in this regard, efforts were made to introduce a system for managing *PIMIS* capital projects, ready-made commercial solution (*COTS*) and *VIES* system of the Tax Administration, as well as procurement of equipment and software for *ICTS* Customs Administration system. **Realised collection of tax revenues** compared to the budget estimate exceeded expectations and amounted to 110%, which indicates the high efficiency of the Tax Administration, while the Customs Administration also exceeded the expected **collection of customs duties (105%) and VAT (101%)** from imports.

Serbia's public debt trends in relation to GDP. source: Public Debt Administration, <http://javnidug.gov.rs/rsc/javnidug>



⁸⁹ Public Financial Management Reform Programme for the period 2021–2025, *The Official Gazette of the Republic of Serbia*, No. 70/2021.

⁹⁰ Macroeconomic data, Press release, available at: [Макроекономски подаци \(mfin.gov.rs\)](http://mfin.gov.rs)

⁹¹ Macroeconomic trends in Serbia, presentation of the National Bank of Serbia, available at: https://www.nbs.rs/export/sites/NBS_site/documents/finansijska-stabilnost/prezentacije/prezentacija_invest.pdf

⁹² Source: PPS.



Ministry of Finance

The Office for the Audit of the EU Funds Management System continued to adjust its institutional structure and strengthen its capacity, meeting the objectives of the **number of EC audit findings in terms of the number of implemented audit recommendations**, while the structure of indirect EU funds management was dedicated to increasing control on the spot, the adoption of an act aimed at staff retention policy.

In the area of inspection control of the national budget funds, the **budget inspection** performed controls

at 67 entities, which exceeded the planned number of 50, while the percentage of planned controls compared to the number of received applications was 27%, exceeding the planned 15%, which indicates **improved coverage of inspection supervision**.

In 2021, the MoF Central Harmonisation Unit was focused on capacity building in the areas of financial management and control (FMC) and internal audit at the local level. The establishment of the FMC system in schools has begun, while attention has

been paid to further professional education of internal auditors. The SIGMA report for the Republic of Serbia for 2021 **raised the assessment of the functioning of internal audit**, which indicates progress in this area.

The **Treasury Department** drafted the Public Sector Accounting Improvement Plan as part of further improving the entire accounting system, while in 2021 much attention was paid to training on public sector accounting improvement, which were attended by more than 80% of employees, thus exceeding the performance indicator at the level of Measure 5.2. Also, the Treasury Department has established cooperation with the Association of Accountants and Auditors of Serbia to prepare a translation of the agreement on the translation of the international set of accounting standards for the public sector, which is one of the key steps to implement the Decree on International Accounting Standards for the Public Sector.

The **State Audit Institution (SAI)** was committed to optimising its organisational structure to increase the number of **performance audits** and the **coverage of public funds by audit**, in accordance with the Audit Programme, and in this regard, SAI prepared 269 audit reports, **exceeding the**





value of performance indicators scheduled for 2021. In addition to this, in 2021 it was envisaged that the feasibility audit would cover 7 areas, while by the end of the year the feasibility audit would cover 8 areas.



Државна
ревизорска
институција

The **National Parliament** fulfilled the **planned** performance **indicators** within its scope of parliamentary supervision

of public finances by considering the SAI Work Report, after which it adopted a Conclusion recommending the Government to act within its competences to ensure the implementation of SAI recommendations. In addition, the Committee on Finance, National Budget and Public Funds Spending Control held 4 off-seat sessions to discuss reports on the audit of financial statements,

regularity audits and performance audit reports, thus exceeding the target value of performance indicators for 2021.

The quality of the external audit is also evidenced by the SIGMA assessment for the Republic of Serbia for 2021 and the PEFA analysis for the Republic of Serbia, which rated the area of external audit with the highest marks.



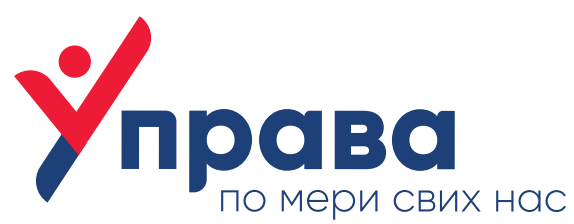
CHALLENGES

- ▶ Adverse circumstances caused by the Covid-19 virus pandemic led to a **slowdown in the dynamics of the competition** for filling vacancies, which was foreseen by the efforts to strengthen institutional capacities. Also, **one of the main challenges was the efficiency of inter-institutional cooperation due to the more frequent absence of employees**, as a consequence of the pandemic, which led to a delay in the implementation of activities.
- ▶ In the implementation of certain activities within the measures that did not have a deadline for implementation until the end of 2021, the challenge was **the lack of financial resources** that are envisaged to be provided from donor assistance.



RECOMMENDATIONS

Reporting authority	Recommendation
MoF	<p>It is necessary to continue with the efforts for strengthening the institutional capacities, both in terms of announcing and holding competitions for filling classified jobs, as well as organising adequate training for employees.</p> <p>When the epidemiological situation is unfavourable and makes travel difficult, and thus the implementation of live training within the Republic of Serbia or abroad, the suggestion is that these training sessions be held online, which allows greater attendance and lower costs of training, as well as the ability to record footage from training which can be later used for the same purposes.</p> <p>Also, it is necessary to provide flexibility in terms of planning training sessions, and postpone them if there are indications that the epidemiological situation in the coming period will be more favourable, but also use hybrid training models.</p>



AREA 1
PUBLIC POLICY
PLANNING AND
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AREA 2
HUMAN
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MANAGEMENT

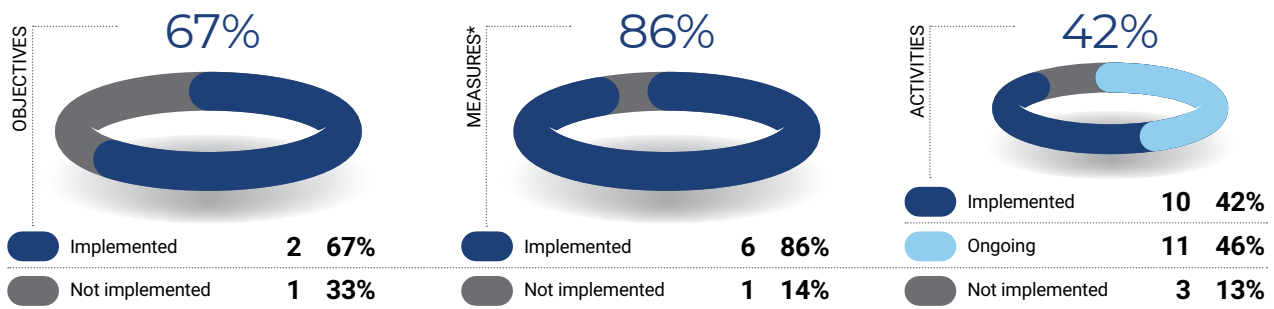
AREA 3
DELIVERY OF PUBLIC
SERVICES

AREA 4
ACCOUNTABILITY AND
TRANSPARENCY

AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
 LOCAL
SELF-GOVERNMENT
SYSTEM

IMPLEMENTATION STATUS



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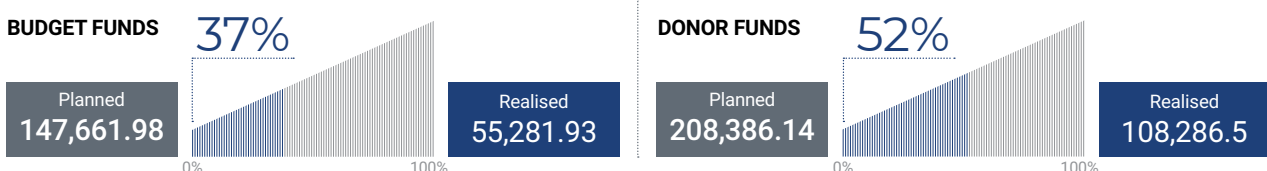
INDICATORS AT THE LEVEL OF OBJECTIVES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Compliance of the local self-government system with the key principles of the European Charter of Local Self-Government (Composite scale (1-5))	3	2 - 3	3	
Share of LSG expenditures and consolidated public expenditures in the Republic of Serbia (%)	14.75 (2019)	14 - 15	12	
The capacity of LSGUs to implement the principles of good governance (%)	39 (2018)	40 - 43	47	
Availability and quality of implementation of priority public services by LSG (Composite scale (1-10))	0	not planned for 2021	/	

INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Level of ratification of the European Charter of Local Self-Government (Composite scale (1-5))	3	2 - 3	3	
Average index value in selected areas: 1) accountability; 2) transparency, openness and participation (%)	43 (2018)	45	53	
The share of adopted laws in the total number of adopted laws which concern local self-government to a larger degree, which were prepared with the participation of LSGUs Scale (1-5))	3	2 - 3	3	
Share of LSG tax revenues in total tax revenues in the Republic of Serbia (%)	10.12	10.35 - 10.4	10.1	
Share of capital expenditures in total expenditures of local self-government (%)	15.54 (2019)	15 - 16	17.3	
Share of LSGUs which have adopted medium-term plans (%)	0	not planned for 2021	/	
LSGU capacity for HRM in local administration (%)	51	53 - 56	59.3	
Share of LSGUs which have established inter-municipal cooperation in the total number of LSGUs (%)	27	31	36	
Index to measure availability and quality of services delivered by LSGUs developed (0 - no, 1 - yes)	0	not planned for 2021	/	
Index to measure user satisfaction with services delivered by local self-government developed (0 - no, 1 - yes)	0	not planned for 2021	/	

BUDGET IN THOUSANDS OF RSD





PROGRAMME FOR THE REFORM OF THE LOCAL SELF-GOVERNMENT SYSTEM 2021–2025

The Programme for the Reform of the Local Self-Government System in the Republic of Serbia for the period from 2021 to 2025⁹³ is the first developed PPD which plans the development of the reform of the local self-government system in the Republic of Serbia for a five-year period, with an action plan for the first three years of implementation. The objective of the Programme is to build a modern, professional, efficient and responsible local self-government that is capable of providing quality public services to citizens and businesses, which creates conditions for local self-government units to respond more successfully to existing and future obligations.

Overall objective of the Programme: **Establishment of the local self-government system** is defined through four specific objectives that should lead to the planned outcomes of implementation: Improvement of the status and responsibilities of local self-government; Improvement of the system of financing local self-government; Improvement of organisation and capacity of local self-government; Improvement of the quality and availability of services of local self-government bodies, utility services and services of public institutions represent the **Specific objective 8 of the PAR Strategy**.

RESULTS IN 2021

The legal framework and procedures for direct participation of citizens in local self-government management have been improved through the adoption and implementation of the Law on Referendum and People's Initiative⁹⁴ and the Law on Amendments to the Law on Referendum and People's Initiative⁹⁵ in 2021, which is an indicator under Measure 1.1.3 *Improving the legal framework and procedures for direct participation of citizens in local*

self-government management. The census was abolished, thus harmonising the Law with the Constitution, but the application of the highest standards⁹⁶ for conducting referendums and people's initiatives established in European and other democracies was introduced, primarily in accordance with the recommendations of the Council of Europe in this area. Now, on the people's initiative, i.e. at the request of the citizens, a referendum can be scheduled. In that way, special attention is paid to the public with the possibility of collecting electronic signatures of citizens who are not subject to signature verification. The deadline for collecting the required number of signatures has been extended from 7 to 90 days. The Law pays special attention to regulating the procedure of protection of rights during the referendum. A citizen has the right to object to the competent commission within 48 hours if the voting board unjustifiably prevented them from voting or their right to free and secret voting was violated at the polling station or to the authorised proposer as well as each deputy or councillor (depending on the territory for which a referendum has been scheduled), on the occasion of the decision made, action taken or omission made by the competent commission, voting board or subcommittee. The authorised proposer of the amendment of the Constitution also has the right to object if a referendum is scheduled to change the Constitution. The deadline for the decision of the competent commission on the complaint is 96 hours from the submission of the complaint. Against the decision of the competent commission made on the complaint, the complainant may file an appeal to the Administrative Court within 96 hours from the receipt of that decision. The Administrative Court decides on the appeal within 96 hours from the receipt of the appeal with the files.

After 16 years⁹⁷, a national referendum was held in Serbia, in order to confirm the Act on the Change of the Constitution of the



Minister Marija Obradović
visiting OSS in Šabac

Republic of Serbia in the field of judiciary. The final result of the referendum showed that 59.62% of the total number of voters voted for the change, while 39.35% voted "no".⁹⁸

In 2021, the MPALSG organised regular working meetings between Minister Marija Obradović and the head of the LSGUs with the aim of improving the functioning of municipal and city administrations, as well as strengthening capacities in accordance with European standards. A total of 42 meetings were held to discuss the possibilities of supporting and providing assistance to local self-government units.

93 Programme for the Reform of the Local Self-government System in the Republic of Serbia for the period from 2021 to 2025, available at: <http://mduls.gov.rs/obavestjenja/program-za-reformu-sistema-lokalne-samouprave-u-republici-srbiji-za-period-od-2021-do-2025-godine/>

94 Law on Referendum and People's Initiative (*The Official Gazette of the Republic of Serbia*, No. 111/21)

95 Law on Amendments to the Law on Referendum and People's Initiative (*The Official Gazette of the Republic of Serbia*, No. 119/21)

96 Council of Europe Recommendations: Recommendation 1704/2005 "Referendums: Towards Good Practice in Europe", Recommendation 1821/2007 "Code of Good Conduct for Referendums" and Recommendation 031/2020 "Revised Code of Good Practice for Referendums".

97 2006 referendum, link: <http://arhiva.rik.parlament.gov.rs/latinica/arhiva-referendumi-2006.php>

98 Results of the referendum in 2022: out of the number of voters registered in the voters' list (6,510,323), 1,995,215 citizens went to the referendum. At the national referendum, a decision was made to confirm the Act amending the Constitution of the Republic of Serbia, given that the majority of voters who voted, i.e. voted in the national referendum, voted for it, link: <https://www.rik.parlament.gov.rs/tekst/41877/rezultati-referenduma.php>



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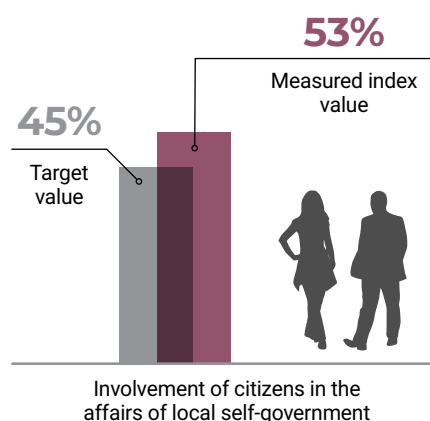
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ЈЛС

The involvement of citizens in the affairs of local self-government has been strengthened, especially in the processes of budget adoption as well as the transparency of information concerning administrative procedures and services of local self-government. Thus, progress has been made in the application of the principles of good governance in LSGUs in the areas of 1) accountability and 2) transparency, openness and participation. Measured index value in this area at the end of 2021 was 53% (target value 45%), which is an indicator at the level of Specific Objective 1.1. The reasons for the successful implementation of this indicator are reflected in the introduction of the obligation to conduct a public hearing on the budget (in the area of investment planning) through amendments to the Law on Local Self-Government, as well as technical support provided by LSGUs in the previous period for improving internal procedures and organising and conducting public hearings on the budget by various programmes and projects. In addition, direct support provided to LSGUs in the previous period in the field of improving administrative procedures, through the adoption of models of administrative procedures and their publication on local self-government websites as well as progress in eGovernment, also contributed to the growth of transparency, openness and participation.



In accordance with the principles of good governance, the MPALSG in 2021 awarded from the **Budget Fund for the Local Government Programme**—Support to the Development and Functioning of Local Self-Government Systems annual prizes for the best municipal/city administration in 2020, in the application of good governance principles in the amount of 9,200,000.00 dinars.

The awards were given to the Municipality of Knić for the area of Efficiency and Effectiveness, the Municipality of Veliko Gradište for the area: Transparency and Public Participation in the Work of Local Self-Government, the City of Kragujevac for the area: Accountability and Rule of Law and the City of Kruševac for the area: Equality and Anti-Discrimination.⁹⁹

In order to have **more functional organisation of city and municipal administrations in the current circumstances**, as well as more **efficient deployment of employees** in order to deliver the highest quality services to citizens and the business sector, and thus implement activities under

⁹⁹ Budget Fund for Local Self-Government Programmes, link: <http://mduls.gov.rs/projekti-i-programi/budzetski-fond-za-program-za-lokalne-samouprave-u-2021-godini/> and <http://mduls.gov.rs/obavestenja/odluku-o-raspedeli-sredstava-iz-budzetskog-fonda-za-dodelu-godisnje-nagrade-za-najbolju-opstinsku-gradsku-upravu-u-2020-godini/>



Measure 1.3.3, the **Fund for Functional-Organisational Models**¹⁰⁰ was established in May 2021, when a public call for project proposals for the application of functional-organisational models in local self-government in the Republic of Serbia was announced by the MPALSG. A total of 4 projects in 4 LSGUs that are in the process of implementation were supported. Also, support for inter-municipal cooperation continued through the **Fund for Inter-Municipal Cooperation** through the second public call within which six projects¹⁰¹ were supported in 2021 for establishing and **improving inter-municipal cooperation** (increased value of the indicator *Share of LSGUs that established inter-municipal cooperation in total LSGUs*).



Signing of the Agreement on Inter-Municipal Cooperation in the West Morava Basin and establishment of a joint service for civil protection of the local self-government units



CHALLENGES

- ▶ Weaker performance (*Share of LSGUs that have publicly available budget portals and Share of LSGUs that publish monthly reports (or cumulative monthly reports) on budget execution through its website*) is caused by the pandemic in terms of **slow administration** and the fact that in late 2020 and in early 2021, LSGUs faced problems caused by sick leaves.
- ▶ **The challenge was to provide full mentoring support for the drafting of development plans** as well as to provide direct technical support to LSGUs for development/revision of development plans pursuant to the Law on Planning System (which regulates the planning system in LSGUs for the first time), due to unfavourable epidemiological situation. During the implementation of activities within Measure 1.3.5 *Improving the LSGU development planning system*, there was a delay in the planned dynamics of the implementation of activities to support the drafting of these development plans, but some of the activities were implemented through the online format. However, bearing in mind that donor support has been provided for the planned number of LSGUs, as well as that most activities are underway, in the coming period the implementation of planned activities within the support of LSGUs in the implementation of the Law on Planning System will continue.

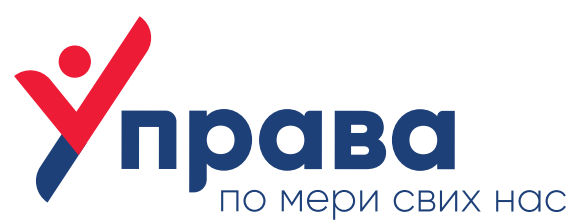


RECOMMENDATIONS

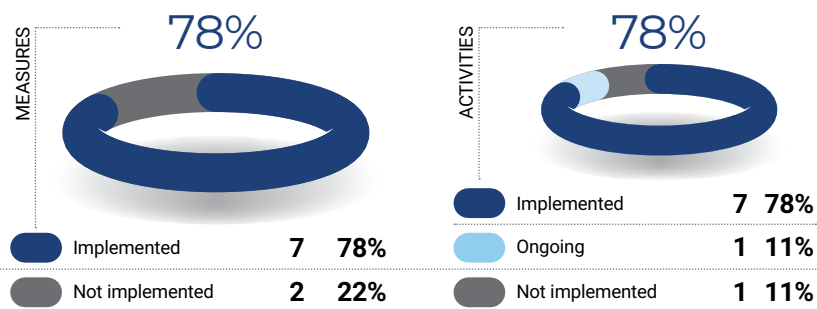
Reporting authority	Recommendation
MPALSG	Further improvement of the legal framework for the development of LSG in the Republic of Serbia through the principles of the European Charter of Local Self-Government (ECLSG), through full ratification of the ECLSG .

¹⁰⁰ In cooperation with the SCTM, the MPALSG established the Fund for Functional-Organisational Models (Fund) for the first time within the project Local Self-Government for the 21st Century (Project), funded by the Government of Switzerland through the Swiss Agency for Development and Cooperation (SDC). Information on the fund for functional-organisational models, link: <http://mduls.gov.rs/obavestjenja/informacija-o-fondu-za-funkcionalno-organizacione-modele/>

¹⁰¹ The two project proposals enhance existing cooperation in the field of climate change challenges and work together to provide assistance to citizens in emergencies, bridging gaps in the use of disability-friendly applications (PWDs) and improving access to information and assistance to PWDs in emergencies. Four approved projects implement joint cooperation in the field of public attorney's office, utilities and zoohygienic. Geographically – projects are approved in local self-government units that regionally belong to Vojvodina, Central, Eastern and Western Serbia with the criterion of selection of underdeveloped municipalities.



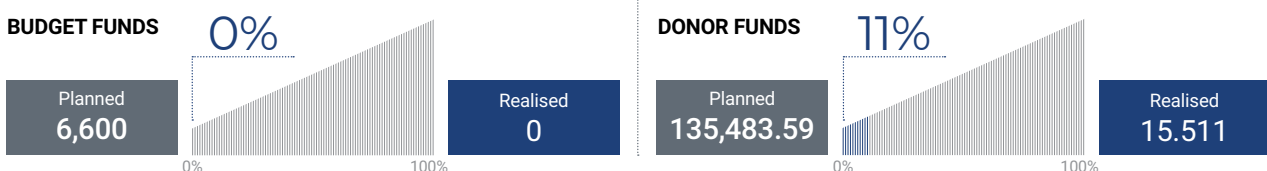
IMPLEMENTATION STATUS



INDICATORS AT THE LEVEL OF MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Number of public policy documents pertaining to PAR, the monitoring results of which are available through the OMT (Number)	1	3	4	
Number of active and trained non-managerial staff working in the sector for European integration and international cooperation (Number)	6	6	10	
Annual operational plan for PAR communication by the Coordination body in place (Number)	0	1	1	
Level of fulfilment of annual operational plans for PAR communication (%)	0	80	80	
Proportion of SABs and LSGUs that publish PAR-related information in a standardised manner on the e-Notice Board (%)	25	50	0	
Total number of trained public relations and human resources management staff in SABs and LSGUs (Number)	0	200	0	
Number of affirmative and neutral posts (feature stories) about the public (Number)	1.178	1.296	1.681	
Presence of PAR topics on institutions' websites and social media pages / profiles (Number)	146	161	290	
Proportion of citizens who are informed about the results of the public administration reform (%)	0	28	29	

BUDGET IN THOUSANDS OF RSD



STRUCTURES AND MECHANISMS FOR COORDINATION AND MONITORING OF PAR STRATEGY IMPLEMENTATION

In the field of coordination, management and monitoring of the implementation of the PAR Strategy 2021–2030, a three-tier structure is envisaged in the year 2000, so that the **Public Administration Reform Council** (PAR Council) represents a political level unique to all public policy documents lower in the hierarchy in the field of public administration reform; The **Inter-Ministerial Project Group** (IMPG), as the administrative level, is organised through an umbrella group and subgroups, which follow the thematic areas of the PAR Strategy and the **MPALSG** as the operational level of coordination.

Representatives of the non-governmental sector are involved in the work of the PAR Council and the work of the IMPG.

The online monitoring application for monitoring the PAR results



<https://monitoring.mduls.gov.rs/> has been adjusted to the structure of the new PAR Strat-

egy during 2021. The application can now follow data not only from the PAR Strategy as an umbrella document, but also from the Public Finance Reform Programme, the Programme for the Reform of the Local Self-Government System, and the eGovernment Development Programme. The application takes real-time data from the inter-ministerial UIS system for planning, monitoring implementation, policy coordination and reporting.



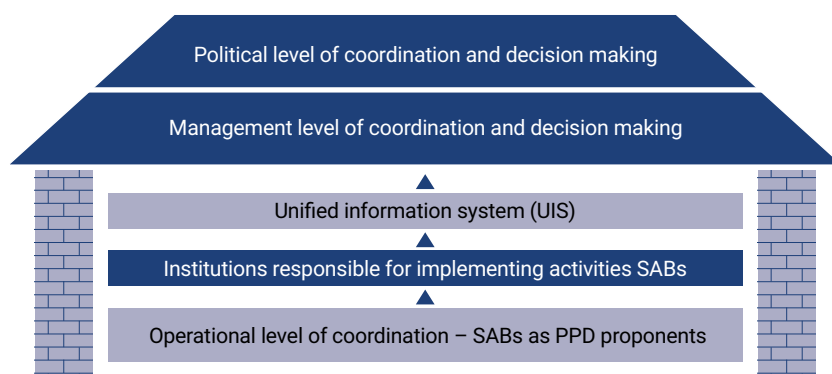
In addition to the Minister of Public Administration and Local Self-Government (as President) and the Minister of Finance (as Vice-President), **the decision on the establishment of the PAR Council**¹⁰² appointed a large number of line ministers and heads of special organisations and government services as members. For the first time, the composition of the PAR Council was expanded with a member from the Provincial Government of AP Vojvodina and a representative of the SCTM.¹⁰³

During 2021, two meetings of the PAR Council were held: on 10 June 2021¹⁰⁴ and on 23 December 2021,¹⁰⁵ at which the results

were discussed and specific answers to the internally mapped challenges for the next period were defined. The most important decisions were related to:

- implementation of the current Sector Reform Agreement for PAR and public finance reform in the Republic of Serbia and decision on starting negotiations for a new instrument of Sector Budget Support for PAR Sector and Public Financial Management the funds of which were applied for from IPA 2022;
- progress in the development of eGovernment and digitalisation and challenges in the implementation of activities related to digitalisation;
- discussion and adoption of the Annual Report on the Implementation of the Action Plan for the Implementation of the PAR Strategy for 2020.

By the decision of the Minister of Public Administration and Local Self-Government¹⁰⁶, the IMPG was established for professional affairs in coordination and monitoring of the process of implementation of the PAR Strategy for the period from 2021 to 2025. For each thematic area envisaged by the PAR Strategy, coordinators and deputy coordinators have been appointed. IMPG members are also relevant representatives of civil society organisations who actively participated in the development of the PAR Strategy. In 2021, an IMPG meeting¹⁰⁷ was held to discuss the status and challenges in the implementation of all activities for 2021 within the Action Plan for the Implementation of the PAR Strategy, for which the competent authorities orally informed about the (expected) level of implementation of activities/indicators for 2021. It was stated that about 80% of the activities will be completed by the end of the reporting period. It was pointed out that there are risks that a number of activities will not be implemented or that the target value will not be reached for a number of indicators.



¹⁰² Decision on the Establishment of the Public Administration Reform Council (*The Official Gazette of the Republic of Serbia*, No. 56/21), link to the document: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/odluka/2021/56/4>

¹⁰³ Recommendations within the WEBER Monitor: <https://weber-new.s3.us-west-2.amazonaws.com/wp-content/uploads/2018/11/12232218/WeBER-Nacionalni-PAR-Monitor.pdf>. In accordance with the new PAR Strategy, the Decision on the establishment of the PAR Council includes a representative of CSOs, so that representatives of CSOs are involved at all levels of the coordination structure.

At the first meeting, held on 8 October 2021, IPG members adopted the Rules of Procedure of IPG, based on which it is possible to meet in subgroups for a specific thematic area, when there is a need to discuss only those issues that are within the scope of individual bodies in the presence of CSO members whose tasks and duties are related to the issues under consideration.

¹⁰⁴ News about the session of the PAR Council held on 10 June 2021: <http://mduls.gov.rs/saopstenja/odrzana-prva-sednica-saveta-za-reformu-javne-uprave/>

¹⁰⁵ News about the session of the PAR Council held on 23 December 2021: <http://mduls.gov.rs/saopstenja/odrzana-druga-sednica-saveta-za-reformu-javne-uprave-2/>

¹⁰⁶ Decision on the establishment of IPG: <https://monitoring.mduls.gov.rs/strukture/medjuministarska-projektna-grupa.html>

¹⁰⁷ Minutes from the meetings of the IPG held on 8 October 2021: <https://monitoring-arhiva.mduls.gov.rs/upload/media/0/0/11314/%D0%97%D0%B0%D0%BF%D0%B8%D1%81%D0%BD%D0%B8%D0%BA%20%D1%81%D0%B0%201.%20D1%81%D0%B0%D1%81%D1%82%D0%B0%D0%BD%D0%BA%D0%B0%20%D0%9C%D0%9F%D0%93%202021-2025.pdf> and <https://monitoring-arhiva.mduls.gov.rs/strukture/medjuministarska-projektna-grupa.html>

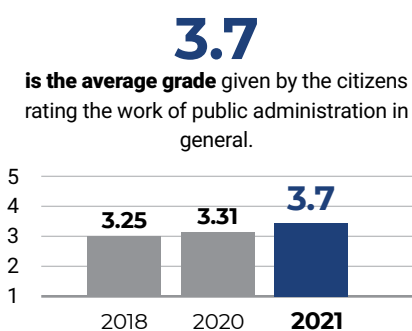
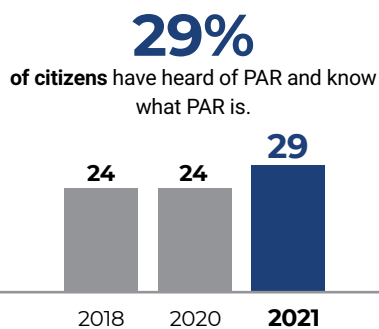
COMMUNICATION ACTIVITIES DURING 2021

THE STRATEGIC FRAMEWORK FOR PAR COMMUNICATION

1. PAR Strategy 2021–2030 and the accompanying Action Plan for the period 2021–2025¹⁰⁸, as umbrella documents which define the area of communication related to PAR.
2. Annual operational plan for communication related to PAR, adopted by the MPALSG in May 2021.

Within the PAR Strategy, for the first time, a special segment dedicated to communicating the PAR process and results was singled out, where an analysis of the situation in this domain was presented, as well as a proposal of measures and activities that should be implemented. The PAR Annual Operational Communication Plan represents the second, lower level of the planning document which further elaborates the activities on communication of the PAR process and results.

PUBLIC PERCEPTION OF PAR¹⁰⁹



¹⁰⁸ Both documents can be found at <https://rju.gov.rs/dokumenti/>

¹⁰⁹ Public perception of PAR is monitored through annual surveys on the attitudes of Serbian citizens. Thus, in December 2018, 2020 and 2021, public opinion polls were conducted on a random representative sample of 1,200 adult citizens of Serbia. All three surveys were conducted by CeSID.

INTERNAL COMMUNICATION RELATED TO PAR – COORDINATION AND STANDARDISATION OF PAR-RELATED COMMUNICATION

► PAR Communication Coordination Mechanism

The first meeting of public relations representatives of bodies and institutions that have their representatives in the Public Administration Reform Council was held. At that meeting, a decision was made to form a Working Group for PAR Communication Coordination.



The meeting held on 15 October 2021 in Belgrade

► Guidelines for better coordination and standardisation of communication

PAR Communication Guidelines¹¹⁰ is a document which aims to standardise PAR related communication. It includes graphic and communication standards.



Guidelines for the use of social networks for public administration¹¹¹ is a document which aims to provide the public administration with the latest practical guidelines into the use of social networks.



► Notice Board

According to PAR Strategy Communication Framework, internal communication in public administration should have been encouraged by the implementation of the Notice Board web app in 2021. Unfortunately, due to the consequences of the Covid-19 crisis, during 2021 Serbia had to go through a Budget revision in order to concentrate all funds on the most necessary expenditures and those related to public health and crisis management. Therefore, the funding for the Notice Board web app has been postponed to 2023. Surveys¹¹² show that public employees learn about PAR mainly through the media, which indicates the existence of significant space for improvement in the field of internal communication of PAR in the coming period.

¹¹⁰ This document can be found at <https://rju.gov.rs/o-reformi-javne-uprave/komunikacija-reforme-javne-uprave/smernice-za-komuniciranje-reforme-javne-uprave/>

¹¹¹ This document can be found at: <https://rju.gov.rs/o-reformi-javne-uprave/komunikacija-reforme-javne-uprave/smernice-za-koriscenje-drustvenih-mreza-za-organe-i-institucije-javne-uprave/>

¹¹² Awareness of public administration in Serbia and attitude towards public administration reform: public employees and Serbian citizens, Focus Groups Discussions Report, CeSID DOO, January 2022

EXTERNAL COMMUNICATION RELATED TO PAR

ONLINE PLATFORM FOR MONITORING THE PAR RESULTS

With EU support, a new version of the online platform for monitoring the PAR results has been developed, in line with the new 2021-2030 PAR Strategy.



<https://monitoring.mduls.gov.rs/>

CAMPAIGN IN SOCIAL MEDIA

A campaign to promote PAR results conducted on the MPALSG social media profiles; 3 videos¹¹³ were recorded, promoting the following areas:



- ▶ You do not lack any paper (promotion of the Central Population Register)
- ▶ Electronic services of public administration – eCitizen
- ▶ One-stop shop



Campaign results on social networks:



Reach **2,260,055**

Impressions **6,025,578**

Interactions **40,140**

Views **1,294,834**

113 Video 1 <https://bit.ly/343i3Np>
Video 2 <https://bit.ly/3GcKx7W>
Video 3 <https://bit.ly/3ghjLR7>

PAR IS... MEDIA CAMPAIGN

The "Public Administration Reform is..." media campaign was implemented with EU support. These are some of the results of this campaign during 2021:



10

features on national TV stations

14

articles in printed editions of daily newspapers

27

texts in online media

5 agency texts

100 articles/features in local media (TV stations and internet portals)



TRAININGS FOR JOURNALISTS

In 2021 were held

3

media briefings



1

media training on PAR-related topics

STUDENT INTERNSHIPS FAIR IN PUBLIC ADMINISTRATION 2021/2022

The first Fair of Student Internships in Public Administration 2021/2022 was organised on 4 & 5 November 2021, supported by the EU. It was implemented through an online platform¹¹⁴ specially created for this occasion, representing the Palace of Serbia.



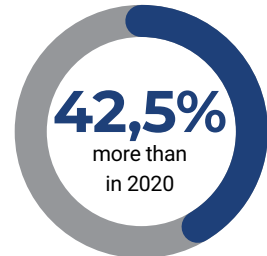
Statistics of the Fair:

18 bodies participated in the Fair	5 public universities participated in the Fair
Presentations were visited by more than 2,200 students	Virtual stands of the bodies were visited by more than 1,100 visitors
After the Fair (by the end of November 2021), the platform was visited by another 1,800 visitors	2 panel discussions
18 presentations of different bodies	3 TV studios
7 parallel virtual spaces for presentations on the platform	18 virtual stands of the bodies

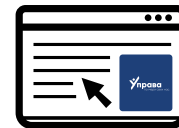
¹¹⁴ The platform is available through the Fair website <https://www.strucnaprakska.mduls.gov.rs/>

PUBLIC ADMINISTRATION REFORM IN THE MEDIA

1,681
media announcements¹¹⁵ related to PAR



PAR ON WEBSITES AND SOCIAL MEDIA ACCOUNTS OF PUBLIC ADMINISTRATION BODIES



21 website of public administration bodies¹¹⁶

35 pages of state bodies on social networks

984 posts on the PAR process and results

290
posts were placed in the context of PAR




¹¹⁵ The source of data is the reports of the press clipping agency Ninamedia prepared for MPALSG; it includes electronic media (national television, local and regional TV stations and national radio stations), print media (daily and periodicals), news agencies and informative internet portals (first 100 ranked by frequency, according to Gemius monthly reports on website traffic in Serbia)

¹¹⁶ Institutions the websites and social media pages of which are included in this analysis are as follows: MPALSG, MoF, Ministry of Economy, Ministry of Construction, Transport and Infrastructure, Ministry of Trade, Tourism and Telecommunications, Ministry of Justice, MHMRSD, MoI, Ministry of Foreign Affairs, MEI, Ministry of Education, Science and Technological Development, Ministry of Health, Ministry of Labour, Employment, Veterans and Social Affairs, Ministry of Culture and Information, Ministry of Youth and Sports, Secretariat for Legislation of the Republic of Serbia, PPS, ITE Office, NAPA, HRMS, Government of AP Vojvodina

CSO PERCEPTION*


AREA 1 PUBLIC POLICY PLANNING AND COORDINATION

1 	Perception of achieved results	Perception – areas for improvement
	<ul style="list-style-type: none"> • Good legislative framework in place for public participation • Developed e-consultation portal • Work is being done to improve the quality of RIA and PIA 	<ul style="list-style-type: none"> • Lack of transparency in the process of development and adoption of documents (the public is not sufficiently involved) which comes from state administration bodies. • Lack of public interest in consultative processes. • Insufficient number of citizens when it comes to consultative processes. • RIA and PIA analyses are not of satisfactory quality

AREA 2 HUMAN RESOURCE MANAGEMENT


2 	Perception of achieved results	Perception – areas for improvement
		<ul style="list-style-type: none"> • Lack of capacity to implement reforms. • The practice of "acting positions", and therefore political pressure on the institutions through this practice. • It is necessary to improve the reporting system, with an additional emphasis on the introduction of learning outcomes that can be obtained as NAPA has the data.

AREA 3 SERVICE DELIVERY


3 	Perception of achieved results	Perception – areas for improvement
	<ul style="list-style-type: none"> • The report related to the provision of services was evaluated as the most comprehensive. • e-Government Programme: Development of the entire digital infrastructure for the provision of electronic services (equipping the Data Centre, establishing the Smart Serbia platform, as well as the platform for AI development, development of the Unified Communication Network, opening of the Network Operations Centre, etc.). Improvement of existing and establishment of new registers, establishment of many new e-services and increase in the number of active users of the eGovernment Portal. • e-Paper Programme: Establishing and functioning of the new Register of Administrative Procedures, as well as the expected positive effects, because the Register will also include administrative procedures for citizens at all three levels (national, provincial and local), which will lead to uniformity of procedures and actions. 	<ul style="list-style-type: none"> • Failure of authorities and officials to act always in accordance with Articles 9 and 103 of the Law on General Administrative Procedure, which refer to the exchange of data in accordance with their official duty. Additionally, despite the fact that the Central Population Register is available on the Service Bus of state bodies, institutions still require consent to access the Ministry of Interior records in order to obtain certain data. The list of CRS reception authorities needs to be expanded. • Lack of uniform standards in the service provision policy, as well as insufficient consideration of the needs of sensitive groups, especially from the aspect of accessibility of services • Insufficient use of e-seal in public administration and insufficient use of e-signatures by citizens

* At the second MPG meeting, held on 24-25 May 2022, the Draft Annual Report was discussed and comments on the achieved results were received both from representatives of CSOs in the Working Group and from representatives of the WeBER National Working Group for Serbia (<https://www.par-monitor.org/members/>).


AREA 4 ACCOUNTABILITY AND TRANSPARENCY

4 	Perception of achieved results	Perception – areas for improvement
		<ul style="list-style-type: none"> • One of the negative comments made by NKD is that the results are deeply inconsistent, i.e., not in accordance with practice and it is not enough to conduct training on ethics and integrity in order to achieve the desired level of responsibility and transparency in work of public administration. It is necessary to implement persistently the principles of depoliticization and professionalization along with monitoring and evaluation of the work of public administration bodies. Reform begins with laws and regulations, but it does not end there. Implementation and control are the key. • The Open Government Partnership (OGP) is still not sufficiently promoted at the local level, there are not enough local self-government units which have developed local action plans in accordance with the principles of the Partnership. Most of the local government units are not familiar with this initiative. • In connection with the principles of proactive transparency, local self-government units do not publish data in a systematic and comprehensible manner, and there is no full application of regulations when it comes to editing web presentations and developing information bulletins. • Local self-government units do not fully respond to requests for information of public importance, although they respect the prescribed deadlines.

AREA 5 PUBLIC FINANCIAL MANAGEMENT

5 	Perception of achieved results	Perception – areas for improvement
	<ul style="list-style-type: none"> • The existence and successful implementation of the Public Financial Management Reform Programme. • Existence of gender responsive budgeting. 	<ul style="list-style-type: none"> • Additional inclusion of the civil sector through training is needed, which would contribute to better programme and reports. • In the forthcoming period, an integral part of the report should be a chapter about progress in areas that are not an integral part of the Programme, such as gender-responsive budgeting. • Unbalanced practice regarding the frequency of reporting on budget execution. • The need for further improvement of the programme budget, which is part of the aforementioned programme.





AREA 6 LOCAL SELF-GOVERNMENT SYSTEM

6 	Perception of achieved results	Perception – areas for improvement
	<ul style="list-style-type: none"> • Existence of the Public Administration Reform Programme, as well as the transfer of responsibilities to the local government level along with certain capacity analyses. • Introduction of surveys of citizen satisfaction with the services provided (already exists within the Service Delivery area) 	<ul style="list-style-type: none"> • Lack of capacity of local self-government units to perform all responsibilities and tasks, especially for implementing reforms at the local level. • A lacking process of public debates and other procedures such as the participation of citizens in local government affairs. • Purely formal implementation of public debates, often without reports and timely involvement of the public.

LIST OF INDICATORS





GO | Further improvement of the work of public administration and the policy making process in accordance with European principles of public administration and provision of high quality services to citizens and businesses; professional public administration which will significantly contribute to economic stability and increased living standard

INDICATORS AT THE LEVEL OF THE OVERALL OBJECTIVE OF THE STRATEGY










	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Government Effectiveness (percentage range 0 to 100)	53.37 (2019)	54 - 55	54.33	
Citizens and businesses' satisfaction with public administration services (points)	4 (2020)	4.5	5	

SO1 | Improved quality of public policy documents and regulations

INDICATORS AT THE LEVEL OF THE OVERALL OBJECTIVE OF THE PROGRAMME




	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Regulatory quality indicator – World Bank ranking (Number)	60.1 (2019)	61	57.21 (2020)	
Indicator of alignment and quality of policy planning (Scale 1–5))	0 (2021)	Target value for 2021 has not been planned.	/	

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE PROGRAMME






	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
The share of adopted laws containing complete impact assessments in the total number of adopted laws requiring impact assessments, per calendar year (%)	30.4	35	47.4	
The share of adopted regulations containing complete impact assessments in the total number of adopted regulations requiring impact assessments, per calendar year (%)	58.3	58	65.1	
The share of adopted PPDs within a single calendar year, containing complete impact assessments, in the total number of adopted PPDs requiring impact assessments (%)	50	60	47.01	
The total number of planning areas with a revised and optimised planning framework (a clear hierarchical structure of PPDs established within planning areas) (Number)	1	3	3	
The share of adopted PPDs, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted PPDs in a calendar year (%)	100	100	96.2	
The share of adopted statutes, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted laws in a calendar year (%)	35.71	38 - 40	44.4	
The share of adopted regulations, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted regulations in a calendar year (%)	11.46	14.25 - 15	21.4	

SO2 | Improved recruitment process in public administration

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE STRATEGY




	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Meritocracy and effectiveness of recruitment of civil servants (SIGMA principle) (Number)	3	3	3	

INDICATORS AT THE LEVEL OF THE STRATEGY MEASURES






	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Recruitment based on stated personnel needs of bodies (%)	0 (2019)	20 - 25	14	
Degree to which the competency framework matches the public administration needs and core values (Number)	1	2	2	
Percentage of senior civil service positions filled in accordance with the competency framework, compared to the total number of positions (%)	34	38 - 40	42	

SO3 | Effective career management system applied in practice

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE STRATEGY




	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Degree to which the career management system for the civil service is developed (Number)	1	1	1	

INDICATORS AT THE LEVEL OF THE STRATEGY MEASURES




	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Performance appraisal ratings distribution according to HRM standards (%)	75	70 - 73.5	58.4	
Degree to which the organisation of personnel affairs in state administration bodies is standardised, and quality of personnel affairs (Number)	0	1	1	
Degree to which legal protection of senior civil servants/managers is ensured (based on five SIGMA sub-indicators) (Number)	9 (2019)	11	11	

SO4 | Functional and innovative system of professional development and professional exams in public administration based on training needs analysis regarding knowledge, skills and abilities of employees developed and applied

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE STRATEGY





	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Degree to which the system of professional development and professional exams in public administration is normatively and practically based on the analysis of needs for the improvement of employees' knowledge, skills or competencies (Number)	1	3	3	

INDICATORS AT THE LEVEL OF THE STRATEGY MEASURES








	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Degree of implementation of the quality system in the elements of professional development in public administration (Number)	1	2	2	
Fulfilment of participants' expectations from training sessions where innovative forms and methods of professional development were applied (%)	0	70	81	
Quality of new regulations in the area of professional development (%)	0	45 - 50	/	
Number of business processes conducted with the use of information technologies (Number)	1	1	6	
Degree of development a system for planning and managing the process of lifelong professional development (Number)	0 (2019)	0	0	
Extent of development of the framework for cooperation between institutions in charge of the professional development of employees (Number)	0	0	1	
Extent of establishment of uniform standards concerning professional examinations in the public administration system (Number)	0 (2019)	3	3	
Percentage of state administration bodies and units of local self-government participating in the student internship programme (%)	0	9 - 10	10	

SO5 | Public administration provides services which meet the needs of end users and improve their user experience, in an efficient and innovative way

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE STRATEGY



	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
SIGMA's average score for service delivery for all four pillars (Grade 0–5)	3 (2019)	3.5 - 4	3.5	
The GDP share of the administrative burden of citizens and businesses (%)	3.11 (2018)	3 - 3	3.01	

INDICATORS AT THE LEVEL OF THE STRATEGY MEASURES










	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Number of streamlined administrative procedures of citizens and businesses (Number)	125	225 - 250	329	
Number of one-stop shops set up in LSGUs (Number)	14	17.1 - 19	19	
Percentage of civil servants and local self-government employees in service delivery jobs who successfully completed a training in the area of service delivery quality improvement (%)	0	9 - 10	/	
EU Benchmark for e-Government – key prerequisites put in place (Index 0–100)	35	31.5 - 35	43	
Number of SABs which have already implemented the CAF or any other quality management tool in the course of one calendar year, on the basis of the corresponding legal framework (Number)	0	2	2	

SO6 | Improved level of accountability and transparency at all levels of government

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE STRATEGY





	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
EC's annual assessment of progress in the area of accountability (0 – No, 1 – Yes)	0	0	0	
SIGMA indicator: accessibility of public information (Point/30)	21 (2017)	20 - 22	21.5	

INDICATORS AT THE LEVEL OF THE STRATEGY MEASURES












	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Percentage of state administration bodies with officials authorised to conduct administrative proceedings and decide in administrative matters (%)	23	23.75 - 25	79.45	
Percentage of state administration bodies, independent bodies and LSGU bodies with officials who attended training on managerial accountability (%)	0	0	0	
Percentage of priority objectives from the Action Plan for the Implementation of Government Programmes related to state administration bodies, which were taken into account in preparation of own (mandatory) medium-term plans (%)	0 (2019)	23.75 - 25	23.8	
Percentage of state administration bodies, independent state bodies and LSGUs with managers have attended a training on a single performance management methodology (%)	0	0	0	
Percentage of state administration bodies and independent state bodies which organise and implement training in ethics and integrity for their managers and employees (%)	0	23.75 - 25	81.8	
Number of public administration bodies and other holders of state bodies which/who publish open data on the Open Data Portal (Number)	45 (2019)	57 - 60	83	
Percentage of state administration bodies and LSGU bodies whose employees attended training in open data standards and the Open Data Portal (%)	0	4.75 - 5	8.57	
Percentage of execution of proposed, i.e. instructed measures of inspectorial supervision over the application of the statute on free access to public information (%)	75 (2019)	78.4 - 80	99	
Percentage of execution acts of the Commissioner for information of Public Importance and Personal Data Protection (%)	65 (2019)	63.7 - 65	75.09	
Percentage of executed documents by the Ombudsman (%)	81.43 (2019)	80.33 - 81.97	77.52	

SO7 | Achieving a sustainable budget with stable public debt compared to GDP through better financial management and control, audit process and linking budget planning with Government policies and priorities

INDICATORS AT THE LEVEL OF THE OVERALL OBJECTIVE OF THE PROGRAMME







	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Real growth of the Gross Domestic Product (GDP) (%)	0	5 - 6	7.4	
General government debt-to-GDP (%)	59	58.7 - 59.87	57.1	

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE PROGRAMME













	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Public service delivery performance data (PEFA: 4 - A, 3.5 - B+, 3 - B, 2.5 - C+, 2 - C, 1.5 - D+, 1 - D, 1 - D*)	2.5	-	2.5	
Actual revenues and expenditures of the general government budget at annual level are within the range of 5% of those projected in the fiscal strategy (%) (%)	5 (2019)	5	5	
Average duration of an open procedure (Number)	52	50	48	
Annual cost of public debt servicing (interest payment - net amount) as % of the GDP (%)	1.9	1.9	1.6	
Average number of illegalities and irregularities per control in relation to the total number of controls (Number)	2	2 - 2.2	3.45	
Percentage of accepted and implemented recommendations which an audit body issues to subjects of indirect EU funds management (%)	0	45 - 50	91	
PIFC-related progress identified in the EC progress report on the Republic of Serbia for a specific year (EC's assessment following the General Assessment of Preparedness value scale: 1 - Early stage of preparedness, 2 - Some level of preparedness, 3 - Moderate preparedness, 4 - Good level of preparedness)	3 - moderately prepared	3 - moderately prepared	3 - moderately prepared	
Financial report prepared and presented to the Ministry of Finance of the Republic of Serbia in accordance with Cash Basis IPSAS (Number)	0	0	0	
Number of reviewed audit reports (Number)	194	194.75 - 205	205	

SO8 | Establishment of the local self-government system which enables efficient and sustainable realization of citizens' rights to local self-government

INDICATORS AT THE LEVEL OF THE OVERALL OBJECTIVE OF THE PROGRAMME












	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Compliance of the local self-government system with the key principles of the European Charter of Local Self-Government (Composite scale (1-5))	3	2 - 3	3	
Share of LSG expenditures and consolidated public expenditures in the Republic of Serbia (%)	14.75 (2019)	14 - 15	12	
The capacity of LSGUs to implement the principles of good governance (%)	39 (2018)	40 - 43	47	
Availability and quality of implementation of priority public services by LSG (Composite scale (1-10))	0	not planned for 2021	/	

INDICATORS AT THE LEVEL OF THE SPECIFIC OBJECTIVES OF THE PROGRAMME

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Level of ratification of the European Charter of Local Self-Government (Composite scale (1–5))	3	2 - 3	3	
Average index value in selected areas: 1) accountability; 2) transparency, openness and participation (%)	43 (2018)	45	53	
The share of adopted laws in the total number of adopted laws which concern local self-government to a larger degree, which were prepared with the participation of LSGUs Scale (1–5)	3	2 - 3	3	
Share of LSG tax revenues in total tax revenues in the Republic of Serbia (%)	10.12	10.35 - 10.4	10.1	
Share of capital expenditures in total expenditures of local self-government (%)	15.54 (2019)	15 - 16	17.3	
Share of LSGUs which have adopted medium-term plans (%)	0	not planned for 2021	/	
LSGU capacity for HRM in local administration (%)	51	53 - 56	59.3	
Share of LSGUs which have established inter-municipal cooperation in the total number of LSGUs (%)	27	31	36	
Index to measure availability and quality of services delivered by LSGUs developed (0 – no, 1 – yes)	0	not planned for 2021	/	
Index to measure user satisfaction with services delivered by local self-government developed (0 – no, 1 – yes)	0	not planned for 2021	/	

Management and coordination, communication and visibility

INDICATORS AT THE LEVEL OF THE STRATEGY MEASURES

	Baseline value (2020)	Target value (2021)	Achieved value (2021)	
Number of public policy documents pertaining to PAR, the monitoring results of which are available through the OMT (Number)	1	3	4	
Number of active and trained non-managerial staff working in the sector for European integration and international cooperation (Number)	6	6	10	
Annual operational plan for PAR communication by the Coordination body in place (Number)	0	1	1	
Level of fulfilment of annual operational plans for PAR communication (%)	0	80	80	
Proportion of SABs and LSGUs that publish PAR-related information in a standardised manner on the e-Notice Board (%)	25	50	0	
Total number of trained public relations and human resources management staff in SABs and LSGUs (Number)	0	200	0	
Number of affirmative and neutral posts (feature stories) about the public (Number)	1,178	1,296	1,681	
Presence of PAR topics on institutions' websites and social media pages / profiles (Number)	146	161	290	
Proportion of citizens who are informed about the results of the public administration reform (%)	0	28	29	

RISKS AND MEASURES TAKEN

Horizontally for the implementation of the PAR Strategy

<p>The most important anticipated risks in the previous period are grouped</p> <p>(Appendix 6 of the PAR Strategy)¹¹⁷</p>	<p>Risk mitigation measures taken</p>
<p>Possibility of slowing down reform processes due to lack of human capacities (numerical shortage of employees, sick leave due to Covid-19, lack of analytical capacities, lack of capacities in IT, normative area, etc.)</p>	<p>The risk materialised.</p> <p>Combining work from home for those who are isolated and not sick, developing and using the G2G e-system, combining expert support in areas where there is insufficient capacity, training (especially online training, in conditions of reduced mobility) are just some of the measures which have been undertaken to mitigate the consequences of a lack of human capacity.</p>
<p>Administrative burden on staff due to employee illness</p>	<p>The risk materialised to some extent.</p> <p>The Covid-19 crisis imposed task prioritisation in terms of the number of infected population, including government employees. On the other hand, the crisis has accelerated the use of all existing tools: eSignature, eDocument, eDispatch Office, electronic document exchange. In order to prioritise what to digitalise, the Guidelines for the Prioritisation of Administrative Procedures for Digitalisation have been adopted: https://rsjp.gov.rs/wp-content/uploads/Smernice-za-prioriticiju-administrativnih-postupaka-za-digitalizacije-sa-uputstvom.pdf</p> <p>The process of organisational adjustment and simplification of procedures and proceedings has not been completed. However, there is an upward trend of eliminating unnecessary procedures (in 2021, a total of 344 administrative procedures for businesses were simplified, resulting in total savings of 3,639,889,434 RSD) and digitalisation of procedures (<i>service hub and official data exchange</i>). Also, additional engagement of expert and technical assistance was used.</p>
<p>The practice in the past period of not adopting staffing plans in state administration bodies, since the ban on employment and employment conditioned by available financial resources has been introduced, can jeopardise personnel planning in accordance with real needs.</p>	<p>The risk materialised.</p> <p>Activities for the full development of staffing plans are planned for the period after the termination of employment control (2023 pursuant to Article 27k of the Law on Budget System). In the meantime, activities have been undertaken to strengthen HRM units, i.e. capacity of officers planning staff (see Measure 3.2 HRM). With the support of the GIZ Project entitled "PAR in the Republic of Serbia in the context of EU accession", work has begun on innovating the methodology for personnel planning in state bodies. 13 meetings of the MPALSG and HRMS representatives were held. The Analysis of the implementation of the existing framework of personnel planning in state bodies was prepared, the proposal of the forms of the innovated staffing plan was prepared and the Draft Degree on the Staffing Plan was prepared.</p> <p>In addition, the medium-term plans link, among other reform activities, the identified need to strengthen the capacity of institutions through staffing and medium-term expenditure frameworks. Based on the analysis of institutional capacities, medium-term plans are made, which are the basis for drafting priority areas of financing (FPA) and financial plan proposals, in accordance with the Law on Budget System and the Decree on Methodology for Drafting Medium-Term Plans.</p>

¹¹⁷ Risks are defined at the level of measures and activities in Addendum 6 of the PAR Strategy, but as there is a large number of activities which are not planned for the first year of implementation of the PAR Strategy (in that sense there is no materialisation of risks), and taking into account that a large number of risks are repeated through different measures and activities, in this report risks are grouped into several similar which institutions submitted for the period January-December 2021. The table shows only risks that have fully or partially materialised.

<p>Resistance to professionalisation and depoliticisation, as well as resistance to changes within the system, may make it difficult to change the normative framework that would improve the process of appointment to office by reducing political influence on the civil service system.</p>	<p>The risk materialised to some extent.</p> <p>A “coalition” was formed consisting of political leadership, senior civil servants, HCSC, GS, led by the MPALSG: a Special Working Group (SWG) was established in February 2021 with the task of preparing a draft document determining further directions for the development of this category of civil servants, monitoring the situation regarding the appointment of persons in office, improving coordination and communication between the bodies participating in the implementation of the competition procedure and the appointment of civil servants in office and acting officers. The SWG holds regular meetings at which it monitors the situation regarding the filling of vacancies and informs the Government of the Republic of Serbia about it. Also, the SWG, with the support of SIGMA, began work on the preparation of a policy framework in order to strategically guide and further professionalise senior civil servants in the Republic of Serbia.¹¹⁸</p> <p>In September 2021, the SWG agreed with SIGMA a roadmap for the development of a strategic document, which is expected to be adopted in the second half of 2022, which would establish a strategic basis for taking further steps to further professionalise senior civil servants.¹¹⁹</p>
<p>Retaining young, trained IT professionals can be risky as salaries for IT professionals in the public sector are uncompetitive compared to the private sector.</p>	<p>The risk materialised.</p> <p>In order to strengthen human capacities in the field of ICT, the IT Retraining Programme¹²⁰ is being implemented, which was successfully completed by 2,200 participants. Training for people with disabilities is currently being held in the field of basic principles of programming, WordPress, web programming–JavaScript, as well as web application React.¹²¹ The conditions for the development of innovative ecosystems in the Republic of Serbia continue to improve. A single platform for mass data processing entitled “Smart Serbia” has been established at the State Data Centre in Kragujevac, and at the end of 2021 the first National Platform for Artificial Intelligence, the state-of-the-art supercomputer of high performance, which can be used by all relevant universities, scientific and technological parks and institutes was launched. In order to encourage the use of open data for the development of new services, the first “Open Data Hub” was opened at www.hub.data.gov.rs. Within this platform, a group of experts continuously provides support to networked institutions and individuals who work or want to work with open data. A new Open Data Challenge has been launched—a public call for the creation of innovative solutions based on data available on the Open Data Portal.¹²² Also, in 2021, an international urban-architectural competition was announced for the reconstruction of the former Railway depo building and its adaptation into the Creative-Innovative Multifunctional Centre named “Ložionica”, which will be focused on the development of information technologies, creative industries, innovation and strengthening the knowledge-based economy.¹²³</p>
<p>Failure to reach a political consensus on predictable funding at the local level could slow progress in increasing local self-government revenue and investment.</p>	<p>The risk materialised to some extent.</p> <p>The measures taken are the launch of the Commission for Financing Local Self-Government, through work of which the current way of financing local self-government should be reviewed and, according to the obtained data, a proposal should be made for a possible amendment to the Law on Financing Local Self-Government. The commission started working at the end of 2021, and the first results of its work can be expected only at the end of 2022.</p>
<p>Insufficient and uneven administrative capacity of SABs and LSGUs to implement reforms.</p>	<p>The risk materialised.</p> <p>Conducting constant training sessions for civil servants, managers and employees in SABs and LSGUs (364 training sessions, about 11,000 participants from state bodies and 5,500 from LSGUs), as well as implementation of the same HRM policy at all levels.</p>
<p>Resistance of officers in collecting and analysing data for PPDs, complicating and slowing down the reporting process for PPDs</p>	<p>The risk materialised.</p> <p>Work has intensified on amendments to the Law on Planning System and harmonisation of reporting deadlines for higher and lower hierarchical documents.</p> <p>Adoption of deadlines for data collection of hierarchically lower PPDs for reports of hierarchically umbrella PPDs through specific PPDs in the Government (such as the PAR Strategy), leaving a legal deadline for publishing reports of 120 days from the beginning of the calendar year.</p>

118 The policy framework will determine the effects of the implementation of the existing normative framework and provide proposals for improvement measures, in the areas of their recruitment and selection, from induction and career management, to coordination and communication of all relevant participants in the management of this category of officers.

119 In the first phase of drafting the document, which is underway, SIGMA is working on data collection and building consensus, in the second phase it will prepare a draft document on the policy of persons in office, while in the third phase it will conduct additional consultations before finalising the document.

120 The project was launched at the suggestion of the Council for Innovative Entrepreneurship and Information Technology. The Unemployment Candidates Programme is implemented by the National Employment Service, while the Employment Programme is implemented by the ITE Office.

121 News about that is available at: <https://itobuke.rs/rs/poziv-za-obuku-prekvalifikacije-za-it-za-osobe-sa-invaliditetom-2/>

122 News available at <https://www.ite.gov.rs/vest/6120/do-10-hiljada-dolara-za-najbolje-ideje-zasnovane-na-otvorenim-podacima.php>

123 News available at <https://www.ite.gov.rs/vest/sr/5874/raspisan-konkurs-za-arhitektonsko-urbanisticko-resenje-za-kreativno-inovativni-multifunkcionalni-centar-lozionica.php>



LIST OF ACRONYMS AND ABBREVIATIONS

ACA	Anti-Corruption Agency
AI	Administrative Inspection
AP	Action Plan
AP23	Chapter 23 Action Plan
APIGP	Action Plan for the Implementation of the Government Programme
BRA	Business Registers Agency
BV	Baseline value
CAF	Common Assessment Framework (Quality Management)
CHU	Central Harmonisation Unit
Cont.	Continuous(ly)
COSO	US standard/model for internal control and five interlinked components that comprise internal control: control environment, risk assessment, control activities, information and communication, and monitoring activities.
CPE	Commissioner for the Protection of Equality
CSO	Civil society organisation
CROSO	Central Register of Compulsory Social Insurance
DTASNA	Department for Technical and Administrative Services of National Authorities
EC	European Commission
ERP	Economic reforms programme
EU	European Union
EU IPA	EU Instrument for Pre-Accession Assistance
EUR	Euro
FA	Functional analysis
FMC	Financial Management and Control
GDP	Gross Domestic Product
GIZ	German Corporation for International Cooperation
GS	General Secretariat of the Government
G2B	Government-to-Businesses exchange of services and information between government and businesses
G2C	Government-to-Citizens exchange of services and information between government and citizens
G2G	Government-to-government, exchange of services and information among government services
HCSC	High Civil Service Council
HRM	Human Resource Management
HRMIS	IT system for HRM at HRMS
HRMS	Human Resource Management Service
ICT	Information and communications technologies
ILM	Internal Labour Market
IMF	International Monetary Fund
IMPG	Inter-Ministerial Project Group
IPFC	Internal Public Financial Control
IS	Information system
ISPRWG	Information System for planning and reporting on the work of the Government
IT	Information technology
ITE	Office for IT and eGovernment
LGAP	Law on General Administrative Procedure
LSGU	Local Self-Government Unit
LTA	Local Tax Administration
MEI	Ministry of European Integration

MHMRS	Ministry of Human and Minority Rights and Social Dialogue
MLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
MoF	Ministry of Finance
MoI	Ministry of the Interior
MPALSG	Ministry of Public Administration and Local Self-Government
MTBF	Medium-Term Budgetary Framework
NACS	National Anti-Corruption Strategy in the Republic of Serbia
NAPA	National Academy for Public Administration
NBS	National Bank of Serbia
NES	National Employment Service
NPAA	National plan for adoption of legal acquis of the EU
OECD	Organisation for Economic Co-operation and Development
OGP	Open Government Partnership
OSS	One-stop shop(s)
PA	Public administration
PAP	Public administration principles
PAR	Public Administration Reform
PAR AP	Action Plan for the Implementation of the Public Administration Reform Strategy of the Republic of Serbia
PDIF	Pension and Disability Insurance Fund
PEFA	Public Expenditure and Financial Accountability Assessment
PFB	Public Funds Beneficiaries
PFM	Public Finance Management Reform Programme
PPD	Public Policy Document
PPO	Public Procurement Office
PPS	Public Policy Secretariat
RGA	Republic Geodetic Authority
RIA	Regulatory Impact Assessment
RS	Republic of Serbia
RSD	Serbian dinar
SAB	State administration body(bodies)
SAI	State Auditing Institution
SBS	Sector Budget Support, EU's results-based financing mechanism
SCTM	Standing Conference of Towns and Municipalities
SDC	Swiss Agency for Development and Cooperation
SIGMA	Support for Improvement in Governance and Management (joint initiative of the OECD and the EU)
SKIP	Serbian-Korean Information access centre
SORS	Statistical Office of the Republic of Serbia
TA	Tax Administration
ToR	Terms of reference
TV	Target value
UIS	Unified Information System for Public Policy Planning, Implementation Monitoring, Coordination and Reporting
UNDP	The United Nations Development Programme (UNDP)
USD	American dollar
WB	World Bank



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ЗА ТЕБЕ**

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