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

Co-funded by the European Union

E-Government Development Programme of the Republic of Serbia 2020–2022

and

Action Plan for its implementation

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I INTRODUCTION

The e-Government Development Programme of the Republic of Serbia 2020–2022 (hereinafter: the Programme) is a public policy document (hereinafter: PPD or PPDs) outlining the plan of the Government of the Republic of Serbia for the development of electronic government (hereinafter: e-Government) for the said period. The legal basis for the adoption of the Programme is provided under Articles 14 and 38 of the Law on the Planning System of the Republic of Serbia[1] (hereinafter: the LPS). The Programme will be published on the official website of the Ministry of Public Administration and Local Self-Government (hereinafter: the MPALSG) and the e-Government Portal within seven working days of its adoption.

The decision to plan public policy measures for the development of e-Government in a form of this Programme, as a specially designated PPD prescribed in Articles 14 and 15 of the LPS, was adopted based on an analysis[2] of the most adequate formats to the purpose. The Programme has been divided into sections and structured in accordance with the Regulation on the Methodology of Public Policy Management[3] (hereinafter: the Regulation), systematically presenting the plan for the development of e-Government for the duration of the Programme.

The Programme envisages public policy measures which may have a significant impact on the functioning of the entire public administration which must follow the Law on e-Government[4]. It will also affect all citizens and businesses. For this reason, during the preparation of the Programme, an impact assessment of the public policy measures was carried out in accordance with the LPS and the Regulation. A report was drawn up based on the results of this assessment.[5]

In planning the public policy measures, efforts were made to ensure that the Programme was in line with the objectives set in the Public Administration Reform Strategy in the Republic of Serbia[6] (hereinafter: the PAR Strategy), as well as continuity in the implementation of the e-Government development measures defined under the e-Government Development Strategy in the Republic of Serbia 2015–2018[7] (hereinafter: the e-Government Development Strategy). There was no initiative for the development of the Programme as such. The reason for developing the Programme was the expiration of the e-Government Development Strategy.

Prior to the commencement of the Programme drafting, an *ex-post* assessment of the results of the e-Government Development Strategy was carried out as per the obligations under the LPS. Considering that the e-Government Development Strategy was adopted before the Law and the Regulation came into force, it could not be harmonised with the subsequently prescribed methodology. The results of the assessment are presented in the Report on the Detailed *Ex-post* Impact Assessment[8], and summarised in Section **IV *Ex-post* Impact Assessment of the e-Government Development Strategy** below. This section highlights the methodological innovations used in the Programme development.

Other examples of careful consideration having gone into the Programme development include: ensuring the Programme was consistent with other applicable PPDs, as well as compliant with international legal commitments. Two

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[1] The Law on the Planning System of the Republic of Serbia (*The Official Gazette of the Republic of Serbia*, No. 30, 20 April 2018).

[2] The *E-Government Development Public Policy Document 2020–2022: Planning, type and format – Analysis and Recommendations* covers the planning of the public policy document – and proposes the type and the format of the document –, which would be used for planning the development of e-Government in the period 2020–2022. This analysis was conducted with support from the EU-funded project: *Support to Public Administration Reform under the PAR Sector Reform Contract*.

[3] Regulation on the Methodology of Public Policy Management, Policy and Regulatory Impact Assessment, and Content of Individual Public Policy Documents (*The Official Gazette of the Republic of Serbia*, No. 79/2019).

[4] Article 1, paragraph 1 of the Law on e-Government (*The Official Gazette of the Republic of Serbia*, No. 27/18) applies to state bodies and organisations, bodies and organisations of provincial autonomy, bodies and organisations of LSGs, institutions, public companies, special bodies through which the regulatory function is exercised and legal and natural persons entrusted with public powers.

[5] The *Report on the Ex-ante Impact Assessment of the Programme* was prepared with support from the EU-funded project: *Support to PAR under the PAR Sector Reform Contract*.

[6] Public Administration Reform Strategy in the Republic of Serbia (*The Official Gazette of the Republic of Serbia*, Nos. 9/14, 42/14 – correction).

[7] E-Government Development Strategy in the Republic of Serbia 2015–2018 (*The Official Gazette of the Republic of Serbia*, No. 107/15).

[8] *The Report on the Detailed Impact Assessment of the e-Government Development Strategy in the Republic of Serbia 2015–2018* was prepared with support from the EU-funded project: *Support to Public Administration Reform under the PAR Sector Reform Contract*.

important analyses were conducted in the first stage of the Programme development: analysis of the applicable PPDs relevant to the development of e-Government[9], and analysis of regulations affecting the development of e-Government in the Republic of Serbia[10]. Their results have been summarised in Section **V Planning documents and legal framework relevant to the Programme**. The results have served to determine the Programme's correlation with other relevant planning documents and the legal framework. In terms of legal obligations, great efforts went into planning measures and activities by way of which obligations stemming from statutes which were key to the development of e-Government would be met, namely the Law on e-Government, the Law on General Administrative Procedure[11] and the Law on e-Commerce[12].

The first stage of the Programme development also included an analysis of the state of the development of e-Government in Serbia[13] to help identify the possibilities for improvement and prioritise further e-Government development. An analysis of comparative practices and Serbia's ranking in the field of e-Government on international competitiveness lists was also conducted[14]. The purpose of this analysis was to facilitate the adoption of the best international practice in e-Government implementation as well as to identify ways to improve Serbia's ranking on international competitiveness lists. Section **VI Current state of the e-Government in the Republic of Serbia** outlines the results of the two analyses and presents the state of e-Government development at the time the Programme was drafted.

Section **VII Defining the desired change** describes the desired state of Serbia's e-Government and its development, and Section **VIII Programme objectives** defines the desired objectives of e-Government.

As the Programme was intended for the planning of the electronic dimension of public administration development, the possibility of defining the Programme's overall objective in accordance with the PAR Strategy needed to be considered. It was found that e-Government development within the PAR Strategy was not planned under a specific objective. Rather, the measures involving e-Government development were planned under various specific objectives of the PAR Strategy. Therefore, none of those specific objectives could be taken over as an overall objective of the Programme. Instead, the Programme's overall objective had to be defined as a part of the overall objective of the PAR Strategy, focusing on the e-Government development. Because the overall objective of the PAR Strategy has been defined as: *further enhancement of the public administration operations in line with the principles of European Administrative Space, i.e. providing high quality services to citizens and economic actors as well as creating such public administration in the Republic of Serbia that will significantly contribute to economic stability and quality of living standard of citizens*, the overall objective of the Programme had to be defined as: *Developing an efficient and user-centric government in a digital environment.* The latter enables the public policy planning to focus on the development of an efficient administration, as a service to citizens, through the establishment of electronic services, which is a generally accepted principle of public administration development in all modern administrative systems.

Specific objectives of the Programme have been defined in accordance with the current state of e-Government development, focusing on the key changes to be achieved during the implementation of the Programme. The specific objectives are: 1) *Development of e-Government Infrastructure and ensuring interoperability;* 2) *Improvement of legal certainty in the use of e-Government;* 3) *Increase accessibility of citizens and businesses to e-Government by improving client service;* and 4) *Open data in public administration.* Measures aimed at achieving the specific objectives have been formulated as specific results that have to be attained. The measures have been broken-down into activities which have been described in detail in the Programme's Implementation Action Plan. Implementing institutions have been assigned

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[9] This *Preliminary Ex-post Analysis of the e-Government Development Strategy 2015–2018 and Other Public Policy Documents relevant to e-Government Development* was conducted by the National Alliance for Local Economic Development (hereinafter: NALED) consultants under the project: *e-Government Development Programme* – UNDP.

[10] The *Primary Ex-post Analysis of the Regulations Affecting the Development of e-Government in the Republic of Serbia* was conducted by NALED consultants under the project: *e-Government Development Programme* – UNDP.

[11] Law on the General Administrative Procedure (*The Official Gazette of the Republic of Serbia*, No. 18/2016–10).

[12] Law on Electronic Document, Electronic Identification and Trust Services in Electronic Business (*The Official Gazette of the Republic of Serbia*, No. 94/2017–9).

[13] The *Analysis of the Current State of e-Government in the Republic of Serbia*: *Results of the Consultation Process* was prepared by NALED consultants under the project: *e-Government Development Programme* – UNDP.

[14] *International competitiveness lists in the field of e-Government*, an analysis done by NALED consultants under the project: *e-Government Development Programme* – UNDP.

to all measures and activities, i.e. institutions responsible for their implementation and for securing the necessary funding. Indicators of achievement for all objectives and measures have also been defined. These indicators should enable the efficient monitoring of the implementation of the Programme and its Action Plan, and reporting in accordance with the LPS.

Measures which are to help achieve the specific objectives of the Programme are detailed in Section **IX Programme measures**. They have been formulated as answers to how the desired changes would materialise, i.e. how the objectives would be achieved, and in even more detail as the desired results of specific objectives' implementation. An estimated cost per measure has been presented, including an assessment of the impact of their execution on the budget. Performance indicators have been attributed to each measure.

The Programme also contains other elements, such as those prescribed in Article 56 of the Regulation. Section **X Developing a system of monitoring results** summarises the obligations of reporting on the implementation of the Programme and the monitoring of that implementation. The specificity of the reporting mechanism lies in the fact that the lead organisations responsible for the implementation of the Programme and the Action Plan measures and activities are positioned cross-sectorally. This prompted the Government of the Republic of Serbia to establish the e-Government Coordination Council[15] (hereinafter: the Coordination Council), giving it an important role in drafting the Programme.

During the Programme development, an all-encompassing consultation process was conducted. The process is discussed in more detail in Section **XI Conducted consultations**.

Numerous measures of the Programme aim at improving the legal framework for the smooth development of e-Government. The corresponding activities have been presented in the Action Plan for the implementation of the Programme. The regulations which ought to be amended and to what extent have been listed in Section **XII Regulations to be amended.**

The MPALSG is responsible for the development of the Programme. Its main partner will be the Office for Information Technology and e-Government (hereinafter: the ITE Office). The Ministry of Justice has played a crucial role in the planning of measures for specific objective 2 of the Programme – *Improvement of legal certainty in the use of e-Government*. Significant support in the development of the Programme in accordance with the methodological rules prescribed by the Law and the Regulation has been equally provided by the Public Policy Secretariat of the Republic of Serbia (hereinafter: the Public Policy Secretariat) which is responsible for the compliance of PPDs with those regulations. Other relevant ministries as well as universities and the non-governmental sector – mostly through their representatives in the Coordination Council –, have been involved in the Programme development process.

However, the leading implementers of measures and activities under the Programme and the accompanying Action Plan are the ITE Office and MPALSG. More specifically, they have been assigned to measures and activities planned under the specific objective 1 – *Development of e-Government infrastructure and ensuring interoperability*, and the specific objective 4 – *Open data in public administration*. Owing to their cross-sectoral character, measures and activities under specific objectives 2 and 3 have been assigned to multiple lead institutions, i.e. implementers.

II RULES AND PRINCIPLES OF THE PROGRAMME

The Programme has been designed and is to be implemented in line with the following principles:

1. The Principle of Gender Equality and Social Inclusion;
2. The Principle of Equality and Non-discrimination;
3. The Principle of Emerging Technologies Development;
4. The Principle of Environmental Protection;

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[15] Decision on the Establishment of the e-Government Coordination Council (*The Official Gazette of the Republic of Serbia*, No. 104/17).

5. The Principles arising from the United Nations Sustainable Development Goals;
6. The Principles arising from the General Data Protection Regulation – GDPR, and
7. Principles arising from the strategic framework established within the European Union (hereinafter: the EU) and the European Commission's regulations on e-Government.

The development of e-Government within this Programme has been planned in a way that information systems, platforms, software and complete infrastructure used by the public administration should enable equal access to all users irrespective of their gender, sex, age, race, religious or political beliefs, sexual orientation, affiliation with a national or ethnic minority, property or any other ground of discrimination, provided that the person has a computer and a stable Internet connection.

The Programme contains public policy measures aimed at ensuring social inclusion. This means that all the opportunities offered by innovative technologies will be available to everyone, which should help overcome economic and social disparities over time. This also means that the availability of e-Government services has to be evenly available nationwide.

The measures also echo the principle of development of emerging technologies. The Programme bases PAR around the idea that taking advantage of emerging technological solutions would enable economic development, bring budget savings and improve the level of service provision to citizens and businesses. The aim is to create and to develop new public administration services in view of the possibilities offered by technologies, such as artificial intelligence, the so-called machine learning, deep learning, 'the Internet of things', digital governance, quantum computing, etc.

The principle of environmental protection is one of the basic principles of the Programme, since the development of e-Government has been based on the gradual elimination of the use of paper. Similarly, the integration of information systems into shared ICT capabilities and the use of virtualisation technologies should reduce the power consumption required to use a computer.

The implementation of the Programme, with its emphasis on increased efficiency for citizens and businesses as service users in the new digital environment, is fully compatible with the United Nations Sustainable Development Goals – the universal call to action to eradicate poverty, to protect the environment and to ensure peace and prosperity for all citizens. The principle of data protection has also been incorporated into the Programme to ensure a) full reliability of the e-Government, in that the identities of the e-Government service providers and users are true and verifiable through a two-factor authentication, and their personal data are protected and not disclosed to third parties or processed without authorisation or distributed or shared with third parties, and b) full transparency of e-Government in that its users may at any time check the status of their applications.

On 28 June 2017, the Prime Minister stated that accession to the EU has been Serbia's main strategic objective. The Republic of Serbia accepts the EU *acquis* in the field of e-Government and will be in a position to fully implement it by the time it gains EU membership. To this end, the Republic of Serbia seeks to fulfil all its obligations with regard to the gradual harmonisation of its legislation as part of the EU negotiations.

III ESTIMATED COST OF PROGRAMME IMPLEMENTATION

The Programme will be funded out of the state budget and donor projects. Funds for implementing certain activities planned for 2020 have been secured with the adoption of the Law on 2020 State Budget, i.e. budget appropriations have been made. Other activities will be funded with loans, i.e. through donor agreements between donor organisations and institutions responsible for the implementation of the subject activities. Activities not funded out of the state budget or through donor agreements have been identified as such, and are be deemed 'conditional' under Article 58, paragraph 1, sub-paragraph 4, point 3 of the Regulation.

Specific objective 1 – *Development of e-Government infrastructure and ensuring interoperability*

Funds for the implementation of the specific objective 1 of the Program are provided primarily from the EDGe project whose amounts are publicly available and can be accessed at the following link: Enabling Digital Governance funds. (hereinafter: the *EDGe* Project). The cost will be covered predominantly by the *EDGe* Project, then the *Digital Transformation* Project, then the *Real Estate Management Project of the Republic of Serbia* Project funded through a World Bank loan, and finally the state budget.

The estimated cost for 2020 is 3,395,834,000 RSD which, too, is covered by the projects mentioned and under the state budget, in addition to the UNDP donations and the EU donations (IPA 2013). The estimated cost for 2021 is 657,880,000 RSD, and 325,700,000 RSD for 2022. These costs are covered by the *Digital Transformation* Project, the *Real Estate Management of the Republic of Serbia* Project, and the State. Implementing measures and activities under specific objective 1 for the entire three years of the Programme, which have not been budgeted for, would cost additional 771,700,000 RSD.

Specific objective 2 – *Improvement of legal certainty in the use of e-Government*

The implementation of measures and activities under specific objective 2 does not require a lot of additional funding. The staff whose jobs will be to work towards the achievement of this objective will receive their salaries out of the state budget. Only a portion of the funds required will be covered by the *EDGe* Project, specifically for the implementation of measures 2.5 – *Improving the legal framework and practice of using e-Signatures and e-Seals within public administration* and 2.6 – *Improving delivery in e-Government.* Implementing conditional measures and activities would cost additional 30,200,000 RSD. An amount of 3,000,000 RSD has been allocated for the implementation of the Judicial Academy's activities in 2021.

Specific objective 3 – *Increase of e-Government accessibility to citizens and businesses by improving client service*

The cost of implementing measures and activities falling under specific objective 3 has been estimated at 28,300,000 RSD (year 2020), and 12,850,000 RSD (year 2021). The main funding will come from the *Digital Transformation* Project, the *Good Governance Fund* and, to a lesser degree, the state budget. Additional funding has been secured from the *EDGe* Project. Implementing conditional measures and activities would cost additional 27,000,000 RSD.

Specific objective 4 – *Open data in public administration*

Implementing certain measures and activities falling under specific objective 4 either does not require funding (civil servants will receive their salaries out of the state budget) or the necessary funding has not been secured (estimated at 906,500,000 RSD).

Total cost of the Programme implementation

The total cost of the Programme implementation for the three years, excluding the 'conditional measures and activities, is 4,407,864,000 RSD. The main funding has been largely secured through on-going projects. Additional funds have been secured through the *EDGe* Project (the amounts concerned are publicly available; click here to read more) and the *Digital Transformation* Project.

IV *EX-POST* IMPACT ASSESSMENT OF THE E-GOVERNMENT DEVELOPMENT STRATEGY 2015–2018

The results of the Detailed *Ex-post* Impact Assessment of the e-Government Development Strategy have been presented in a report[16] (hereinafter: the *Ex-post* Assessment Report).

By adopting the e-Government Development Strategy for the first time, back in 2015, the Government systematically established public policies in the area of e-Government development, as an important dimension of public

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[16] The *Report on the Detailed Impact Assessment of the e-Government Development Strategy in the Republic of Serbia 2015–2018* has been prepared with support from the EU-funded project: *PAR support under the PAR Sector Reform Contract, Republic of Serbia,* funded by the EU.

administration development in the Republic of Serbia. At the time, the Republic of Serbia was far behind the EU countries in e-Government development. The very act of adopting the Strategy suggested a commitment to dealing with the issue. Bearing in mind that the e-Government Development Strategy and the accompanying action plans were adopted when there were no prescribed standards for drafting public policy or planning documents[17], it is not surprising that those documents have methodological shortcomings which have made it difficult to monitor and to evaluate their implementation.

Although the e-Government Development Strategy set clear overall and specific objectives, as the building blocks of planning, it failed to establish a clear link between them. In addition, performance indicators were not defined in accordance with international practice, which made it difficult to evaluate the results of the e-Government Development Strategy, or to consider the impact of the Strategy on the reached state of e-Government development in Serbia. In order to overcome the aforementioned issues and to conduct an adequate evaluation of the effects of the e-Government Development Strategy, the overall and the specific objectives were redefined during the *Ex-post* Impact Assessment, with due consideration of the measures and the activities presented in the e-Government Development Strategy and action plans. The accomplishment of those objectives was then evaluated in accordance with methodologically accepted performance indicators. Internationally accepted indicators were used as performance indicators, where possible.

The main shortcoming of the Action Plan 2015–2016 was that the accompanying activities did not refer to measures but directly to specific objectives. Therefore, performance indicators for measures could not be defined properly, and performance indicators were linked to the implementation of only some of the activities. This approach had made it impossible to assess independently the effects at the level of measures. As a result, it was difficult to determine the overall impact of Action Plan 2015–2016 on the development of e-Government without redefining the performance indicators, despite the fact it had been largely implemented (80% of activities, i.e. measures fully or partially implemented).

During the implementation period of the e-Government Development Strategy, Action Plan 2017–2018 – which the Government never formally adopted – was drafted and implemented. It had very positive effects on the development of e-Government. This was mostly due to it having been more detailed and more suitable for an efficient implementation and subsequent monitoring – a direct result of effective consultations during the drafting period. Also, the structure of Action Plan 2017–2018 was different from the Action Plan for the earlier period.

Nonetheless, the absence of a clear hierarchy and a link between the groups of measures, individual measures and activities envisaged by the Action Plan 2017–2018 and the measures and objectives set by the e-Government Development Strategy has made it difficult to assess the true impact of the Strategy. The conducted analysis of the implementation of the Action Plan 2017–2018 implementation could only show that 35.7% of the activities were implemented in full, 15.7% in part and 44.3% of activities were not implemented at all, and that 3 activities were cancelled.

Looking at it numerically, the result of the Action Plan 2017–2018 impact assessment and, thus, the e-Government Development Strategy, is not impressive. However, an evaluation of the effects based on the indicators redefined in accordance with the LPS, the Regulation and best international practices as well as the involvement of all of the lead institutions would suggest that the impact has been much greater than the evaluation based on the planning elements from the Action Plan itself shows.[18] Namely, the *Ex-post* Assessment Report stated that the optimal performance indicator for the overall objective of the e-Government Development Strategy would be the United Nations e-Participation Index[19]. According to this indicator – which measures the level of satisfaction of public service users –,

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[17] The National Assembly of the Republic of Serbia adopted the LPS in April 2018 and the Government adopted the Regulation in February 2019, thus only completing the legal framework governing public policy planning in early 2019. Consequently, the e-Government Development Strategy impact assessment has not been binding. The purpose of the reform then was to establish a regulatory framework for public policy planning in the Republic of Serbia, which would allow for a consistent, coordinated, realistic and responsible planning. These were the circumstances at the time: there were over 100 valid strategies which, by default, were neither consolidated or – as was often the case – enforceable, primarily because the planning did not take into account financial and administrative capabilities and constraints.

[18] The *Report on the Detailed Impact Assessment of the e-Government Development Strategy in the Republic of Serbia 2015–2018* was prepared with support from the EU funded project: *Support to Public Administration Reform under the PAR Sector Reform Contract*.

[19] E-Participation Index – United Nations*,* available at *https://publicadministration.un.org/egovkb/en-us/Data-Center*, evaluates the use of electronic services by which public administration provides information to citizens (*e-information sharing*), the interaction with stakeholders, i.e.

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Serbia's international ranking improved by 33 places (from 81st place to 48th place) between 2015, when the e-Government Development Strategy entered into force, and 2018, when it expired. On the other hand, the analysis also showed that Serbia dropped in the rankings between 2016 and 2018 (from 17th to 48th place) as a result of reforms implemented by other countries. Thus, it is necessary to plan measures within the Programme which would reverse this trend.

	2018	**2016**	**2014**	**2012**	**2010**	**2008**
Place	48	17	81	60	135	116

The optimal performance indicator for the evaluation of the e-Government infrastructure development, through the establishment of new electronic services on the e-Government Portal and other portals, would be the Online Service Index (hereinafter: OSI)[20]. Evaluation in accordance with this indicator confirms Serbia's significant progress in the field of e-Government development, with the index value having increased from 0.3937 to 0.7361 between 2014 and 2018.

The Global Open Data Index[21] is the optimal performance indicator for the evaluation of the establishment and the development of an open government, i.e. specific objective 4 of the Programme. Evaluation in accordance with this indicator shows that during 2016/2017, Serbia had a score of 41% out of a possible 100%, sharing 41st place with Israel on the list of 94 countries. In 2014, Serbia ranked 48th with a score of almost 42%, indicating that Serbia had made little progress compared to other countries. Therefore, it is extremely important to envisage measures within the Programme that will help achieve progress against the standards of the Global Open Data Charter.

In light of the above evaluations, it could be argued that the *Ex-post* Impact Assessment of the e-Government Development Strategy has shown that the Republic of Serbia did significantly improve the e-Government in the course of the e-Government Development Strategy validity period.

The *Ex-post* Assessment Report also indicated that some of the planned measures, i.e. activities[22] at the time of the evaluation were not implemented or were not fully implemented. The Report suggested incorporating those measures, i.e. activities into this Programme. The following table shows which of those activities have been incorporated into the Programme.

Table 1 – e-Government Development Strategy measures and activities incorporated into the Programme

E-GOVERNMENT DEVELOPMENT STRATEGY MEASURES AND ACTIVITIES INCORPORATED INTO THE PROGRAMME			
No.	Title	Incorporated into the Programme	
1	Building the second Data Centre in the Republic of Serbia[23]	YES continued	1.1

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anyone interested in accessing those services online (*e-consultation*), and the users' involvement in decision-making and policy-making. It is measured biennially.

[20] Online Service Index – United Nations, available at *https://publicadministration.un.org/egovkb/en-us/About/Methodology*. This Index measures the coverage and the quality of electronic services as presented on national e-government portals and the websites of the most relevant ministries.

[21] The Global Open Data Index measures the availability of 15 different data sets, their accuracy, data format and the capability of obtaining data. The methodology is based on a study of the fulfilment of principles from the Global Open Data Charter. This Index is published annually by the Open Knowledge Network.

[22] The terms "measure" and "activity" have been used interchangeably. Depending on the context, the reference is sometimes made to a measure (e.g. establishing the second Data Centre, establishing electronic office operations, etc.), and sometimes an activity (e.g. abolishing the obligation of parties to provide a proof of payment, establishing a separate body for e-Government coordination at the level of local self-governments) or a group of activities which can be formulated both as a separate measure and as a part of an activity within a single measure (e.g. Training citizens to use the e-Government Portalor Establishing and publishing a national register of trusted service providers – the *Trusted List*, and such).

[23] Currently, there is only one data centre in Belgrade which addresses the need to store existing register data. Its capacity is insufficient to further develop e-Commerce in public administration bodies. To increase the overall capacity, it is necessary to build a new data centre. Initial steps were taken during the previous cycle.

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2	Establishing electronic office operations[24]	YES continued	1.3
3	Regular training in electronic services for civil servants and citizens[25]	YES	1.8
4	Establishing a coordinated use of IT resources by assigning a single body to work on creating, maintaining and managing the national cloud, as well as provide continuous training for employees[26]	YES	1.8.8
5	Improving the legal framework on e-Commerce in public administration bodies[27]	YES continued	2.1
6	Establishing and popularising a unified way of identifying e-Government users[28]	YES	3.1.3
7	Abolishing the obligation of the parties to provide a proof of payment[29]	YES	3.1.5
8	Enabling electronic archiving and long-term storage of business records (a group of measures)[30]	YES continued	1.3
9	Opening data generated in the course of public administration operations (a group of measures)[31]	YES continued	4.1; 4.2; 4.3; 4.4
10	Establishing a special body for the coordination of e-Government at the level of local self-governments (hereinafter: LSGs)[32]	YES modified	1.8.9
11	Establishing a central electronic system for collecting data from citizens on the quality of services provided by the state administration[33]	YES modified	3.3.3
12	Raising awareness about the importance of opening data and encouraging the use of open data[34]	YES	4.3

[24] Office operations in Serbia's public authorities are currently regulated by two separate regulations However, office operations best be regulated under one one regulation which would prioritise electronic over the standard analogue model of office operations. When planning this measure, the focus should be on facilitating full electronic conducting of administrative proceedings, from receiving submissions, to filing cases in the e-register office and working on the cases, to delivering documents to the parties to the proceedings, to conducting second-instance administrative and court proceedings.

[25] As e-Government will not be fully in place and operational for a number of years, it will be critical to continue training public administration staff to work in the electronic environment and to interact electronically with other public authorities, citizens and businesses. Such training – whether by online graphic presentations and video tutorials or in person – should also be made available to citizens and others who may need it.

[26] This measure is primarily aimed at developing and managing the human resources who would be hired to work on the maintenance and the upgrading of public administration IT systems. This work would either be outsourced or handled by a single body depending on a detailed analysis of available options *vis-à-vis* the existing shortage of IT staff in the public administration and the need to establish interoperable IT systems.

[27] This measure implies the adoption of regulations that were planned but not adopted in the previous cycle.

[28] Minimum levels of authentication should be defined. The recommendation is to establish them at a central level to avoid having different local self-governments prescribe different levels of authentication for the same service. Electronic administrative procedures are currently operated at a high level of authentication. This is not optimal from the point of view of service provision, especially when lower level authentication would suffice for some of the procedures.

[29] It is necessary to prohibit a public administration body from requesting a proof of payment, i.e. fees for provided public services. Such a prohibition could be prescribed by an amendment to the Law on Budget System, the Law on Republic Administrative Fees and/or the Law on e-Government. In practice, payment verification could be performed through an online payment procedure (as a separate, final step of submitting the request electronically) or by providing the payees with a bank payment reference number which could be easily searched , i.e. cross-checked with the payees' name and the case or file number.

[30] Amendments to the regulation should allow for the storage and the archiving of all documents in an electronic form, regardless of the form in which they were originally created, unless the original is of cultural or historical significance.

[31] This measure should be incorporated into the next e-Government Development Programme, but in a way that would continue improvements to the Portal. The suggestion is to improve the data that is published on the Portal by increasing the number and the types of datasets, and by regularly updating them so that the idea of open data would not lose its purpose.

[32] This body should have been established in order to better coordinate e-Government reform activities. Implementation indicator in the Action Plan 2015−2016 was set with the idea to create a body of 12 members. However, it was not specified whether the members of the coordinating body are intended to be representatives of 12 special units of LSGs or the representatives of ministries. In addition, the question arises to what extent non-public entities, such as civil society organisations, should be included in the coordination body.

[33] This is one of the key measures which was not implemented through the Action Plan 2015−2016, but should provide data for measuring the quality of electronic services provided to citizens. Obtaining this data is critical if progress in the quality of public service delivery is to be measured effectively. There is a survey available on the portal *http://www.dobrauprava.rs*, which, *inter alia*, contains a question about the quality of electronic services (answers offered being *excellent*, *good*, *neutral*, *bad*, *very bad*). However, no data or results are available yet. The measure ought to be reviewed to reflect the need for the portal upgrading and making the survey on the quality of specific electronic services simpler and user-centric.

[34] In the context of open administration, promoting the use of data for research and other purposes should make all stakeholders aware of the possibility of using the publicly available datasets. Otherwise, making data available on the open administration portal would have no meaning.

V   PLANNING DOCUMENTS AND LEGAL FRAMEWORK RELEVANT TO THE PROGRAMME

A   PLANNING DOCUMENTS RELEVANT TO THE DEVELOPMENT OF E-GOVERNMENT

For the purpose of developing the Programme, an analysis of the e-Government Development Strategy 2015–2018 and other PPDs relevant to e-Government development[35] was conducted. This analysis was to ensure consistent and coherent e-Government policy planning. It entailed PDDs which were used to plan measures and activities estimated to have an impact on the development of e-Government.

The results showed that the relevant PPDs had mostly not been developed in accordance with the methodology rules prescribed by the LPS and the Regulation. This was expected since they were developed before the two regulations were adopted. Overall, those PPDs contain too many objectives, and the distinction between some of the objectives is unclear. Measures and activities are intertwined, and the types of measures are largely undetermined. Performance indicators were either not quantified or inadequate due to the specific nature of the measures or the definition of objectives. Consequently, the task of evaluating the implementation of the relevant PPDs was very difficult, if not impossible.

Furthermore, different PPDs contained similar objectives, yet different and sometimes contradictory measures. In several PPDs, there are measures and activities related to:

- the adoption of the Law on e-Government and accompanying by-laws;
- the development of ICT infrastructure – Government Service Bus, various information systems, e-Desk systems and electronic services of public administration, independent software infrastructures, portals, etc.;
- the implementation of the Metaregister and centralised registers and records under the jurisdiction of different holders of public authority;
- setting standards for various electronic data exchanges;
- more efficient conveying of information about e-Government;
- improvement of payments related to electronic services, etc.

Similarly, the measures planned are often complementary but not coordinated, effectively undermining the principle of cost-effectiveness of the Serbian planning system. Other measures were found to be contradictory, thus violating the principle of consistent planning. These two principles being the key principles prescribed by Article 3 of the LPS make it clear that Programme measures would need to address these problems. This approach would ensure a unified and a methodologically balanced planning of e-Government development in the upcoming period.

The analysis also included an evaluation of the implementation of the measures and activities relevant to the development of e-Government, which was primarily based on the data received from bodies responsible for their implementation, but also from other sources. The titles of some measures were revised as per the methodology rules of the LPS. In some cases, the titles were merely specified or made clearer. In cases where the measures had been defined at the activity level, they were combined at the level of a single measure. Moreover, the analysis questioned whether a specific measure should be incorporated into the Programme or not, and why. The titles of the measures, the status of their implementation and the respective recommendations were presented in a table which has since been incorporated into the Programme. This table (Table 2 below) has been updated to reflect the latest status of implementation of the relevant PPD measures. Table 2 offers brief explanations about the implementation of each measure of the e-Government Development Strategy which has been incorporated into the Programme (see Table 1 above). Applying the

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Therefore, in order to raise awareness about the importance of disclosing data and encouraging the use of open data, various informative educational measures, from promotions in the media and training of public administration employees, to introducing open data as a subject in the curricula of the formal education system and state exam preparation courses.

[35] The *Primary Ex-post Analysis of the Regulations Affecting the Development of e-Government in the Republic of Serbia* was conducted by NALED consultants under the project: *e-Government Development Programme* – UNDP.

methodology used in the analysis, the status of each measure has been described as: *partially implemented*, *in progress* or *not implemented*.

Table 2 – PPD measures relevant to the e-Government development

PPD	Measure title	Status of implementation	Incorporated into the Programme
PPD MEASURES RELEVANT TO THE E-GOVERNMENT DEVELOPMENT			
PAR Strategy in the Republic of Serbia (*The Official Gazette of the Republic of Serbia*, Nos. 9/14, 42/14, 54/18);	1) Establishing a mechanism for electronic exchange of data from official records between authorities	Implemented	
	EXPLANATION: This measure was implemented with the establishment of the Government Service Bus or, the so-called, e-ZUP.		
	2) Organisational and functional restructuring of public administration by implementing measures for the optimisation of public administration in terms of the work processes, the organisational structures, the number and the purpose of institutions, and the number of employees, by 2020	Partially implemented	YES modified 1.3 and 1.4
	EXPLANATION: Introduction of e-Government allows for work process optimisation inside every public administration body, depending on its organisation, technical capacity and human resources.		
	3) Setting-up a Metaregister	In progress	YES 1.5.2
	EXPLANATION: Setting-up a Metaregister is essential for the establishment of electronic services and interoperability of systems of different registers and records. The reason for incorporating this measure into the Programme: to develop the measure further.		
	4) Establishing electronic registers and records	Not implemented	YES 1.6
	EXPLANATION: The purpose of the Programme is, *inter alia*, to plan the development of electronic services and registers in more detail. Activities aimed at improving some of the registers have not been incorporated into the Programme (e.g. the Register of Residential Communities and the Register of Births). However, other activities are being conducted to establish a Central Population Register because the implementation of this measure will affect the achievement of the specific objective 3 of the Programme.		
	5) Building the National Geospatial Data Infrastructure (NGDI)	In progress (to be implemented by Q2 2020)	NO
	EXPLANATION: Although generally very important, this measure concerns a specific, different dimension of public sector development. Since the measure does not impact or depend on the implementation of other Programme measures, it has not been incorporated into the Programme.		
	6) Building the capacity of LSGs to introduce e-Government	In progress (to be implemented by Q4 2020)	YES 1.8.9
	EXPLANATION: This measure is primarily focused on the development of local self-government units (hereinafter: the LSGUs) electronic service, and training and mentoring support. The measure is crucial for the implementation of e-Government at the local level, which is why certain segments of the measure have been incorporated into the Programme. The measure is being developed further through various activities under measure 1.8.		
	7) Improving the financial management system and controlling the use of public funds, and internal audit	In progress	NO
	EXPLANATION: This measure is about a specific dimension of public sector development and it		

	does not impact or depend on the implementation of other Programme measures.		
	8) Improving administrative procedures and ensuring that actions of state and public administration bodies and organisations in deciding on the rights, the obligations and the legal interests of citizens and other entities comply with the principles of good governance.	In progress	YES 3.5
	EXPLANATION: The important part of the measure which has been incorporated into the Programme concerns the adoption of a regulation on the one-stop-shop administrative service. The part of the measure which defines activities related to the services provided to the Chamber of Public Enforcement Officers has not been incorporated into the Programme since it does not impact or depend on the implementation of other Programme measures.		
	9) Inspection and quality control reform, and securing better protection of public interest, while reducing administrative costs of inspection and increasing legal certainty for those subject to inspection control	Partially implemented	YES 2.2
	EXPLANATION: This measure is about the inspection reform in general. The measure has been taken over and further developed by the Programme to the extent that it may impact the development of e-Government, e.g. activities establishing electronic service quality inspection and control – this being a separate measure under the Programme.		
	10) Introducing and promoting mechanisms for public services quality assurance	Partially implemented	YES modified 4.3
	EXPLANATION: This measure concerns the establishment of the Serbian–Korean Information Access Centre (hereinafter: the SKIP Centre). The measure is being implemented successfully; the SKIP Centre is fully operational. However, the Programme envisages additional training and open management measures which will be partially implemented by the SKIP Centre. The part of the measure which foresees the preparation of a feasibility study about the public administration using blockchain technology and a pilot project has not been implemented. Without this study – which would clearly indicate where the technology would be used –, the Programme could not include any activities to that effect. The planning of such a measure has been postponed until the next planning period or for another planning document.		
	11) Improving conditions for the participation of the interested public in the public administration operations while increasing the availability of information about public administration operations and public finances.	In progress	YES Specific objective 3
	EXPLANATION: This measure focuses on increasing transparency and data opening in the public administration. The Programme emphasises the importance of open(ing) data, and a number of measures have been planned under specific objective 4 – *Open Data in public administration*. As for increasing transparency of the public administration operations, the suggested activities are essentially planned around new electronic services and the establishment of a unified Public Register of Administrative Procedures. The procedures would be automatised for the most part and less susceptible to arbitrary decisions of staff or uneven practice. This would enable service users to follow the course of the procedures electronically.		
Personal Data Protection Strategy (*The Official Gazette of the Republic of Serbia*, No. 58/10)	1) Adopting by-laws on the methods of archiving and measures of protection of particularly sensitive data, in accordance with Article 16, paragraph 5 of the Law on Personal Data Protection	In progress	NO
	EXPLANATION: This measure was focused on adopting a by-law on the method of archiving and measures for the protection of particularly sensitive data. The measure was not incorporated into the Programme because it should be implemented as part of the Personal Data Protection Strategy.		

	2) Adapting IT to the lawful ways of personal data processing	In progress	YES 1.8.7; 2.3.1; 2.3.3
	EXPLANATION: This measure was broken-down in the Programme of Activities aimed at providing users of the Public Administration e-portal an overview of the data kept on them in the records and registers, and monitoring the processing of such data in accordance with the law.		
Strategy for Information Society Development in the Republic of Serbia until the year 2020 (*The Official Gazette of the Republic of Serbia*, No. 51/10)	1) Electronic identity in public sector services	Partially implemented	YES 2.5; 3.3.1
	EXPLANATION: This measure primarily envisages the adoption of by-laws for the application of e-Government regulations and the creation of a call centre for technical support to citizens when using electronic signature certificates. The Programme proposes activities which should facilitate the full implementation of this measure and advance authentication in electronic procedures.		
	2) Application of ICT in administrative bodies and holders of public authority	Partially implemented	YES 1.1; 1.2; 1.3; 1.4; 1.6; 1.9.6
	EXPLANATION: This measure envisages activities for the development of e-Government software infrastructure, the implementation of electronic registers for state bodies, the establishment of Computer Emergency Response Teams (hereinafter: the CERTs) within state bodies, etc. Activities under this measure have been incorporated into several the Programme measures, and even developed further.		
	3) Application of ICT in the judiciary (e-Justice)	In progress	YES 2.4
	EXPLANATION: Although application of ICT in the judiciary does not fall under e-Government development (but e-Justice), interoperability of these systems is essential to the continuous development of e-Government and legal certainty for businesses and citizens in using e-Government. Hence measures for facilitating this interoperability have been included in the Programme.		
Strategy for Information Security Development in the Republic of Serbia 2017–2020 (*The Official Gazette of the Republic of Serbia*, No. 53/17)	1) Sharing information, monitoring current risks and raising awareness	Partially implemented	YES 1.9.6
	EXPLANATION: This measure's activities concern the launching of an application for information sharing between CERTs at different levels of public administration. The measure has been incorporated into the Programme and expanded through activities under measure *Improving information security and standards*.		
Strategy for the Support to Development of Small and Medium-sized Enterprises, Entrepreneurship and Competitiveness 2015–2020 (*The Official Gazette of the Republic of Serbia*, No. 35/15);	1) Continuous efforts to advance the e-Government system	Partially implemented	YES 1.9.6
	EXPLANATION: This measure envisages an extremely large number of activities (e.g. establishing an e-Inspector; establishing a unified, comprehensive and up-to-date electronic database of administrative proceedings; issuing various types of certificates electronically; facilitating electronic registrations with the Serbian Business Registers Agency (hereinafter: SBRA); electronic tax returns; organising practical training in electronic services...). Some of the activities had been implemented and those which had not been implemented have been incorporated into the Programme and broken down into specific measures of the Programme.		
	2) Establishing one-stop-shop systems for as many services as possible	Not implemented	YES modified 3.5
	EXPLANATION: This measure is extremely significant and implies the establishment of one-stop-shop systems for all procedures which are connected, but fall within the purview of different levels of public administration. Currently, there is a one-stop-shop system for business registrations (conducted by the SBRA), and the unified procedure for the issuance of		

	building permits and the procedure for registering real-estate transactions are being conducted by public notaries. Due to the extreme complexity of implementing one-stop-shop systems, it is difficult for the competent authorities to reach an agreement on the establishment of one-stop-shop systems. It is even more difficult to find state bodies prepared to take over the management of one-stop-shop systems. Therefore, the Programme does not envisage specific activities for the establishments of one-stop-shop systems. Nonetheless, the digitalisation and the optimisation of 100 selected (most frequently used) administrative procedures should lead to the establishment of one-stop-shop systems.		
Regulatory Reform and Improved Public Policy Management Strategy 2016–2020 (*The Official Gazette of the Republic of Serbia*, No. 8/2016);	1) Creating administrative costs calculator	Not implemented	NO
	EXPLANATION: This measure is of utmost importance for businesses, but since it is not directly related to the development of e-Government, it has not been incorporated into the Programme.		
	2) Training in the use of administrative costs calculators and the reduction of administrative costs of businesses and citizens	Not implemented	NO
	EXPLANATION: This measure is not directly related to the development of e-Government, so it has not been incorporated into the Programme.		
	3) Creating a unified Public Register of Administrative Procedures and other business conditions	In progress	YES 1.7; 1.8.6
	EXPLANATION: This measure has been incorporated into the Programme because of its utmost importance for the e-Government development.		
	4) Establishing a legal framework that would prescribe the establishment of a comprehensive and unified Public Register of Administrative Procedures and other business conditions	In progress	YES 1.7.1; 1.7.2
	EXPLANATION: This measure has been incorporated into the Programme because of its utmost importance for the e-Government development: it establishes legal certainty in electronic services, and it sets methodology standards for prescribing administrative procedures (e.g. obligation to conduct procedures electronically; obligation to introduce one-stop-shop systems, etc.).		
	5) Improving available databases used during and for consultations	Not implemented	NO
	EXPLANATION: This measure has not been incorporated into the Programme, because there was no need to further develop it through Programme activities.		
Action Plan for the Implementation of the Open Government Partnership Initiative in the Republic of Serbia 2016–2017 (*The Official Gazette of the Republic of Serbia*, No. 93/2016)	1) Developing a by-law based on the Guidelines for Website Evaluation	Implemented	NO
	EXPLANATION: This activity was not incorporated into the Programme because it had already been implemented.		
Plan of Priority Activities for Unburdening the Administration in the Republic of Serbia 2016–2018	1) Sharing of information from official records of state bodies – implementation of the new Law on the General Administrative Procedure	Partially implemented	YES 1.6
	EXPLANATION: Establishing the Government Service Bus enabled public administration bodies to retrieve data from electronic registers and records connected to it. The Programme activities are aimed at creating more electronic registers and records, as well as transferring the existing ones into the electronic form.		
	2) Streamlining administrative procedures – mechanisms for identifying and reducing administrative burdens	Partially implemented	YES 3.2.3; 3.2.4; 3.2.5

	EXPLANATION: The original e-Paper project for listing and digitalising all administrative procedures had been initiated. The Programme activities are about digitalising 100 selected procedures for businesses and establishing 20 electronic services related to life events.		
	3) Reducing administrative burdens for the selected set of administrative procedures	Partially implemented	YES 3.2
	EXPLANATION: This measure envisaged activities aimed at streamlining specific administrative procedures (e.g. streamlining the registration of new-borns, the issuance of health services cards, abolishing the obligation to submit M4 forms, etc.) and it contained recommendations on public administration standards. The Programme activities focus on the development of those activities and standards, e.g. digitalisation of 100 selected procedures for businesses and establishing 20 electronic services related to life events.		

B   E-GOVERNMENT LEGAL FRAMEWORK

To have a full overview of the laws governing the electronic conducting of the public administration, an analysis of the e-Government legal framework[36] was conducted. The results of that analysis have served as the basis for the Programme's measures and activities for the improvement of the legal framework which ought to facilitate further development of e-Government in Serbia.

The results indicated that e-Government was governed by numerous laws, both general and special in nature. Several regulations used to apply simultaneously to some e-Government matters. However, the accelerated digital transformation of the society and the public administration has resulted in different laws regulating a single procedure. For this reason, the regulatory framework is not uniform, and often provisions of different laws are conflicting. For instance, *lex specialis* were necessary in order to regulate the digitalisation of certain areas of the public administration, such as the construction procedure, the registration with the SBRA, and some taxation procedures. Then, basic processes (e.g. electronic identification of parties to a proceeding or a service user, submitting requests, electronic delivery) were regulated differently for different procedures. This not only makes their standardisation and optimisation difficult, but it also increases the cost of digitalisation.

Methodologically, the analysis was structured according to the real practical issues in the public administration operations and the recommendations for amendments to the regulatory framework. The results of the analysis have been summarised in two tables: Table 3 below presents the topical issues which need to be addressed under the broader regulatory framework, and Table 11 – *Programme-proposed amendments to the relevant regulations for an efficient e-Government* under Section XII lists the specific regulations which ought to be amended and to what extent.

Table 3 – Recommendations for amending the e-Government regulatory framework

RECOMMENDATIONS FOR AMENDING THE E-GOVERNMENT REGULATORY FRAMEWORK				
No.	Issue	Recommendation	Incorporated into the Programme	
1	**Filing submissions**	Given the transformation of administrative procedures from analogue to digital, the law should – as a rule – allow for a simpler identification of applicants, rather than requiring certified electronic signatures on submissions.	YES	3.1.3; 3.1.4

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[36] *Primary Ex-post Analysis of the Regulations Affecting the Development of e-Government in the Republic of Serbia* was conducted by NALED consultants under the project: *e-Government Development Programme* – UNDP.

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2	Submitting proof	In order to harmonise inconsistent solutions in different procedural regulations, it is necessary to prescribe the following: ● a uniform decision on converting paper documents to digital formats; ● submission of scanned proof whenever it is not necessary to submit the original proof as an electronic document; ● the manner in which notaries should convert paper documents to electronic documents.	YES	1.3.1; 2.5.1
3	Payment	In order to control payments at the public administration level, the structure of referencing government revenue payments should be changed in a way that enables easy control over who and on what basis has effected the subject payments, and to which authority (preferably to which territorial and organisational unit within that authority).	YES	3.1.5
4	Internal case processing	Regulations governing office operations should be modernised, i.e. make electronic office operations the norm rather than paper handling. This should include conducting official communication and correspondence by e-mails.	YES	1.3.1
5	Signing administrative acts	To address the internal needs of the authorities, it is necessary to implement a software solution which will only allow authorised individuals to sign administrative acts electronically.	NO Internal implementation	
6	Information sharing	Prescribe an obligation on the authorities keeping official records or registers to issue electronic, system-generated data excerpts or certificates, which would be signed automatically and with the authority's electronic seal.	YES	1.3.1
7	Delivery to a party	Ensure full implementation of the unified electronic mailbox on the e-Government Portal, and consolidate the relationship between such delivery and the certified electronic delivery pursuant to the Law on e-Commerce. In other words, it is necessary to clarify whether public administration bodies should follow the Law on e-Commerce when delivering documents to parties to the proceedings or use the electronic mailbox as the only option available.	YES	2.6.1; 2.6.4; 2.6.5
8	Data storage and information security	Modernise the regulations on office operations in order to facilitate electronic data storage, storage of certified electronic documents in accordance with the Law on e-Commerce, and the implementation of information security measures.	YES	1.1.1; 1.3.2; 1.8.7; 2.3.3
9	Personal data protection	Amend the regulations to enable citizens to exercise their rights under the Law on Personal Data Protection in a more efficient way, i.e. knowing who accessed and processed their data, and why; streamlining the procedure for the correction of data in and the deletion of data from the records and registers, and notifying data subjects about such data changes.	YES	2.3.1; 2.3.2; 2.3.3.

C   COMPLIANCE WITH THE EU *ACQUIS*

Bearing in mind that the accession to the EU has been the main strategic objective of the Republic of Serbia, compliance with the EU *acquis* has certainly been one of the guiding principles of the Government of the Republic of Serbia.

In preparing the e-Government Development Strategy, efforts were made to formulate objectives, measures and activities in a way that would enable greater openness, efficiency and inclusiveness of Serbia's public administration, as well as provide end-to-end, personalised, and cross-border electronic services to citizens and businesses. Naturally, the

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Programme was developed around the 7 principles of the **EU e-Government Action Plan 2016–2020**[37] on which all future e-Government initiatives should be based:

1. *Digital by Default,* which implies using multiple service channels at the same time, with a digital channel as the preferred option.
2. *Once only,* which implies, on one hand, that service users submit only once the same data on which official records are kept, and on the other hand, the obligation of the authorities to *ex officio* exchange information about the users.
3. *Inclusiveness and accessibility,* which implies that inclusivity and accessibility of electronic services have to be ensured in the design stage.
4. *Openness and transparency,* which implies that service users must be able to access, to control and to correct their data. It also provides for the establishment of a system that will allow users to monitor administrative processes that involve them.
5. *Cross-border by default,* which implies the need to provide cross-border provision of relevant services, thereby facilitating mobility within the Single Market.
6. *Interoperability by default,* which implies that public services should be designed with the option for service delivery within the Single Market.
7. *Trustworthiness and Security,* which implies that personal data protection and privacy and information security are ensured in the design stage.

The Programme has also been aligned with the principles of the Tallinn Declaration[38] which contains guidelines on how to turn those principles into specific activities and how to implement them. To achieve further compliance with the EU *acquis*, the Programme also ought to follow the principles set out in the Annex of the Tallinn Declaration – *User-centricity principles for design and delivery of digital public services*:

- *Digital Interaction*, which implies the possibility to interact digitally with the administration;
- *Accessibility, security, availability and usability*, which implies services that are made more accessible (including findable) and secure and can be used by all in a non-discriminatory manner, with adequate assistance available upon request. The principle of universal design also applies here;
- *Reduction of the administrative burden*, which implies public administrations striving to reduce the administrative burden of citizens and businesses by optimising and/or creating digital processes and services, where relevant, and by offering personalised and proactive services;
- *Digital delivery of public services*, which implies that public services be offered online, i.e. digitally (with the 'check service status' option), as much as possible and especially upon the request of users, as well as the provision of any evidence required to obtain a right or fulfil obligations;
- *Citizen engagement*, which involves the use of state-of-the-art technologies to enable citizens and businesses to express their views when creating new services;
- *Incentives for digital service use*, implies that the barriers to use digital public services should be removed effectively, by promoting the benefits of higher confidence, speed, efficiency and reduced costs to individuals who are able to use them;
- *Protection of key data and privacy*, which implies that handling of personal data involves respecting general data protection legislation and privacy requirements in the EU and national levels. Where applicable, it also involves informing citizens about the use and storage of their personal data, allowing them to access and ask for the correction and deletion of personal data, where appropriate;
- *Redress and complaint mechanisms*, which implies that citizens and businesses have access to these mechanisms or other available channels of their choice.

As it currently stands, the Programme contains measures for developing e-Government in accordance with principles 1, 2, 3, 4 and 7 above, and for ensuring interoperability at the national level (principle 6). Cross-border provision of services (principle 5) will be possible once the necessary technical standards have been achieved and best practices in the development of specific solutions applied, the aforementioned strategic principles as well as principles of user-

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[37] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, the EU e-Government Action Plan 2016–2020 – Accelerating the Digital Transformation of Government (COM(2016)179 final), Brussels, 19 April 2016.
[38] Tallinn Declaration on e-Government at the ministerial meeting during Estonian Presidency of the Council of the EU on 6 October 2017.

centric approach to the design and delivery of the public services set out in the Annex of the Tallinn Declaration are adopted and respected, and the European Interoperability Framework recommendations carefully considered and implemented.

Compliance of Serbia's e-Government regulatory framework with the EU *acquis* entails compliance with the following:

- **Directive 2003/98/EC** of the European Parliament and of the Council of 17 November 2003 on the reuse of public sector information;
- **Directive 2006/123/EC** of the European Parliament and of the Council of 12 December 2006 on services in the internal market[39] (Directive on services);
- **Directive 2014/24/EU** of the European Parliament and of the Council of 26 February 2014 on public procurement and repealing Directive 2004/18/EC[40] – the new Law on Public Procurement was adopted in 2019. The law currently in force is the Law Amending the Law from 2015;
- **Directive 2014/55/EU** of the European Parliament and of the Council of 16 April 2014 on electronic invoicing in public procurement[41];
- **Regulation 2016/679/EU** of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation)[42];
- **Directive 2016/1148/EU** of the European Parliament and of the Council of 6 July 2016 concerning measures for a high common level of security of network and information systems across the Union[43];
- **Directive 2016/2102/EU** of the European Parliament and of the Council of 26 October 2016 on the accessibility of the websites and mobile applications of public sector bodies[44];
- **Regulation 910/2014/EU** of the European Parliament and of the Council of 23 July 2014 on electronic identification and trust services for electronic transactions in the internal market and repealing Directive 1999/93/EC (eIDAS);
- **Regulation 2016/679/EU** of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation), and
- **Directive 2016/1148/EU** of the European Parliament and of the Council of 6 July 2016 concerning measures for a high common level of security of network and information systems across the Union.

VI   CURRENT STATE OF E-GOVERNMENT IN THE REPUBLIC OF SERBIA

In order to assess the current state of e-Government development in the Republic of Serbia, two areas were looked at: the current state of ICT (as a potential resource for the development of e-Government), and the accessibility of e-Government, i.e. electronic services for businesses and citizens. The full assessment has been presented in the *Analysis of the Current State of the e-Government Development in the Republic of Serbia*.[45] The summary is below.

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[39] Directive 2006/123/EC of the European Parliament and of the Council of 12 December 2006 on services in the internal market.

[40] Directive 2014/24/EU of the European Parliament and of the Council of 26 February 2014 on public procurement and repealing Directive 2004/18/EC.

[41] Directive 2014/55/EU of the European Parliament and of the Council of 16 April 2014 on electronic invoicing in public procurement

[42] Regulation 2016/679/EU of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation).

[43] Directive 2016/1148/EU of the European Parliament and of the Council of 6 July 2016 concerning measures for a high common level of security of network and information systems across the Union.

[44] Directive 2016/2102/EU of the European Parliament and of the Council of 26 October 2016 on the accessibility of the websites and mobile applications of public sector bodies.

[45] *Analysis of the Current State of e-Government in the Republic of Serbia*: *Results of the Consultation Process*. The analysis was done by NALED consultants under the project: *e-Government Development Program* – UNDP.

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A   CURRENT STATE OF ICT

The current state of ICT in Serbia can be assessed on the basis of available data on the use of ICT, such as Internet access, computer skills, availability of broadband Internet connection, and the use of e-Government services. All the researched data had been collected and published by the Statistical Office of the Republic of Serbia (hereinafter: the SORS).

a)   Internet access

One in four inhabitants of the Republic of Serbia has never used the Internet.[46]

b)   Computer skills

One in 5 people in Serbia has never used a computer.[47]

c)   Broadband Internet connection

72.5% of households in the Republic of Serbia have a broadband Internet connection which enables faster Internet access and content downloading.[48]

d)   Using e-Government services

According to 2017 data[49], 32% of the Internet users use e-Government services. This accounts for 1,270,000 persons (2017), a rather low number given Serbia's population size and the number of persons who have never used the Internet.[50]

By comparison, 98.6% of businesses used the e-Government services in 2016.[51]

B   E-GOVERNMENT IN STATE ADMINISTRATION BODIES

The first stage of the consultations for the Programme development – as laid down in the corresponding Operational Plan – involved collecting data necessary to conduct an analysis of the current state of e-Government. This analysis[52] was conducted between November and December 2018 based on a survey completed by 21 public administration bodies, in-depth interviews with representatives of 6 public administration bodies and 3 telephone interviews.

a)   E-Government technical capacity

The survey covered questions about the ICT infrastructure and the technical capacities for the development of e-Government, e.g. stable Internet connection, computer equipment, computer age, etc. According to the surveyed institutions' data, most civil servants who provide services to citizens and businesses have a computer at work. The only institutions which stated that a number of their employees (on average 5%) did not own a computer were the Ministry of Interior and the Administrative Court. However, the fact that employees in many institutions use old computers may

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[46] Men (76.8%) are more likely to use the Internet than women (70%). Looking at the age of the population accessing the Internet, an encouraging >90% of citizens under the age of 44 actively use the Internet. According to the educational structure, less than 50% of citizens without a secondary school education do not use the Internet, whereas individuals with secondary (83%) and college and university education (90.8%) are more prone to using the Internet, *Use of ICT in the Republic of Serbia* (SORS, Belgrade, 2018).

[47] Almost two-thirds of households in Serbia own a computer (72.1%). The highest percentage points to Belgrade (81.1%) (SORS, 2018). Central Serbia (69%) and Vojvodina (69.3%) are lagging behind the republic average (SORS, 2018). The statistics also suggest that it is more men than women who own a computer, i.e. 74.5% of men compared to 67% of women (SORS, 2018).

[48] In Belgrade, the percentage is 82.1%, meanwhile in central Serbia it is 68,8% and in Vojvodina 70.3% (SORS, 2018).

[49] According to the available data, 31.3% of Internet users search for information on the state authorities' websites, 20.2% use the Internet to download forms, whereas 16.8% indicated that they had used the Internet to submit forms (SORS, 2017). The main reason stated for not submitting the forms was that there was no need for completing them, *Use of ICT in the Republic of Serbia* (SORS, 2017).

[50] *Ibid.*

[51] Although this percentage is very high, the data does not indicate whether this correlated to one service used by most businesses (e.g. downloading forms), and it is unclear whether this applies to the full provision of the online services.

[52] *Analysis of the Current State of e-Government in the Republic of Serbia: Results of the Consultation Process.* Belgrade: NALED, 2019.

pose a problem.[53] Old equipment can slow down and hinder the introduction of e-Government, and create resistance among employees who provide services to citizens and businesses. One of the priorities of the Government of the Republic of Serbia should be the replacement of old computers in the coming years. This would make the employees more efficient in their work and improve the overall implementation of e-Government.

On average, surveyed institutions (excluding the LSGs) have about 120 branches at the local level, 80% of which (on average) have a stable Internet connection.

One of the most important prerequisites for the state authorities and institutions to issue electronic documents is the use of electronic signatures. On average, only one in three officials authorised to sign acts on behalf of their institutions has an electronic signature.

The majority of the institutions (19 out of the 21) stated that they have their own data centres. Although (on average) 65% of the institutional server capacity is full, most institutions (18 of 21) do not plan to migrate data to state servers any time soon. Those not planning to migrate their data said they would use a state data centre as their data recovery centre.

b)   E-Government vs. employees' computer skills

In order to be introduced and implemented effectively, e-Government requires citizens, businesses and civil servants conducting electronic procedures and services to have a certain level of computer literacy.

Only two (the Ministry of Labour and the Ministry of Environmental Protection) stated that some of their employees did not know computer basics: how to start a computer or use a software such as *Microsoft Word/Microsoft Excel* or use the Internet or send and receive e-mails, etc. That is roughly 600 (or about 4%) of the total of 15,200 employees working in the surveyed institutions who do not know how to use a computer. In addition to organising practical courses on how to use specialised programs for the provision of services, it will be necessary to organise general courses in *Microsoft Office* and similar programs soon.

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

- electronic signatures (use and validation);
- project management;
- *Microsoft Office* suite;
- public procurement;
- creation of electronic services;
- e-ZUP;
- data opening and data visualisation, etc.

Although all of the institutions surveyed indicated that they had a special service or a person in charge of maintaining the network and IT systems, 14 of them said they required additional staff, especially IT experts. The average ratio is: 25 employees to one IT expert.

The institutions were also asked about their physical storage capacity. The conclusion is that one of the main advantages of e-Government will be the significant savings in the cost of keeping and archiving paper documents.[54]

c)   Records and registers

Perhaps the most important prerequisite for the development of e-Government in the Republic of Serbia is the digitisation and the "tidying up" of the databases, records and registers maintained by institutions in order to link inter-

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[53] 21 institutions which took the survey, in total listed over 50,000 computers, almost 50% of which were more than 5 years old. The situation is the most critical in the Tax Administration, the Ministry of Defense and the Republic Geodetic Authority, where 100%, 90% and 80% of computers, respectively, are older than 5 years.

[54] The surveyed institutions have a total of 80,000 m² of warehouses where they keep paper records. On average, 85% of the capacity will have already been used, although some of the institutions could not estimate the size of their warehouses and, thus, were not included in the total area data assessment.

institutional data and guarantee accuracy, completeness and reliability of data. The survey listed a total of 136 databases/records/registers, almost a third (31%) of which is kept in paper. Having in mind that effective linking of institutional data requires data to be in a machine-readable format, digitisation of the institutional records must be an absolute priority in the coming period.

Most public institutions by law obtain data from other institutions.[55] However, the way data is received from other institutions poses a problem, as 37% of the data is still delivered by letter or other means (CD, USB, etc.). At the same time, there are numerous institutions with procedures which still require applicants to submit excerpts, certificates or other evidence of facts recorded in the public registers.[56]

Also, more than half of the institutions surveyed stated they still had many problems retrieving, by law, data through the Government Service Bus or the so-called e-ZUP, claiming slow data delivery, obsolete applications and software, lack of records, etc.

d) Services for citizens and businesses

The main reason for introducing e-Government is to give citizens and businesses an efficient public administration. In light of this, a special part in the survey was designed to elicit their views on the services provided by institutions, including information and communication.

According to the survey results, institutions provide over 1,700 services to citizens and businesses. An average of 35% of the requests are sent electronically and the other 65% in paper. This does not mean that 35% of all services are available in electronic form. The survey responses are insufficient to determine the exact percentage of the electronic services available.

They do, however, show that a large number of institutions (14 out of the 21) use the e-Government Portal, but mostly to process requests for appointments to collect or submit documents. Most of the requests cannot be fully processed electronically because, although they are received electronically, they are then printed and processed in paper. The survey results suggest that only 5 institutions issue electronic documents, i.e. acts.

Inability to complete a procedure electronically is often due to the requirement to provide proof of payment of a fee (a scanned payment slip or even a copy of the bank statement).

Institutions which did not use the e-Government Portal gave the following reasons for not using it: 'difficult and slow access to data', 'software is incompatible with the e-Government Portal', 'problems with the Internet connection', and so on. These problems should be addressed in the future.

A very important element of sustainability of the electronic service delivery system is support to the employees who provide electronic services to citizens and businesses. Those employees should be assisted when they encounter technical problems with processing daily requests. Only one institution stated that it did not have technical assistance in providing electronic services, whereas the majority (14 out of 20) stated that they asked their internal IT department for assistance.

On the whole, it is necessary to support all institutions for all the services they provide electronically in order to ensure sustainability of the system and encourage other institutions to digitalise their procedures. It is also important that assistance to citizens and businesses be well organised. For instance, assisting them with submitting electronic applications might encourage others to follow suit.[57]

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[55] Only two public administration bodies surveyed stated they did not obtain data from other institutions *ex officio*, and three of them stated they did not send data from their records at the request of the other institutions, which is an obligation under Articles 9 and 103 of the Law on the General Administrative Procedure (*The Official Gazette of the Republic of Serbia*, No. 18/2016).

[56] One example of an institution with such procedures would be Public Policy Secretariat, i.e. its Register of Administrative Procedures (which is being set-up).

[57] Most institutions (14 out of 20) stated that they provide customer assistance for most or all of the services they provide. Institutions generally provide assistance by e-mail at the customers' request (for 46% of services), but also through call centers (34%) or the FAQ section on their websites (20%). As many as one third of the institutions stated that the FAQ section on their website is rarely updated.

PROPOSAL

In addition to providing assistance to applicants, the survey also explored whether institutions provided other types of support to applicants, such as video instructions, presentations, diagrams or regular training.[58]

Institutions that stated they did not provide any support to applicants gave the same four reasons for it:

- lack of financial resources to prepare and update the materials;
- staff shortages;
- lack of developed mechanisms/procedures for receiving and answering clients' questions;
- lack of technical capacity (call centre equipment, portals, etc.).

e) Information security in electronic procedures

Over half of the institutions surveyed (13 out of the 21) have an internal information security policy.[59] All of the institutions stated they had certain types of *back-up* system(s).

Table 4 – Suggestions for e-Government development made by state administration bodies

No.	Suggestion	Incorporated into the Programme	
SUGGESTIONS FOR E-GOVERNMENT DEVELOPMENT MADE BY STATE ADMINISTRATION BODIES
1	New ICT equipment to facilitate smooth and reliable implementation of electronic procedures (old computers and equipment to be replaced).	NO	
2	Procure special electronic devices used for signing electronic documents (certified electronic signature and certified electronic seal).	NO	
3	Put measures in place to overcome the problem of IT staff shortages at the state administration level.	YES	1.8.1; 1.8.2;
4	Provide training in: • certified electronic signatures (use and validation); • project management; • *Microsoft Office* suite; • public procurement; • creating electronic services; • e-ZUP; • data open(ing) and data visualisation.	YES partly	1.8.4; 1.8.5; 1.8.6; 3.3.2
5	Amend the existing legislation in order to reduce the high cost of archiving paper documents (transition to e-Government).	YES	1.3.1
6	Improve the Government Service Bus: • increase capacity to enable the entire public administration to access Government Service Bus, so that they may fulfil their *ex officio* duty to obtain data from other institutions; • fix the problems of data retrieval *via* Government Service Bus (to ensure accuracy and completeness of data).	YES	1.2
7	Improve the functionality of the e-Government portals in individual procedures so that they may become fully electronic and not only be used for scheduling appointments to collect or submit documents.	YES	3.1; 3.2
8	Make the public administration software compatible with the e-Government Portal, and make electronic services available		3.1.4

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[58] 11 out of the 21 institutions surveyed (more than 50%) did not offer this type of end-user support.

[59] 15 out of the 21 institutions surveyed recorded a couple of information system failures in the past year, and 12 stated that they had cases of hacking activities targeting their websites or e-mails.

	on the e-Government Portal.		
9	Provide assistance to public administration bodies providing electronic services and encourage other institutions to digitalise their procedures.	YES	3.4
10	Provide support to citizens and businesses, and assist them with submitting applications electronically (instructions and call centers).	YES	3.3
11	Support public administration bodies providing information security in electronic procedures.	YES	1.9

C   E-GOVERNMENT IN LSGs

A focus group with LSGs representatives was run by NALED in January 2019. The following problems were noted:

- 22 out of the 64 interviewed LSGs said their staff worked on computers with *Windows XP* operating system, which makes the use of numerous national databases and applications impossible;[60]
- many LSGUs do not have their own IT departments. They often have a couple of "skilled" employees who have taken on the role of network administrators but are unable to provide professional data protection;
- on-site training is not tailored to the needs of LSGUs civil servants;
- many difficulties with linking databases to other state bodies' databases (especially the Ministry of Interior (hereinafter: the MoI) and Republic Geodetic Authority (hereinafter: the RGA);
- although all LSGs asked for POS terminals to be installed, the majority of the LSGUs still does not have them;
- LSGUs mostly use certified electronic certificates which are subject to fees; this is a financial burden on the LSG (they encountered many difficulties with the MoI certificates, which are free of charge);
- LSGUs did not publish information about their procedures on the e-Government Portal, because they were unsure how to go about it. In some cases, the procedures were deleted (citizens were unable to find them on the Portal or it was difficult for civil servants to keep up with the requests);

Table 5 – LSGs' suggestions for e-Government development

LSGs' SUGGESTIONS FOR E-GOVERNMENT DEVELOPMENT			
No.	Suggestions	Incorporated into the Programme	
1	Enable LSGUs to implement their own procedures using the e-Government Portal: • enable LSGUs to publish their procedures (inherent or entrusted by the LSG) on the e-Government Portal; • design a single guideline on how to upload their procedures into the e-Government Portal; • increase the functionality and improve the visibility of the e-Government Portal so that citizens would start using it more.	YES	1.3.2 3.1.2
2	Provide training in the implementation of e-Government tailored to the needs of LSGUs civil servants.	YES	1.8.5
3	Put measures in place to overcome the problem of local IT staff shortages.	YES	1.8.2; 1.8.9
4	Provide the LSGUs with adequate, reliable and free certified electronic certificates (alternative solution: certified electronic seal).	NO	Cancelled during the Programme development

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[60] *Report on the information systems, security and personal data protection in local self-governments in the Republic of Serbia*, NALED, June 2018.

D   E-GOVERNMENT FROM THE PERSPECTIVE OF CITIZENS

A focus group with citizens was run by IPSOS Strategic Marketing. In general, the focus group participants rated state services as very slow, tiring and inefficient, and the biggest problems they emphasised were the following:

- lack of instructions on procedures or unclear instructions;
- the time required to file an application and waiting at the counters as the civil servants enter the data into the system;
- application processing time;
- lack of information about the application processing time;
- impolite civil servants, etc.

All of the participants stated they would rather carry out the procedures electronically. However, they were reserved, fearing they might:

- make a mistake while filing an electronic application;
- not receive notifications, i.e. clarifications or information about the application processing time;
- find that the data in the registers and records is not up-to-date (usually in the registers) and that they would not be able to take the necessary corrective action in the process.

The e-Government Portal was evaluated by the participants:

- as a good idea, and everything can be found in one place;
- as being topsy-turvy (too much text, no thumbnails or arrows or other visual clues which could help them navigate better);
- it is difficult to obtain information about the relevant procedure if the exact name of the procedure is not available.

Table 6 – Citizens' suggestions for e-Government development

CITIZENS' SUGGESTIONS FOR E-GOVERNMENT DEVELOPMENT			
No.	Suggestion	Incorporated into the Programme	
1	Make the e-Government Portal and other public administration portals more user-centric (easily searchable and intuitive).[61]	YES	3.1.2
2	Publish accurate and precise step-by-step instructions on how to complete the procedures (diagrams, schemes, presentations).	YES	1.7.1; 1.7.3
3	Citizens should be informed about: • the deadlines for completing a procedure; • the status of their applications.	YES	3.3.4
4	Simple, automated updating and interoperability of registers and records.	YES	2.3.1; 2.3.2
5	Free delivery of documents to the home address (with the option of collecting them at the counter).	NO This has not been incorporated into the Programme, due to a large number of provisions governing personal delivery	

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[61] Citizens stated that "long texts should be removed and thumbnails and visualisations should be introduced" and "the first thing visible to the user should be icons for the areas of life or legal status of: natural persons, legal persons, entrepreneurs", etc.

PROPOSAL

6	**Streamline and optimise every step of the procedure, since digitalisation of the existing, complicated procedures is insufficient.**	YES Limited to the most frequent procedures which are particularly important to businesses	3.2.1;
7	**Digitise procedures in which the citizens are the most interested:** • **parental allowance;** • **vehicle registration;** • **excerpts from the registers;** • **health card replacement;** • **a certificate of non-conviction and a certificate stating that no criminal charges had been raised against them;** • **tax certificates.**	YES	3.2.3 and 3.2.5.

E   E-GOVERNMENT FROM THE PERSPECTIVE OF BUSINESSES AND THE IT SECTOR

Two focus groups with businesses were conducted in December 2018 and in January 2019, respectively. One involved people from IT micro-enterprises and IT entrepreneurs, and the other involved people from small and medium-sized enterprises. These focus groups were also run by IPSOS Strategic Marketing at their premises.

Although the people interviewed came from different sectors, their views had little or nothing to do with their sectors. It was the size of the enterprise that made the difference.

When it comes to the general opinion about the communication with the state, the two groups' responses produced different results. Micro-enterprises and entrepreneurs are extremely dissatisfied with the communication with the state, whereas small enterprises are generally satisfied with it.

Small and medium-sized enterprises usually perform all of the procedures electronically, making their communication with the state easier. However, they stated that "there are always details which could be improved". On the whole, services which had not yet been digitalised were seen as unsatisfactory.

Entrepreneurs and micro-enterprises stated that the communication with the state could be very difficult. On a scale of 1 (maximum frustration) to 10 (maximum business satisfaction), communication with the state was rated 3 by businesses.

Other results of the two focus groups, being similar, are jointly presented below.

a) The communication with the state is satisfactory, more specifically because:

• virtually every obligation to the state can be performed electronically;
• electronic services are relatively easy to use – the Portal sometimes crashes or does not respond, but everything is resolved with the help from the contact centres;
• fewer documents are required to complete certain procedures (the state obtains documents *ex officio*);
• the SBRA is a positive example of this approach: registration procedure includes a single document that is to be submitted electronically, and the decision is received in a day;
• the Tax Administration has greatly improved its website and digitalised many procedures;
• the Tax Administration and the RGA call centres are helpful.

b) The shortcomings in the current electronic procedures include the following:

• inter-institutional communication is not satisfactory;
• many electronic services cannot be entirely carried out electronically (the services usually include electronic appointment scheduling and the reception of parties);
• electronic services are not always operational (e.g. lump sum payers' applications for health insurance);

PROPOSAL

- users are not informed about e-Government;
- e-Archive has not been implemented, and businesses keep paper archives unaware of the possibilities to keep them electronically;
- software/applications cannot be used across all platforms (*Apple*);
- users do not know who uses their information and whether it can be misused;
- users are accustomed to performing all the procedures at the counters, although the services are also available online.

Table 7 – Suggestions for e-Government development made by businesses and the IT sector

No.	SUGGESTIONS FOR E-GOVERNMENT DEVELOPMENT MADE BY BUSINESSES AND THE IT SECTOR		
	Suggestions	Incorporated into the Programme	
1	Ensure basic computer literacy of citizens, businesses and state administration bodies; educate them.	NO	
2	Upgrade the equipment used in the private and the public sectors.	YES Limited to shared resources	1.1; 1.2
3	Cashless payment should be possible without exiting the application.	YES	1.4.1
4	Strengthen the e-Government back-up systems as a guarantee of preservation of data and acts contained in electronic databases.	YES	1.1.6; 1.1.7
5	Improve data sharing among public administration bodies.	YES	1.2
6	Improve the electronic procedure IT systems.	YES	1.3
7	Make applications work on other platforms.	YES	3.1.6
8	Promote e-Government (communication strategy)	YES	3.4.2; 3.4.3
9	Make the established procedures available electronically only, in a manner that will not restrict the rights of the users.[62]	YES	1.3.1
10	Promote e-Commerce and e-Archive.	NO During the Programme development, the incentive 'lower fees for electronic procedures' was cancelled	
11	Improve personal data protection.	YES	2.3.3
12	Establish electronic services (electronic procedures) at the third and fourth levels of sophistication.	YES Limited to 100 procedures	3.2.3
13	Digitise procedures in which the citizens are the most interested: • parental allowance; • vehicle registration; • excerpts from the registers; • health card replacement; • a certificate of non-conviction and a certificate stating that no criminal charges had been raised against them; • tax certificates.	YES	3.2.3. and 3.2.5

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[62] What came out of the interviews was that the users of public administration services are not prone to change just as much as employees in state institutions. It has been suggested that electronic services, including electronic procedures, should prevent the users from defaulting into old habits, i.e. choosing the old forms. As this solution is not applicable to all procedures, the suggestion has been modified as follows: "in a manner that will not restrict the rights of the users", which leaves the possibility of establishing different modalities of customer support (customer support service, filing applications at notary offices, etc.).

F   E-GOVERNMENT FROM THE PERSPECTIVE OF DONOR ORGANISATIONS

During the process of Programme development, consultations were held with donor representatives as one of the vested stakeholders. They were sent a list of questions to help identify which areas of the Programme they are interested to invest in, and to determine their work and funding priorities.

The donors emphasised the importance of improving online availability of services, a full implementation of electronic signatures and electronic identification, and ultimately, electronic payments (*PayPal*).

The donors also noted the importance of Euro–Atlantic integration and compliance with the United Nations Sustainable Development Goals 2015–2030. However, they expressed their support for the development of the rule of law, good governance, employment growth and economic development, regional stability and security.

The donors seem particularly concerned about the current situation, i.e. their inability to obtain reliable and accurate information about the funds invested by international organisations, foreign governments and agencies in the development of ICT capacities and digitalisation of public administration in Serbia.

Some donors stressed the importance of information security and noted a lack of awareness about information security which could make them withdraw as donors in the field of e-Government development and ICT capacity building.

The most important challenges in donors' cooperation with public administration bodies and the implementation of joint projects include:

- lack of will to make clear political decisions/inconsistency;
- uncertainties about public administration authorities, transparency and communication;
- low capacity of public administration bodies;
- lack of awareness about information security risks;
- uncoordinated planning of resources at the public administration level;
- uncoordinated efforts of public administration towards donors;
- project monitoring not kept up-to-date;
- lack of interoperability of software and hardware solutions within individual bodies.

Table 8 – Suggestions for e-Government development made by donors

No.	Suggestion	Incorporated into the Programme	
	SUGGESTIONS FOR E-GOVERNMENT DEVELOPMENT MADE BY DONORS		
1	**Implement the existing e-Government legal framework.**	YES	1.3; 1.4 and specific objective 2
2	**Improve e-Government efficiency.**	YES	1.1; 1.2; 1.3; 1.4; 1.5; 1.6; 1.8;
3	**The public administration should be more transparent, more committed and predictable.**	YES	1.7; 1.9; 2.1; 2.2; 2.3; 2.4; 2.6;
4	**Develop e-Government at a local level, as a service to citizens.**	YES	3.2.5; 3.1.1.
5	**Coherent strategic decisions throughout the entire public administration need to be made.**	NO	
6	**Set-up a mechanism which will enable the ITE Office and e-Government at the central level to implement the following:** • **the function of monitoring and coordinating projects in e-Government development and ICT capacity building (planning and allocation of resources throughout the public administration);** • **monitoring of ICT capacity;**	YES	1.8.8; 1.8.9

coordinated interactions with donors; **up-to-date project monitoring;** **interoperability of software and hardware solutions within individual institutions.**	

G   INTERNATIONAL COMPETITIVENESS LISTS IN THE FIELD OF E-GOVERNMENT

Assessing the current state of e-Government development in the Republic of Serbia also required looking at the comparative practices and Serbia's ranking in the field of e-Government on the international competitiveness lists.

The resulting analysis[63] included different indexes which directly or indirectly measure, i.e. rank countries according to the level of their e-Government development or specific sets of online services available to their citizens and businesses. The indexes which were used to directly measure e-Government effectiveness were: the EU Annual e-Government Benchmark Report, the UN e-Government Development Index and the e-Government Participation Index. Complementary indexes which do not measure e-Government directly but only some of its segments or indirectly measure the development level of some of the services intended for citizens or businesses, included: the Global Competitiveness Report produced by the World Economic Forum, the World Bank Group Report on *Doing Business*, and the Open Data Readiness Assessment by the World Bank and UNDP.

Although most indicators suggest that the Republic of Serbia was behind the EU countries in the field of e-Government, the fact is that Republic of Serbia has made significant progress on the international competitiveness lists in recent years. According to the United Nations E-Government Survey 2018[64]:

- in relation to the UN e-Government Index[65] which measures the development of e-Government of the United Nations member states, Serbia jumped from 69th place in 2014 to 49th place in 2018;
- in relation to the e-Participation Index[66] which measures the use of electronic services in the United Nations member states, Serbia jumped from 81st place in 2014 to 48th place in 2018.

However, between 2016 and 2018, Serbia dropped 10 places based on its e-Government Index (it used to rank 39th) and 31 places based on its e-Participation Index (it used to rank 17th). During that time, other countries achieved great results building their telecommunication infrastructures and human capacity. Thus, it is necessary for Serbia to rapidly develop electronic services for citizens and businesses, even though its neighbouring countries – with the exception of Bulgaria – generally lag behind Serbia.

According to the Global Competitiveness Index[67], Serbia ranked 65th out of 140 countries, improving the overall score[68].

With respect to ICT development and transparency of budget spending, there is room for improvement. For instance, state, provincial and local budget submissions should be prepared in a machine-readable format. In terms of citizens' digital skills, Serbia ranks 73rd out of 140 countries. On the e-Participation Index, Serbia ranks 47th, which is lower than last year's ranking. Improvement is possible and would entail imposing an obligation on the public administration to publish draft regulations and to review the comments of citizens submitted through the national portal. It would also entail gathering feedback from citizens on the functionality of the services provided.

On the World Bank's *Doing Business* list[69], Serbia ranked 48th in 2018. Although Serbia's overall score has improved, other countries have innovated faster, and Serbia has seen a decline since then. There is room for improvement in the development of electronic services for businesses, and above all the e-Counter. E-Counter services cover registrations and changes of rights, encumbrance and information on real-estate which should be performed electronically, along

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[63] *International Competitiveness Lists in the field of e-Government,* an analysis done by NALED consultants under the project: e-Government Development Program – UNDP.
[64] United Nations e-Government Survey 2018: *Gearing e-Government To Support Transformation Towards Sustainable and Resilient Societies*.
[65] See *https://publicadministration.un.org/egovkb/en-us/Data-Center.*
[66] See *https://publicadministration.un.org/egovkb/en-us/Data-Center.*
[67] The Global Competitiveness Report 2018. Cologny/Geneva: World Economic Forum, see *http://reports.weforum.org/global-competitiveness-report-2018/competitiveness-rankings/#series=UNPANEPARTIDX*.
[68] Note that the ranking is not comparable to previous years due to the changes in the methodology.
[69] *Doing Business* 2019, Training for Reform, Washington, The World Bank Group.

PROPOSAL

with the automation of incoming tax liabilities calculation, electronic registrations of multi-member limited liability companies, e-Auction, e-Enforcement, improvement of the volume of data contained in the Credit Bureau, e-Customs.

In light of the above, a set of recommendations for improving Serbia's ranking on the international competitiveness lists for the e-Government development has been prepared (see Table 9 below).

Table 9 – Recommendations for improving Serbia's ranking on the international competitiveness lists

No.	Recommendation	Incorporated into the Programme	
	RECOMMENDATIONS FOR IMPROVING SERBIA'S RANKING ON THE INTERNATIONAL COMPETITIVENESS LISTS		
1	**Development of electronic services focusing on "life events" should be prioritised. This includes:** • birth of a child, relocation, transfer of medical records, purchase and sale of real-estate, etc. • establishing a one-stop-shop system for all electronic services that encompass a single "life event" regardless of the competence of different segments of public administration.	YES	3.2.5
2	**Digitise key transactional services. Integrated use of ICT to improve public administration efficiency and deliver new digital services to citizens, businesses and public authorities – *Digital First*.**	NO **Cancelled during the Programme development**	
3	**Enable increased data sharing and innovative use of data across all public administration bodies – *Data Enabler*** OBJECTIVE: provision of integrated services; improving decision making; improving transparency.	YES	1.2; 1.3; 1.4
4	**Digital skills should be improved:** Train the human resources in the necessary ICT skills and engage the available resources to meet current and future ICT needs.	YES	1.8.1; 1.8.2; 1.8.8
5	**Members of the digitally isolated population should have access to e-Government.** Development of service centres and improvement of basic digital skills for persons over 55 years old and persons without secondary school education.	NO **Cancelled during the Programme development**	
6	**The e-Government Portal should be improved:** • information on the e-Government Portal should be updated, accurate, clear and unambiguous; • a shortcut (link) on the e-Government Portal should be created for the services provided outside the Portal (e.g. e-Taxes, the Central Registry of Unified Procedures (hereinafter: CEOP)), electronic registration of entrepreneurs, etc.).	YES	3.1
7	**When citizens or businesses file complaints, impose sanctions on all state bodies which do not update the content on the e-Government Portal and other websites used for the provision of services.**	NO **Cancelled during the Programme development**	
8	**Ensure automatic retrieval of data from existing databases and registers during the establishment of new services.**	YES	1.6
9	**Enable broader application of electronic identification and electronic documents.**	YES	1.3.1
10	**Continue developing the telecommunication infrastructure.**	YES	1.2
11	**Electronically accessible register should be published. The following should be mandatory for every electronic service in the register:** • **service execution period (average and maximum);**	YES	1.7

	• documents required for the completion of service; • list of fees to be paid; • a step-by-step guide (e.g. presentation) on the provision of service.		
12	Electronic payment should be available – card payment system for all electronic services.	YES	3.1.5

VII DEFINING THE DESIRED CHANGE

A VISION

According to Article 56, paragraph 4 of the Regulation, the vision is a description of the desired state put into practice by achieving the overall and the specific objectives of the Programme. The process of defining Serbia's vision for e-Government development involved looking at the state of e-Government development in the developed countries, and most importantly, the e-Government trends in the EU.

Consequently, the Programme has been designed to encourage the application of principles from the EU e-Government Action Plan 2016–2020.[70] This Action Plan defines the vision of the public administration development as *the establishment of an open, efficient and inclusive public administration, providing borderless, personalised, user-centric, end-to-end digital public services to all citizens and businesses in the EU*. Accordingly, the Action Plan's priorities for e-Government development are:

- modernisation of public administration using key digital enablers;
- enabling cross-border mobility with interoperable digital public services;
- facilitating digital interaction between administrations and citizens/businesses for high-quality public services.

This vision of the EU public administration has been embedded in the principles of public administration operations, and the user-centricity of the public administration is proof that it follows the basic principle that is a "citizens' service", distinguishing modern administrations from the traditional ones.

Serbia's e-Government Development Strategy and the PAR Strategy are in line with this, which is clear from their overall and specific objectives, and measures. In the same fashion, Serbia's vision for the e-Government development and public policies has been defined as follows:

Establishing efficient and user-centric administration in a digital environment which is interoperable with different levels of public administration in Serbia and with the public administrations of the EU Member States.

B THE DESIRED CHANGE

Although the Republic of Serbia has made significant progress in the field of e-Government development,[71] the transition from the current state of its e-Government to the desired state is a process that is yet to be completed. The process entails a transformation from a clerical or civil-service-oriented administration to a digitalised client-service-centric administration, through the active involvement of the clients in the creation and in the improvement of the user services who, at the same time, would serve as an efficiency-control mechanism.

C STAKEHOLDERS

Taking into account that the public administration encompasses an extremely wide range of holders of public authority, from state bodies and organisations, to bodies and organisations of LSGUs and autonomous provinces (hereinafter: the APs), to institutions of public companies and agencies, to other legal and natural entities entrusted with public authority, it is clear that all of them, as current and future e-Government stakeholder service providers, are the ones to

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[70] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, the EU e-Government Action Plan 2016–2020 – Accelerating the Digital Transformation of Government (COM(2016)179 final), Brussels, 19 April 2016.
[71] The *Report on the Detailed Impact Assessment of the e-Government Development Strategy in the Republic of Serbia 2015–2018* was prepared with support from the EU-funded project: *Support to Public Administration Reform under the PAR Sector Reform Contract*.

which the Programme measures will apply. Businesses, citizens and the non-governmental sector are also classified as stakeholders, as users of e-Government services. As such, all had been duly consulted during the different stages of Programme development (for more details, see Sections V and X).

VIII PROGRAMME OBJECTIVES

A   OVERALL PROGRAMME OBJECTIVE

The PAR Strategy and the e-Government Development Strategy with their accompanying action plans clearly set the direction of the public administration development. These strategies are compliant with the planning documents of other countries, with a consistent approach to the e-Government development. The key challenge for the successful digital transformation of Serbia's public administration is to build strong foundations which will ensure it stays on course, i.e. that the envisaged measures are implemented in all dimensions of the public administration, in a manner that will enable the efficient and coordinated functioning of the system.
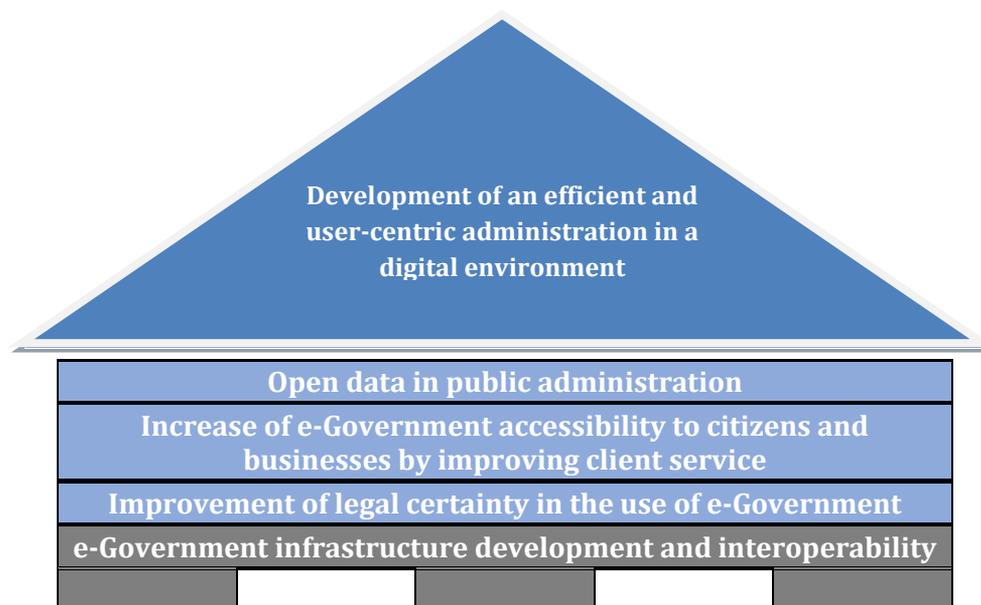
Setting e-Government public policies is largely influenced by the expansion of ICT over the last 20 years. The technological revolution has impacted the work and the private lives of individuals, offering digital opportunities for the development of the economy and the society in the broadest sense. Taking advantage of these opportunities will require detailed e-Government implementation planning, all the while being mindful of the fast pace of ICT advancements and the radical changes that need to be affected in the process of digital transformation. This is not to suggest that technical solutions will be the challenge, as nowadays they offer a range of possibilities which are more than enough to meet the needs of e-Government implementation. Rather, the spotlight will be on the public sector which – given its size, budget and human resources constraints, and rigid administrative procedures –, will have to weigh the needs of citizens and businesses and their expectations carefully.

The question of e-Government development is not primarily technological in nature but organisational. E-Government is a state of mind, a perception of the role of the 21st century public administration, with technology being at the core of its physical implementation.

During the Programme development, it was important to emphasise this crucial role of a modern public administration, i.e. that it was in the service of citizens and businesses, not the other way around. Therefore, the measures under the Programme should guide the e-Government development in Serbia to becoming a fully established service for citizens and businesses. The digital transformation of Serbia's public administration as envisaged by the Programme should enable progress in all areas of the public administration operations, ensuring efficient, transparent, consistent, economical and responsible exercise of public authority. Finally, with all the principles of the EU e-Government Action Plan 2016–2020 incorporated into Programme (*digital by default*, *once only*, *inclusiveness and accessibility*, *openness and transparency*, *interoperability by default*, *reliability and security*, *user-centricity*, etc.), the overall objective of the Programme has been defined as ***Development of an efficient and user-centric administration in a digital environment***.

The Programme overall objective has been fully aligned with measure 1.4. of the PAR Strategy – *Establishing solid coordination mechanisms enabling harmonised development and functioning of the e-Government, and finalising the legal framework and procedures for the e-Government development*, which fell under the specific objective 1 of the PAR Strategy – *Improvement of organisational and functional sub-systems of public administration*. The adoption of the Programme is essentially a continuation of activity 1.4.1 in the PAR AP (2015-2017) – *Preparation and adoption of the e-Government Development Strategy in the Republic of Serbia and the Action Plan for the implementation of the e-Government Development Strategy in the Republic of Serbia 2015–2018*.

Illustration of the overall and specific objectives

Development of an efficient and
user-centric administration in a
digital environment

Open data in public administration

Increase of e-Government accessibility to citizens and
businesses by improving client service

Improvement of legal certainty in the use of e-Government

e-Government infrastructure development and interoperability

B   SPECIFIC PROGRAMME OBJECTIVES

The achievement of the overall objective will depend on the efficient use of ICT by the public administration. Some of the most important prerequisites are available infrastructure and professional staff capable of maintaining the existing e-Government system, planning and implementing its future development. Without these as the cornerstone, sustainability of any developed ICT tool or system, no matter how advanced, can become doubtful. The situation on the ground suggests problems of ICT infrastructure and human resources. The human resources inefficiencies are evident in the shortage of qualified IT staff and the poor computer literacy of the public administration employees, including the state administration. Another problem to overcome is the lack of social awareness about the need and the importance of digital transformation.

Recognising the scope of the reform, it is important to note that public administration pursuant to the Law on e-Government (*The Official Gazette of the Republic of Serbia*, No. 27/18) encompasses an extremely wide and heterogeneous system of entities exercising public authority, from state bodies and organisations, to bodies and organisations of APs, to bodies and organisations of LSGs, public institutes and companies, and legal and natural persons entrusted with public powers (pubic notaries, public enforcement officers, etc.). ICT is used in all segments of this large system, to a greater or lesser extent.

Given the need for automatic data sharing and inter-institutional communication in case of correlated procedures, especially in one-stop-shop systems, it is necessary to ensure that the e-Government runs according to standards which enable interoperability and timeliness. For this reason, the first specific Programme objective has been defined as follows: ***Development of e-Government infrastructure and ensuring interoperability***.

To achieve this objective, the Programme envisages measures aimed at building the material and human resources necessary for the running of e-Government and improving its interoperability.

A successful and sustainable digital transformation of Serbia's public administration cannot be completed without the full legal certainty in the use of electronic services and electronic administrative procedures. For citizens and businesses to embrace e-Government, it is necessary to take measures which will bring this legal certainty. The second specific Programme objective, being the second most important, has been defined as follows: ***Improvement of legal certainty in the use of e-Government***.

The key measures aimed at increasing legal certainty in the use of e-Government will be those that bring the judiciary to support and adopt e-Government, in all segments of its digital transformation. That means accepting electronic documents and submissions as evidence in court cases and conducting court proceedings in a way that supports the downloading of documents and data from electronic databases. Planning and implementing measures involving the judiciary is crucial to the e-Government's success. Otherwise, e-Government could easily become compromised by inconsistent case law of the Administrative Court and the basic courts, and later by the Constitutional Court of the Republic of Serbia.

To prevent this, the relevant measures for the achievement of this specific objective of the Programme have been prepared in cooperation with the Ministry of Justice. The measures focus on the acceptance of e-Government by the judiciary, achieving interoperability between the public administration ICT system and the judiciary, quality inspection control of e-Government service delivery, and certified electronic storage of electronic documents as a crucial element of e-Government implementation.

These and all other public administration electronic services will become viable once they have been made accessible to citizens and businesses. Therefore, the third specific objective has been defined as follows: ***Increase of e-Government accessibility to citizens and businesses by improving client service***.

This special objective should be achieved through measures which are aimed at a) optimising and digitalising procedures, services, registers and records, b) improving the functionality and the design of e-Government portals and websites of public administration bodies, and c) improving the implementation of certification, certified electronic delivery, electronic payments and popularisation of e-Government.

Due to its specific nature and importance in developing the economy and ensuring citizens are informed, the fourth specific objective has been defined as follows: ***Open data in public administration***.

The Programme envisages very significant and specific measures for the achievement of this specific objective: improving the generating, updating and publication of open data; improving open data portals (integration of "smart cities"); supporting the use of open data; and introducing the concept of "smart city"/e-city. Without these measures, open data in e-Government would have remained but a principle under one of the other specific objectives.

The Programme has been structured with the consistency of all its objectives in mind. The objectives have been presented in a table below which clearly shows which specific objective contains measures aimed at building the foundations of e-Government, and which specific objectives contain measures aimed at upgrading electronic service and improving the quality of e-Government.

C   PERFORMANCE INDICATORS AT OVERALL AND SPECIFIC OBJECTIVES LEVELS

Performance indicators of public policies at the level of overall and specific objectives have been defined in a way that enables monitoring of the actual results of the Programme implementation. Whenever possible, the assessment of the overall and the specific objectives will be conducted using the internationally accepted performance indicators. This approach seemed more practical and methodologically sound than defining new and specific performance indicators.

The international indicators will also be used to assess Serbia's progress in developing e-Government and ranking on the international competitiveness lists. This will allow for a more frequent, more streamlined and more objective *ex-post* assessment of the Programme effects, during and after the implementation of the Programme. The international indicators applying exclusively to the overall objective and the specific objectives 3 and 4, means that Serbia's ranking will be tied to the degree of e-Government accessibility to citizens and businesses and open data.

PROPOSAL

On the other hand, objectives 1 and 2 will depend on the fulfilment of technical, organisational and legal requirements for e-Government development of which the users are often unaware until they become an issue.

D TABULAR OVERVIEW OF THE OBJECTIVES

OVERALL OBJECTIVE	*Development of an efficient and user-centric administration in a digital environment*					
INSTITUTION RESPONSIBLE FOR MONITORING AND IMPLEMENTATION	MPALSG					
Performance indicator	Unit of measurement	Source of verification	Baseline value	Baseline year	Final year target value	Final year of the Programme validity
	EU benchmark for e-Government	E-Government Benchmark Report	37%	2019	61.75%	2022

SPECIFIC OBJECTIVE 1	*Development of e-Government infrastructure and ensuring interoperability*							
INSTITUTION RESPONSIBLE FOR IMPLEMENTATION OVERSIGHT AND CONTROL	ITE Office							
Performance indicator 1	Unit of measurement	Source of verification	Baseline value	Baseline year	Target value for 2020	Target value for 2021	Target value for 2022	
	Number of public authorities using centres for storing and managing data in production, i.e. in operational use	ITE Office Report on Data Centres	37	2019	60	100	150	
Performance indicator 2	Number of LSGs using centres for storing and managing data in production, i.e. in operational use	ITE Office Report on Data Centres	0	2019	5	20	45	
Performance indicator 3	Number of services downloading data from the Central Population Register	Report on the Central Population Register	0	2019	1	5	10	
SPECIFIC OBJECTIVE 2	*Improvement of legal certainty in the use of e-Government*							
INSTITUTION RESPONSIBLE FOR IMPLEMENTATION OVERSIGHT AND CONTROL	MPALSG							

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Performance indicator 1	Unit of measurement	Source of verification	Baseline value	Baseline year	Target value for 2020	Target value for 2021	Target value for 2022
	Number of court acts and documents concerning or stemming from proceedings before judicial organs and from legal procedures [conducted by/in] professional legal offices/service, which have been delivered to businesses and natural persons through the unique electronic mailbox	E-Government Portal	0	2019	100	10,000	20,000
Performance indicator 2	Number of regulations by inspection authorities sent to the unique electronic mailbox of businesses and natural persons	E-Government Portal	0	2019			
SPECIFIC OBJECTIVE 3	*Increase of e-Government accessibility to citizens and businesses by improving client service*						
INSTITUTION RESPONSIBLE FOR IMPLEMENTATION OVERSIGHT AND CONTROL			ITE Office				
Performance indicator 1	Unit of measurement	Source of verification	Baseline value	Baseline year	Target value for 2020	Target value for 2021	Target value for 2022
	e-Government Benchmark prepared by European Commission –Key enablers	Index points – EU e-Government Benchmark which uses data collected for the previous two calendar years	24	2017/18	35	45	54
Performance indicator 2	EU e-Government Benchmark – *User centricity*	Index points – EU e-Government Benchmark which uses data collected for the previous two calendar years	68	2017/18	73	76	82
SPECIFIC	*Open data in public administration*						

PROPOSAL

OBJECTIVE 4							
INSTITUTION RESPONSIBLE FOR IMPLEMENTATION OVERSIGHT AND CONTROL			ITE Office				
Performance indicator 1	Unit of measurement	Source of verification	Baseline value	Baseline year	Target value for 2020	Target value for 2021	Target value for 2022
	Number of data bases available on the Open Data Portal	Open Data Portal		2019			
Performance indicator 2	Number of users who have used the applications and the software solutions to access open data	Open Data Portal – ITE Office/report on the number of times the applications and the software solutions have been used to access institutions' open data which have been published on the Open Data Portal; numbers on an annual basis	0	2019	2,000	3,500	5,000

PROPOSAL

E   PROBLEM TREE – For the purposes of defining the Programme objectives and measures, the below Problem Tree was developed in accordance with Article 5, paragraph 1 of the Regulation

Problem	Insufficiently developed e-Government – e-Government is not efficient and user-oriented

Causes	1. Insufficiently developed infrastructure in e-Government
	  1.1. Inadequate capacity of the existing state data centre in Belgrade
	  1.2. Unified e-Government Information-Communication network (hereinafter: the UIC network) is insufficiently developed at the technical and organisational level
	  1.3. A unified Register Office and e-Archive have not been established – office operations still largely run in a traditional (paper) manner
	  1.4. Insufficiently developed joint (shared) IT services for public administration
	  1.5. Insufficiently developed existing registers and records maintained in electronic form
	  1.6. A number of registers and records are missing
	  1.7. There is no strategic approach to retaining and developing professional IT staff in public administration, as well as IT project management staff
	  1.8. Insufficient capacity of civil servants who would be able to work in the digital environment
	  1.9. Institutional and legal framework for e-Government implementation is insufficiently developed at the national and local levels
	  1.10. Information security is not sufficiently established and not all information security standards are in place
	2. Insufficient level of legal certainty in the use of e-Government
	  2.1. National legal framework is not fully regulated in the area of e-Government
	  2.2. Inspection control of the quality of e-Government provision has not been fully established in an effective manner
	  2.3. The mechanism for updating data in registers and records, as well as the general register, has not been fully established
	  2.4. Inadequate implementation of e-Government in the judiciary
	  2.5. Legal framework for the use of certified e-Signature and certified e-Seal in public administration has not been fully defined
	  2.6. Effective electronic delivery to citizens and businesses has not been established in public administration procedures
	3. E-Government is not fully accessible to citizens and businesses
	  3.1. E-Government Portal is not fully functional or user-centric
	  3.2. Insufficient functionality of client services
	  3.3. Support to electronic service providers is selective and it is not given even for large volumes of services
	  3.4. Low level of awareness of civil servants and citizens about the importance of digitalisation of public administration
	  3.5. One-stop-shop for multi-agency or LSGUs services has not been established
	4. Insufficiently available and open data used insufficiently, including information of special interest (geospatial data, health data and pharma, etc.) not being published
	  4.1. The legal framework for open data is insufficiently developed
	  4.2. Insufficiently developed Open Data portal
	  4.3. The concept of "smart cities" has not been implemented

Results	1. Further development of e-Government has decelerated, and existing systems have been compromised
	  1.1. Due to the limited capacity of the state data centre, it is not possible to further develop electronic services to the full extent which creates an information security risk
	  1.2. UIC network – with no redundant nodes or redundant links
	  1.3. High cost of running a traditional register (mail) office and archives. There is no connection between the register offices and the archives of public administration bodies
	  1.4. Non-unique electronic identity of public administration bodies which adds to the risk of low information security and legal certainty
	  1.5. Higher levels of interoperability between registers and, consequently, bodies are prevented. This reduces the potential of the implementation of the Law on the General Administrative Procedure, i.e. the obligation of exchanging information among bodies in administrative procedures
	  1.6. No adequate staff is available in the public administration to set up and maintain IT systems which are relevant for providing electronic services and ensuring interoperability among institutions
	  1.7. Insufficient number of civil and public servants with the knowledge required to work in a digital environment
	  1.8. Inadequate institutional structure for coordinated management and development of e-Government contributes to inefficiencies in the implementation of e-Government
	  1.9. Insufficiently developed legal and institutional framework for information security poses a risk for e-Government

2. Demotivation and fear of citizens and businesses to use electronic services due to low legal certainty
  2.1. Insufficiently developed legal framework for the use of electronic services
  2.2. Uneven quality and standards in e-Government provision
  2.3. There is a significant risk of incorrect and out-of-date data in registers and records
  2.4. Courts are un(der)prepared for accepting electronic documents and conducting proceedings in a digital environment
  2.5. Uneven application of e-Signatures and e-Seals in the public administration
  2.6. Inefficient delivery adds to the e-Government implementation risks and creates the risk of slow e-Government development
3. There are many barriers which make the use of e-Government less accessible to citizens
  3.1. The e-Government portal is inaccessible due to its complexity; difficult to navigate it
  3.2. Traditional public service delivery generates significant administrative costs
  3.3. There are no standards for client support for e-Government users, so they seem complex and discourage entities from using them
  3.4. There is no debate about the importance of digitisation of public administration at the level of public administration, creating resistance to digitisation
  3.5. LSGUs and state bodies with low capacity to provide e-Government services are unable to combine their capacities to organise a one-stop-shop where users of several public administration bodies would have access to their electronic services
4. Selective publishing of open data, with varying levels of quality and scope of datasets, rarely used by stakeholders
  4.1. Inadequate legal framework contributes to the uncertainty in using open data
  4.2. Insufficiently developed Open Data Portal is not user-friendly in terms of navigating and downloading databases
  4.3. Traditional local service delivery creates high administrative costs.

IX   PROGRAMME MEASURES

The below table is an overview of the measures defined per specific objective of the Programme.

For each measure:
- the *institution* responsible for the implementation of the specific measure has been identified, i.e. the institution with the prevailing competence in the implementation of that measure, or has been designated the coordinator for the implementation of that measure, if the implementation of the measure is within the purview of several institutions;
- a *deadline for implementation* has been defined;
- *estimated funds* for the implementation of the measure have been given, and if the funds have not been specified, the measure is deemed *conditional*, which means that it will be implemented if the funds are subsequently secured;
- *source of funding* for implementing the measures has been indicated;
- an estimate of the financial *impact of the implementation on the budget* has been given, if the measures has been financed from the budget;
- *performance indicators* at the level of measures have been determined, including how the performance results and sources of information will be verified.

PROPOSAL

A   Specific objective 1: Infrastructure development in e-Government and ensuring interoperability

MEASURE	1.1	Establishing a State Data Management and Storage Centre in Kragujevac – Data Centre Kragujevac and Improvement of the State Data Management and Storage Centre in Belgrade – Data Centre Belgrade			
Institution responsible for monitoring and implementation control		ITE Office			
Implementation period	2020–2022	**Measure type**	Supply of goods and services (infrastructure project)		
Performance indicator 1	Unit of measurement		Source of verification		
	Number of registers migrated to data centres		Report on the official records, i.e. registers kept in the Data Centre Belgrade (Kragujevac) – IT and e-Government Office		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	20	35	50
Performance indicator 2	Unit of measurement		Source of verification		
	Number of software solutions migrated to data centres		Report on the software solutions running in the Data Centre Belgrade (Kragujevac) – IT and e-Government Office		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	15	25	40
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

The measure is aimed at the development of the State Cloud and State Data Management and Storage Centre in Kragujevac (hereinafter: Data Centre Kragujevac) with a *Disaster Recovery* function, and the improvement of the State Data Management and Storage Centre in Belgrade (hereinafter: Data Centre Belgrade), to enable the faster and uniform development of e-Government and reduce the costs of procurement, management and maintenance of ICT infrastructure procured by each body for their own needs. The current measure of interoperability of software solutions is insufficient, with occurrences of the implementation of non-standardised applications that often do not utilise the latest technologies. There is also a lack of public administration service infrastructure scalability, since it was not designed to operate in a cloud environment.

The construction of Data Centre Kragujevac will provide for the development of the State Cloud and will increase the level of service provided (*Platform as a Service – PaaS*, *Software as a Service – SaaS*). The establishment of the State Cloud will reduce the costs of ICT system development and maintenance for the entire public administration, and its full establishment will provide unified services for all public administration bodies (e-mail, Register Office, e-Maintenance, e-Delivery, e-Archive, document management system (DMS), etc.).

Data Centre Kragujevac will provide a safe location for storing data back-ups and applications located in the State Data Management and Storage Centre in Belgrade, thus ensuring security and continuity in the provision of electronic services and provide for the centralised development of individual and shared electronic public administration services. Data Centre Kragujevac will consist of two facilities.

MEASURE	1.2.	Improving the Unified Information–Communication Network of e-Government	
Institution responsible for monitoring and implementation control		ITE Office	
Implementation period	2020–2021	**Measure type**	Supply of goods and services (infrastructure project)
Performance	Unit of measurement		Source of verification

PROPOSAL

indicator 1	Percentage of LSGUs connected to the UIC network		Report on the UIC Network of e-Government – ITE Office		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0%	40%	60%	85%
Performance indicator 2	Unit of measurement		Source of verification		
	Number of established redundant nodes in Belgrade		Report on the Unified ICT Network of e-Government – ITE Office		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	2	3	5
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

The measure envisages overcoming one of the major infrastructural challenges of ICT for e-Government in Serbia, i.e. the lack of redundant nodes and redundant links.

The development of a Unified e-Government Information-Communication Network of public administration bodies is being implemented with the goal of ensuring secure communication and data exchange between public administration bodies. The expansion of the UIC network from Belgrade to the entire territory of the Republic of Serbia is under way. The connection to 145 LSGUs has created the conditions for the full integration of LSGs to the UIC network.

Furthermore, proper insight needs to be provided into the state of the UIC network (network traffic and network device supervision). Thus, this measure, *inter alia*, plans the establishment of a Network Operation Centre (hereinafter: NOC) to ensure appropriate supervision over the UIC network.

MEASURE	1.3.	Establishing a unified Register Office, e-Archive and integration with existing systems			
Institution responsible for monitoring and implementation control			ITE Office		
Implementation period	2020–2022	Measure type	Institutional/managerial/organisational		
Performance indicator 1	Unit of measurement		Source of verification		
	Percentage of institutions using the Register Office as a primary tool		Register Office Report		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0%	2%	30%	60%
Performance indicator 2	Unit of measurement		Source of verification		
	Percentage of institutions which have integrated the existing software solutions into the Register Office and e-Archive		Register Office Report		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0%	0%	50%	80%
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

PROPOSAL

The document management system in public administration is adapted to working with paper documents, but it needs to be adapted to the already established electronic exchange of data and electronic communication in the work of public administration, proven to be more efficient and reliable, and becoming an obligation for all holders of public authority. Documents being produced electronically are printed as a rule, with the consequence of parallel administration in paper and electronic form, and unnecessary resource expenditures.

Electronic documents and data can be searched, processed, displayed and maintained in an easier and more reliable manner than paper data, which is more susceptible to losses and damage. It is necessary to redesign office processes, from the submission of writs, through the processing of cases, data exchange and collection of facts, up to the submission and reliable storage of documents and data in electronic form, so that the electronic form becomes primary and paper is utilised only in situations where the party in the procedure insists on it, or in other cases explicitly prescribed by law.

Furthermore, it is necessary to standardise the identification marks on documents, introduce forms with structured data forms and metadata, and prescribe the legal power of electronic communication through official e-mail accounts. Establishing electronic office operations as the primary form requires that – after the redesign of business processes and amendments to regulations on office operations – there are information systems set-up which would ensure the functioning of electronic office operations. At the technical level, electronic office operations should be supported by several interlinked special-purpose information systems: unified Register and e-Delivery, e-Storage and e-Archive.

MEASURE	1.4.		Development of other joint (shared) IT services for public administration purposes			
Institution responsible for monitoring and implementation control			ITE Office			
Implementation period	2020–2021	Measure type	Institutional/managerial/organisational			
Performance indicator	Unit of measurement		Source of verification			
	Percentage of public bodies integrated into the collaboration system		ITE Office Report on the e-Government Portal			
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022	
	2019	5%	10%	25%	40%	
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan					

Joint (shared, i.e. collaboration) services optimise the functioning of public administration systems, reduce costs and increase the level of reliability and information security. The use of e-mail, and of *gov.rs* and *упр.срб* domains have been secured only for some state bodies, other bodies hire external service providers, whereas LSGs have not yet been included in the joint services system. Resources for the provision of joint services to the entire public administration system need to be secured.

MEASURE	1.5.		Development of architecture and implementation of a Platform supporting the development and use of e-Government services
Institution responsible for monitoring and implementation control			ITE Office
Implementation period	2020-2021	Measure type	Institutional/managerial/organisational
Performance indicator	Unit of measurement		Source of verification
	Number of implemented e-Government services		Report on the e-Government Portal – ITE Office Report on the e-Tax Portal – Tax Administration

		Report on the CROSO/CRMSS Portal – Central Register of Mandatory Social Security [CROSO in Serbian]		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	5	75	130	200
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan
Impact on the budget	Specified in the Action Plan			

The provision of integrated and user-centric services requires overcoming the situation where separate and heterogeneous systems and applications are being developed and run in parallel. This can be achieved by developing a comprehensive and integrated architecture and Platform designed to ensure interoperability, support data exchange and inter-institutional business processes, and the systematic and standardised creation of processes based on common principles and with the use of functions common to all.

The establishment of a platform for the implementation of e-Government, in addition to ensuring the interoperability of existing systems and applications, also represents a solution for institutions using obsolete systems or not having any systems, because they will get the chance to join the process of service provision.

The architecture of this platform will include the establishment of a Metaregister, a catalogue of administrative procedures, catalogue of web services, web service generator, etc.

Since data in official records are incomplete and insufficiently up-to-date, it is necessary to establish a unified register of all official records (Metaregister) and define a unified methodology and systematisation for maintaining official records, and/or codebooks for data contained therein.

It is necessary to record: what is a register, what are the basic registers (data on citizens, data on businesses and property) and who is competent for establishing and maintaining certain registers. This would ensure data reliability and define which item of data in a given record is original, and which data is derived, and/or which data is being taken over from other records where they represent original data, and the data item that will serve as a "key" for connecting data in different records.

The Metaregister will prevent the exchange of incomplete or obsolete data, and the doubling of data in various registers. The establishment of the Metaregister will create the conditions for the interoperability of official records and automatic data exchange according to authorisations defined by special regulations.

MEASURE	1.6.	Establishing new and improving existing registers and records in electronic form to support the development of e-Government services		
Institution responsible for monitoring and implementation control		ITE Office		
Implementation period	2020–2022	**Measure type**	Institutional/managerial/organisational	
Performance indicator 1	Unit of measurement		Source of verification	
	Percentage of established registers compared to the total number of registers covered under this measure		Report on Metaregister – ITE Office	
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
		10%	35%	60%	85%
Performance indicator 2	Unit of measurement		Source of verification	
	Number of institutions using data from the Register		Report on Metaregister – ITE Office	
	Baseline	Baseline value	Target value 2020	Target value 2021	Target value 2022

	year				
	2019	300	1,500	3,000	4,000
Estimated financial resources	Specified in the Action Plan	Source of funding	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan				

The key measure for the development of infrastructure in e-Government is the establishment of basic registers in electronic form and their improvement to ensure the establishment, and/or improvement of other derived registers and records and the establishment of the system and access protocols for data for all bodies that have a basis for collecting and using them when performing official duties.

The Programme envisages the establishment of new, and the improvement of existing registers and records in electronic form, as well as certain information systems (IS):
- Central Population Register;
- Unified Public Register of Administrative Procedures;
- Address Register;
- Social Welfare IS;
- Unified Social Card Register;
- Improvement of the Property Register – Real-Estate Cadastre;
- Improvement of the Register of Businesses;
- Digitalisation of the Register of Agricultural Farms (e-Agrar);
- Improvement of the veteran-disability protection IS;
- Improvement of the child and family protection IS.

MEASURE	1.7.	Establishing a unified Public Register of Procedures		
Institution responsible for monitoring and implementation control		Public Policy Secretariat		
Implementation period	2020–2021	**Measure type**	Planning system participants securing goods and offering services	
Performance indicator	Unit of measurement		Source of verification	
	Public Register of Administrative Procedures up and running		E-Government Portal and Public Register Portal	
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2018	No	Register has been set-up	Publicly available register containing all administrative procedures for businesses	Publicly available register containing all administrative procedures for citizens
Estimated financial resources	Specified in the Action Plan	Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan			

The administrative burden is high and characterised by numerous procedures for the exercise of certain rights or fulfilment of obligations.

The administrative burden represents an expense for companies and is recognised internally as an important obstacle to further economic development, while its reduction is a key condition for improving the conditions for doing business.

The measure relates to the establishment of a unified Public Register of Procedures (Register) which would make all procedures publicly available, ensure they are up to date, and provide for the simplification and potential elimination of

those considered unnecessary.

The objectives are: reducing administrative expenses, improving the transparency and predictability of the business environment and simplification of administrative procedures, as well as improving the quality of public administration services.

After the competent institutions complete the inventory of administrative procedures, a technical solution would need to be regulated and implemented to provide for daily updates and use of this register.

MEASURE	1.8.		Improving public administration human resources to establish and apply information technologies in e-Government		
Institution responsible for monitoring and implementation control			ITE Office		
Implementation period	2020–2021	**Measure type**	Institutional/managerial/organisational		
Performance indicator 1	Unit of measurement		Source of verification		
	Number of staff certified for ITIL per 100 employed IT officers in public administration		Report on the number of certified staff		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019				
Performance indicator 2	Unit of measurement		Source of verification		
	Number of systematised and filled jobs for IT officers in the public administration and LSGUs compared to the total number of civil servants		Staffing tables and organisation rulebook		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	1 in 130 at LSG level, 1 in 100 at state level	1 in 100 at LSG level, 1 in 75 at the public administration level	1 in 90 at LSG level, 1 in 50 at the public administration level	1 in 65 at LSG level, 1 in 25 at the public administration level
Performance indicator 3	Unit of measurement		Source of verification		
	Average number of civil servants trained to work in a digital environment compared to the total number of civil servants employed by the public administration authority, i.e. the LSGU		Staffing tables and organisation rulebook		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	50	60	75	90
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

An analysis of the state of e-Government (of a sample selection of 21 public administration bodies) has shown that 66% of public administration bodies have a need for additional IT staff. This analysis has shown that for every 25 staff there is one employee in charge of IT affairs. An analysis of the ICT capacities and information security of LSGs (a sample selection of 63 LSGs) has shown that for every 65 staff there is one person employed for IT affairs. As much as 76% of public administration bodies outsource certain tasks in the development and maintenance of IT systems and ICT

capacities.

A necessary condition for the sustainable development of e-Government and increase of ICT capacities in public administration is the existence of professional IT staff who would manage the IT systems and development projects in this field.

One of the major problems identified in the two implemented analyses of the development of e-Government and during the consultation process was that public administration bodies cannot retain new IT staff or find new staff, leading to an inability to adequately maintain existing ICT systems and equipment, thus deteriorating the level of service provided to citizens and businesses.

Furthermore, due to the frequent departures of the best qualified IT staff, public administration bodies cannot adequately apply the existing regulatory framework, which prescribes strict standards in the field of information security, protection of personal data, and e-Government.

The establishment of the ITE Office has centralised the function of managing ICT equipment, but not even this institution has an adequate solution to the problem of the IT staff deficit, since the ITE Office itself has a limited number of staff and adequate salaries. This measure aims to adequately identify the existing issues of human capacity for managing public administration ICT systems and define ways to resolve them. It is also necessary to conduct an analysis of the needs of the public administration for IT profiles and staff for managing IT projects (according to their professional qualifications and experience, the job description, etc.). In other words, it is necessary to identify which parts of the IT work should be done in-house, and which parts should be outsourced.

Ensuring the continuous development of e-Government in Serbia requires raising the digital literacy level of all staff and capacities for working in a digital environment. Looking at the analysis of the current state of e-Government, it would appear that 4% of public administration staff does not know how to use a computer.

With the establishment and commissioning of the National Academy for Public Administration (NAPA) in January 2018, the public administration gained a central institution in the system of professional development in public administration. The development of electronic services and e-Government at the central level increases the need for public administration staff to work in a digital environment. If the staff do not receive adequate support, there is a danger that the development of e-Government will stagnate, thus it is necessary to continuously work on advancing their skills. In addition to general education in the field of digital skills, when developing new electronic services and systems for work, it is important to train staff to work in them (online courses) from the very beginning and provide them with user support (by forming client support centres for staff in public administration – G2G).

A survey of public administration bodies has shown that there is a great need for additional training of staff to enable them to work in a digital environment, namely:

- Use and validation of certified electronic signatures and certified electronic seals;
- Data opening and visualisation;
- Project management;
- Use of the *Microsoft Office* package;
- Electronic implementation of public procurement;
- Creation of electronic services;
- Use of the Information system over the public administration bodies' service bus (e-ZUP).

PROPOSAL

MEASURE	1.9.		Improving information security and standards		
Institution responsible for monitoring and implementation control			ITE Office		
Implementation period	2020–2022	**Measure type**	Institutional/managerial/organisational		
Performance indicator 1	Unit of measurement		Source of verification		
	Number of institutions which have an established and functional information security system and which meet information security standards (adopted Regulation on information security and adopted disaster recovery plan)		MTTT Inspection for Information Security		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	10	100	180	250
Performance indicator 2	Unit of measurement		Source of verification		
	Number of implemented information security tests for ICT in public administration and local self-government		ICT system inspection report – Ratel		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	15	30	60	100
Performance indicator 3	Unit of measurement		Source of verification		
	Number of civil servants that have completed cyber exercises		Report on cyber [security] exercises – Ratel		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	50	100	150	200
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget					

According to data obtained through the analysis of the current state of e-Government, 61% of public administration bodies have an adopted regulation/policy on information security, whereas only 28% have an adopted disaster recovery plan. The analysis of the ICT capacities and information security of LSGs is showing that 46% of LSGs have not adopted an information security regulation, whereas 66% have no incident management plan. Those institutions which have adopted an information security regulation update it regularly, mostly once per year.

Among the surveyed state bodies, 71% have registered interruptions in the operation of their information system during the last year, mainly due to the loss of power, but also old equipment leading to network issues. Furthermore, 57% of institutions have stated that during the past year they have registered hacker attacks, mainly on their websites or through e-mail. All of the institutions have stated that they have certain forms of back-up systems, with 23% of institutions not having copies of all their data.

The process of digitalisation, the development of e-Government services and ICT implementation requires a continuous implementation of a well-designed and constantly tested information security system. The protection of information systems and the data processed therein, as well as the protection of personal data, are paramount. There is a clear and constant increase in the number, scope and sophistication of cyber-threats.

The Law on Information Security prescribes the express competences of certain institutions. The establishment, equipping and training of CERT for mutual cooperation and efficient exchange of information is under way. Efforts are also being made to raise institutional awareness about the need to report incidents and the implementation of an efficient platform for such purposes. The accepted standards in this field are also being implemented and used, and the

development of procedures and methodologies for assessing information security is under way. However, one of the key tasks will be the development of human capacities in this field.

A number of activities need to be undertaken under this measure, from changes to the regulatory framework to activities aimed at raising the capacities of public administration for prevention and recovery from incidents. The measure also plans for the establishment of a Security Operation Centre (SOC) to ensure the security of the UIC network.

B   Specific objective 2: Improvement of legal certainty in the use of e-Government

MEASURE	2.1.		Harmonising the legal framework with the statutes governing e-Government and e-Commerce		
Institution responsible for monitoring and implementation control			MPALSG		
Implementation period	2022	Measure type	Regulatory		
Performance indicator	Unit of measurement		Source of verification		
	Percentage of the legislation harmonised with general regulations on e-Government and e-Commerce compared to the previously identified number of regulations that need to be harmonised		Degree of harmonisation of legislation – analysis		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0%			100%
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

The use of ICT in the work of public administration is the subject of a number of regulations. Due to frequent regulatory changes in fields related to electronic actions by the public administration, the provisions of multiple regulations apply simultaneously to certain e-Government issues, and it is not uncommon to encounter conflicts between different regulations on the same issues, raising the question of their mutual relationship and applicability.

Furthermore, regulations are still in force maintaining the earlier, non-digital method of working, which is not user-centric. For instance, public authorities have the obligation to collect facts and data contained in official records by themselves, but there are still regulations requiring the requesting parties to submit extracts, certificates or other documents required for decision-making, which are contained in the official records of competent bodies. Similarly, regulations require parties to submit proof of completed payment of fees and reimbursements, despite official records on all payments of public revenues being maintained.

Although Articles 9 and 103 of the Law on the General Administrative Procedure prescribe the obligation of public authorities to obtain data from official records by official means, and Article 215 of the same Law stipulates that any provisions of other regulations prescribing otherwise cease to be in effect, the implementation of this provision in practice is inconsistent, particularly in public enterprises, public agencies and with public notaries.

With the use of ICT public administration has modernised its operations, mutual exchange of data, and service provision, but there is also a legal uncertainty: whether certain administrative actions, and/or administrative regulations have the required basis in the existing regulations. Thus, there is an automated data exchange between public administration bodies in a protected environment, but regulations still recognise and accept as evidence only those public documents containing data from official records, thus raising the question of the option of invoking the liability of an institution responsible for the correctness of data being retrieved, locked by a server certificate that is not a certified electronic signature, as an equivalent to a due signature and seal of the institution.

PROPOSAL

MEASURE	2.2.	Establishing inspection control of the electronic service delivery quality			
Institution responsible for monitoring and implementation control			MPALSG		
Implementation period		2020	Measure type	Institutional/managerial/organisational	

Performance indicator 1	Unit of measurement		Source of verification		
	Number of implemented supervision cases of the competent inspections through the use of e-tools (AI and ISI)		Reports by the competent authorities		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	20	50	100

Performance indicator 2	Unit of measurement		Source of verification		
	Number of state administration, APs, and LSG bodies implementing electronic administrative procedures whose electronic systems are open for supervision by the Administrative Inspection		Administrative Inspection Report		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	200	1,000	2,000

Estimated financial resources	Specified in the Action Plan	Source of funding	Specified in the Action Plan
Impact on the budget	Specified in the Action Plan		

The core of the measure is monitoring the work of active inspections when using electronic tools within the legal system (Administrative Inspection – AI and Information Security Inspection – ISI). This monitoring is particularly important for supervision over administrative procedures being implemented fully in electronic form (e.g. the process of issuing construction permits) where it is necessary to supervise the implementation of regulations on administrative procedures in state bodies, AP of Vojvodina, LSG bodies, and other holders of public authority in the information systems they are using in their work.

Thus, the Administrative Inspection is competent for supervision over the implementation of the Law on Inspection Supervision, to be performed in the e-Inspector information system. As such, it needs to be provided with e-Inspector information system access and privileges to be able to exercise its competence without hindrance, instead of having to order the bodies under inspection to provide the necessary printed material and data – which is the current practice.

Providing inspection access to the system enables looking at the body's performance statistics, i.e. whether the body is complying with the deadlines for certain administrative actions, etc. This, on the one hand, facilitates the identification of a lack of compliance with regulations, and on the other, provides information which these inspections can use to improve risk management (e.g. identify which LSG is the slowest to issue construction permits and causes the most delays).

MEASURE	2.3.	Establishing a mechanism for correcting and updating data entered into the registers and monitoring the use of personal data		
Institution responsible for monitoring and implementation control			ITE Office	
Implementation period		2020	Measure type	Institutional/managerial/organisational
Performance indicator 1	Unit of measurement		Source of verification	
	Number of official records available in electronic form on the service bus		ITE Office Report on the e-Government Portal	

	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	25	70	150
Performance indicator 2	Unit of measurement		Source of verification		
	Number of requests for the correction of data kept in the official records which are available electronically, submitted through the e-Government Portal		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	200	150	100
Performance indicator 3	Unit of measurement		Source of verification		
	Number of requests for the correction of data kept in the official records which are available electronically, submitted to the authorities		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2020	0	50	20	10
Performance indicator 4	Unit of measurement		Source of verification		
	Number of requests for reports on the use of electronically available personal data by authorities [in their regular course of business]		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2020	0	20	50	100
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

In accordance with the Law on Personal Data Protection[72], all e-Government users need to be provided access to their personal data which the given body is processing, and informed about the basis and the purpose of that data processing, and they need to be able to request changes of data in any record where the given (changed) item of data is being kept.

For example, if users change their place of residence, they need to submit separate requests for the one item change (change of address) in their personal ID cards, vehicle registration papers, driver's licences and passports as separate procedures, despite all of these records being kept by the MoI, i.e. they issue all the above documents. Moreover, this data is also used by other bodies addressed by the users. Since these procedures – otherwise expensive and complicated – are being implemented upon request by the user's procedures, the records are going out of date.

It is necessary to develop the functionality of the e-Government Portal so that it enables e-Government users to manage their data in a simple and clear way and see who has used their personal data and why, and to allow automatic updating of such data in the system after changes in the original records, or a simplification of the procedure for changing the given item of data, while minimising costs.

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[72] *The Official Gazette of the Republic of Serbia*, No. 87/2018.

PROPOSAL

MEASURE	2.4.	Ensuring effective protection of the rights of e-Government users in court proceedings			
Institution responsible for monitoring and implementation control			Ministry of Justice		
Implementation period		2020–2021	**Measure type**	Informative/educational	
Performance indicator 1	Unit of measurement			Source of verification	
	Number of court proceedings which can be initiated electronically			Report to the National Assembly of the Republic of Serbia	
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	4	10	15	20
Performance indicator 2	Unit of measurement			Source of verification	
	Percentage of courts which accept writs and evidence submitted electronically compared to the total number of courts				
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	2.6%	20%	40%	60%
Performance indicator 3	Unit of measurement			Source of verification	
	Percentage of courts which access, *ex officio*, data in electronic records required for conducting the proceedings and issuing decisions compared to the total number of courts				
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	90%	100%	100%	100%
Performance indicator 4	Unit of measurement			Source of verification	
	Number of judges trained to work in a digital environment compared to the total number of judges				
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019				
Estimated financial resources		Specified in the Action Plan	Source of funding	Specified in the Action Plan	
Impact on the budget		Specified in the Action Plan.			

Most courts do not have the option of receiving electronic writs, of reviewing electronic documents in their original form during the evidence proceedings, of communicating electronically with parties and public administration bodies. Due to this legal uncertainty there is currently distrust among businesses and citizens about whether electronic documents and actions in proceedings undertaken electronically will be accepted by the court.

The measure should cover activities aimed at ensuring the legal certainty of users of electronic services that also covers judicial protection. Therefore, the digital transformation of the society needs to include the holders of judicial functions, primarily by connecting the public administration IT systems with the judicial information systems, and adapting the processing framework under which the courts operate.

Systematic training needs to be implemented for all holders of judicial functions to acquire the necessary digital skills and capabilities to apply and interpret the norms of substantive law related to e-Commerce and e-Government.

PROPOSAL

MEASURE	2.5.	Improving the legal framework and practice of using e-Signatures and e-Seals within public administration			
Institution responsible for monitoring and implementation control		ITE Office			
Implementation period	2020–2021	**Measure type**	Institutional/managerial/organisational		
Performance indicator	Unit of measurement		Source of verification		
	Number of issued certified electronic seals (target 10,000, first year 10%, second year 30%, third year 60%)		MTTT Report on the certified e-Seals issued		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2020	0	200	500	2,000
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

The Law on e-Commerce prescribes the equivalence of using a certified electronic signature and certified electronic seal in doing business. The use of certified electronic signatures for officers is provided for all services on the e-Government Portal. Businesses use certified electronic signatures when submitting requests and applications under the unified procedure for issuing construction permits, and in procedures for submitting tax returns, annual financial reports, etc. The receiving body checks the identity of the signature by searching through the SBRA. However, the public administration needs to set-up a mechanism in e-Commerce for authorised persons to sign documents. Therefore, it is necessary to prescribe in more detail the use of the certified electronic seal of bodies, guaranteeing the authenticity of the issued document, and enabling the establishment of a mechanism within the institutions which would provide staff with access to the electronic system in accordance with their authorisations and responsibilities, and only allowing authorised persons with the right to use the certified electronic seal to sign documents.

This measure covers activities aimed at ensuring the reliable and safe use of certified electronic signatures and certified electronic seals, and their validation. The implementation of this measure should provide additional stimulus for electronic actions and the use of trust services.

MEASURE	2.6.	Improving delivery in e-Government			
Institution responsible for monitoring and implementation control		ITE Office			
Implementation period	2020–2021	**Measure type**	Regulatory		
Performance indicator 1	Unit of measurement		Source of verification		
	Number of activated electronic mailboxes for companies and legal persons		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	20,000	40,000	150,000
Performance indicator 2	Unit of measurement		Source of verification		
	Number of activated electronic mailboxes for natural persons		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	80,000	320,000	640,000
Estimated financial	Specified in the Action		Source of	Specified in the Action Plan	

resources	Plan	funding	
Impact on the budget	Specified in the Action Plan		

In accordance with the Law on e-Commerce, the trust service of certified electronic delivery has the authority of registered delivery, mandatory in all administrative and court proceedings. There are currently no registered providers of this service in Serbia. On the other hand, the Law on e-Government prescribes the delivery of e-Government to users in a unified electronic mailbox, opened by each user at the e-Government Portal, yet still unused in practice.

In addition, other regulations deal with methods of electronic delivery in different ways. The Law on Tax Procedures and Tax Administration prescribes that taxpayers communicate with the Tax Administration electronically through an e-mail address registered on the e-Porezi Portal. The Law on Companies prescribes the obligation of publishing the contact e-mail address of all companies that can be used to deliver notifications, where this address may be registered with any internet provider, making it unsuitable for delivery in administrative and court proceedings.

This measure contains activities aimed at harmonising regulations and the implementation of new and improved existing technical solutions which would provide for the implementation of reliable electronic delivery in a way that is simple for all users, and that provides legal certainty, the application of such delivery at all levels of authority, including judicial, and the acceptance of such delivery as reliable and time-bound in administrative and court proceedings.

C Specific objective 3: Increase of e-Government accessibility to citizens and businesses by improving client service

MEASURE	3.1.	Improving the e-Government Portal and other software solutions			
Institution responsible for monitoring and implementation control		ITE Office			
Implementation period	2020–2022	**Measure type**	Supply of goods and provision of services		
Performance indicator 1	Unit of measurement		Source of verification		
	Number of services on the e-Government Portal		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	20	50	100	300
Performance indicator 2	Unit of measurement		Source of verification		
	Number of active e-Government Portal service-users		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	300,000	500,000	1,000,000	1,500,000
Performance indicator 3	Unit of measurement		Source of verification		
	Share of level-four sophistication services available on the Portal compared to the total number of electronic services on the e-Government Portal		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	20	40	80
Performance indicator 4	Unit of measurement		Source of verification		
	Percentage of users with positive experience using services through the e-Government Portal		ITE Office Report on the e-Government Portal		

	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2020	0%	50%	70%	90%
Performance indicator 5	Unit of measurement		Source of verification		
	e-Government Portal's functionality harmonised with accessibility standards		Report [on the e-Government Portal – ITE Office]		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2020	0	60	70	90
Performance indicator 6	Unit of measurement		Source of verification		
	Number of services provided annually through the e-Government Portal		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	1,100,000	2,000,000	3,500,000

Estimated financial resources	Specified in the Action Plan	**Source of funding**	Specified in the Action Plan
Impact on the budget	Specified in the Action Plan		

The e-Government Portal is the central location for the delivery of electronic services. During the consultation process and through the Analysis of the current state of e-Government, it became apparent that user experience needed improving for all user categories (citizens, businesses, and public administration staff).

The e-Government Portal needs to be improved under various segments, both through establishing electronic identity by implementing identity federation and two-factor verification, as well as with the aim of optimisation that would support all platforms and browsers. Planned improvements include the option of access through smartphones, improved monitoring of statistics on use, and the further development of electronic monitoring modules (unified payment for a single service and automatic payment entry.

The implementation of the option of monitoring the progress of a procedure is also planned, along with deadline compliance, options for complaints, and evaluation of the quality of services.

This measure should also cover activities on improving the capacities of the ITE Office for managing the e-Government Portal, introduction of user analytics tools, and the soliciting of ideas and proposals to improve the user experience.

MEASURE	**3.2.**	**Standardisation and optimisation of electronic services to improve client services**		
Institution responsible for monitoring and implementation control		ITE Office		
Implementation period	2020–2022	**Measure type**	Supply of goods and provision of services	
Performance indicator	Unit of measurement		Source of verification	
	Percentage of standardised and optimised services among the 100 selected		ITE Office Report on the e-Government Portal	
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	10%	50%	100%
Estimated financial resources	Specified in the Action Plan	**Source of funding**	Specified in the Action Plan	

PROPOSAL

Impact on the budget	Specified in the Action Plan

The project for establishing the unified Public Register of Administrative Procedures includes plans for the digitalisation of the most frequent procedures to ensure the electronic delivery of a maximum number of services for citizens and businesses. For digitalisation to have true effects for the users it is necessary to optimise the procedures being digitalised, to define standards for their implementation and to provide technical and user support in the provision of a given service. The first phase will optimise and digitise the 100 most frequently used administrative procedures relevant for businesses. Plans are being developed to also digitise the most frequent procedures relevant for citizens, regarding life events, in accordance with EU standards. The optimisation of administrative procedures reduces administrative burden, leading to savings in money and time.

Plans are also being made under this measure to develop a methodology to monitor user satisfaction with all electronic services provided by e-Government, and the solution for the technical implementation of this methodology. It is very important to keep in mind that citizens still have little trust in the services provided by public administration electronically, and that this form of interaction often lacks feedback. Therefore, it is necessary to establish electronic services which will automatically monitor and provide users with key feedback on the implementation of specific electronic services.

MEASURE	3.3.	Providing support to e-Government users			
Institution responsible for implementation oversight and control			ITE Office		
Implementation period		2021	**Measure type**	Institutional/managerial/organisational	
Performance indicator 1	Unit of measurement			Source of verification	
	Percentage of services that provide support through a helpdesk (BV: 5%; TV: 65% for 2020, TV: 80% for 2021, TV: 100% for 2022)			ITE Office Report	
	Baseline year	Baseline value		Target value 2020	Target value 2021	Target value 2022
	2019	5%		65%	80%	100%
Performance indicator 2	Unit of measurement			Source of verification	
	Percentage of resolved help-desk user requests compared to the number of submitted requests (BV: 80%, TV: 99% for 2020)			ITE Office Report	
	Baseline year	Baseline value		Target value 2020	Target value 2021	Target value 2022
	2019	80%		85%	90%	99%
Performance indicator 3	Unit of measurement			Source of verification	
	Percentage of services with data on user satisfaction (BV 0%, TV: 65% in 2020, TV: 80% for 2021, TV: 100% for 2022)			ITE Office Report	
	Baseline year	Baseline value		Target value 2020	Target value 2021	Target value 2022
	2019	0%		65%	80%	100%
Performance indicator 4	Unit of measurement			Source of verification	
	Percentage of services for which the users said they received good support			ITE Office Report	
	Baseline year	Baseline value		Target value 2020	Target value 2021	Target value 2022
	2019	0%		50%	70%	100%
Performance indicator 5	Unit of measurement			Source of verification	
	Percentage of users who were satisfied with			ITE Office Report	

	the e-Government services				
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0%	65%	80%	100%
Performance indicator 6	Unit of measurement		Source of verification		
	Percentage of services for which it is possible to follow case progress/status (BV 0%, TV 65% for 2020, TV 80% for2021, TV 100% for 2022)		ITE Office Report		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0%	65%	80%	100%

Estimated financial resources	Specified in the Action Plan	**Source of funding**	Specified in the Action Plan
Impact on the budget	Specified in the Action Plan		

Electronic services provided by public administration to citizens and businesses can often be complex, and citizens note that in the electronic implementation of services they often lack adequate and complete information, as well as direct help and contact with persons competent for a given procedure. The Analysis of the state of e-Government shows that client support is mainly provided by public administration bodies through e-mail on user requests (46% of services), as well as through call centres (34%) or the "Frequently Asked Questions" section on institutional websites (20%). A very important aspect for the improvement of the method of providing services to citizens and business is measuring user satisfaction, so that public administration would have in mind how users assess a certain public service and identify problems that need to be resolved.

Citizens particularly note that they find it important to have simplified and familiar procedures, that all steps in the process of using a service are clearly formulated, that the deadlines for their implementation are clearly defined, and that the procedures and deadlines are complied with in practice. There is a problem with a lack of capacities for the organisation and delivery of services through a one-stop-shop that would provide services to users of services provided by multiple public administration bodies. Activities under this measure are aimed at improving the existing and developing new ways of client support, including:
- clearly explained electronic procedures on websites and portals;
- establishing a help-desk to support e-Government users;
- webinars, training and video instructions for users regarding the use of e-Government, e-Commerce and digital technologies.

MEASURE	3.4.	Affirmation of e-Government (raising awareness of civil servants and citizens about the importance of digitalisation and strengthening trust in electronic services)
Institution responsible for monitoring and implementation control		ITE Office
Implementation period	2020–2023 **Measure type**	Informative/educational

Performance indicator 1	Unit of measurement		Source of verification		
	Number of civil servants using the e-Government infrastructure		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	100	400	1,000	2,000
Performance indicator 2	Unit of measurement		Source of verification		
	Number of citizens using the unified mailboxes		ITE Office Report on the e-Government Portal		

	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2021	0	0	10,000	100,000
Performance indicator 3	Unit of measurement		Source of verification		
	Number of video instructions compared to the number of new electronic services, and/or IS		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	1	10	20	40
Performance indicator 4	Unit of measurement		Source of verification		
	Number of businesses using the unique mailboxes compared to the total number of businesses		ITE Office Report on the e-Government Portal		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2021	0	400	1,000	3,000
Performance indicator 5	Unit of measurement		Source of verification		
	Number of announcements on social media accounts posted annually		Report of the relevant authority		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	500	600	700	800
Performance indicator 6	Unit of measurement		Source of verification		
	Number of announcements posted annually on the internet portals		Report of the relevant authority		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	300	360	400	500
Performance indicator 7	Unit of measurement		Source of verification		
	Number of articles in the most popular daily newspapers and weekly magazines published annually		Report of the relevant authority		
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	200	240	240	240
Estimated financial resources	Specified in the Action Plan		**Source of funding**	Specified in the Action Plan	
Impact on the budget	Specified in the Action Plan				

E-Government is a quality of a contemporary public administration that, in 21st century, should be a service for citizens and businesses.

User-centricity requires constant adaptation of public administration to user experience, meaning changes to business processes, the software environment, and harmonisation of the regulatory framework with these changes. Since the introduction of e-Government encompasses all levels of public administration staff, it is important to work on their adaptation to changes and introduction of change management so that positive changes would be affirmed both among public administration staff, as well as the public.

Increasing the level of use of electronic services requires the promotion of the values of electronic activities by the public administration and use of digitalised procedures as opposed to traditional forms (counters, submission of paper writs, exchange of paper documents, etc.). Important incentives for users include the faster provision of services electronically, lower fees and ensured legal certainty.

PROPOSAL

MEASURE	3.5.		Implementing a one-stop-shop			
Institution responsible for monitoring and implementation control			MPALSG			
Implementation period	2020	**Measure type**	Institutional/managerial/organisational			
Performance indicator	Unit of measurement		Source of verification			
	Number of services which have an established one-stop-shop in at least 5 LSGUs					
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022	
	2019	0	1	5	8	
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan					

Citizens often have to visit several counters to complete a single procedure. Article 42 of the Law on the General Administrative Procedure has introduced, for the first time, the legal institute of a one-stop-shop, to optimise procedures. The implementation of a one-stop-shop would ensure inter-institutional data and document exchange, thus leading to significant savings for citizens and businesses. The legal framework provides flexibility regarding the method of organising a one-stop-shop, thus it can be established in a virtual form (e-Government Portal), physical form (a one-stop-counter system), based on a life event ("Baby, welcome to the world" system), or for individual procedures. Activities under this measure are aimed at identifying the modality of the one-stop-shop at the national and local level, and on the implementation of pilot projects at the level of certain LSGUs.

PROPOSAL

D   Specific objective 4: Open data in public administration

MEASURE	4.1.		Securing the implementation of the open data legal framework			
Institution responsible for monitoring and implementation control			ITE Office			
Implementation period	2020–2022	**Measure type**	Regulatory			
Performance indicator	Unit of measurement		Source of verification			
	Number of public administration bodies and other holders of public authority which share/publish open data on the Open Data Portal		Open Data Portal – ITE Office			
	Baseline year	Baseline value	Target value 2020	Target value 2021		Target value 2022
	2019	33	60	80		100
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan					

The Law on e-Government and by-law on the operation of the Open Data Portal (Regulation on the Open Data Portal Functioning, *The Official Gazette of Republic of Serbia,* No. 104/2108) sets the legal framework and obligation of opening public administration data for reuse. For the legal framework in the field of open data to be harmonised with the European Union regulations and international standards in this field requires full harmonisation of the Law on e-Government with the European Union regulations in this field. Further development in the production, updating and publishing of open data depends on the implementation of this legislation in practice, proving to be a significant challenge to date.

Open data is being published selectively, with various levels of quality and scopes of data sets. Open data is a public asset and according to the definition from the Law on e-Government "data available for reuse, along with metadata, in a machine-readable and open form". The insufficient level of availability of open data leads to missed opportunities to utilise this resource to generate new value. The economic potential of open data in Serbia in 2017 was assessed as ranging from USD 414 to 829 million, i.e. 1–2% of the GDP. The institutional framework for opening data was implemented through the establishment of the ITE Office. There is no explicitly defined mandate or duty within the ITE Office related to open data.

The further development of the initiative for opening data is moving towards the identification of efficient mechanisms to apply the existing legal framework, providing specific support for institutions in opening data, and in raising the capacities of the ITE Office to deal with this issue, e.g. by establishing a special organisational unit.

Public administration bodies need support and specific instructions to apply the existing regulatory framework in the field of open data, and raising their level of knowledge to apply existing standards in various areas of opening data (e.g. the General Transit Feed Specification (hereinafter: GTFS) standard for opening data in transport and the Open Contracting Data Standard (hereinafter: OCDS) for public procurement data, etc.).

MEASURE	4.2.		Improving the Open Data Portal	
Institution responsible for monitoring and implementation control			ITE Office	
Implementation period	2020	**Measure type**	Supply of goods and provision of services	
Performance indicator	Unit of measurement		Source of verification	
	Number of machine-readable datasets published on the Open Data Portal and regularly updated		Open Data Portal – ITE Office	

PROPOSAL

	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	0	2,400	2,800	3,200
Estimated financial resources	Specified in the Action Plan	**Source of funding**	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan				

The national Open Data Portal was deployed in October 2017 and represents a central point for publishing open data sets from public administration bodies.

At this moment, there are 33 organisations publishing a total of 143 data sets, there are a total of 384 registered users and 5 examples of use. This can be deemed as insufficient. Developing capacities to ensure the ITE Office maintains and continues to improve the Open Data Portal requires more effort. Equally, further work is needed on the option of automatic downloads of open data and on tools that will provide for the highest quality of open data.

MEASURE	**4.3.**	**Supporting the use of open data**			
Institution responsible for monitoring and implementation control			ITE Office		
Implementation period		2020–2022	**Measure type**	Informative/educational	
Performance indicator 1	Unit of measurement			Source of verification	
	Number of organised hackathons, datathons and Open Data Weeks			ITE Office Report	
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2020	0	6	10	15
Performance indicator 2	Unit of measurement			Source of verification	
	Number of applications and software solutions launched owing to the use of open data			Open Data Portal – ITE Office	
	Baseline year	Baseline value	Target value 2020	Target value 2021	Target value 2022
	2019	8	11	15	20
Estimated financial resources	Specified in the Action Plan	**Source of funding**	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan				

Interest among potential users of open data is very low. Consequently, the potential of open data is underutilised.

This measure covers activities aimed at implementing campaigns and introducing solid mechanisms to realise the potential of open data. It relates to a broad spectrum of potential users outside administration, as well as public administration institutions.

Some of the incentive mechanisms for the use of data include the organisation of events to develop rapid solutions based on open data (*hackathon*, *datathon*), organisation of open data challenges that would offer innovative solutions to certain problems, and other incentives and support to projects working on open data, primarily educational ones (informal educational workshops, summer schools). Open data should also be included in the formal education system by introducing it into the curricula of existing subjects. The role of the academic community in raising public awareness about open data is important, through scientific research work that would be linked to innovation and business practices.

MEASURE	4.4.		Introducing the concept of "smart city"/e-City			
Institution responsible for monitoring and implementation control			MPALSG			
Implementation period	2020–2021	**Measure type**	Supply of goods and provision of services			
Performance indicator	Unit of measurement		Source of verification			
	Number of cities that have piloted "e-City" projects					
	Baseline year	Baseline value	Target value 2020	Target value 2021		Target value 2022
	2019	0				2
Estimated financial resources	Specified in the Action Plan		Source of funding	Specified in the Action Plan		
Impact on the budget	Specified in the Action Plan					

The concept of a "smart city" assumes the integration of ICT and the concept of open data into routine affairs and monitoring the situation in the fields relevant for the functioning of the community under urban conditions. The core idea of a "smart city" lies in the interaction and the use of all available data in decision-making and monitoring the situation in the field to increase the efficiency of resource utilisation and to achieve sustainable development. The Internet enables the networking of all city institutions which operate in the city administration system with one another and with devices for collecting and monitoring data (maintaining updated statistics on public administration activities, GPS, CCTV, motion-sensors, etc.). Data obtained in this way should also be available to citizens in the form of open data, other than personal data, for everyday use. The use of geographic information systems (hereinafter: GIS), e-Government applications, and the use of energy resources with the aim of optimising daily resource use by citizens and the city administration system is of great importance. The implementation of the concept of a "smart city" would enable:

- a more efficient waste management system;
- more optimal management of the transport infrastructure;
- lower pollution levels;
- evidence-based decision-making and more rational actions from both citizens and public authorities;
- a more efficient use of public transport;
- a higher level of information among citizens.

X DEVELOPING A SYSTEM FOR MONITORING RESULTS

The e-Government Coordination Council represents the umbrella body of the Government of the Republic of Serbia established by the Decision on the formation of the Coordination Council[1] and has a task to coordinate activities of drafting and implementation of strategic documents on e-Government development and functioning, as well as to monitor the status, the requirements, the development and the implementation of standards during the introduction of various e-Government systems. Representatives of state administration bodies, business associations and academia have been appointed to the Coordination Council, and experts from various fields, representatives of professional and business associations, representatives of international community, as well representatives of other bodies may participate in the Coordination Council.

At the operational level in terms of reporting, the Ministry of Public Administration and Local Self-Government, Department for e-Government is in charge of preparing and submitting reports on the implementation of e-Government Development Programme. In accordance with the Article 43. of the Law on the Planning System (The Official Gazette of the Republic of Serbia, No. 30/18), the Report on the degree of implementation of the Action Plan for the implementation of the e-Government Development Programme should be submitted annually, but earlier than

120 days provided by the Law in the new calendar year, in order to make the results available for Public Administration Reform Strategy report. Reporting to the Government is carried out by Unified Information System in accordance with the Article 71. of the Regulation on the methodology of public policy management, the effect analysis of public policies and regulations and the content of individual public policy documents (The Official Gazette of the Republic of Serbia, No. 8/19) and is published on the official web-site of Ministry of Public Administration and Local Self-Government.
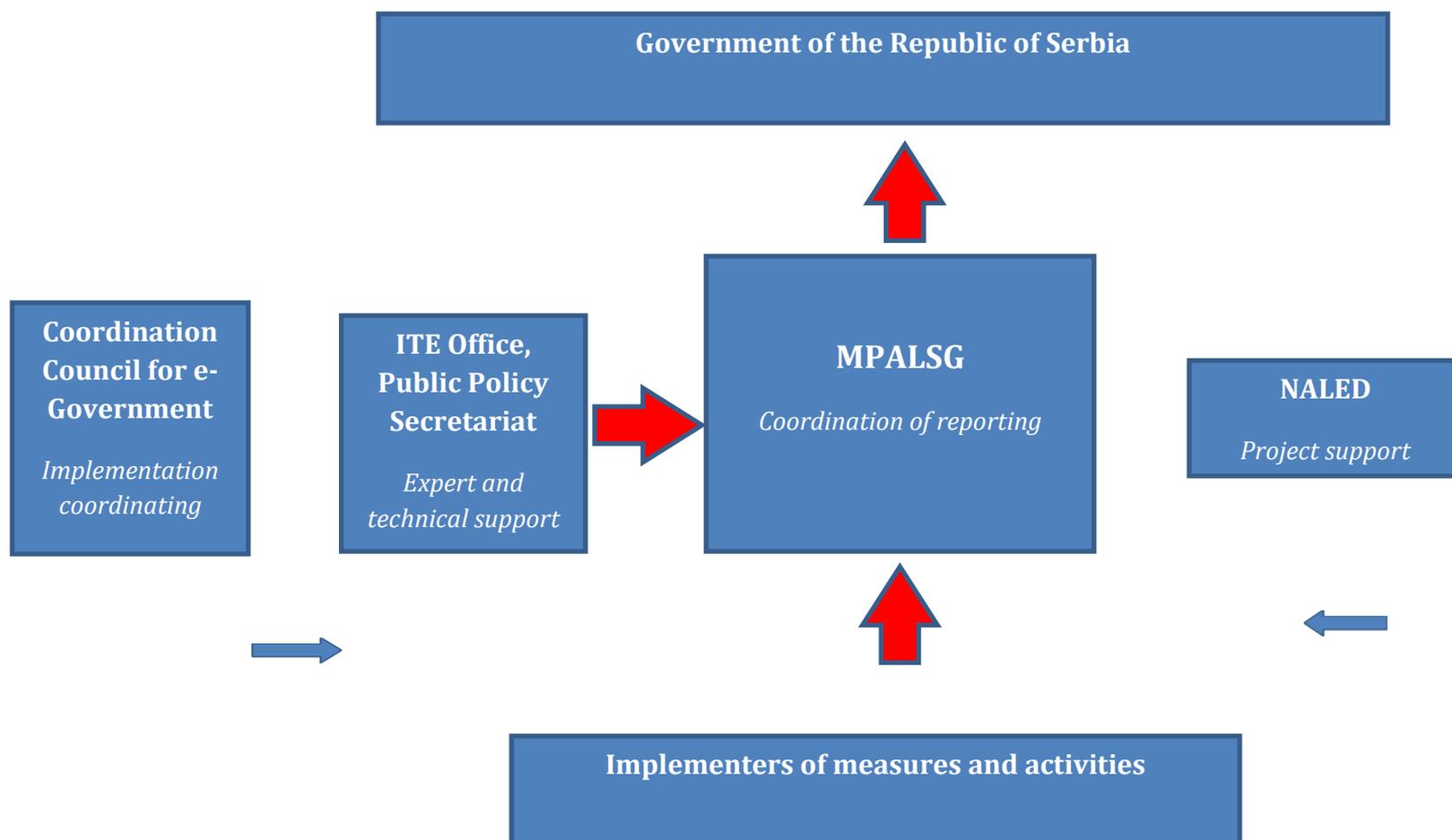
The Programme is to be implemented through a three-year Action Plan which is an integral part of the Programme. NALED will offer project support to the competent ministry and the Coordination Council.

The measures and activities for the implementation of the Programme contained in the action plans will be financed from the budget of the Republic of Serbia, donor funds and by international financial institutions, depending on the budgetary constraints.

The most significant risks to the implementation of the Programme are a lack of financial resources and insufficient cooperation and coordination from the competent public administration bodies. The Coordination Council has to coordinate the implementation of the activities and monitor the effects of measures implemented, so it represents the basic mechanism for managing risks related to the cooperation of competent public administration bodies regarding the implementation of the e-Government Development Programme. Through timely project planning and coordinated use of donor funds, it is planned to reduce the risk of insufficient financial resources for reform activities.

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[1] Decision on the Establishment of the e-Government Coordination Council (*The Official Gazette of the Republic of Serbia*, No. 104/17). http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/odluka/2017/104/2/reg

Graphic representation 1 – Coordination of the Programme implementation and reporting

XI   CONDUCTED CONSULTATIONS

Article 34 of the LPS[73] prescribes an obligation of conducting consultations with all the stakeholders and target groups at all stages of a PPD drafting.

The process of extensive consultations conducted for the purpose of the Programme development was presented in detail in Section **VI Current state of e-Government in the Republic of Serbia** above. The specific results of the consultations conducted with each of the target groups have been explained in Parts B–F of that Section, respectively:

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[73] *The Official Gazette of the Republic of Serbia*, No. 30/18.

- state administration bodies (B)
- LSGs (C)
- citizens (D)
- businesses and IT sector (E)
- donor organisations (F).

The Coordination Council held four sessions during the development of the Programme, three of which were organised as two-day workshops. In a way, the workshops played a role in the consultation process: some of its attendees were representatives of the public sector who were not part of the Coordination Council.

The Operational Plan envisaged three stages of the consultation process and a public hearing.

A   CONSULTATION PROCESS – STAGE I

This stage of the consultation process focused on:
1) assessing the current state of e-Government development;
2) assessing the implementation effects of the existing strategy (*ex-post* impact assessment of the e-Government Development Strategy 2015–2018[74]);
3) defining the overall objective of the Programme and identifying possible specific objectives and measures for achieving the overall objective;

Activities carried out during this stage were:
1) drafting and completing surveys about the current state of e-Government and reviewing the results of the current e-Government Development Strategy 2015–2018;
2) conducting interviews (surveys and semi-structured interviews) with key institutions/organisational units in charge of information technology in public administration bodies;
3) presenting the results of the surveys and interviews in the Coordination Council workshops.

B   CONSULTATION PROCESS – STAGE II

During this consultation stage, the data necessary to define accurately the specific objectives of the Programme, to thoroughly analyse the measures for achieving those objectives, and to identify key activities for the implementation of those measures was collected.

Activities carried out during this stage were:
1) (semi-structured) interviews with decision-makers in the public administration and partners from the donor community about the projects implemented and the activities for which the funding source needed to be identified;
2) four focus groups (citizens, businesses, IT sector and LSGs) on client experience with e-Government services (e.g. problems experienced while using those services, and alternative digitisation procedures proposed).

C   CONSULTATION PROCESS – STAGE III

Activities carried out during this consultation stage were:
1) a public presentation of the Draft Programme and a detailed analysis of the public policy effects;
2) stakeholders' comments on the Draft Programme.

D   PUBLIC HEARING

Following the consultations, a public hearing was held pursuant to the applicable laws of the Republic of Serbia.

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[74] *The Official Gazette of the Republic of Serbia*, No. 107/15.

XII REGULATIONS TO BE AMENDED

Amendments to several regulations which are important for e-Government development have been proposed under the framework of e-Government development measures. Table 11 below gives an overview of those regulations and explanations for the proposed amendments.

Table 11 – Programme-proposed amendments to the relevant regulations for an efficient e-Government

REGULATIONS TO BE AMENDED FOR AN EFFICIENT E-GOVERNMENT			
No.	REGULATION	COMPETENT MINISTRY	Deadline
1	**Regulation on Office Operations of Public Administration Bodies (*The Official Gazette of the Republic of Serbia*, Nos. 80/1992−2788, 45/2016−4, 98/2016−5)**	MPALSG	Q3 2020
	Regulations on office operations and, above all, the Regulation should be modernised, so as to enable efficient electronic office operations and impose them as a rule within public administration operations. The use of certified electronic seal by state authorities and other holders of public authorities should be regulated (it is necessary to regulate the specifics of using a certified electronic seal in the exercise of public authority). Initialisation should be replaced with confirmations within the information system.		
2	**Regulation on Electronic Office Operations of Public Administration Bodies (*The Official Gazette of the Republic of Serbia*, Nos. 40/2010−3, 42/2017−58)**	MPALSG	Q3 2020
	Integrate it into the Regulation on Office Operations of Public Administration Bodies.		
3	**Regulation on the Categories of Registry Material and Retention Periods (*The Official Gazette of the Republic of Serbia*, No. 44/1993−2037)**	MPALSG	Q3 2020
	Integrate it into the Regulation on Office Operations of State Administration Bodies or, if the latter is amended, harmonise it with the amended Regulation.		
4	**By-laws should be adopted in accordance with the Law on Electronic Document, Electronic Identification and Trust Services in Electronic Business (*The Official Gazette of the Republic of Serbia*, No. 94/2017−9)**	Ministry of Trade, Tourism and Telecommunications (hereinafter: the MTTT)	Q3 2020
	By-laws governing the certified electronic delivery should be adopted. Central system for the exchange of messages of the certified electronic delivery referred to in Article 56 of the Law on e-Commerce which ensures interoperability between different providers of the certified electronic delivery service should be established.		
5	**Law on Republic Administrative Fees (*The Official Gazette of the Republic of Serbia*, Nos. 43/03, 51/03, 61/05, 101/05, 5/09, 54/09, 50/11, 93/12, 65/13, 83/15, 112/15, 113/17, 3/18**	Ministry of Finance (hereinafter: the MoF)	/
	The following amendments to the Law should be prescribed: ● possibility to pay fees within a specified period after submitting a request; ● submitting a proof of the paid fee should be an exception or completely abolished at a specific point in the future; ● reduction of the fee for the service provided within the e-Government (electronic submission of application), in order to promote e-Government and to collect a fair fee for the simplified service.		
6	**Law on the Budget System (*The Official Gazette of the Republic of Serbia*, Nos. 54/09,**	MoF	/

	73/10, 101/10, 101/11, 93/12, 62/13, 63/13, 108/13, 142/14, 68/15, 103/15, 99/16, 113/17, 95/18)		
	The following amendments should prescribe: ● lower incentive fees for e-Government services compared to the fees for analogue processing; ● enable instant transfers as per Instant Transfer Forms (hereinafter: ITF) when processing payments of fees and other public revenues, including the use of a payment instrument at the point of payment (QR codes). If some of the elements of the ITF cannot be applied adequately to the payment of public revenues, then make the corresponding changes or amendments to the **Decision on general rules on instant transfer approvals – National Bank of Serbia (*The Official Gazette of the Republic of Serbia*, Nos. 65/18–203, 78/2018–166)** (hereinafter: the NBS).		
7	**Rulebook on conditions and manner of general account services for payment of public revenue and allocation of funds from those accounts (*The Official Gazette of the Republic of Serbia*, Nos. 16/16, 49/16, 107/16, 46/17, 114/17–26, 36/18, 44/18–27, 104/18)**		/
	● Amend the Rulebook to include new account numbers for unified payments of fees per service provider which, in a single transaction, could process payments of multiple fees and charges for which special public revenue accounts are prescribed – all for the purpose of implementing the activities towards a unified system of payment in a single transaction (and, thus, a payment of a single transaction fee). ● Amend Section 5 of the Rulebook, titled "Structure of the reference number of a public revenue payment account" so as to allow a simple identification and cross-check of the payee and the service (i.e. payment request). In other words, the authority should be able to verify payments without having to request the payees to provide proof of payment.		
8	**Notary Rules of Procedure (*The Official Gazette of the Republic of Serbia*, Nos. 62/2016–31, 66/2017–141, 48/2018–154, 54/2018–103)**, (hereinafter: the NRP)	Serbian Chamber of Public Notaries (hereinafter: the SCPN)	/
	Amend the NRP: ● to enable certification of electronic copies of paper documents and, to that end, to define the form and the text of the notary clause/disclaimer; ● to enable certification of electronic statements and other documents in accordance with international standards.		
	Amend the Law on Permanent Unique Master Citizen Numbers (*The Official Gazette of Republic of Serbia,* No. 24/2018) to allow aliens to receive permanent unique master citizen numbers (*JMBG*), without additional conditions, other than those required to confirm identity.		
	To effect the above proposed amendments to the Law on Permanent Unique Master Citizen Numbers, also amend the Law on Aliens (*The Official Gazette of Republic of Serbia,* Nos. 24/2018 and 31/2019), i.e. instead of issuing registration numbers to aliens, issue them with permanent unique master citizen numbers (*JMBG*).		
9	**Law on State Surveying and Cadastre (*The Official Gazette of the Republic of Serbia*, Nos. 72/09, 18/10, 65/13, 15/15–97 (CC), 96/15, 47/17– authentic interpretation, 113/17 – as amended, 27/18 – as amended, 41/18–16 – as amended)**	Ministry of Construction, Transport and Infrastructure (hereinafter: the MCTI)	/
	Address postcodes which do not depend on the street name changes should be regulated under the framework of arrangement of the address register and harmonised with the regulation on postal traffic. Address postcodes should also be incorporated into the registers of legal and natural persons, as part of the address details.		