



Republic of Serbia
Ministry of Public Administration
and Local Self-Government



#EY
ЗА ТЕБЕ



ANNUAL REPORT

ON IMPLEMENTATION OF THE ACTION PLAN
OF THE PUBLIC ADMINISTRATION REFORM
STRATEGY FOR 2020

ADMINISTRATION'S RESPONSE TO COVID-19

COVID-19 services

- e-Appointments for PCR testing
- e-Appointments for PCR testing - traveling to FR Germany
- Notify me when the PCR test result is available
- Review the PCR test result through the e-Health Portal
- Self-assessment test for COVID-19
- Request a movement permit during the state of emergency¹

New services

- Expressing interest for enrolment in primary school
- e-Appointments for enrolment and testing²
- online testing for a self-assessment of knowledge for eight-grade pupils (education)³
- Request for issuing a certificate of (non-)conviction

Improved services on the e-Government Portal

- e-Kindergarten service – became available in most LSGUs

- Portal for the exchange of digital tools **Digital Solidarity**
- Volunteering portal and application **Be a Volunteer**
- Portal and application for donating plasma **Donate Plasma**

Information exchange

Services on the e-Government Portal

Engagement of people and communities

Specialised portals and platforms

Portals

- COVID-19
- e-Health

Viber communities

- Covid-19 Info Srbija
- My School
- COVID-19 section on the website of the RS Government

Contract centres

- Contact centre for COVID-19 – call number 19819
- Contact centre for assistance for the elderly – call number 19920
- Contact centre of national inspections

Education

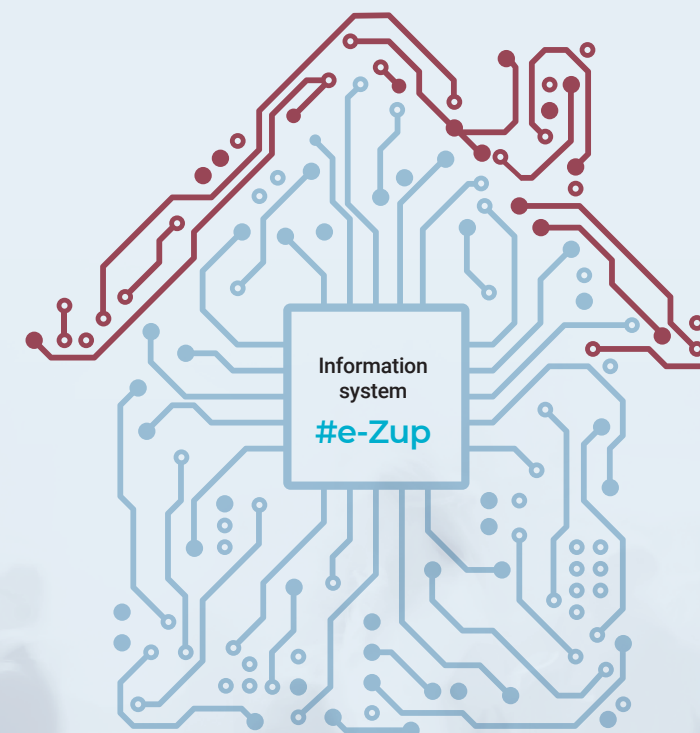
- My School Portal
- Mobile phone application **RTS My School**
- Online education platform **My Classroom TeslaEDU**
- Online education for primary and secondary schools – **Class Schedule Portal**

Economy

- e-Market Portal
- Online form for reporting irregularities to inspection services

CONTINUITY OF EARLIER REFORMS

 **14**
local
one-stop shops



In 2020, public administration institutions used the #e-Zup information system

 **10** million times

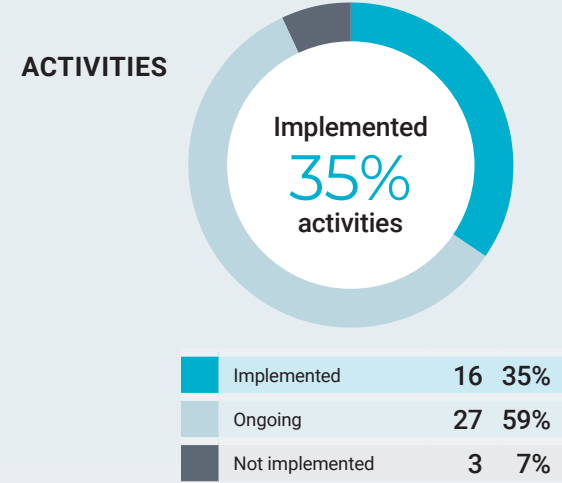
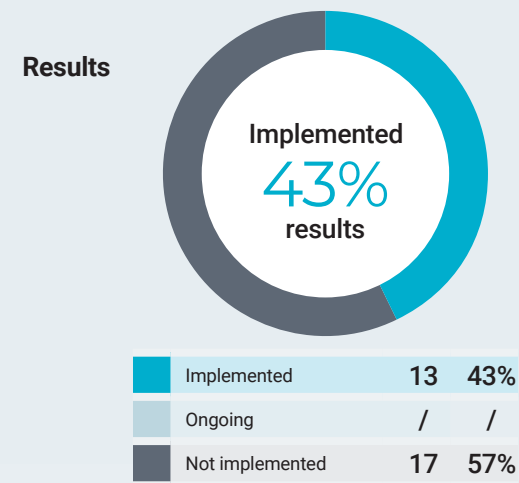
WHICH MEANS THAT EXACTLY THIS MANY TIMES CITIZENS DID NOT GO FROM COUNTER TO COUNTER BUT HAD EMPLOYEES IN THE ADMINISTRATION COLLECT DATA EX OFFICIO.

¹ The service was functional during the period of lockdown and limited movement.

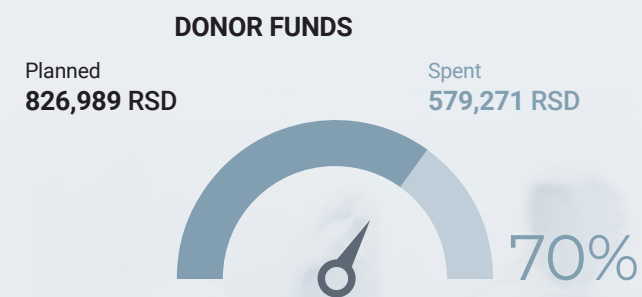
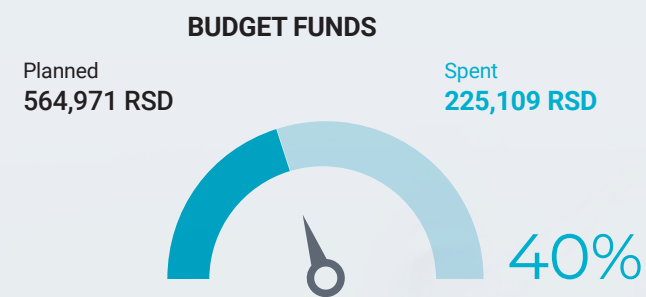
² The service was available from 28 May to 10 July 2020.

³ In addition to the services in the field of education, conditions were created for the 2019/2020 school year to be completed successfully under the pandemic circumstances, and for the current 2020/2021 school curriculum to be implemented through public media services, including teaching in national minority languages, with the use of the existing RTS Planeta Portal, <https://rtsplaneta.rs/video/list/category/516>.

STATISTICS FOR 2020



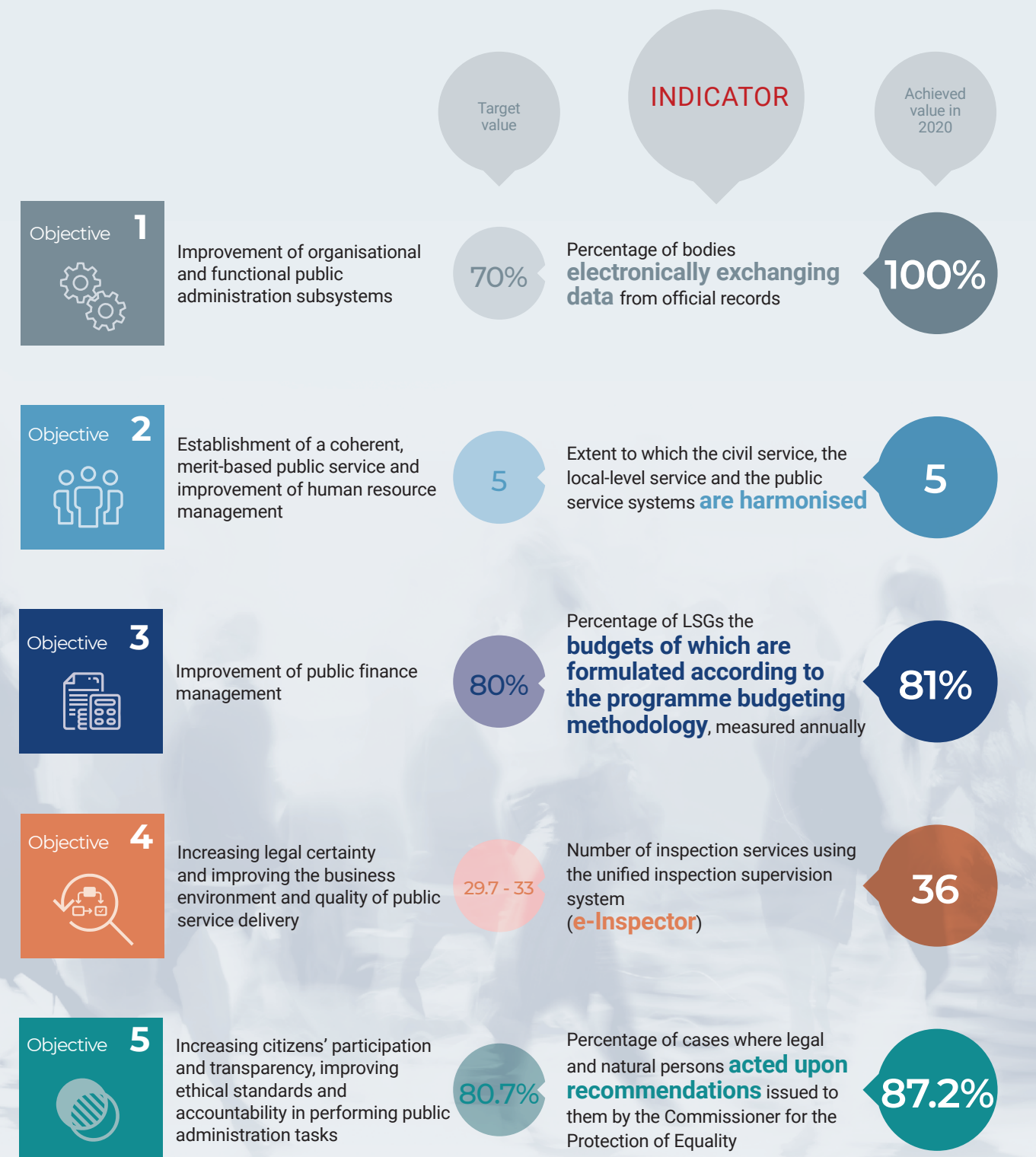
BUDGET RSD IN '000



PERFORMANCE BY INSTITUTIONS

Institution	Implemented	It hasn't started	Ongoing	Total	Percentage
ANTI-CORRUPTION AGENCY	0	1	0	1	0%
STATE AUDIT INSTITUTION	0	1	1	2	0%
GENERAL SECRETARIAT	0	0	1	1	0%
THE OFFICE FOR INFORMATION TECHNOLOGIES AND eGOVERNMENT	1	0	0	1	100%
PUBLIC PROCUREMENT OFFICE	4	0	0	4	100%
MINISTRY OF PUBLIC ADMINISTRATION AND LOCAL SELF GOVERNMENT	6	0	18	24	25%
MINISTRY FOR HUMAN AND MINORITY RIGHTS AND SOCIAL DIALOGUE	0	0	1	1	0%
COMMISSIONER FOR INFORMATION OF PUBLIC IMPORTANCE AND PERSONAL DATA PROTECTION	0	0	1	1	0%
REPUBLIC GEODETIC AUTHORITY	1	0	1	2	50%
REPUBLIC PUBLIC POLICY SECRETARIAT	1	0	1	2	50%
HUMAN RESOURCE MANAGEMENT AUTHORITY	1	1	1	3	33%
ADMINISTRATION FOR JOINT SERVICES OF THE REPUBLIC BODIES	0	0	1	1	0%

KEY RESULTS IN 2020 PRESENTED THROUGH CHOSEN INDICATORS



LIST OF ACRONYMS AND ABBREVIATIONS

ACA	Anti-Corruption Agency	PPO	Public Procurement Office	CSOs	Civil society organisations	TOR	Terms of Reference
AP	Action Plan	PFB	Public Funds Beneficiaries	BV	Baseline value	AJSRB	Administration for Joint Services of Republic Bodies
AP23	Chapter 23 Action Plan	Cont.	Continuous(ly)	PEFA	Public Expenditure and Financial Accountability	AI	Administrative Inspectorate
BRA	Business Registers Agency	OCCS	Office for Cooperation with Civil Society	EPC	Equality Protection Commissioner		
PAR AP	Action Plan for the implementation of the Public Administration Reform Strategy of the Republic of Serbia	COSO	US standard/model for internal control and five interlinked components that comprise internal control: control environment, risk assessment, control activities, information and communication, and monitoring activities.	ISPRWG	Information System for planning and reporting on the work of the Government	UNDP	United Nations Development Programme
HCSC	High Civil Service Council	LTA	Local Tax Administration	PIFCDS	Public Internal Financial Control Development Strategy	HRM	Human Resource Management
G2G	Government-to-Government, exchange of services and information among government services	MPALSG	Ministry of Public Administration and Local Self-Government	TA	Tax Administration	USD	US dollar
G2B	Government-to-Business, exchange of services and information between government and businesses	MEI	Ministry of European Integration	PFM	Public Finance Management Reform Programme	FR	Functional review
G2C	Government-to-Citizen, exchange of services and information between government and citizens	IMPG	Inter-Ministerial Project Group	PPA	Principles of Public Administration	FMC	Financial management and control
GenSec	General Secretariat of the Government	IMF	International Monetary Fund	RGA	Republic Geodetic Authority	HRMIS	IT system for HRM at HRMS
SAI	State Audit Institution	MLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs	SORS	Statistical Office of the Republic of Serbia	TV	Target value
EC	European Commission	MTBF	Medium-Term Budgetary Framework – Fiscal Strategy	PAR	Public Administration Reform	CHU	Central Harmonisation Unit
ERP	Economic Reform Programme	Mol	Ministry of the Interior	RS	Republic of Serbia	CSICR	Compulsory Social Insurance Central Registry
EU	European Union	MoF	Ministry of Finance	RSD	Serbian dinar	QR code	Quick Response code, i.e. a matrix/two-dimensional bar-code with contents that can be rapidly decoded. Users with a phone camera and the appropriate software can scan the image of a QR code that will then start the web browser and lead the user to the indicated URL.
EU IPA	EU Instrument for Pre-Accession Assistance	NAPA	National Academy for Public Administration	PPS	Public Policy Secretariat		
EUR	Euro	NBS	National Bank of Serbia	PDIF	Pension and Disability Insurance Fund		
ILM	Internal Labour Market	NPAA	National Programme for the Adoption of the EU acquis	WB	World Bank		
IS	Information system	NACS	National Anti-Corruption Strategy 2013–2018	SBS	Sector Budget Support, EU's results-based financing mechanism		
IT	Information Technology	NES	National Employment Service	SDC	Swiss Agency for Development and Cooperation		
OITeG	Office for Information Technology and e-Government	OGP	Open Government Partnership	SCTM	Standing Conference of Towns and Municipalities		
PIFC	Public internal financial control	SAB(s)	State administration body(ies)	SIGMA	OECD's Support for Improvement in Governance and Management programme		
LSGUs	Local self-government units	OECD	Organisation for Economic Co-operation and Development	PARC	Public Administration Reform Council		
PA	Public administration			HRMS	Human Resource Management Service		
OSS	One-stop shop						



FOREWORD

Marija Obradović

Minister of Public Administration and
Local Self-Government

There are a number of words that may be used to describe public administration during the past year: stable, working, motivated, capable of withstanding the unimaginable pressure of unanticipated events, a source of support for the state in facing the corona pandemic, and a reliable service for citizens also in times of crisis.

Serbia is still on the road to accession to the European Union and its public administration may be on an established path of reform, but its successes and the challenges it has overcome place her among the most successful European state administrations. The first response by the Serbian administration to COVID-19 was the utilisation of one of the results of the public administration reform – open, machine-readable data, used to produce statistical data on the number of citizens within the territory of the Republic of Serbia who are in self-isolation, infected by the COVID-19 virus, tested, hospitalised, or deceased, and to make it public on the <https://covid19.data.gov.rs/> portal.

One of the most successful European mass vaccinations against COVID-19 would have been unimaginable without a well prepared and capable e-Government, the support of state institutions, as well as the citizens who, with full confidence, have submitted their online applications for vaccination and, through personal actions, have stood witness to the work done to date on the promotion of the services and capacities of the e-Government.

Most importantly, the continuity of reform in the fields of public administration and public finance remains uninterrupted. The results of the analyses and discussions conducted during more than a year, together with the civil sector and international community, were built into a proposed new 10-year Public Administration Reform Strategy 2021–2030, which defines the vision of an *Administration tailored to us all*, analyses existing challenges, and sets out objectives for a better system of coordination, management and development of administrative capacities, as one of the key preconditions for the implementation of the remaining reforms and the process of accession to the European Union.

Serbia's successes were recognised by the European Union and an agreement was made to plan the new Sector Budget Support in the field of PAR during the forthcoming years. For Serbia, this represents a validation of the results accomplished and its capability to attain a pace of reforms in line with the EU accession requirements. And more than that, the past year has shown us that Serbia is on a successful path of developing e-Services and infrastructure, and of raising the competences of existing human resources on an operational level, shoulder to shoulder with the EU member countries.

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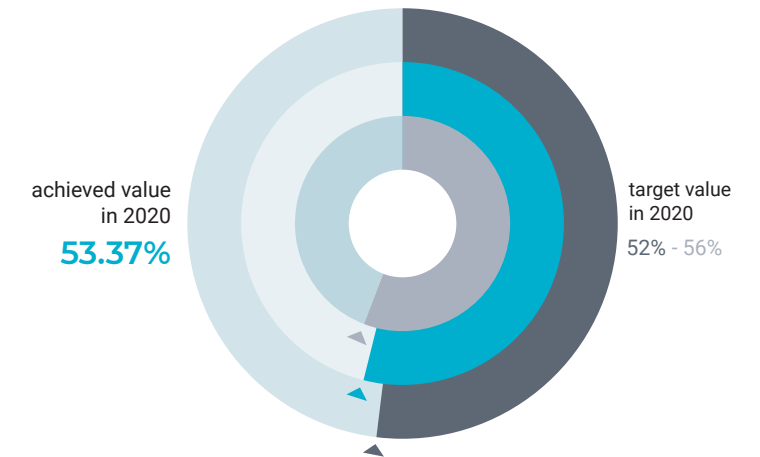
- Appendix 1
A three-year overview of the achievements made through the implementation of the Public Administration Reform Strategy Action Plan 2018–2020
- Appendix 2
Table overview of institutions' news items about the PAR AP 2018–2020 implementation in 2020
- Appendix 3
Table overview of institutions' news items about the e-Government Development Programme 2020–2022 implementation in 2020

SUMMARY OVERVIEW

The crisis caused by the **COVID-19 pandemic** has marked 2020, accelerated the implementation of existing digital tools and services and the development of new ones, changed the concept of an office workplace and introduced the ideas of flexibility and adaptability of administration to be able to respond to current and future challenges. The past year has shown the **importance of continuity in the field of public administration reform and past results** such as e-Government, digitalisation, and open data. Without these, Serbia would likely have been unable to provide a rapid response to the needs created by the new pandemic.

Despite the challenges of the COVID-19 crisis and election year, during the period from October 2019¹ to the end of 2020² the administration succeeded in developing a **new public policy document in the field of PAR** confirming the continuity and readiness for continued reform in the field of public administration and public finance, and harmonising the strategic framework for PAR with the Law on the Planning System. During this period the international indicator related to **government effectiveness** also showed **stability** in Serbia in all areas related to the perception of the quality of public services, quality of civil service and degree of its independence from political pressures, quality of policy formulation and implementation, and credibility of the governmental commitment to these policies.³

GOVERNMENT EFFECTIVENESS (%)



As for the previous year, data on the degree of implementation of measures envisaged by the PAR AP 2018–2020 for the period from 1 January 2020 to 31 December 2020 were collected and processed through the Unified Information System for Planning and Monitoring Public Policy Implementation (hereinafter: UIS) and made visible through the online application for monitoring PAR: <https://monitoring.mduls.gov.rs/>. The application became operational in March 2020.

The primary data source is the UIS, as envisaged by the Law on the Planning System of the Republic of Serbia, and the methodology applied through the UIS for all public policy documents involves the labelling of activities as not *started*, *started* (ongoing), and *completed*. The same methodology was applied through the collection and processing of data for this report.

The data for this report was collected for activities that had, as their deadline for implementation, any quarter of 2020, or that were moved from 2019 to 2020 due to non-completion.

The degree of implementation of measures⁴/results is 43%, the degree of implementation of activities is 35% for the above period.

Digitalisation and public administration reform have been high on the list of Government priorities in Serbia for years. The latest United Nations survey on e-government for 2020 places Serbia at 58 among 193 countries. In particular, the e-participation index (EPI) places it at 41, as evaluated by the UN classification.⁵

1 Kick-off meeting of the Special Working Group for drafting the PAR Strategy 2021–2030, 23 October 2019, news link: <http://mduls.gov.rs/saopstenja/ruzic-interes-gradjana-u-fokusu-nove-strategije-reforme-javne-uprave/>.

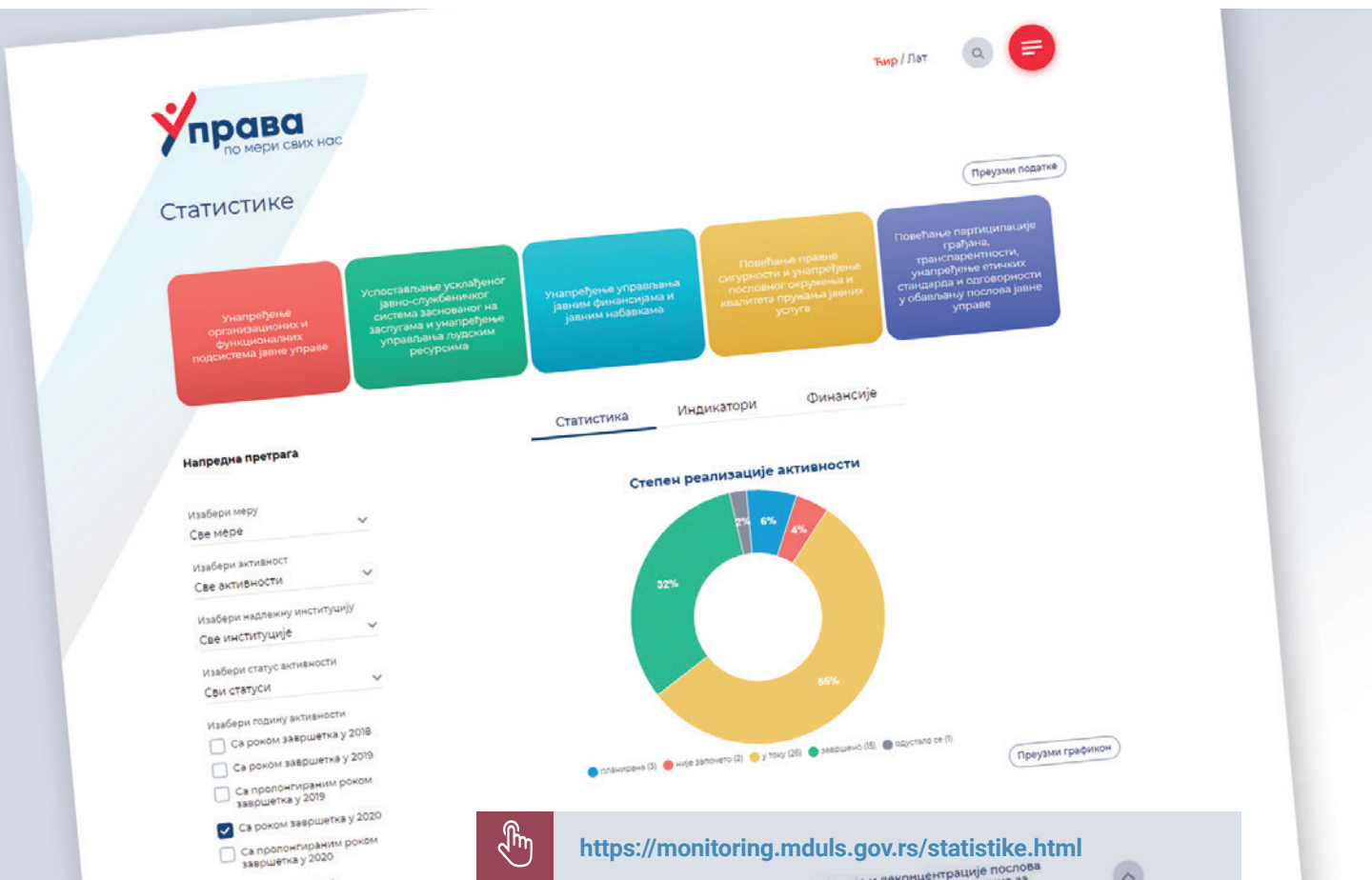
2 Public discussion on the draft PAR Strategy 2021–2030, with the AP 2021–2025, link: <http://mduls.gov.rs/javne-rasprave-i-konsultacije/pocetak-javne-rasprave-o-predlogu-strategije-reforme-javne-uprave-za-period-2021-2030-i-ap-za-period-2021-2025/>.

3 World Bank Indicator – the percentile ranking designates the ranking of the country among all countries covered by the aggregate indicator, with 0 corresponding to the lowest rank, and 100 to the highest rank, link to the source: <http://info.worldbank.org/governance/wgi/#reports>.

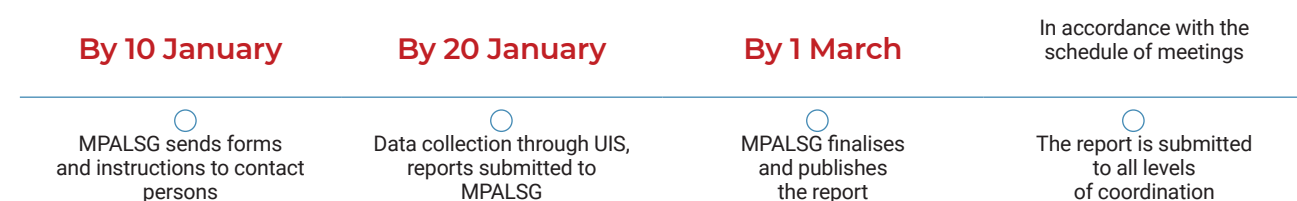
4 The basic unit for measuring the implementation of the AP is a measure. The measures were taken from the PAR Strategy. At the level of measures (taken as the outcome level) indicators were defined that can be used to track success in achieving the desired results (measures); PAR AP 2018–2020, Annex 1.3.2, link to the document: <http://mduls.gov.rs/wp-content/uploads/AP-RJU-narativni-deo-2018-2020.pdf>.

5 e-Government Development Index, UN database, link: <https://publicadministration.un.org/egovkb/en-us/Data/Country-Information/id/151-Serbia>.





REPORTING PROCESS TIMELINE



Other Western Balkans and south-east countries are in similar positions. The progress achieved at an international level only shows that prior to the crisis Western Balkans countries gave priority and invested into digitalisation and public administration reform.

A **Central Population Register** has been deployed during the past period, inviting citizens to check their data in the register on the e-Government Portal and to indicate any incorrect or incomplete data. A **second data centre** has been opened in **Kragujevac**, as an infrastructural project of importance for the housing of equipment and data. Work has been continued on the **interoperability of registers**, thus the **Address Register** was connected to the Residence Register, and through it to the Central Population Register, and a link was established between the business register run by the Business Registrars Agency and the Address Register.

The Republic Geodetic Authority provided all bodies with a connection to the data contained in the Address Register through the National Geospatial Data Infrastructure. Furthermore, data from the Address Register has been published in machine-readable format in late 2020.

The field of professional development was adapted to the pandemic situation, thus training sessions were adapted to an **online format**, and services were converted to e-Services (e.g. applications for taking professional examinations were

fully digitalised, with the implementation of e-documents and e-signatures, and e-communication with system users was provided through integration with the unique e-mailbox).

A **single Contact Centre for National Inspections** was established⁶ (a one-stop shop for all 44 inspections) with the aim of reporting illegalities during the pandemic caused by the coronavirus. A total of **14 physical one-stop-shops in LSGUs** were opened.

The **transparency of public finance** was increased **at the local level by publishing budgets** in open data format at the address <https://budzeti.data.gov.rs/> where citizens can access budgets for more than 90 cities and municipalities.

In addition to significant results in the field of digitalisation and the stable development of e-Government, the implementation of **public policy management reform** holds an important place. The share of the number of draft public policy documents harmonised with the methodology for public policy management among the total number of those adopted by the Government is showing a rising trend. Trainings are being implemented for public policy management, public consultations are being implemented in the earliest phases of the process of adopting new laws and public policy documents, **to provide greater involvement by citizens and businesses in administration affairs.**

Aiming to introduce a competence system at the local level in the field of human resource management a **Competence framework for the effective work of officers in autonomous provinces and LSGUs** has been prepared in 2020, the **Internal Labour Market** of state bodies is now available as an electronic database, and work has been done during the past pe-

riod on the development of tools for the retention of staff in state administration bodies.

In order to raise awareness of the importance of reform and increase the visibility of results, the promotional campaign was continued with support by the EU Delegation to Serbia. As part of the joint efforts in managing reforms, the coordination structures for public administration reform were actively used existing during 2020: one meeting of the Inter-ministerial Work Group was held together with 24 representatives of the non-government sector, 2 meetings of the Public Administration Reform Council, and over 57 official meetings of the Special Working Group for drafting the new PAR Strategy 2021–2030.

The greatest challenge during the past period was adequate and rapid adaptation to the new environment caused by the COVID-19 crisis, such as training and adapting civil servants to work on various online platforms, the lack of remote work equipment, insufficient number of staff due to infection with the COVID-19 virus, adequate prioritisation of work, but also an increased amount of work, since crisis management was also introduced in addition to reform and daily activities, etc.

In spite of internal challenges, results have been achieved, however it is important for the future period to maintain the introduced changes, to continue the process of public policy coordination, human resource management, digitalisation and optimisation of services, with the introduction of quality management in administration and the creation of an organisational culture oriented towards the needs of citizens and businesses, both at the central, as well as local level.

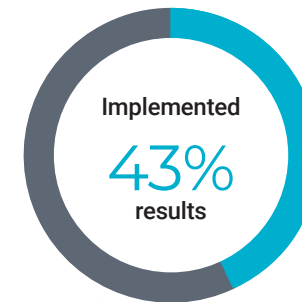
⁶ News item on the opening of the one-stop shop for reporting illegal activities during the COVID-19 pandemic, website link: <http://mduls.gov.rs/saopstenja/otvoren-jedinstveni-kontakt-centar-za-prijavljivanje-nezakonitosti-u-vreme-pandemije-korona-virusa/>.



OBJECTIVE

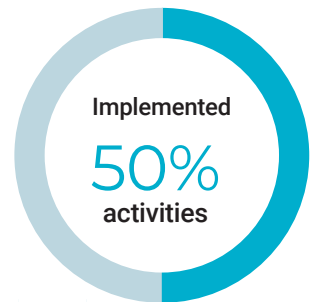
1 Improvement of organisational and functional public administration subsystems

RESULTS













Implemented	3	43%
Ongoing	/	/
Not implemented	4	57%

ACTIVITIES



Implemented	5	50%
Ongoing	5	50%
Not implemented	-	-

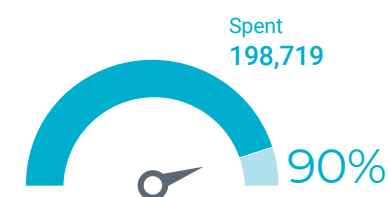
 Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2020)
Clarity and comprehensiveness of official typology of central Government bodies (PAR)	4	5	Data wasn't measured since 2017.
Mechanisms for managerial accountability in the regulatory and legislative framework (PAR)	1	2	Data wasn't measured since 2017.

 Measure level indicators	Baseline value (2017)	Target value (2020)	Achieved value (2019)	
Optimised, coherent and rational structure of public administration - % of measures planned for 2018 from the AP for HFA	0	50% - 70%	0	
Strategic document adopted defining decentralisation policy and reform of local self-Government	0	2	0	
Number of new inter-municipal cooperation arrangements to jointly discharge local self-government responsibilities	0	8	6	
The share of the number of proposed strategies and action plans aligned with the public policy management methodology in the total number of strategies and action plans adopted by the Government per calendar year.	67.9%	90%	100%	
Share of bodies which electronically exchange data from official records	20%	70%	100%	
Share of bodies using data from the Central Population Registry	0	60%	0	
Share of data from records of citizenship of the Republic of Serbia transferred electronically to the Central Data processing and Storing System	0	90%	90%	

BUDGET RSD IN '000

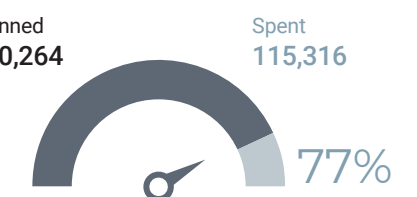
BUDGET FUNDS

Planned 220,259



DONOR FUNDS

Planned 150,264



Measure 1.1 of the PAR AP 2018–2020 envisages the implementation of activities related to the regulation of the field of governance accountability and bringing accountability down to lower levels, as well as improved functional organisation of public administration and public authorities. The PAR Strategy has underlined that there is no unified record of bodies or other entities by any criterion in the Republic of Serbia⁷ thus this PAR AP envisages the establishment of a Register of Public Authorities.

In the field of local self-government reform (Measure 1.2) activities were planned in a way that would lead to the adoption of a strategic or programming document establishing the decentralisation policy, i.e. local self-government reform, but also as further support to the development of intermunicipal cooperation, raising the capacities of towns and municipalities.

Measure 1.3 in the field of public policy management contained planned activities for determining the normative and methodological framework for public policy management, linking them with the development and execution of the programme budget, as well as the development of an IT system for planning and monitoring the implementation of public policies.

Through Measure 1.4, related to the development of e-Government, priorities are related to the establishment or improvement of registers (Central Population Reg-

ister, Metaregister of all records, register of housing communities, etc.), the interoperability of registers (such as connecting the register of residences and business register with the register of spatial units and address register) with the aim of achieving full electronic data exchange from official records and more efficient service delivery to citizens and businesses.

RESULTS ACHIEVED IN 2020

Although there were no final results under **Measure 1.1** during the reporting period, the systematic development of the concept of governance accountability, including the development of the Register of Public Authorities and the establishment of a mechanism for performance-based governance of public administration bodies are among the priority measures of the new strategic framework for PAR 2021–2030 that is currently being finalised.

Regarding the **reform of the local self-government system (Measure 1.2)**, a **draft Programme for the reform of the local self-government system in the Republic of Serbia with an Action Plan** has been prepared.⁸ Regarding improvement of **intermunicipal cooperation**, projects were implemented during 2020 that were supported by the Fund for Establishing and Improving Intermunicipal Cooperation⁹ through a call issued in 2019. The key re-

sult of these projects is the adoption of **4 agreements on intermunicipal cooperation**,¹⁰ representing the basis for joint performance of duties, and the further development of activities that jointly resolve issued and/or ensure better access to services for citizens. Furthermore, **two new agreements on intermunicipal cooperation** were adopted during 2020, making a total of 6 with those adopted during previous years (the planned number by the end of 2020 was 8 new arrangements).¹¹

Furthermore, the drafting of a **model intermunicipal cooperation agreement** was completed for 15 priorities areas under the competence of local self-governments, distributed to all municipalities and towns and representing an additional tool and incentive for further developing the institution of intermunicipal cooperation.¹²

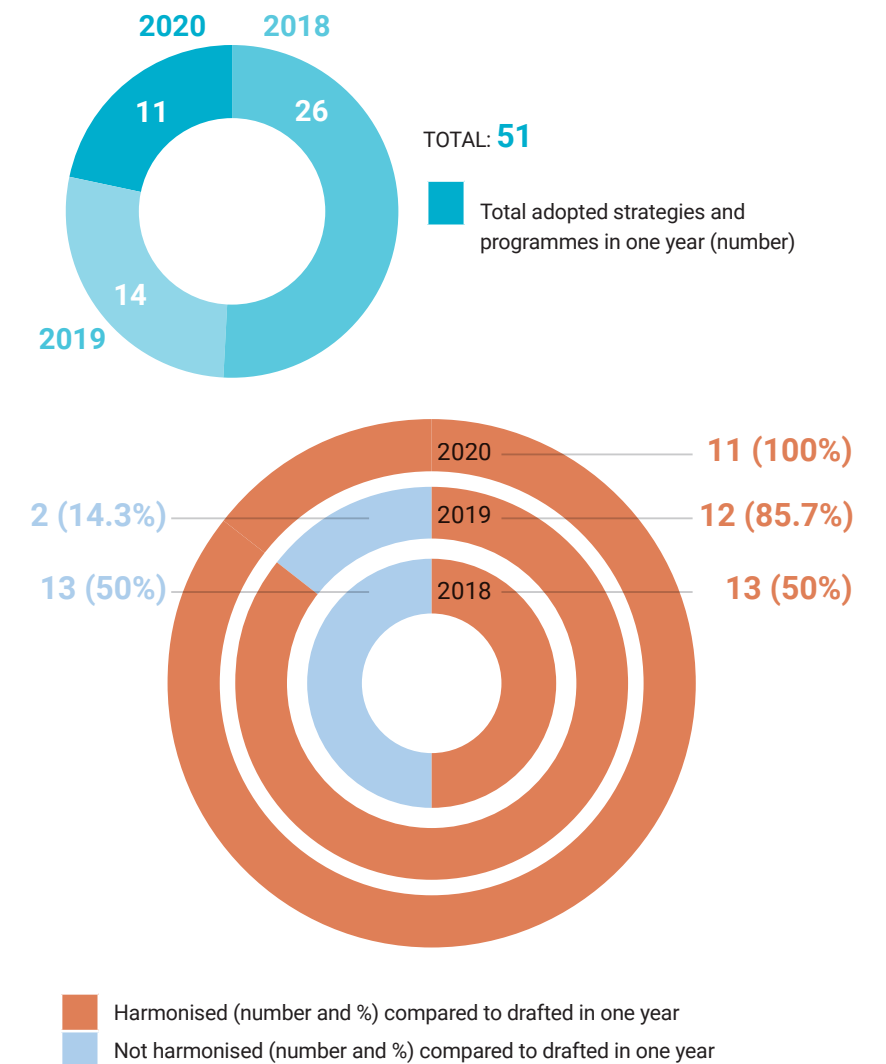
In addition to support for the development of LSGU partnerships, the **Budget Fund for the Local Self-Government Programme** for 2020 **provided support for 74 projects by towns and municipalities** related to the construction of infrastructure, introduction of e-government, or organisation of cultural, tourist and sports events at the local level, as well as the prevention of natural disasters, with a total value of RSD 260 million.¹³ Furthermore, aiming to promote the use of good governance principles, the same fund has awarded, for the first time, **annual awards for the best mu-**

nicipal/town administration utilising good governance principles.¹⁴

Regarding **public policy management reform (Measure 1.3)**, the upwards trend has continued regarding the number of strategies and programmes harmonised with the management methodology for public policies adopted by the Government during a given calendar year. More precisely, not only was the target value of 90% for 2020 exceeded, but **all proposed strategies and programmes adopted by the Government during the preceding year were created in line with the prescribed methodology.**¹⁵

In January 2021 there are a **total of 67 strategies and programmes under preparation** (52 strategies and 15 programmes). Since the start of implementation of the Law on the Planning System of the Republic of Serbia¹⁶ in 2018, a total of 51 strategies and programmes were adopted, with 70.58% harmonised with regulations.¹⁷

During the implementation of the **Action plan for the implementation of the Government Programme**,¹⁸ adopted on 9 November 2017 and completed in October 2020 with the election of a new Government of the Republic of Serbia, intersectoral coordination was improved at the national level, achieving 54 of the planned 96 results contributing to the achievement of the priority objectives of the Government, while the implementation of 19 results is still under way. After the new Government was formed in early 2021, the **Action plan for the implementation of the Government Programme for 2020–2022** was published.¹⁹



Graph 1: Number of adopted strategies and programmes aligned with the PAR AP 2018–2020

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

8 The draft programme is coordinated by MPALSG with the support of the Swiss Government through the projects Support to the implementation of the Public Administration Reform Strategy Action Plan – Local Self-Government Reform 2016–2019 and Local self-government for the 21st century. After completing the implementation of the project Support to the implementation of the Public Administration Reform Strategy Action Plan – Local Self-Government Reform 2016–2019 in late 2019, the implementation of a new project Local self-government for the 21st century was started in 2020, used by the Government of Switzerland to continue providing support to the reform of the local self-government system and the development of towns and municipalities in the Republic of Serbia.

9 The Fund for establishing and improving intermunicipal cooperation was established in 2019 through the cooperation of MPALSG and SCTM and with the support of the Government of Switzerland. For more information about the Fund, visit: <http://mduls.gov.rs/obavestjenja/fond-za-medjuopstinsku-saradnju/>.

10 Four intermunicipal cooperation arrangements were supported in 2019. See: Annual report for 2019 on the implementation of the AP for the implementation of the PAR Strategy 2018–2020, p. 16, document link: <https://monitoring.mduls.gov.rs/downloadFile/?id=11130&type=doc>.

11 Although the target value for this measure is 8 new intermunicipal cooperation arrangements in 2020, due to delays with the start of a new project providing funds in this area caused by circumstances related to the COVID-19 viral pandemic, the public call for support to new projects for 2020 was only issued late last year, thus at the time of drafting this report there was no final data on the number of supported new arrangements. Link for the published call: <http://mduls.gov.rs/obavestjenja/javni-poziv-za-podnosenje-predloga-projekata-za-uspostavljanje-i-unapredjenje-medjuopstinske-saradnje-2/>.

12 Model Intermunicipal Cooperation Agreements, document link: <http://www.skgo.org/vesti/detaljno/2473/skgo-pripremla-drugu-seriju-modela-sporazuma-o-medjuopstinskoj-saradnji>.

13 For more information on funds awarded in 2020 under the Budget Fund for the Local Self-Government Programme see <http://mduls.gov.rs/saopstenja/u-2020-podrska-za-74-projekta-opstina-i-gradova-nagradjene-cetiri-lokalne-samouprave-za-dobro-upravljanje/>.

14 The annual awards for the best municipal/town administration in the implementation of good governance principles in 2019 were awarded to the following: Municipality of Medveđa for efficiency and effectiveness, City of Užice for transparency and public participation in the work of the local self-government, City of Požarevac, for accountability and rule of law, and the Municipality of Bečej for equality and anti-discrimination. News item on the MPALSG website, link: <http://mduls.gov.rs/saopstenja/u-2020-podrska-za-74-projekta-opstina-i-gradova-nagradjene-cetiri-lokalne-samouprave-za-dobro-upravljanje/>.

15 The PAR AP 2018–2020 defined an indicator at the level of Measure 1.3 as the “Percentage of the number of draft strategies and action plans harmonised with the methodology for public policy management in the total number of strategies and action plans adopted by the Government during one calendar year”. The data shown in the table does not cover the number of action plans, since statistical data is currently unavailable, having in mind that the practice of adopting APs varies – they are sometimes adopted as an integral part of the strategy, while in some cases they are adopted as separate documents. On the other hand, in order to maximise the completeness of data on the harmonisation of adopted public policy documents with regulations in force, in addition to strategies, the presented data covers the number of programmes, as a type of public policy document not originally covered by the indicator. Due to the above, data shown in the table relates to the strategies and programmes, i.e. it does not include APs whose monitoring is expecting the development of an appropriate methodology during the forthcoming period.

16 Law on the Planning System of the Republic of Serbia (*The Official Gazette of the Republic of Serbia*, No. 30/18), document link: <http://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/30/1/reg>.

17 The remaining 16 strategies and programmes were adopted prior to the start of implementation of the Law on the Planning System of the Republic of Serbia and the accompanying regulation on the methodology of public policy management, thus they cannot be assessed regarding harmonisation with the above regulations.

18 In accordance with articles 20 and 21 of the Law on the Planning System of the Republic of Serbia, the Action Plan for the implementation of the Government Programme belongs to the class of other planning documents used by the Government to elaborate its priority objectives, measures of participants in the planning system grouped by Government priority that they contribute to indirectly or directly, deadlines for their achievement, and expected results. This action plan is adopted by the Government at the latest within three months of its election in the National Assembly, for a period of four years, and/or for the duration of the Government mandate, to be updated annually.

19 Action Plan for the implementation of the Government Programme for 2020–2022, available on the PPS website, document link: <https://rsjp.gov.rs/wp-content/uploads/APSPV-2020-2022.pdf>.

During 2020, activities were continued towards providing support and improving the public policy management capacities of civil servants and LSGU staff:

- All four programmes for the professional development of public administration staff for 2020 contained training in the application of the planning system and managing public policies. A particular focus during the past year was placed on improving the knowledge and skills of staff in local self-governments: 4 training sessions were implemented as part of the webinar *Drafting and implementation of an LSGU development plan*, with the participation of a total of 186 representatives from 75 LSGUs, among them 177 employees of LSGU bodies, while the remaining participants were staff of regional development agencies.
- The following were drafted and published: *Manual for drafting a mid-term plan*, *Manual for managers for applying the Law on the Planning System of the Republic of Serbia – How to Make Better Decisions*, *Manual for public policy and regulation costing*, *Manual for impact analysis of public policies and regulations and Guidelines for drafting LSGU development plans*.²⁰



<https://www.ite.gov.rs/vest/5442/otvoreni-podaci-adresnog-registra-za-efikasniju-privredu.php>

The development of e-Government (Measure 1.4) was accompanied by stable and continuous progress, indicated by the achievement of target values for two out of three indicators within this measure:

- All bodies (100%) electronically exchange data from official records (service bus/eZUP), thereby exceeding the planned value for 2020 (90%) and achieving a significant increase compared to previous years (71% in 2019, i.e. 50% in 2018).
- 90% of the data from the records on citizens of the Republic of Serbia have been converted into electronic form in the Central Data Processing and Storage System of the MoI, thereby achieving the target value for 2020.

The Central Population Register, representing a unified and centralised electronic database of the population of the republic of Serbia comprised from 13 official record sets kept by various state bodies, became operational in November 2020, after the software design and data migration was completed.

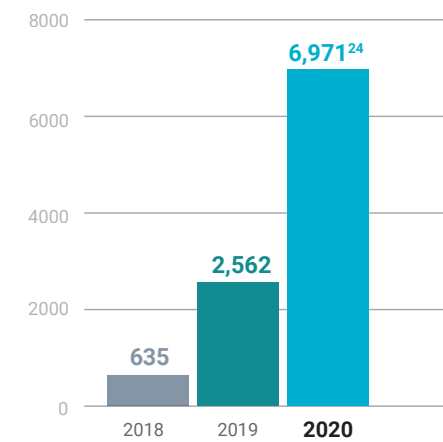
The review of data by citizens is currently under way, and the Register is expected to become available to state bodies during the first half of 2021, thereby enabling the running of various procedures through obtaining data based on official duties, instead of the citizens themselves submitting these data.²¹

After the adoption of the Law on the Register of Spatial Units and Address Register in early 2020,²² interoperability with other registers was established during the same year.

The Address Register is connected to the Register of Residences, and through it to the Central Population Register. A link has also been established between the business register run by the Business Registers Agency and the Address Registry. The Republic Geodetic Authority has provided all bodies with a connection to data from the Address Register through the National Infrastructure of Geospatial Data. Furthermore, in late 2020 the data from the Address Register was published in machine-readable format on the Open Data Portal and the geospatial platform Geosrbija, thereby making their reuse possible for the broadest circle of users, without limitation.²³

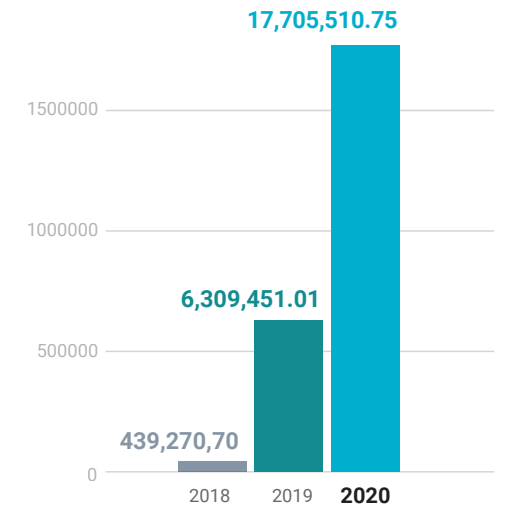
The trend of increased use of the e-Payment module for administrative fees continued in 2020. In this way citizens can use payment cards and the iPay option to pay administrative fees through three information systems: the e-Government Portal, the

E-payments: No. of transactions



Total (2018-2020):
10,226

E-payments: Amount (RSD)



Total (2018-2020):
24,492,500.46

* The data do not include the amounts and the numbers of transactions for administrative fees paid using the general payment order form

Graph 2: e-Payment module usage trend (number of transactions and amount in RSD)

Local Tax Administration Portal, and the Portal of the Ministry of the Interior for the Register of Unpaid Fines.

The progress achieved and capacities built in the area of e-Government during the past several years, particularly in the domain of digitalisation of public services, have provided a significant contribution to an appropriate response to the circumstances and challenges related to the COVID-19 viral pandemic.

Based on the standards achieved and resources available during 2020, numerous e-Services and contact centres were developed for support to citizens and delivery of certain services adapted to the needs of citizens under the current circumstances.

A contribution to the response to pandemic-related challenges was also provided by results achieved during the past period through the initiative of opening data and their reuse, thus forming a new portal www.covid19.data.gov.rs providing data on the number of citizens under self-isolation, number of citizens infected with the COVID-19 virus, tested, hospitalised and deceased citizens within the territory of the Republic of Serbia.²⁵



The Republic of Serbia has won the largest number of prizes awarded in 2020 in the Western Balkans region by ReSPA and SIGMA/OECD in the field of public administration reform, with a focus on dedication and promotion of the most efficient and most innovative responses to the crisis caused by the COVID-19 pandemic: four of a total of 11 prizes, with two prizes in the category Digital Government, and one prize each in the categories Economy and e-Health. This is a recognition of the efforts aimed at improving service delivery during the pandemic, adaptation to the context and ensuring continuity, ensuring communication and mechanisms for information delivery, introduction of mechanisms for controlling and monitoring the infection, and combating the grey economy and ensuring business continuity during the crisis, such as e-Market or the Contact Centre e-Inspector.²⁶

20 The above publications are available on the PPS website, link: <https://rsjp.gov.rs/cir/dokumenti-kategorija-cir/prirucnici-cir/>.

21 For more on the Central Population Register see the e-Government Portal, information link: <https://euprava.gov.rs/centralneregistar/pocetna>.

22 The Law on the Register of Spatial Units and Address Register (*The Official Gazette of the Republic of Serbia*, No. 9/2020), link: <https://www.paragraf.rs/propisi/zakon-o-adresnom-i-registru-prostornih-jedinica.html>.

23 Address Register data on the Open Data Portal, access link: <https://data.gov.rs/sr/datasets/adresni-registar-shifarnik/>.

24 The number of transactions in 2020 does not include transactions by the Ministry of Justice for the Register of Unpaid Fines.

25 Data on the daily number of infected by local self-governments was updated concluding with 10 June 2020, while data on self-isolation was updated concluding with 13 October 2020.

26 News item on the ReSPA website (English language), link to the post: <https://www.respaweb.eu/0/news/371/meet-the-winners-of-the-first-western-balkans-public-administration-award-contest>; New item on the website of the Office for IT and e-Government (Serbian language), link to the post: <https://www.ite.gov.rs/vest/5392/kancelariji-za-it-i-eupravu-cetiri-nagrade-za-efikasnost-i-prilogodjivost-javne-uprave-tokom-pandemije-KOVID-19.php>.

E-GOVERNMENT DEVELOPMENT PROGRAMME

The e-Government Development Programme in Serbia 2020–2022 was adopted in June 2020,²⁷ along with the Action Plan for its implementation. Although the e-Government Development Programme was adopted in mid-2020, the Programme indicator at the overall objective level was successfully exceeded in just six months of AP implementation. According to the EU e-Governance benchmark, instead of the planned 43%, an average grade of 43.75% was achieved.²⁸

Facility 1 of the State Centre for Data Management and Storage in Kragujevac was deployed at the end of last year.²⁹ Its goal is to ensure data security, improve the operation of public administration, accelerate procedures, simplify the daily lives of citizens and businesses, develop new services and provide the continuous functioning of a reliable e-Government system.

27 e-Government Development Programme 2020–2022 with the AP for its implementation (*The Official Gazette of the Republic of Serbia*, No. 85/20), document link: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/drugiakt/2020/85/1/reg>.

28 The e-Government Benchmark 2020 country factsheets, pp. 88-89, document link: https://ec.europa.eu/newsroom/dae/document.cfm?doc_id=69461.

29 News item on the website of the Office for IT and e-Government, link to the post: <https://www.ite.gov.rs/vesti/sr/5448/otvoren-drzavni-data-centar-u-kragujevcu.php>.

This centre was designed in accordance with the highest technical and security standards and complies with the highest standards of reliability (Tier 4). It will also house the first national platform for artificial intelligence, available to state bodies, local self-governments, as well as universities, science and technology parks and start-up companies.

At the same time, the number of state bodies and LSGUs storing data, registers and information systems at the State Data Management and Storage Centre has significantly exceeded the target values – the plan was to have 60 bodies and 5 LSGUs migrate 20 registers and 15 software solutions, whereas this was done by

70 bodies and all LSGUs, placing 55 registers and 100 software solutions

in the State Data Management and Storage Centre.

Pursuant to the Law on e-Government³⁰ an electronic system was established for the delivery of decisions and acts by public administration bodies through a single electronic mailbox automatically assigned to all registered users of the e-Government Portal.

30 Law on e-Government (*The Official Gazette of the Republic of Serbia*, No. 27/18), document link: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/27/4/reg>.

Although the initial plan was for 80,000 users, **more than 320,000 citizens and 13,000 commercial entities received e-mailboxes, and 225,000 have received at least one document.**

The first decisions that started arriving to the digital mailboxes was the decision on the established property tax from the local tax administration.³¹ Citizens and businesses have also received more than 1,700 acts by inspection supervision, and the delivery of decisions on the registration of property rights has also started.³²

A Regulation on office operations of state bodies was adopted³³ as the legal prerequisite for the implementation of modern office work based on e-communication and paperless data exchange, envisaging, *inter alia*, the development of software solutions such as e-Registries, a document management system, and e-Archive.

31 More information on the delivery of decisions on property tax available at: <https://euprava.gov.rs/resenje-poreza-na-izgovinu>.

32 Data on the implementation of e-Delivery of the Real Estate Cadastre available at: <https://www.ite.gov.rs/vest/5439/resenja-katastra-stizu-u-esanduce-naportalu-euprava.php>.

33 Regulation on office operations of state administration bodies (*The Official Gazette of the Republic of Serbia*, No. 21/20), document link: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2020/21/7/reg>.



A national identification portal has been established (<https://eid.gov.rs/>) enabling citizens to electronically identify themselves when using e-Government services. Linking the portal to the single sign-on system is under way, and the platform is currently connected to the e-Government Portal, the e-Health Portal, and unified information system of local tax administrations.³⁴



*data is for period 2018-2020
<https://www.facebook.com/KancelarijaITE/photos/a.269401446435065/4860289997346164/>

During 2020, more than **10 million documents/data items** have been exchanged electronically by officers based on official duty, meaning that at least that many times citizens did not have to visit counters. Furthermore, **320 bodies** are exchanging data electronically through the eZUP system or through web services established on the service bus that currently hosts **35 web services.**

34 Regulation on office operations of state administration bodies (*The Official Gazette of the Republic of Serbia*, No. 21/20), document link: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2020/21/7/reg>.

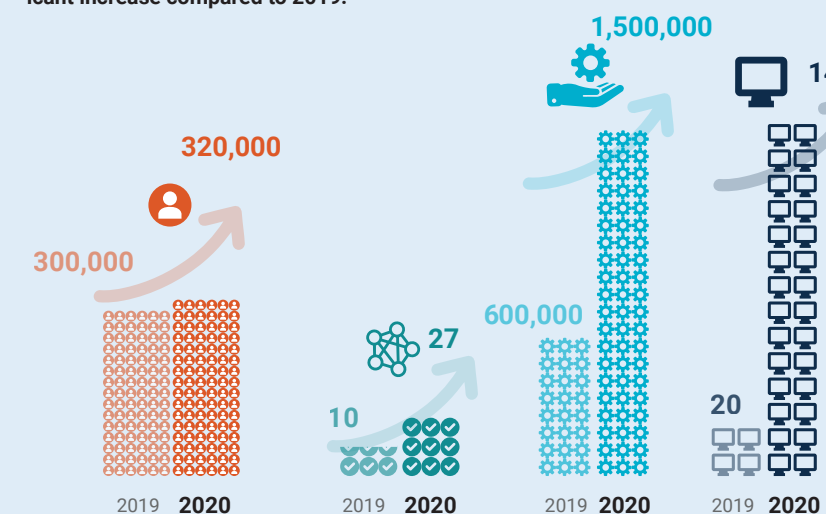
35 Some of the digitalised services include: entry into the register of distributors and importers of plant nutrition products, recognition of the registration of plant protection products, entry into the register of producers of seed, seedlings, mycelia of edible and medical fungi, entry into the register of plant nutrition products and soil fertilisers. More information at: <https://rsjp.gov.rs/sr/vesti/digitalizovano-prvih-27-postupaka-za-dobijanje-licenci-dozvola-i-saglasnosti-za-privredu/>.

36 The increase of the number of available e-Services on the e-Government Portal is both the result of establishing completely new services, as well as the redesign of the Portal itself in early 2020, developing new functionality that also resulted in the availability of new services.

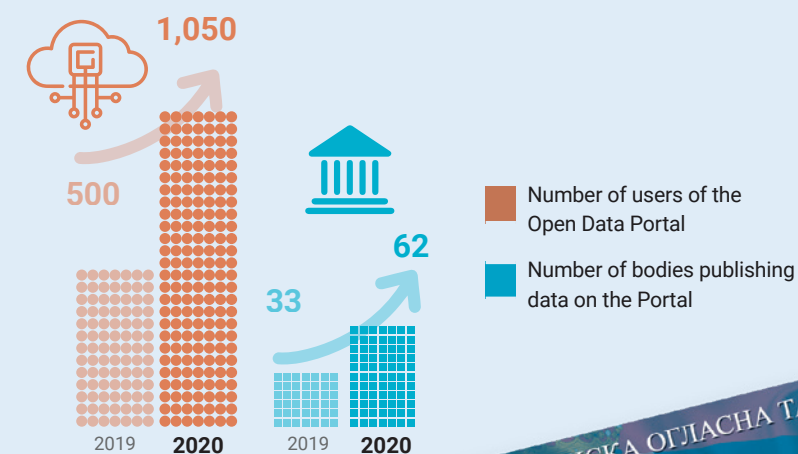
The number of services delivered through the e-Government Portal, and the number of users of this portal have increased by many times in 2020.

The use of open data³⁷ and the use of the Open Data Portal also registered a significant increase compared to 2019.

Graph 3: Trend in the number of e-Government Portal services used, in the number of e-Government Portal users, and in open data usage



Number of active users of the e-Government portal
Electronic services for issuing permits, licences and approvals for businesses³⁵
Number of services delivered through available e-Services
Electronic services for issuing permits, licences and approvals for businesses³⁶



Number of users of the Open Data Portal
Number of bodies publishing data on the Portal



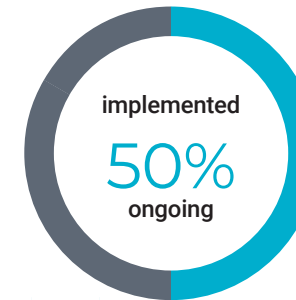
37 Examples of the use of data published on the Open Data Portal by state bodies and other organisations are available at: <https://data.gov.rs/sr/reuses/>.

CHALLENGES

- The election year, and in particular the situation with the COVID-19 viral pandemic, have shifted the focus towards combating the consequences of the pandemic and have decelerated reforms aimed at optimising public administration, improving the functional organisation of public administration, and establishing records on public authorities, while activities within the e-Government Programme did not unfold according to the planned schedule, thus funds from the World Bank loan have not been withdrawn.
- The deadlines for the realisation and implementation of measures have been planned in an overly ambitious manner, particularly those related to the construction of public administration information-communication infrastructure in Serbia: Data Centre Kragujevac, the deployment of the cloud platform, implementation of redundant nodes within the Unified Information-Communication Network of e-Government and the establishment of a NOC (Network Operations Centre). The Central Population Register has been established, but the quality of data, as a precondition for improving legal certainty, is under additional review (citizens are invited to check the data). The Register of Administrative Procedures has also not been released into production due to the need for bodies to update the data. On the other hand, the establishment and improvement of certain important registers has not been initiated (unified register of Social Cards, improvement of the information system for child and social welfare) due to legal regulations that need to be changed.
- The non-uniform capacities of administration bodies at all levels for implementing complex and ambitiously planned reforms as part of Specific Objective 1 (e.g. the insufficiently efficient implementation of the obligation to develop and adopt mid-term plans by those under obligation to develop mid-term plans is caused by insufficient capacities of civil servants that are to develop them, and the strategic framework that often requires prior optimisation so that mid-term plans may be developed and adopted).
- Delays in the initially planned reforms lead to delays in sequenced activities – the development of a strategic/programming document that would define the directions for the reform of the local self-government system was not completed within the planned deadline, leading to delays in other reform activities in this area. Furthermore, local elections on the one hand and the focus of LSGU capacities on providing an appropriate response to the pandemic challenges on the other have affected the level of achieved results and capability of local self-governments to engage their efforts in other areas.

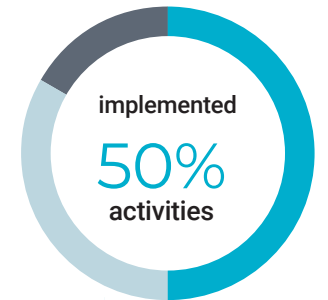


RESULTS














Implemented	3	50%
Ongoing	/	/
Not implemented	3	50%

ACTIVITIES



Implemented	3	50%
Ongoing	2	33%
Not implemented	1	17%

	Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2019)	
	Extent to which the civil service system, the public service system at local level and public employee system are harmonised	4	5	5	
	Adequacy of policy framework, legal framework and institutional setup for professional human resources management in public administration	2	3	Data wasn't measured in 2020.	
	Professional development and training of civil servants	3	3	Data wasn't measured in 2020.	

	Measure level indicators	Baseline value (2017)	Target value (2020)	Achieved value (2019)	
	Share of appointed positions posts filled by competitions relative to the total number of appointed positions filled in state administration bodies and services of the Government	31%	50%	41%	
	Share of public administration employees to whom a fair and transparent salary system applies	0	100%	0	
	Extent to which the competences framework is being used in state administration bodies and services of the Government	0	3	3	
	The average capacity of LSG units to manage human resources according to the SCTM index	54	70	50.94	
	Share of delivered training courses implemented by the NAPA in accordance with annual work plan	0	80%	99%	
	Share of public administration employees who successfully completed professional development programmes offered by the NAPA	0	15-30%	27%	

BUDGET RSD IN '000

BUDGET FUNDS



OBJECTIVE

2 Establishment of a coherent, merit-based public service and improvement of human resource management





Interior of the NAPA training centre

The new NAPA training centre extends to over more than 3,500m², with 14 classrooms with modern equipment and various capacities adapted to the needs of NAPA and its beneficiaries. Up to 400 public administration employees can be trained daily.

In the field of establishing a merit-based civil servant system and improvement of human resource management the priorities established by the PARS AP 2018–2020 cover the reform of the system of labour relations and salaries in public administration (Measure 2.1), the establishment and development of the human resource management function (Measure 2.2), and the development of a professional development system in public administration (Measure 2.3).

RESULTS ACHIEVED IN 2020

The target values under **Measure 2.1** for 2020 were not achieved. The deadlines for starting the application of the systematic and other laws on salaries in the public sector were redefined due to the complex epidemiological situation caused by the COVID-19 viral pandemic, since the pandemic produced difficulties in the functioning of all public sector subsystems, and therefore hampered the implementation of activities required for an efficient transition to the new system of salaries in 2021, as originally planned.³⁸

On the other hand, outcome indicators for the remaining two measures under this specific objective (**Measure 2.2** and **Measure 2.3**) indicate the **stability and further development of the human resource management sector**, with particular progress regarding the scope and implementation of the **professional development system**.

After the adoption in 2019 of by-laws that further regulate the process of recruitment, selection, and evaluation of success at work and competence-based promotion of civil servants,³⁹ the above procedures in state administration bodies are being implemented in line with the established legal framework. At the same time, a **Competence Framework for the effective work of officers in autonomous provinces and LSGUs** has been prepared in 2020 to introduce the competence system at the local level, along with establishing a framework plan of activities and proposed schedule for integrating the above competence framework into the legislative framework.⁴⁰

The **Regulation on the internal labour market of state bodies** has been in use since 1 January 2020,⁴¹ intended to provide staff mobility to appropriate jobs within state administration in accordance with competences and contribute to im-



proving human resources in certain areas. In accordance with the above regulation, the **Internal labour market of state bodies** has been improved, thus it is now available **in the form of an electronic database** maintained on the HRMS website.⁴²

Technical specifications have been drafted for establishing the Information System for Human Resource Management in State Administration. HRMS in cooperation with MPALSG and the OITeG, and with the support of the EU project Development and Implementation of an HRM Information System, has been developing and establishing the Information System since December 2019 so that it would become operational during the first half of 2021.

Aiming to retain competent human resources in state administration, two instruments for the assessment and development of competences have been developed within the Civil Servant Career Management Centre established with HRMS, the **Assessment Centre and Feedback – 360-degree assessment**.⁴³ The first instrument trained 40 civil servants from various state administration bodies as assessors and developed a set of new individual and group exercises. An online platform⁴⁴ was devel-

oped for applying the second instrument, staff at the Centre were trained in its use, and a pilot project was implemented for 10 officers whose competences were assessed.


In the field of **development of a system for professional development in public administration** the achieved results indicate a tendency for continuous development and progress in all elements established in accordance with the new, unified system of professional development in public administration.

The implementation of envisaged training programmes for 2020 was adapted to pandemic conditions – in addition to **online training** NAPA had prepared and the implemented training in the form of **webinars** through appropriate platforms. A modernised training system has also been developed (so-called combined learning) that involves training in two phases: online training – preparatory work and consultations with evaluation. The novelty is consultation with trainers for monitoring the application of know-how in practice and additional counselling for attendees in order to maximise the effects of training.

An **LMS platform** (Learning Management System) for **online professional development of civil servants**⁴⁵ was created and deployed. NAPA was awarded the gold medal for quality and innovation for this in the Public Sector category at the international festival organised by Awards International from London.⁴⁶

GOLD AWARD WINNER

© Public Sector



NATIONAL ACADEMY FOR PUBLIC ADMINISTRATION

South East Europe **CXA'20** Customer Experience Awards

Awards International

38 Amendments to the Law on the System of Salaries of Employees in the Public Sector, Law on the Salaries of Officers and Appointees in Autonomous Province and Local Self-Government Unit Bodies, Law on Employees in Public Services, Law on the Salaries of Employees in Public Agencies and other Organisations Established by the Republic of Serbia, Autonomous Province or Local Self-Government Unit, the deadline to start applying the new system of salaries was postponed to 2022, or through the amendments to the Law on Civil Servants to early 2023, in regards to this part of the public sector.

39 See: Annual Report for 2019 on the implementation of the Action Plan for the implementation of the PAR Strategy 2018–2020, p. 22, document link: <https://monitoring.mduls.gov.rs/downloadFile/?id=11130&type=doc>.

40 As part of the programme Human Resource Management in Local Self-Government – phase 2, implemented in cooperation by MPALSG and SCTM, the delivery of direct support packages for capacity building and improvement of the HRM function in 50 LSGUs is in the final phase.

41 Regulation on the internal labour market of state bodies (*The Official Gazette of the Republic of Serbia*, No. 88/19), link: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/reg/viewAct/b5abc6db-fdbd-434e-bce2-a5faa2f94058>.

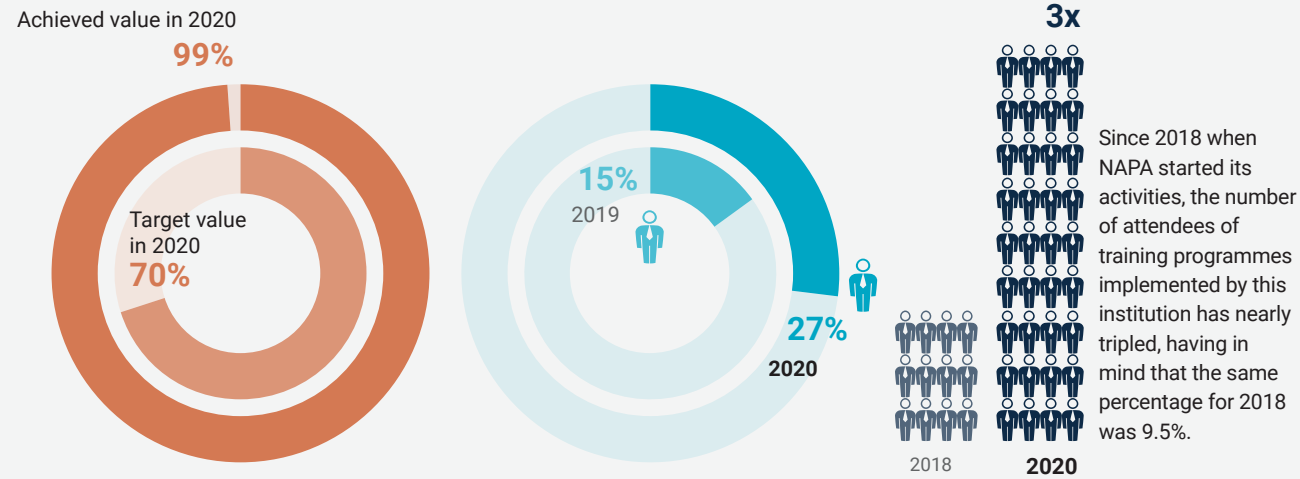
42 More information on the Internal Labour Market of state bodies is available at: <https://www.suk.gov.rs/tekst/89/interno-trziste-rada.php>.

43 More information on the instrument *Feedback - 360-degree assessment* is available at: <https://www.suk.gov.rs/vest/800/aktivirana-platforma-za-360-fidbek-procene.php>.

44 Online platform *Feedback – 360-degree assessment*, access link: <http://feedback360.suk.gov.rs/index.php/login>.

45 LMS platform for online professional development of civil servants, access link: <https://lms.napa.gov.rs/>.

46 News item on the NAPA website, link to the post: <http://mduls.gov.rs/saopstenja/naju-osvojila-zlato-na-prestiznom-see-cxa-festivalu/>.



- Planned training programmes under the competence of NAPA (%)
- Implemented training programmes under the competence of NAPA (%)
- Public administration employees that have successfully completed NAPA professional development programmes in 2019 and 2020 (%)
- The growth of number of training attendees compared with 9,5% in 2018. when NAPA started its activities

Graph 4: Trend in the number of training sessions within NAPA's purview, and in the number of training participants

Compared to these results, the percentage of implemented training programmes in 2020 under the competence of NAPA has exceeded the planned amount – **instead of the planned 70%, a total of 99% of training programmes were implemented**, while the percentage of public administration employees that have successfully completed NAPA professional development programmes has **increased from 15% in 2019 to 27% during the past year**. Thus, since 2018 when NAPA started its activities, the number of attendees of training programmes implemented by this institution has nearly tripled, having in mind that the same percentage for 2018 was 9.5%.

At the same time, **particular attention was paid to LSGU support** to, on the one hand, raise the capacities of decision-makers for more efficient and effective creation and implementation of established public policy, and on the other hand, to establish and comprehensively manage processes in the

special professional development of LSGU staff in accordance with normative improvements. The implementation of the first **Specialised training programme for support to newly appointed leaders of local self-governments in Serbia** has started.⁴⁷

The needs for professional development have been identified and reports were prepared on needs analyses for professional development of LSGU employees in **92 LSGUs**, followed by **special professional development programmes in LSGUs for 2021**.⁴⁸

Regarding **sectoral special training programmes**, MPALSG has implemented the first **sectoral training programme for registrars** in 2020, attended by 710 registrars and deputy registrars, 35% more attendees than the initially planned number for this calendar year.

New functionality for the application module for the professional development of registrars, i.e. the **e-Learning Platform** has been developed to improve processes in the professional development of registrars in accordance with the expressed needs of its target group. This should provide the implementation of the adopted sectoral special training programme for registrars for 2021.⁴⁹ The Ministry of Construction, Transport and Infrastructure, Ministry of Education, Science and Technological Development, Ministry of Trade, Tourism and Telecommunications and the Ministry of Youth and Sports have adopted **sectoral special training programmes for 2021** for the first time, intended for the professional development of LSGU employees performing entrusted **inspection supervision duties** from the field of competence of these bodies.

⁴⁷ Through two phases of realisation of this programme, mayors and presidents of municipalities will further improve their knowledge and skills in areas such as public policy management, local economic development, fundamentals of financial management, introduction of e-government, youth policy activation, Roma inclusion, legal framework and key competences, public procurement system, improvement of public services, holding productive meetings and 5S system for the organisation of municipalities. News item on the NAPA website, link to the post: <https://www.napa.gov.rs/vest/2373/ana-brnabic-i-ministarka-obradovic-najavile-pocetak-obuka-za-gradonacelnike-i-predsednike-opstina-.php>.

⁴⁸ The project *Human Resource Management in Local Self-Government - Phase II* is being implemented by MPALSG with the Council of Europe and SCTM, and with financial support by the EU and Council of Europe.

⁴⁹ News item on the MPALSG website, link to the post: <http://mduls.gov.rs/obavestjenja/kontinuirano-strucno-usavrsavanje-maticara-jedan-od-prioriteta-ministarstva-drzavne-uparve-i-lokalne-samouprav/>.

ЕЛЕКТРОНСКО ЈЕДИНСТВЕНО УПРАВНО МЕСТО СТРУЧНИ ИСПИТИ



<http://mduls.gov.rs/saopstenja/mduls-uveo-novu-uslugu-elektronske-uprave-u-softverskom-resenju-za-strucne-ispite-ispit-za-inspektora/>

In the **field of professional examinations**, a **software solution** has been implemented that was deployed on 1 July 2020, as **G2G at the public administration level**.

Through the electronic one-stop shop set up on the MPALSG website,⁵⁰ state bodies, LSGU bodies and other public authorities may complete online applications for their employees for taking professional examinations under the scope of MPALSG – **the national professional examination, special professional examination for registrars⁵¹ and examination for inspectors⁵²**.

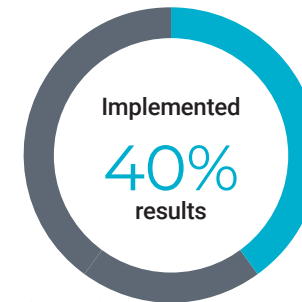
All procedures are fully digitalised, implementing e-documents and e-signatures, and electronic communication with system users is ensured through integration with the single e-mailbox.

⁵⁰ Link to the electronic one-stop shop for professional examinations: <https://sts.strucniispiti.gov.rs/adfs/ls?version=1.0&action=signin&realm=urn%3AAppProxy%3Acom&appRealm=5aa25547-335d-ee11-b80d-005056a38e9c&returnUrl=https%3A%2F%2Fstrucniispiti.gov.rs%2F&client-request-id=1EB20068-F87B-0000-9A9C-D71E7BF8D501>.

⁵¹ News item on the MPALSG website, link to the post: <http://mduls.gov.rs/saopstenja/od-danas-onlajn-podnosenje-prijava-za-polaganje-drzavnog-strucnog-ispita-i-ispita-za-maticare/>.

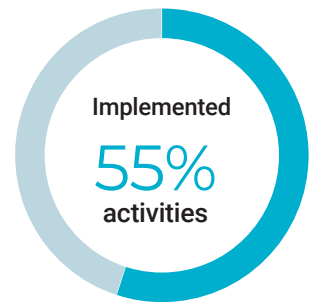
⁵² News item on the MPALSG website, link to the post: <http://mduls.gov.rs/obavestjenja/nova-elektronska-usluga-u-oblasti-strucnih-ispita-ispit-za-inspektora/>.

RESULTS



Implemented	2	40%
Ongoing	-	-
Not implemented	3	60%

ACTIVITIES



Implemented	6	55%
Ongoing	5	45%
Not implemented	-	-

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2020)
Percentage of implementation of the Public Finance Management Reform Programme	0	100	/

Measure level indicators	Baseline value (2017)	Target value (2020)	Achieved value (2020)	
Number of LSG units which have established their register of public property, data base, and framework for effective and transparent management of public property	30	85	81	
Percentage of LSG units whose budgets are prepared according to the programme budget methodology, measured annually	60%	80%	81%	
Number of annual reports on the state of PIFC and IA submitted by beneficiaries of public funds to the Ministry of Finance - CHU	1,125	1,200	the data will be available after 31.03.	
Number of conducted controls by budget inspectorate	19*	23	27	
Value of contracts signed based on framework agreements in one fiscal year (in billion RSD)	42.7*	35.5	the data will be available after 31.03.	

* baseline value from 2016

BUDGET RSD IN '000

BUDGET FUNDS

Planned
35,812



DONOR FUNDS

Planned
454,891



OBJECTIVE **3** Improvement of public finance management

The PAR Strategy envisages improvements to the process of budget planning and preparation through the introduction of a **programme budget** instead of “line” budget planning, improved selection and prioritisation of **capital infrastructural projects, connecting the budget process to strategic planning** and the implementation of established public policy; improvements to the management and control of public revenues and **internal audit**, through the establishment of a system of **internal financial control** and mechanisms for monitoring the implementation of the recommendations of internal financial control, raising the capacities of staff at the Central Harmonisation Unit; **improvements to the public procurement system** through cooperation among all relevant institutions in the system, improvements to the functionality and transparency of the Public Procurement Portal and raising the capacities of the Public Procurement Office.

The overall objective of the Public Finance Management Reform Programme is achieving a sustainable budget with a reduced public debt compared to GDP, through better financial management and control, audit processes and linking budget planning with Government policy.⁵³

The overall objective of the Public Procurement Development Programme in the Republic of Serbia 2019–2023⁵⁴ is measured through the further modernisation of the public procurement procedures by full application of electronic means of communication, and a consequential improvement in their efficiency, transparency, decreased risk of irregularities and compliance with measures for closing Negotiation Chapter

5 – Public procurement in the EU negotiations.

RESULTS ACHIEVED IN 2020

More detailed information on the results under this Specific Objective 3 will be presented in the Report on the implementation of the Public Finance Management Reform Programme for 2020, currently in the development phase, in accordance with the deadlines envisaged by the Law on the Planning System and relevant by-laws.

During the past period, as a result of the implemented reforms, created fiscal room, and the timely package of economic measures in 2020,⁵⁵ the Republic of Serbia felt minor consequences of the global slowdown caused by the COVID-19 viral pandemic, although the fiscal position of Serbia remained at a stable level.

According to statistical data from November 2020, a **stable macroeconomic environment and financial system** have been retained, with a sustainable public debt trajectory, its share in the GDP falling from 71.2% of the GDP in 2015 to 56.8% of the GDP.⁵⁶

Economic growth in 2020 has dropped to -1.0% due to the consequences of the

pandemic, considerably less than other European countries, but a

6%

growth has been projected

for 2021 due to the planned intensification of economic activity, continuing the trend of progress since 2019, when the growth rate was 4.2 percent.

Prior to the outbreak of the pandemic **public finance has transitioned to the zone of fiscal surplus from the zone of fiscal deficit,**

that amounted to 1.1% of the GDP in 2017. This positive trend has continued in 2018 with 0.6%, while in 2019 a fiscal deficit of -0.2% was achieved. Due to the consequences of the pandemic a fiscal deficit of 8.9% of the GDP is expected at the end of 2020.

A gradual stabilisation of public finance is expected for the forthcoming period with a fiscal space focus on growth of public investment with the aim of economic recovery and growth.

Due to the package of economic measures aimed at sustaining the production capacities of the economy, particularly regarding the preservation of jobs,

the unemployment rate registered a decrease from 2.4 p.p. to

9.7%

during the first quarter, reaching 9.0% during the third quarter.⁵⁷



The Ministry of Finance building

The net influx of foreign direct investments in 2020 amounted to EUR 2.3 billion, enabling the Republic of Serbia to fully cover the current account deficit for the sixth year in a row.⁵⁸

Work has continued under Objective 3 on the process of budget planning and preparation. The trend of an increasing number of LSGUs whose budgets are drafted in accordance with the programme budgeting methodology is increasing and amounts to 81%, i.e. 3% more than last year. A reporting module was developed within the budget drafting system for reporting on programme performance. Budget beneficiaries submit reports twice per year

on programme performance (annual and semi-annual report).

The module facilitates the submission, collection, analysis and processing of reports on programme performance. The Instructions for Preparing the Programme Budget have been improved under the section related to LSGUs by defining the method of coding projects to establish uniform codes for all elements of the programme structure. The option was introduced to open new programme activities with the approval of the Ministry of Finance.

Based on requests of LSGUs and an analysis by the Ministry of Finance, Annex 5 of the Instructions for drafting the programme budget has been updated, containing the uniform programme structure.⁵⁹

The implementation of the Regulation on Capital Project Management (*The Official Gazette of the Republic of Serbia*, No. 51/2019) has started as of January 2020, and the accompanying rulebooks that regulate this area have been adopted. Based on the Regulation, the Ministry of Finance shall run

a unified register of capital projects with a total value exceeding EUR 5,000,000.

A Capital Investments Commission has been formed in accordance with the Regulation.⁶⁰

The number of annual reports on the status of financial management and control and internal audit submitted by beneficiaries of public funds to the Ministry of Fi-

⁵⁸ Available at: <https://www.mfin.gov.rs/propisi/nacrt-programa-ekonomskih-reformi-erp-2021-2023/>.

⁵⁹ Available at: <https://www.mfin.gov.rs/UserFiles/File/budzetski%20korisnici/2017/Uputstvo%20za%20pripremu%20programskog%20budzeta.pdf>.

⁶⁰ Decision forming the Capital Investment Commission (*The Official Gazette of the Republic of Serbia*, No. 4/2020), available at: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/odluka/2020/4/5/reg>. The Commission met three times by 4 February 2021, and due to the election year (June 2020) membership in the Commission was revised based on the Decision on the discharge and appointment of the Deputy President and members of the Capital Investments Commission (*The Official Gazette of the Republic of Serbia*, No. 144/2020). The Capital Investments Commission provides confirmation of the strategic relevance of capital projects and adopts the list of capital projects that have been successfully assessed and have passed the pre-implementation phase, ensures harmonisation between various sources of funding during the phases of project drafting and implementation, adopts the final list of priority and ready capital projects, presents to the development partners plans for the implementation of projects from the list of priority project ideas and lists of priority prepared projects and deliberates on proposals by development partners in regards to these projects, enters onto the list capital projects of particular importance for the Republic of Serbia, while administrative and professional-technical duties for the Commission are performed by the Ministry of Finance. Article 3 of the Law on Ministries (*The Official Gazette of the Republic of Serbia*, No. 128/2020) prescribes that the Ministry of Finance is, inter alia, competent to assess and monitor capital projects and regulate the procedure of drafting and registering capital projects by the competent ministries and to unify them. A Group for the Assessment and Monitoring of Capital Projects has been formed in the also newly formed Department for Monitoring Fiscal Risk within the Ministry of Finance, with the aim of implementing the regulation. Multiple training sessions were held for employees in the Group for the Assessment and Monitoring of Capital Projects in cooperation with international partners – World Bank, International Monetary Fund, etc. Public procurement has been finalised for the development of IT software that will serve for monitoring capital projects, the so-called Public Investment Management Information System – PIMIS, and the development of the software is under way.

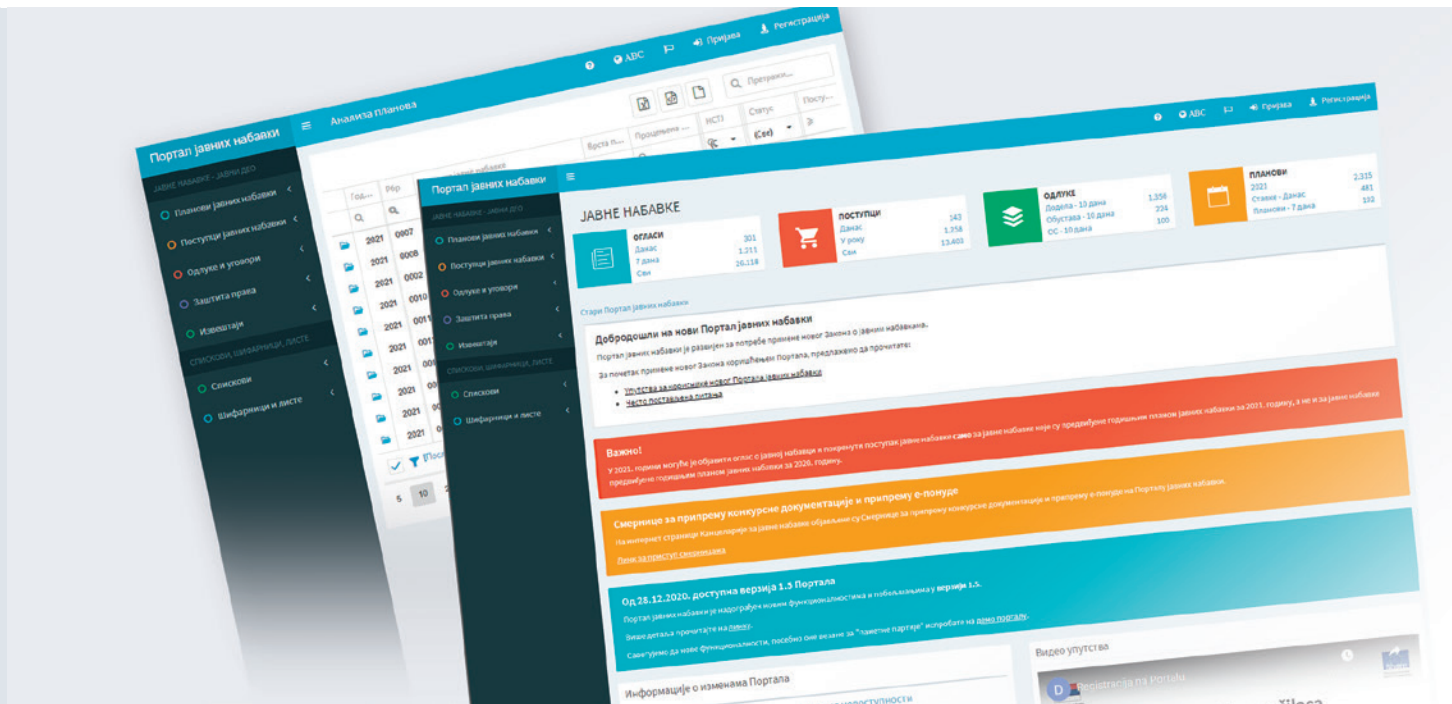
⁵³ Revised Public Finance Management Reform Programme 2016–2020 for the period from July 2019 to December 2020, Chapter 1.3, p. 14, link: https://mfin.gov.rs/UserFiles/File/strategije/2019/Revidiradni%20Program%20reformi%20upravljaj%20javnim%20finansijama%202016-2020%20za%20period%20od%20jula%202019_%20do%20decembra%202020_%20godine.pdf.

⁵⁴ The overall objective is the further development of a modern and efficient public procurement system, Public Procurement Development Programme in the Republic of Serbia 2019–2023, available at: <http://www.ujn.gov.rs/wp-content/uploads/2019/11/1.-UJN-Program-UJN-2019-2023..pdf>.

⁵⁵ Statement by the Minister of Finance and conclusion adopting the package of measures, available at: <https://www.mfin.gov.rs/aktivnosti/mali-novi-paket-ekonomskih-mera-za-ocuvanje-radnih-mesta-i-privredne-aktivnosti/> and <http://www.cekos.rs/zakju%C4%8Dak-vlade-rs-05-broj-401-60522020-od-30-07-2020-godine-novi-paket-ekonomskih-mera.pdf>.

⁵⁶ Available at: <http://www.javnidug.gov.rs/upload/Bilteni/2020%20Mesecni/Novembar/Mesecni%20izvestaj%20Uprave%20za%20javni%20dug%20-%20CIR%20Novembar%202020.pdf>.

⁵⁷ Available at: <https://www.mfin.gov.rs/propisi/nacrt-programa-ekonomskih-reformi-erp-2021-2023/>.



nance 2019 was slightly lower⁶¹ compared to the previous year due to the pandemic that reflected on the availability of documentation during the reporting process. Reporting during 2020 was performed electronically for the first time through the application, and this option was used by half the institutions submitting the report.

A twinning project, and within it a pilot exercise aimed at improving governance accountability have been successfully completed in June 2020.

The greatest results in 2020 relate to the development of methodological tools: the Manual for Financial Management and Control and Manual for Internal Audit have been updated, along with all training materials for FMC and IA, a significant number of guidelines/models have been drafted, along with one item of video material from various fields of internal financial control.⁶²

Due to the consequences of the COVID-19 pandemic the number of performed budget inspection reviews has deviated significantly from plans, thus in 2020 the budget inspection performed a review with 27 entities. A final draft Strategic Plan of Budget Inspection 2021–2026 was prepared in 2020. Furthermore, professional-methodological instructions were drafted

on the method of performing budget inspection reviews.

The trend of decreasing the duration of public procurement procedures has continued in 2020, but the final data will be available by the end of March, along with data related to the share of negotiation procedures without publishing a call for bids and application of framework agreements.

The implementation of the new Law on Public Procurements⁶³ as of 1 July 2020 brings with it a simplification of the public procurement procedure, reduction of administrative burden both on the side of the contracting authority and tenderer, with a decrease in the expenses of participation in public procurement procedures. All of this consequently ensures higher participation in public procurement procedures for small and medium-sized enterprises that often do not have the appropriate ad-

ministrative and professional capacities to draft bids.

The key changes brought by the new Law on Public Procurement are:

- New thresholds for the application of the law, i.e. thresholds up to which the law does not apply, and the introduction of European thresholds;
- Method of proving criteria for the qualitative selection of an economic entity – through a mandatory statement on a standard form, under all procedures, issued by the economic entity, stating

that they comply with all of the required criteria and that they are not in any of the situations that exclude them or may exclude them from the public procurement procedure, instead of the extracts and certificates issued by the competent bodies;

- Electronic communication – communication and data exchange under public procurement procedures through electronic means on the Public Procurement Portal;
- Partnership for innovation – a new type of public procurement procedure aimed at developing and procuring innovative goods, works or services;

- Use of electronic catalogue;
- Special regime for the procurement of social and other special services;
- Establishing the competence of the Ministry of Finance to control the implementation of public procurement contracts;
- Monitoring the implementation of regulations on public procurement by the Public Procurement Office;
- New method of organisation and performance of centralised public procurement duties, auxiliary public procurement duties, and other duties, etc.

CHALLENGES:

- Introduction of irregularity management and Statement on Internal Reviews, to be used for the first time in reporting for 2020 – these tools represent a new practice for public sector institutions.
- The pandemic has prevented, to a considerable extent, classical training in financial management and control and internal audit organised by CHU. This has accelerated the engagement on drafting electronic modules and deliberating on the rationalisation and modernisation of training, and a turn towards self-learning from the large volume of methodological materials prepared by CHU.
- Prevention and further deterrence of corruption in public procurement procedures and monitoring by

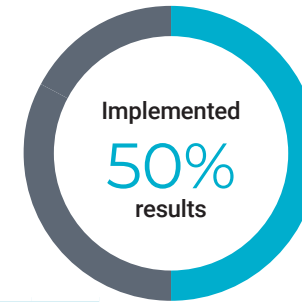
- the Office over public procurement procedures in accordance with the provisions of the new Law on Public Procurements.
- Application of the criterion of economically most favourable bid (EMFB) as a criterion for awarding a public procurement contract in accordance with the provisions of the new Law on Public Procurement.
- Further raising of the capacities of contracting authorities and tenderers to apply the new legislation on the Public Procurement Portal.
- Improvement and establishment of new functionality on the Public Procurement Portal <https://jn-portal.ujn.gov.rs/>.

61 Consolidated report on the status of IFPCS for 2019, available at: <https://www.mfin.gov.rs/aktivnosti/usvojen-konsolidovani-godisnji-izvestaj-o-stanju-interne-finansijske-kontrole-u-republici-srbiji-za-2019-godinu/>.

62 Guidelines on the Delegation System (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/smernice-o-delegiranju.pdf>), Guidelines on Governance Accountability (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Smernice-o-upravljackoj-odgovornosti.pdf>), Model Risk Management Strategy (<https://www.mfin.gov.rs/wp-content/uploads/2020/02/Model-Strategije-upravljanja-rizicima-PIFCD.pdf>), Guidelines for FMC for small public funds beneficiaries (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Smernice-za-male-KJC-PIFCD-PDF-converted.pdf>) and Guidelines for Managing Irregularities (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Smernice-za-upravljanje-nepravilnostima.pdf>); Guidelines for implementing the internal audit of intersectoral programmes and projects – “horizontal audit” (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Smernice-za-horizontalne-revizije.pdf>), Guidelines for establishing a joint internal audit unit (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Smernice-Zajednicka-revizija.pdf>), Tools for auditing European Union IPA funds (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Alati-za-reviziju-IPA-fondova.pdf>) and Model for the internal assessment of the quality of work of internal audit units (<https://www.mfin.gov.rs/wp-content/uploads/2019/10/Model-interne-ocene-kvaliteta-IR.pdf>).

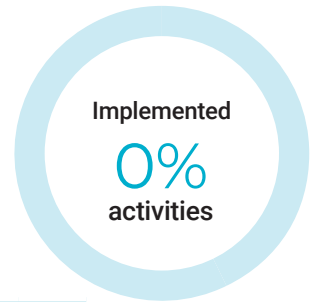
63 Available at: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2019/91/1>.

RESULTS



Implemented	3	50%
Ongoing	-	-
Not implemented	50	50%

ACTIVITIES



Implemented	-	-
Ongoing	7	100%
Not implemented	-	-

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2020)
Provision of citizens-oriented services	3	4	Data wasn't measured since 2017.
Fair and efficient administrative procedures	3	4	Data wasn't measured since 2017.

Measure level indicators	Baseline value (2017)	Target value (2020)	Achieved value (2020)	
The percentage of laws aligned with the General Administrative Procedure Law	1.5%	100%	54.4%	
Share of special laws harmonised with the Law on Inspection Supervision	0	95%	44%	
Share of reviewed check-lists for inspection and plans for joint inspections (full predictability in the work of inspections)	9.6%	95%	100%	
Number of inspections using the unified inspection supervision system (e-Inspector)	0	33	36	
Number of reports compiled based on surveys of citizens' satisfaction with the services received from state administration bodies and bodies of LSG	0	173	0	
Average quality ranking of training provided at the SKIP centre	0	4.5	4.5	

BUDGET RSD IN '000

BUDGET FUNDS

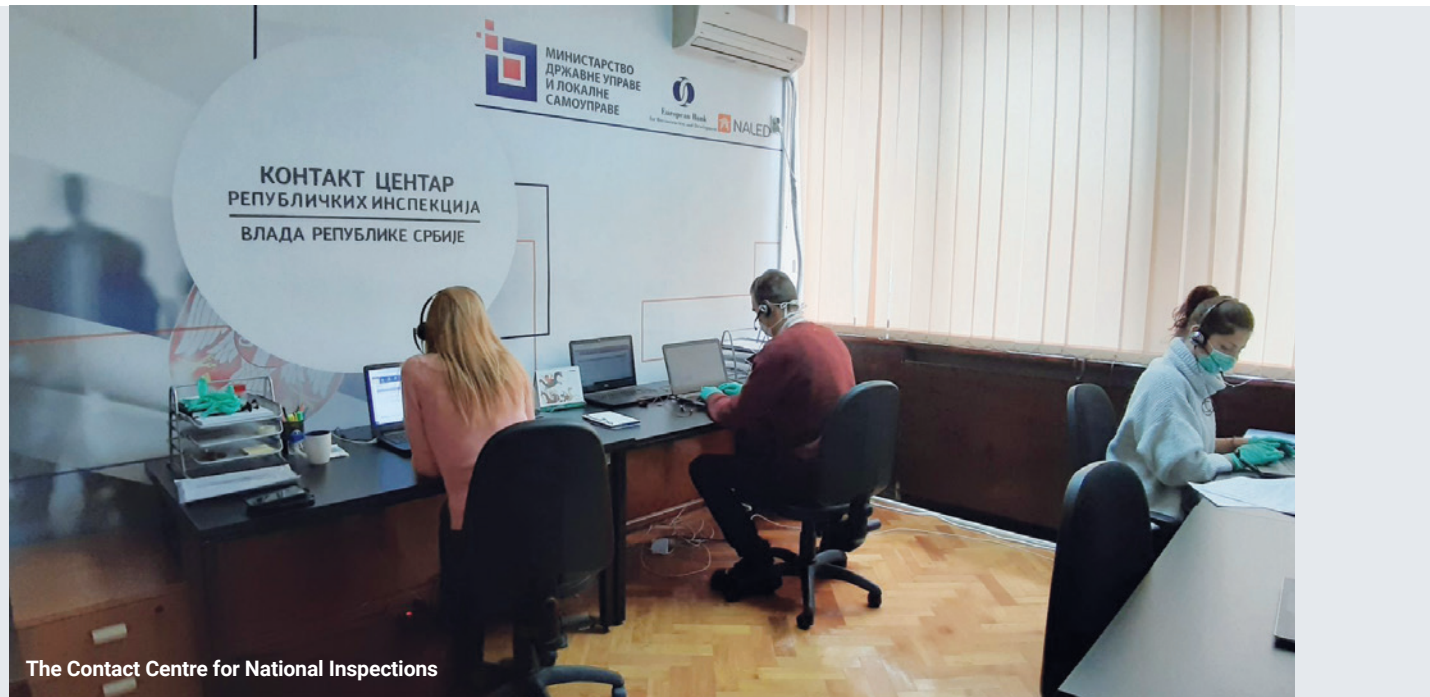


DONOR FUNDS



OBJECTIVE

4 Increasing legal certainty and improving the business environment and quality of public service delivery



The Contact Centre for National Inspections

As part of Specific Objective 4, related to increasing legal certainty, improving the business environment and quality of public service delivery, activities are continuing on the **harmonisation of regulations for uniform actions and legal certainty, inspection supervision, the establishment of a unified information system – e-Inspector, and the introduction of new e-Government services.**

RESULTS ACHIEVED IN 2020

The **Law on the General Administrative Procedure**⁶⁴ (hereinafter: LGAP) envisages the introduction of a **one-stop shop** to improve administrative procedures, involving the mandatory exchange of data from official records between administration bodies, ensuring more information and services for parties in a single place (electronically, through the e-Government Portal, and physically, under one roof). Only 14 physical one-stop shops have been opened in LSGUs thus far, 13 in 2020, in: Sombor,⁶⁵ Smederevska Palanka,⁶⁶ Šabac,⁶⁷ Be-

la Palanka,⁶⁸ Žitište,⁶⁹ Kruševac,⁷⁰ Užice and Vlasotince,⁷¹ Gornji Milanovac,⁷² Rača⁷³, Kuršumljija and Piroć,⁷⁴ Stara Pazova,⁷⁵ while in December 2020 project implementation agreements were signed with three LSGUs – the municipalities of Paraćin, Kosjerić and Topola.⁷⁶

Due to the extraordinary situation caused by the coronavirus, as well as due to the parliamentary elections in the Republic of Serbia, the process of adoption of laws has slowed down, and consequently the process of harmonising laws with the LGAP has also slowed down (3 laws were harmonised in 2020, i.e. the total for three years is 147 of the planned 270 laws).



During 2020 the pandemic brought about a shift in focus, thus the planned mechanisms were not established that would affect the dynamics of legislative activities of competent ministries that have the obligation of harmonisation with the Law on Inspection Supervision.⁷⁷ Instead, a **one-stop shop for national inspections**⁷⁸ was opened in March 2020 (a one-stop shop for all 44 inspections) with the aim of reporting illegalities during the pandemic caused by the coronavirus.

Since the Contact Centre became operational, over **15,142 submissions** were received through the www.inspektor.gov.rs portal or by telephone at +381 11 63 50 322, the majority for the Market Inspection, Labour Inspectorate, Tax and Sanitary Inspection.

As of October 2020, the Contact Centre for national inspections **has been connected to all local self-governments**, making it possible for reports by citizens and business that are not under the competence of national inspections to be referred to local inspections.⁷⁹ The activity of establishing a chat bot within the Contact Centre for national inspections is under way, so that citizens and businesses can obtain inspection-related information as fast as possible.

As part of the process of inspection service reform, and in relation to decreasing administrative burden for citizens and businesses, the **e-Inspector system** (<https://einspektor.gov.rs/>) has standardised activities when issuing measures or penalties, thus preventing the issuing of different measures by inspectors acting on the same orders. All national inspections, within their competences, publish mandatory forms and checklists as prescribed by the Law on Inspection Supervision on the same website. Furthermore, an **online opinion survey system** has been established to evaluate the functionality of the implementation of law and the work of inspections.

According to survey data, 90% of respondents believe the inspectors are performing their work professionally, 91% believe that the regulations used by the inspections to perform reviews are available, and 89% believe that these same regulations are clear. As many as 92% of respondents believe the inspections are well coordinated, without duplication in requests, while 93% believe that corruption among inspectors is an exception (the survey results are available after completing the survey). Furthermore, the **USAID survey of 1000 enterprises** has shown satisfaction by businesses with the inspection supervision.

The e-Inspector system is currently in use in 37 inspections. The e-Inspector system has been connected to the System of Misdemeanour Courts (*Sistem prekršajnih sudova – SIPRES*), so that inspectors can directly, through the system, refer misdemeanour reports to misdemeanour courts and receive information on the status of reports.⁸⁰

64 Law on the General Administrative Procedure (*The Official Gazette of the Republic of Serbia*, Nos. 18/16, 95/18), <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgr/skupstina/zakon/2016/18/2/reg>.

65 News item about the OSS in Sombor: <http://mduls.gov.rs/?s=%D1%81%D0%BE%D0%BC%D0%B1%D0%BE%D1%80>.

66 News item about the OSS in Smederevska Palanka: <http://mduls.gov.rs/saopstenja/ministar-ruzic-otvorio-jedinstveno-upravno-mesto-u-smederevskoj-palanci/>.

67 News item about the OSS in Šabac: <http://mduls.gov.rs/saopstenja/ruzic-otvorio-jedinstveno-upravno-mesto-u-sapcu/>.

68 News item about the OSS in Bela Palanka: <http://mduls.gov.rs/saopstenja/ruzic-otvorio-jedinstveno-upravno-mesto-u-beloj-palanci/>.

69 News item about the OSS in Žitište: <http://mduls.gov.rs/reforma-javne-uprave-u-srbiji/aktuelnosti/jedinstveno-upravno-mesto-i-u-zitistu/>.

70 News item about the OSS in Kruševac: <http://mduls.gov.rs/saopstenja/ruzic-otvorio-jedinstveno-upravno-mesto-u-krusevcu/>.

71 News item about the OSS in Užice and Vlasotince: <http://mduls.gov.rs/reforma-javne-uprave-u-srbiji/aktuelnosti/gradjani-uzica-i-vlasotince-dobili-jedinstveno-upravno-mesto/>.

72 News item about the OSS in Gornji Milanovac: <http://mduls.gov.rs/saopstenja/otvoreno-jedinstveno-upravno-mesto-u-gornjem-milanovcu/>.

73 News item about the OSS in Rača: <http://mduls.gov.rs/saopstenja/opstina-raca-otvorila-jedinstveno-upravno-mesto/>.

74 News item about the OSS in Piroć and Kuršumljija: <http://mduls.gov.rs/saopstenja/jedinstvena-upravna-mesta-jum-otvorena-danas-za-gradjane-pirota-i-kursumlije/>.

75 News item about the OSS in Stara Pazova: <http://mduls.gov.rs/saopstenja/od-danas-i-u-staroj-pazovi-jedinstveno-upravno-mesto/>.

76 News item about the OSS in Paraćin, Topola and Kosjerić: <http://mduls.gov.rs/saopstenja/opstine-paracin-topola-i-kosjeric-dobijaju-jedinstveno-upravno-mesto/>.

77 Law on Inspection Supervision (*The Official Gazette of the Republic of Serbia*, Nos. 36/15, 44/18—as amended, 95/18) <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgr/skupstina/zakon/2015/36/1/reg>.

78 Available at: <http://mduls.gov.rs/saopstenja/otvoreno-jedinstveni-kontakt-centar-za-prijavlivanje-nezakonitosti-u-vreme-pandemije-korona-virusa/>.

79 Available at: <http://mduls.gov.rs/saopstenja/kontakt-centar-republikih-inspekcija-povezan-i-sa-svim-lokalnim-samoupravama/>.

80 This is also Measure 1.5.1 of the Action Plan for the implementation of the National Programme for Combating the Grey Economy. The implementation report for the AP will be adopted on 11 February 2021 at the meeting of the Coordination body for combating the grey economy, and will be publicly available. The report on the implementation of the AP for Q2 of 2019 states that an analysis of connecting e-Inspector with SIPRES has been drafted.



Opening of the One-Stop Shop in Kragujevac

The importance of inspections in combating the spread of infection was recognised during the pandemic, thus a Working group was formed as part of the Coordination Commission for Inspection Supervision in October 2020 for the coordination of inspections to apply measures to prevent the spread of the COVID-19 virus, **completing nearly 210,000 coordinated instances of supervision within 3 months.**

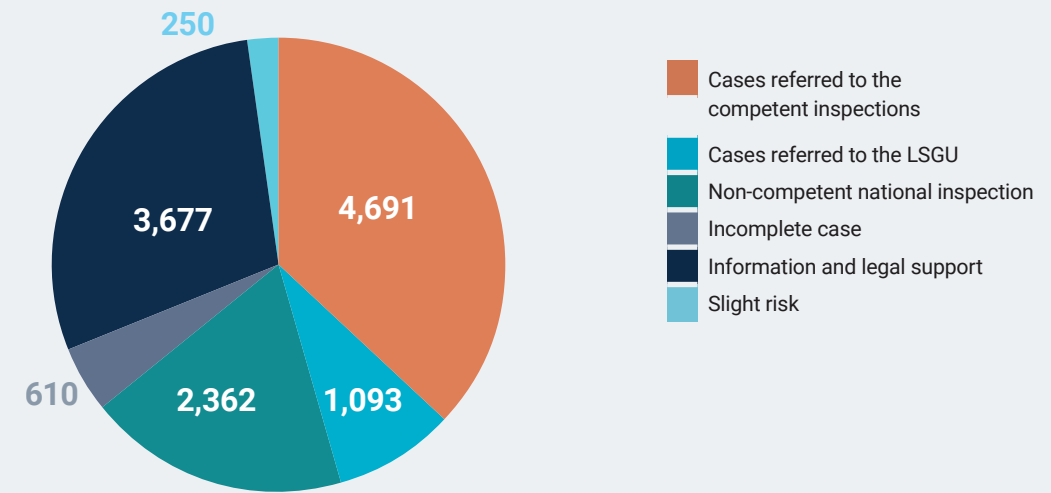
As part of Measure 4.3, and with the aim of increasing satisfaction among end users, the Serbian-Korean Information Access Centre (SKIP Centre)⁸¹ has connected and unified all its social networks and community channels in one place using a QR code for easier and faster access by citizens to the social networks of SKIP Centre, all this as part of rounding off the process of implementation of the project *Improvement of the communication platform of SKIP Centre*, raising online visibil-

ity and better informing the public. During 2020 there were 209 training sessions and workshops held for 6 305 attendees. A project of the Government of the Republic of Korea was approved to establish another SKIP Centre in Niš⁸² intended for training civil servants and interested citizens in the field of information-communication technologies, thus further raising capacities towards the delivery of user-oriented services.

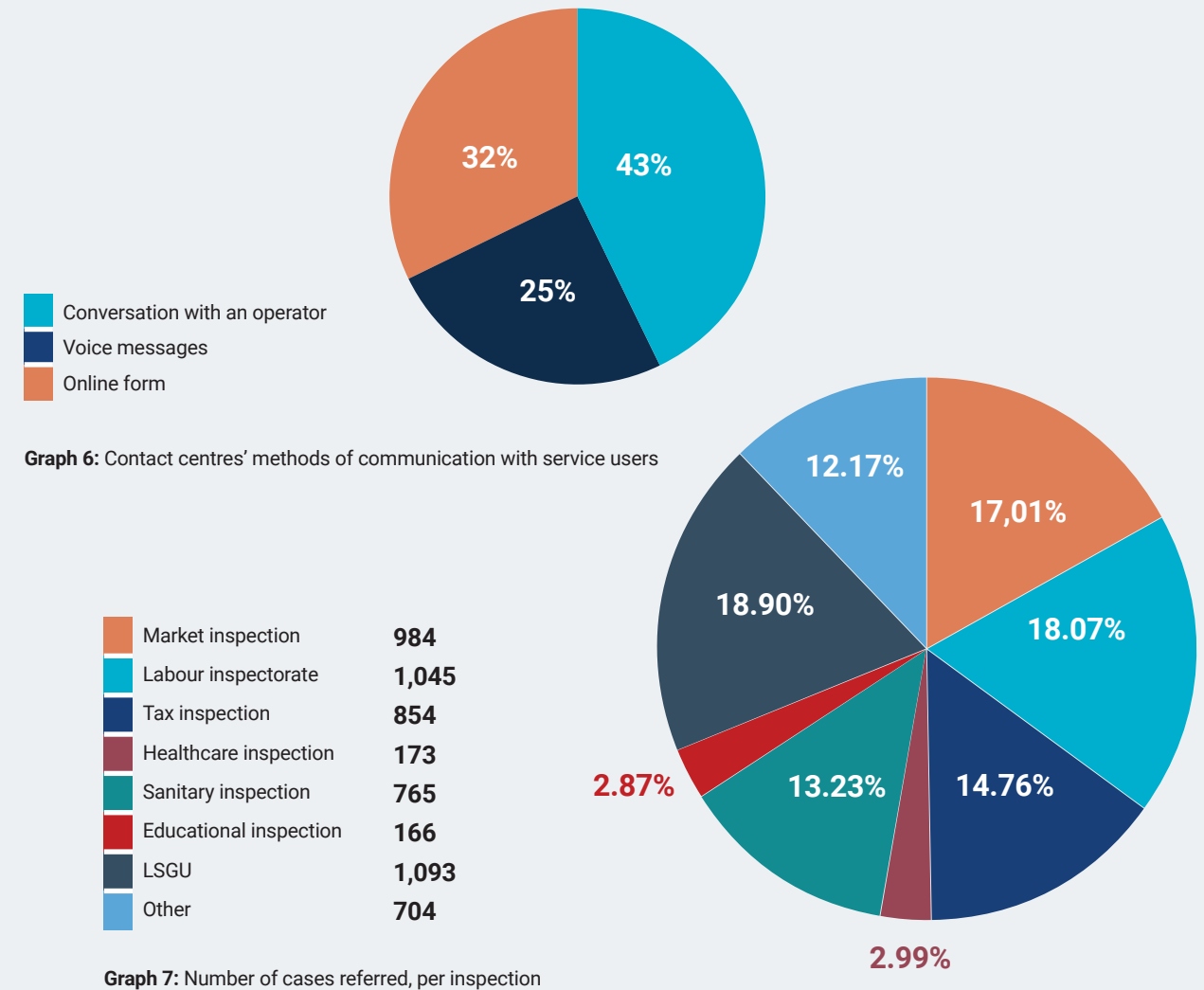
The **Common Assessment Framework – CAF**⁸³ as a Total Quality Management Tool, was implemented in MPALSG during the period of 2019 and 2020, but the developed Action Plan for improvement was not adopted due to the elections. A member of the Department for Strategic Planning in MPALSG is the **CAF correspondent for Serbia**⁸⁴ in the CAF Group of the EUPAN forum of assistants tasked with the field of public administration reform.⁸⁵

CHALLENGES

- The lack of a single policy for service delivery and single standard in the policy of service delivery. Non-uniform access to services and insufficiently available and clear information on services. Lack of a single system for monitoring, evaluating and reporting on the quality of delivered public services. Lack of coordination in the field of service delivery.
- Harmonisation of the Law on Misdemeanour Proceedings so that judges could receive cases from inspections (misdemeanour reports) in electronic, not only in paper form.
- Connecting the e-Inspector system with the Customs Administration and Tax Administration.
- Drafting an analysis of the implementation of the pilot project that will be used to define further criteria for drafting the Regulation on administrative one-stop shops.



Graph 5: Total number of citizen submissions

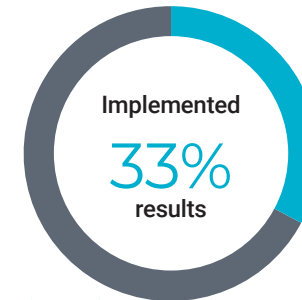


Graph 6: Contact centres' methods of communication with service users

Graph 7: Number of cases referred, per inspection

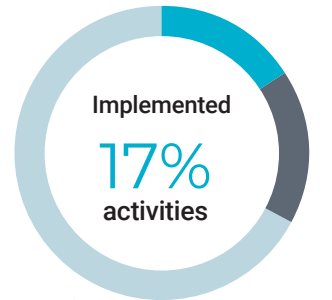
81 Link to the website of the Serbian-Korean Information Access Centre: http://skipcentar.rs/sr_RS/.
 82 Available at: <http://mduls.gov.rs/saopstenja/uskoro-otvaranje-jos-jednog-skip-centra-u-srbiji/?script=lat>.
 83 Available at: <https://www.eipa.eu/portfolio/european-caf-resource-centre/>.
 84 Available at: <https://www.eipa.eu/wp-content/uploads/2020/01/CAF-NC-List-Dec2019.pdf>.
 85 Available at: <https://www.eupan.eu/>.

RESULTS



Implemented	2	33%
Ongoing	-	-
Not implemented	4	67%

ACTIVITIES



Implemented	2	17%
Ongoing	8	67%
Not implemented	2	17%

73: Донације, помоћи и трансфери

7: Текући приходи
 733: Трансфери од других нивоа власти
 733141: Ненаменски трансфери од Републике у корист нивоа градова

Извор	2021
Буџетска средства	426,320,000
Сопствена средства	0
Остали извори	0
Укупно	426,320,000
Приказ	426,320,000

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2020)
Effectiveness of control by independent oversight bodies	3	4	Data wasn't measured since 2017.
Accessibility of information of public interest	4	5	Data wasn't measured since 2017.

Measure level indicators	Baseline value (2017)	Target value (2020)	Achieved value (2020)
Share of information bulletins published by the uniform IT system for access to, processing and presenting Information Bulletins by 2020.	0	50	0
Share of laws which during the preparation stage were subject to consultations according to the Law amending the Law on State Administration	0	70	0
Share of implemented recommendations of the Anti-Corruption Agency to remove corruption risks from proposed laws by 2020.	24	40	/*
Share of accepted recommendations of the Ombudsman by administration bodies	88.88%**	91.88%	77.03%
Share of implemented recommendations made by the State Audit Institution	70.35%	75%	87.6%
Share of cases where legal and natural persons acted upon recommendations issued to them by the Equality Protection Commissioner	77.7%	80.7%	87.2%

* There is no data for this indicator because no opinions were issued in 2020. Therefore, no recommendations for elimination of corruption risk from proposed laws could be given, the reason being that the new Law on Corruption Prevention only entered into force in September 2020. Based on this Law, the Anti-Corruption Agency then prepared the new Methodology for Corruption Risk Assessments of Regulations at the end 2020. It is expected that in 2021, the Anti-Corruption Agency in its full capacity will begin the assessment of corruption risks in regulations, in line with the new Law on Corruption Prevention and the new Methodology, based on which the degree of implemented Anti-Corruption Agency's recommendations could be assessed.
 ** baseline value from 2016

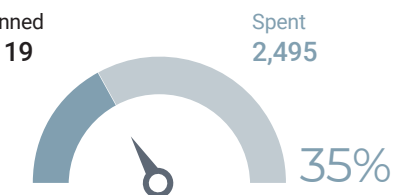
OBJECTIVE 5 Increasing citizens' participation and transparency, improving ethical standards and accountability in performing public administration tasks

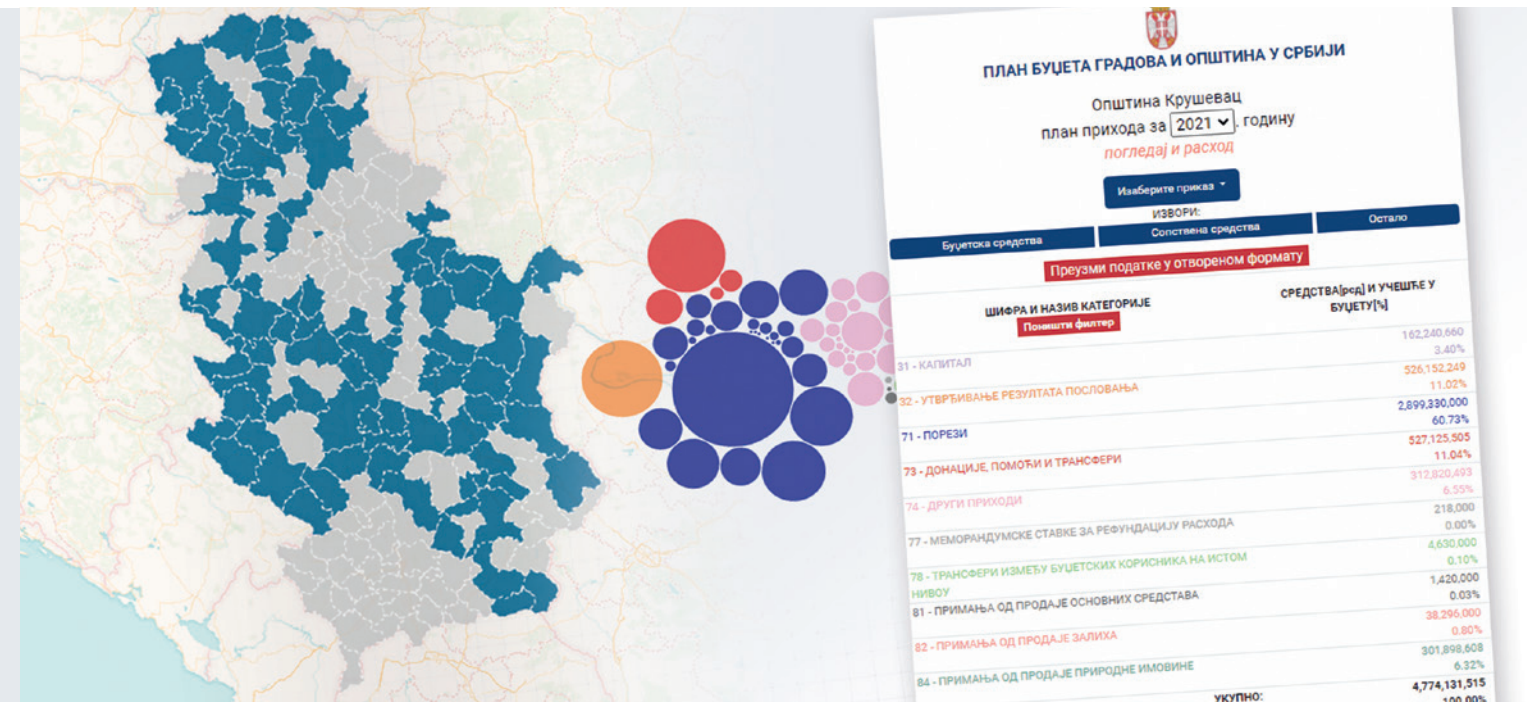
BUDGET RSD IN '000

BUDGET FUNDS



DONOR FUNDS





Through Specific objective 5, it is envisaged to increase the availability of information on the work of public administration through open data initiative or the development of an application for the Work Information, but also to improve the process of consultation with the interested public in the process of preparing regulations and policy documents. It was planned to change and improve the legal framework regulating the areas of work and position of independent state bodies: Anti-Corruption Agency, Ombudsman, the Commissioner for Information of Public Importance and Personal Data Protection, the State Audit Institution, the Commissioner for Equality.

RESULTS ACHIEVED IN 2020:

Since the focus in 2020 was on areas related to the healthcare system and organisation of the work of administration, the results achieved within measures planned through Specific Objective 5 were more limited than planned, due to the situation caused by the COVID-19 viral pandemic, and also having in mind that this was an election year.

After the adoption of legislative solutions in 2018 and 2019 regulating public participation in decision-making processes and the adoption of Guidelines for including civil society organisations in working groups for developing public policy document proposals and drafts, and/or draft regulations in January 2020 (*The Official Gazette of the Republic of Serbia*, No. 8/20), **4 public calls for the election of representatives of civil society organisations in various working and advisory domestic and international bodies** were issued in 2020, with the support of the Office for Cooperation with Civil Society.

In order to enable and promote direct communication and cooperation between administration bodies and civil society organisations, particularly in decision-making processes, as well as mutual cooperation and exchange of experiences among the state bodies themselves, a **database was created of contact points (persons) for cooperation with CSOs in administration bodies at all three levels of authority – national, provincial and local** <https://bit.ly/2vhn1RR>.

This database currently contains **information on 191 persons appointed by a total of 140 public administration bodies, namely:**

- At the national level – 42 contact points before 23 state administration bodies
- At the provincial level – 18 contact points before 11 provincial administration bodies
- At the local level – 131 contact points before 106 local self-government units.

With support by the *Support for Public Administration Reform* project implemented by GIZ, the drafting of a **new portal named e-Participation** has started in 2020. This future portal should represent a central point for publishing all information related to the consultative process of adopting laws or public policies, and the implementation of an electronic consultative process. The portal should also support the collection of initiatives by businesses and citizens to amend already adopted regulations. In this way portal visitors will have an opportunity to indicate any difficulties, unnecessary administrative procedures or excessive expenses to legislators.

In order to improve the quality of public participation in developing regulations and public policy documents and the transparency of their monitoring by the interested public, with support by the *Support for Public Administration Reform* project implemented by GIZ, an **analysis was drafted dedicated to quality control of public participation in public policy creation with recommendations**, that will contribute to the **establishment of systematic monitoring and control over the implementation of consultations and public review at the level of all state administration bodies** to improve its quality and ensure a high degree of inclusivity and transparency. This analysis will enable the development of mechanisms for systematic monitoring and control over public participation in the drafting of regulations and public policy documents through regular annual monitoring and publication of information and data by state administration bodies.

Over **90 towns and municipalities in the Republic of Serbia** have opened their data on the planned budget, revenues and expenditures. A visualisation application was developed named **Open Budgets** (<https://budzeti.data.gov.rs/>). This platform provides the users with a **simple and easily understandable view of the budget** and data downloads in an open format standardised for all local self-governments, thus enabling an **analysis and comparison of data and their reuse**. The Open Budgets plat-

form contributes to increasing the transparency of public finance at the local level, and provides citizens with insight into the planned spending of public funds.

The National Open Data Portal (<https://data.gov.rs/sr/>) contains 380 datasets, i.e. 50% more than in 2019, while the number of institutions publishing data on the Portal has been increased by more than 60% compared to the previous year – by January 2021 data in an open format was published by 80 institutions.

Using the data opened by the Ministry of Health during the COVID-19 viral pandemic, and aiming to inform and support citizens, the Centre for Investigative Journalism of Serbia (CINS) has developed a visualisation of the open data on the **number of infected** with the COVID-19 virus within the territory of the RS (<https://www.cins.rs/virus-korona-u-srbiji-dnevni-preseci/>), and a **map of COVID infirmaries in Serbia** (<https://www.cins.rs/mapa-pronadite-covid-19-ambulantu-u-svom-gradu/>).

Five seminars under the title Open data, open and smart administration were held to promote open data and improve knowl-

edge on open data standards at the local level, **attended by a total of 142 persons**, along with training on tools for processing open data.

The Office for Cooperation with Civil Society, in cooperation with the Business Registrars Agency (hereinafter: BRA) has opened and published data on the Open Data Portal on the number and structure of the civil society organisations in the RS, using data from the Register of Associations and Register of Legates and Foundations kept by BRA, taken at given points of time. Based on these data, the **Catalyst Balkans Foundation**, as part of the Open Data Challenge, created a **platform for the assessment of the transparency and integrity of non-profit organisations** <https://ne-profitne.rs/>, where CSOs can show their openness and influence, and the donor community can decide whom to support.



САРАДЊОМ ДО РАЗВОЈА ЛОКАЛНИХ ЗАЈЕДНИЦА

An additional step towards increasing transparency that has also contributed to improving the financial discipline of public sector institutions and accountability in the spending of public funds is the publishing of the **register of recommendations of the State Audit Institution – SAI** (<https://www.dri.rs/ревизије/регистар-преорука/регистар-преорука.489.html>), enabling all interested parties to monitor the status of every recommendation given in every type of audit, for all entities.

The SAI made it possible for citizens to learn what happens after the audit is over. The subjects of the audit, within 90 days after the audit is complete, submit a **Response Report – Report on the elimination of identified irregularities and inexpedients** and the SAI published these reports on the website (<http://www.dri.rs/revizije/odazivni-izvestaji/2019-za-rev-2018.419.html>), along with **post-audit reports**. Furthermore, the Open Data Portal has published a **register of persons that have acquired the title of state auditor, and/or certified state auditor** (<https://data.gov.rs/sr/datasets/registar-litsa-koja-su-stekla-zvanje-drzhavni-revizor-i-ovlashtsheni-drzhavni-revizor/>).

In July 2020 the Government of the Republic of Serbia has adopted the **National Strategy for the Development of the Judiciary 2020–2025 and revised Action Plan for Chapter 23** (Judiciary and fundamental rights), representing one of the most important chapters in the accession negotiations with the EU. The new Strategy for the Development of the Judiciary 2020–2025 represents a continuation of the previous Strategy, and it has been drafted in accordance with the further process of Serbia's accession to the European Union, with the aim of strengthening the rule of law, access to justice and legal certainty, and the achievement of a quality protection of the rights and freedoms of citizens. These two documents represent strategic documents for the continuation of reform processes in the field of rule of law.

In December 2020 the Government of the Republic of Serbia adopted the fourth **Action Plan for the implementation of the Open Data Partnership Initiative 2020–2022**.

This action plan was developed in close cooperation with civil society organisations from across Serbia. A total of 9 CSO representatives have participated in the work of the Special Working Group, while **over 70 representatives** of civil society, state administration bodies and local self-governments – members of the Special Working Group, representatives of the donor community in Serbia took part in the consultative process. The measures envisaged by the Action Plan will contribute to improving transparency and public participation in decision making.

CHALLENGES

- The situation caused by the COVID-19 viral pandemic that has shifted focus on overcoming challenges in healthcare, the parliamentary elections held in 2020, and the adoption of the new Law on Ministries that changed the competences of certain bodies, have decelerated the implementation of all legislative activities, and activities aimed at raising the capacities and improving the working conditions of independent institutions, envisaged under Specific Objective 5.

RISKS AND MEASURES TAKEN

horizontally for the implementation of the entire PAR AP

Grouped together major anticipated risks in the previous period (Appendix 6, PAR AP 2018–2020)	Measures taken to mitigate risks
Insufficient motivation of SAB staff for changing established methods of performing duties.	<p>The risk materialised to some extent.</p> <p>The COVID-19 crisis has imposed a change to the established modes of work with respect to physical distancing, the need for using platforms in work, a different balance of private and work obligations, a limit as to when working hours are over, etc. therefore employees had to rapidly adapt to the new changes. The administration managed to reorganise relatively quickly and a good example is the transition of NAPA to online training (see Specific Objective 2 of the Report) or the adoption of the OGP AP 2020–2022 within the deadline: https://www.opengovpartnership.org/members/serbia/ where all consultative meetings were held online http://mduls.gov.rs/obavestenja/partnerstvo-za-otvorenu-upravu-konsultativni-sastanci-u-izradi-novog-akcionog-plana/?script=lat providing for a greater number of meetings and range of consultations, but also the presence of a broader circle of civil society representatives that previously had to travel to three physical locations where consultations were held.</p>
Administrative burden on staff due to staff illness	<p>The risk materialised to some extent.</p> <p>The COVID-19 crisis has imposed a prioritisation of duties considering the number of infected population, including administration staff. Furthermore, the crisis has accelerated the use of all existing tools: e-signatures, e-documents, e-registry, and electronic document exchange.</p> <p>On the other hand, records and procedures are still maintained in paper and electronic form, since the process of organisational adaptation and simplification of procedures has not been fully completed. However, there is an upwards trend of simplification and elimination of unnecessary procedures (of the 606 planned for 2019 and 2020,⁸⁶ 136 has been fully and 377 partially optimised), while 27 procedures for businesses have been fully digitalised (eZUP and official data exchange have been applied to all the above fully implemented optimisations, as well as those partially implemented). This process used additional engagement of expert and technical assistance.</p>
Resistance within public administration to continue reforms	<p>The risk materialised to some extent.</p> <p>The COVID-19 crisis has naturally shifted focus towards healthcare and crisis management. Nevertheless, activities were undertaken throughout the period to fully include all stakeholders in the reform process. Activities were implemented regarding internal communication to better communicate reform within public administration (more detail in the communication chapter of this report). Reform documents were planned and adopted, such as the new PAR Strategy for the forthcoming ten-year period, or the Economic Reform Programme (ERP) 2021–2023 https://rsjp.gov.rs/cir/vesti-cir/usvojen-program-ekonomskih-reformi-erp-2021-2023/</p>
Delays in the adoption of regulations.	<p>The risk materialised to some extent.</p> <p>Due to the COVID-19 crisis and election year the number of laws voted in by the National Assembly in 2020 was reduced (e.g. a total of 3 laws were harmonised with the LGAP, and none with the Law on Inspection Supervision). The priority was on the adoption of regulations to respond to the COVID-19 crisis: http://www.pravno-informacioni-sistem.rs/fp/covid19</p>

86 Of the planned 606 for 2019 and 2020 from the Programme for the simplification of administrative procedures and regulations e-Paper 2019–2021.

Lack of harmonisation in the priorities of different state administration bodies.	<p>The risk materialised to some extent.</p> <p>The implementation of the Action Plan for the implementation of the Government Programme adopted on 9 November 2017 improved intersectoral coordination at the national level, contributing to improved quality of public policy management and improvements to the system of strategic management over the priority objectives of the Government. This document and its implementation have made it possible to improve top-down planning elements and the monitoring of priority objectives based on defined indicators, as well as priority-oriented evidence-based decision-making by managers. The previous cycle of the Action Plan was completed in October 2020 with the election of the new Government of the Republic of Serbia. During its implementation 54 of the planned 96 results have been achieved, while the implementation of 19 results is still under way. After the new Government was formed, the Action Plan for the implementation of the Government Programme 2020–2022 was adopted and published in early 2021.⁸⁷</p>
Insufficient and non-uniform administrative capacities of SAB and LSGUs for implementing reforms.	<p>The risk materialised.</p> <p>To overcome the risk, the constant trainings for civil servants, managers and SAB staff were organised (196 training sessions and 9,214 attendees) and LSGUs (73 training sessions and 3,345 attendees, along with 730 LSGU staff that attended training within programmes intended for SAB). (more detail under Objective 2, NAPA)</p>
Inadequate funds and limited spatial and technical capacities.	<p>The risk materialised.</p> <p>Due to the transition to teleworking there was an increased demand for laptops, along with a lack of donor or budget support for the procurement of equipment.</p> <p>There is a lack of space considering the requirement for physical distancing and reducing the number of staff working from offices. The measures undertaken by SABs are work combining working from home and working from the office, duty shifts, etc. http://www.pravno-informacioni-sistem.rs/fp/covid19</p>
The management of bodies insufficiently involved in the implementation, not providing sufficient support.	<p>The risk materialised to some extent.</p> <p>The past year has been challenging from the standpoint of an election year and technical Government, but also changes to the work process due to the COVID-19 crisis. However, focus was maintained through training, namely: at the central level 11 webinars (62 attendees) were held in 2020 for appointed civil servants and 2 webinars (93 attendees) for managers preparing for, or occupying managerial positions. Ten training sessions were held at the LSGU level for managers in internal organisational units of the town (municipal) administration for 283 attendees and a Special Training Programme for support to newly posted leaders in LSGUs attended by 47 persons, comprised of 11 modules implemented in the form of webinars for two groups of attendees each and 1 online training.</p>
Inadequate, mutually incompatible and unconnected IT systems.	<p>The risk materialised to some extent.</p> <p>Steps were undertaken to harmonise IT systems, e.g. in 2020 the Address Register was connected to the Residence Register, and through it to the Central Population Register, and a link was established between the business register maintained by the Business Registrars Agency and the Address Register. Furthermore, in the field of planning public policy and public finance, the Unified Information System (UIS) was connected to the online application for PAR monitoring⁸⁸</p> <p>Regarding the connection between the UIS and BIS (Budget IT System for Planning), these two systems have not yet been connected electronically. The deficiency is currently handled through an agreement that upon the adoption of the Budget of the Republic of Serbia the PPS will receive data from the Ministry of Finance with the programme structure for the next year, and enter this into the UIS. This enables the users to connect every measure and activity with the funds secured in the budget of the Republic of Serbia. The system makes it possible to choose the programme/programme activity/project that funds a given measure/activity and then enter elements of the funding plan.</p>

87 The Action Plan for the implementation of the Government Programme 2020–2022 is available on the PPS website: <https://rsjp.gov.rs/wp-content/uploads/APSPV-2020-2022.pdf>.

88 Online application for PAR monitoring, access link: <https://monitoring.mduls.gov.rs/>.

ACTIVITIES TAKEN TO IMPLEMENT THE RECOMMENDATIONS FROM THE PREVIOUS 2019 REPORT

OBJECTIVE 1 Activities

RECOMMENDATION: Continue activities to strengthen current capacities, implementing at the same time staff retention and training policy, to take ownership and maintain continuity of reform processes

INSTITUTION IN CHARGE: MPALSG, HRMS, NAPA

Article 158 of the Law on Civil Servants states that HRMS shall establish the methodology used to monitor the situation regarding staff departures from SABs and the impact of this HR drain on the work of bodies, conduct situation analyses and propose measures for staff retention and prevention of the impact of staff departures on the smooth operation of SABs.

The HRMS, in accordance with the Law, has drafted *Instructions on the methodology for monitoring and analysing the situation regarding the departure of staff and its impact on the work of state administration*⁸⁹ establishing the technical and logical methods for monitoring and analysing the information collected regarding staff departures.

The HRMS and HR units within SABs have used various approaches for monitoring, collecting and analysing information, such as: staff records on the structure and number of civil servants and inflow and outflow of staff, exit surveys, focus groups, in-depth interviews, staff satisfaction surveys and analyses of relevant documents.

The *Methodology for monitoring the situation regarding the departure of staff from SABs and proposing measures for their retention* further regulates the forms and methods for collecting, organising,

analysing and using information on the situation related to staff departures from SABs, i.e. further defines participants in the implementation of the methodology, rules on monitoring changes related to the number, structure and movement of staff, methods to estimate the departure rate and retention rate of staff, determining the critical departure rate, proposing measures for retention and prevention of staff departure to ensure the smooth operation of SABs and methods for reporting on the situation in this area.

Aware of the impact of staff departures on increasing costs of business for state bodies, decreased work motivation of staff, reduced productivity and quality of work of the staff, through amendments to the Law on Civil Servants the Government has introduced the obligation of monitoring and the option for timely reaction to ensure the needs of human resources (primarily the number of people and level of knowledge and skills required for continuous business operations). The methodology offers preventive action options, i.e. timely reaction to staff dissatisfaction and the undertaking of measures for their retention. In addition to the Methodology applying to all SABs, it particularly underlines the need to monitor staff departures in priority areas, such as: European integration affairs, normative affairs, analytical affairs, inspection affairs and governance affairs. The list of priority areas is envisaged to be editable in accordance with real data and HRM policies in force. The plan is to conduct situation monitoring until the introduction of the HRM IT system on a monthly level through multiple quantitative and qualitative methods and techniques of collecting relevant information. A situation analysis regarding staff departures will be produced at a minimum once per year, and the report with the proposed measures for staff retention shall be delivered by the HRMS to the Government by 30 September of the current year, so as to have sufficient time for the potential adoption of such measures and their inclusion in the budget

⁸⁹ Instructions on the methodology for monitoring and analysing the situation regarding the departure of staff and its impact on the work of state administration bodies (*The Official Gazette of the Republic of Serbia*, No. 28/2019), available at: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/drugidrzavniorganizacijej/uputstvo/2019/28/1/reg>.

plan for the next year. In case extraordinary events are identified regarding the departure of staff in any areas of work, the HRMS will propose measures at that time that are relevant for the given situation. In regard to the above, the HRMS has implemented the following activities during 2019 and 2020:

- Creation and up-to-date (monthly) maintenance of a database on staff inflow and outflow in SABs;
- An internal data management procedure was established regarding staff departures;⁹⁰
- An online exit survey was created to be filled by civil servants departing SABs (the survey is available on the HRMS website and all SABs are informed on its existence and method of use);
- An online survey was created and implemented on staff satisfaction in SABs with the aim of predicting risks of staff departures and drafting preventive retention measures;
- Three focus groups were implemented with members of the target group identified as the riskiest regarding potential departures (staff working on EU-funds-related duties);
- An analysis was conducted on all available data and in accordance with Article 158 of the Law on Civil Servants the HRMS has drafted a Report on the Situation Regarding Staff Departures and Proposed measures for the retention and prevention of the impact of staff departures on the smooth operation of SABs (2019–2020), and submitted it to the Government in September 2020. The Government in turn can use the HRMS proposals to undertake measures that should lead to a reduced rate of staff fluctuation.

RECOMMENDATION: Continue improving the policy planning process by linking the planning process with determining the implementation capacity and costs, while applying consistently the principle of the hierarchy of public policy documents and the reduction of their number

INSTITUTION IN CHARGE: PPS

During 2020 the PPS has invested efforts into improving the public policy management system, connecting the process of planning and identifying capacities and the costs of implementation. The above is primarily reflected through improved quality of public policy documents and regulations that the PPS provided an opinion on during 2020, that were then adopted by the Government.

There were 77 strategies in force in late 2020, with 25 of them expiring in early 2021, thereby reducing the number of strategies to 52, while at the same time, of the 26 programmes in force, 11 have expired in early 2021, thereby reducing the number of programmes to 15.

Having the above in mind, we may state that the consistent implementation of the Law on the Planning System of the Republic of Serbia and the relevant Regulation has considerably improved the planning system of the Republic of Serbia, and that analogously to this there has been a decrease in public policy documents at the national level. The PPS particularly insists in its opinions on the consistent application of the principle of the hierarchy of lower-level planning documents with the hierarchically higher-level planning documents.

⁹⁰ Online exit survey filled by civil servants leaving SABs: <http://stari.suk.gov.rs/polls/index.php/785196/lang-sr>.

RECOMMENDATION: Map all activities which should contribute to the implementation of the concept of managerial accountability through a new strategic framework for public administration and public finance reform

INSTITUTION IN CHARGE: MPALSG and MoF

The drafting of the new PAR Strategy in the Republic of Serbia 2021–2030 with an AP 2021–2025 is in the final phase. Two measures have been envisaged under specific objective 4 of the PAR Strategy: "Improved level of accountability and transparency at all levels of government",

Measure 4.1.1: Establishment of systemic solutions for managerial accountability and decentralisation of authorities in public administration bodies (increasing autonomy). This measure is aimed at the implementation of analyses, mapping of the state of play in public administration and formulation of specific recommendations for all three pillars of managerial accountability – delegation of responsibility, clear line of accountability between institutions and performance measurement at the institutional level, as well as appropriate changes to the legal framework, implementation of training, exchange of knowledge and experience, drafting of manuals and raising awareness among managers and staff in public administration. A Register of Public Authorities is also envisaged, that would be used to maintain a single register of public administration bodies, the types of their competences and authority, and clearly establish vertical lines of accountability. The envisaged activities should contribute to improving managerial accountability in public administration.

Measure 4.1.2: Improvement of the vertical and horizontal system of supervision and monitoring of work in public administration (Established mechanism for performance management of public administration bodies).

Performance-based or results-based management assumes that every public administration body ensures the implementation of measures and activities from the planning documents they are in charge of and that achieve the set objectives, i.e. that in a synergy with other public administration bodies they are contributing to the achievement of planned social change. The key to the success of performance-based management is the measurement and evaluation of results, outcomes and effects of the implementation of public policy documents throughout this process. The measure is aimed at establishing a quality monitoring system both at the central, as well as the level of individual public administration bodies.

RECOMMENDATION: Ensure in the coming period that all e-Government services are available on mobile phones

INSTITUTION IN CHARGE: OITeG

Citizens at over 360 locations in more than 150 towns (post office and LTA counters – a list of locations is available on the e-Government Portal) can obtain electronic identity parameters – for two-factor authentication (eID). The advantage of this type of access is that users do not need qualified electronic certificates, but an installed application on their smart devices (mobile phone or tablet) activated by the user during each login. Instructions for the installation of the ConsentID mobile application can be found on the e-Government Portal: <https://euprava.gov.rs/postanite-egradjanin>.

Users that use this type of login can, in addition to the e-Government Portal, use the <https://pa.gov.rs/jisportal/homepage> – portal – to check their property tax, and to pay their taxes electronically. All users logging in using this method can also check their data in the Central Population Register on the e-Government Portal and report any potential irregularities regarding data related to themselves.

RECOMMENDATION: Full operability of the new information system

INSTITUTION IN CHARGE: HRMS

The implementation of project activities is unfolding in accordance with the planned schedule. The new IT system was planned to consist of a total of 15 modules, with a total of 9 developed by the end of 2020 (4 modules have passed the testing phase on 26 October 2020 and are on the production server). The completion of testing is planned for another 5 modules by 29 January 2021. Weekly workshops are held regularly for the development of modules, with participation by representatives of the project team and staff of HRMS, MPALSG and OITeG, and other bodies as needed. From 12 to 27 October 2020, training sessions were held for the developed modules for representatives of human resource units in state bodies, with the participation of representatives of 55 bodies. The implementation of training for the use of newly developed modules will continue during the second half of January 2021. The information system is expected to be operational for all SABs by the end of 2021.

RECOMMENDATION: Strengthen capacities of all participants, particularly with regard to the selection and performance appraisal processes

INSTITUTION IN CHARGE: HRMS, NAPA, MPALSG and HR UNITS OF BODIES

An internal labour market has been established for the purposes of staff retention, along with quality and efficient employee databases, ensuring a higher level of staff mobility to appropriate jobs in state administration in accordance with their competences, and contributing to the development of human resources in certain areas.

The *Regulation on the Internal Labour Market*⁹¹ was adopted in late 2019, and entered into force on 1 January 2020.

Regarding staff retention policies, in accordance with the *Law on Civil Servants*, the HRMS shall determine the methodology used to monitor the situation regarding staff departures from SABs and the impact of staff departures on the operation of bodies, conduct situation analyses and propose measures for staff retention and prevention of the impact of staff departures to the smooth operation of SABs. The HRMS, in accordance with the Law and Instructions on the methodology for monitoring and analysing the situation regard-

⁹¹ Regulation on the internal labour market of state bodies (*The Official Gazette of the Republic of Serbia*, No. 88/2019), available at: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2019/88/1/reg>.

ing the departure of staff and its impact on the operation of SABs⁹² has drafted a *Report on the situation regarding the departure of staff and Proposal of measures for retention and the prevention of the impact of the departure of staff on the smooth operation of SABs* for April 2019 to April 2020. In addition to the measures that may be proposed by the Government, the manager of the body where staff departure occurs may undertake measures at their disposal to retain them, such as the reorganisation of jobs and required employees, planning special training programmes to raise the capacities of staff and other measures aimed at creating a desirable and stimulating work environment.

During 2019 staff from HRMS have implemented a large number of training sessions organised by NAPA as lecturers, regarding the correct identification of competences, competence-based hiring process and evaluation of success at work, attended by over 1000 civil servants. Furthermore, HRMS staff have developed all the necessary forms and relevant documents and implemented a large number of instruction sessions for certain bodies based on their request and in accordance with their competences, and in regard to the above topics. Furthermore, with support from the *Support to Public Administration Reform* project supported by GIZ, three manuals were developed in the above areas, distributed to SAB human resource units, while electronic versions are available to all staff on the HRMS and MPALSG websites.

RECOMMENDATION: Ensure greater (better) promotion of the internal labour market as an instrument, and strengthen the HRMS capacity

INSTITUTION IN CHARGE: HRMS

With the coming into force of the *Regulation on the internal labour market of state bodies* the HRMS has gained new competences regarding the administration of the ILM, competence check of applicants, mediation regarding meeting the human resource needs of bodies and achieving the career needs of individuals, the promotion of the ILM as an important institutional instrument, and for the development of individual careers. An auxiliary APPLICATION for the ILM was developed for applications by persons seeking permanent transfers.

A total of 257 persons have applied to the ILM during 2020, and a total of 39 persons were transferred.

The plan for the forthcoming year with the new HRMS is to develop a new application, i.e. a module for the ILM, and HRMS will pay par-

⁹² Instructions on the methodology for monitoring and analysing the situation regarding the departure of staff and its impact on the operation of SABs (*The Official Gazette of the Republic of Serbia*, No. 28/2019), available at: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/drugidrzavnioorganizacijezuputstvo/2019/28/1/reg>.

OBJECTIVE 2

Activities

ticular attention to the promotion of this instrument. The new Regulation envisages that in regard to the new competences related to the ILM the HRMS will be increased by two new employees. During 2021 the HRMS will harmonise its Rulebook with the new number of employees (47).

RECOMMENDATION: Prepare a Decision on the fees to be charged by the NAPA for professional development services provided to extra-budgetary clients

INSTITUTION IN CHARGE: MPALSG and NAPA

NAPA has produced an initial analysis of potential types of professional development services and other professional services that NAPA could offer commercially, with the aim of preparing the initial bases for drafting the *Proposed decision on the amount of NAPA tariffs for services of professional development of non-budgetary beneficiaries*.

A new NAPA training centre was opened in early 2020, thereby providing the required spatial capacities to respond to the additional needs of non-budgetary beneficiaries.

Having in mind the situation caused by the COVID-19 viral pandemic and the declaration of a state of emergency in the country and the accompanying change in priorities, the adoption of the above decision on the tariffs amounts was delayed for 2021.

RECOMMENDATION: Promote going to / attending training at LSGUs. More frequent consultations with representatives of LSGUs about their training needs

INSTITUTION IN CHARGE: NAPA

After the outbreak of the pandemic in early 2020, NAPA has fully transitioned to e-learning, precluding physical presence in LSGUs. Aiming to improve consultation processes, *inter alia* with LSGU representatives regarding the training required for LSGU staff, NAPA has drafted methodological instructions and guidelines: *Steps in implementing a needs assessment for professional development of public administration staff and Instructions for implementing focus groups* intended for HRM units and persons responsible for HRM implementing a needs analysis for professional development, and contact persons designated for cooperation with NAPA.

Furthermore, **the content of the NAPA website has been supplemented with information on the needs analysis for professional development, and an e-mail address was created: tna@napa.gov.rs** to improve the efficacy of communication and provision of expert support for public administration bodies when implementing needs analyses for professional development.

With support by the project *Human Resource Management in Local Self-Government – Phase 2*, funded by the EU and Council of Europe, a brochure was drafted and distributed with the title *Planning professional development cycles for staff in LSGUs*. With the aim of providing support and promoting the development of professional development at the local level, the implementation of a needs analysis for professional development in LSGUs and the importance and method of creating special LSGU training programmes based on previously mapped staff needs were the topic of meetings during 2020 between the Network of SCTM for HRM and SCTM experts in this field, with the participation of NAPA representatives.

A total of 84 LSGUs had support from NAPA and the Project and submitted reports on the organisational needs for 2021 with the aim of collecting data on the unified needs for the professional development of officers at the LSGU level and submitting reports by bodies on organisational needs of their staff for professional development.

NAPA held a consultative meeting on 16 December 2020 with experts engaged by the project *Human Resource Management in Local Self-Government – Phase 2*, providing expert support to LSGU staff during the past period in identifying needs for professional development and developing special professional development programmes for LSGU staff, **with the purpose of identifying good practices and opportunities to improve the consultative process when identifying professional development needs.**

In November 2020, based on an initiative by the Prime Minister, NAPA has initiated a **Specialised Training Programme for Support to Newly Appointed Leaders in LSGUs, attended by mayors and presidents of municipalities – 47 attendees**. Six of the planned 11 training sessions have been held thus far. In the implementation of this programme NAPA is in constant contact with the highest officials of these municipalities and towns, contributing significantly to the popularisation of professional development among them.

An upwards trend was recorded during 2019–2020, i.e. an increase in the number of training attendees from among LSGU staff attending training from any of the NAPA training programmes (online, webinars and classroom training) (2019 – 1,687 attendees; 2020 – 4,075 attendees, namely: 3,345 LSGU staff attending training programmes for LSGUs and 730 LSGU staff attending training from programmes for the central level).

OBJECTIVE 3

Activities

RECOMMENDATION: It is necessary to look into the quality of the financial management and control (FMC) system and work towards improving the concept of managerial accountability

INSTITUTION IN CHARGE: CHU MoF

Regularly implemented. The cycle of reviewing the quality of the FMC system for 2020 is under way, and will be performed during Q1 2021. Institutions were chosen based on a risk analysis, a Work Plan has been drafted, and the process was initiated. Due to limitations caused by the pandemic, the review of the quality of the FMC system will be performed at two institutions: Forest Directorate and Directorate for Inland Waterways.

RECOMMENDATION: Improve the internal audit monitoring and reporting system (CHU) electronically through the CHU software, further elaboration of the self-assessment questionnaire, and further elaboration of the Consolidated Annual Report

INSTITUTION IN CHARGE: CHU MoF

Completed, and reporting for 2019 is under way. The questionnaire has been improved and fully harmonised with the new COSO framework, and the option to submit their reports electronically was used by half of all public funds beneficiaries that submitted reports.

RECOMMENDATION: Improve the expertise of the CHU staff by keeping pace with FMC and IA international practices aimed at a more effective application of international standards, implementation of EC recommendations, and fulfilment of Chapter 32 requirements

INSTITUTION IN CHARGE: CHU MoF

Regularly implemented. Due to limitations because of the pandemic, all activities that involve travel were limited in scope during 2020, but the recommendation was addressed in other ways, mainly through on-the-job training and through joint work with experts.

RECOMMENDATION: Dissemination of knowledge about PIFC should be improved by:

INSTITUTION IN CHARGE: CHU MoF

- Developing a roadmap to guide the process of handing over the PIFC training to the NAPA;
- Upgrading the module for managers in the areas of managerial responsibility and risk management under the Training Programme for Managers in State Bodies;
- Enabling the production, by the CHU, of comprehensive and up-to-date high-quality e-learning materials (which should include educational materials, videos, exercises, tests, e-portfolios, simulation software, etc.) in various PIFC fields for further learning and knowledge dissemination purposes
- Promote the so-called 'green procurement' which takes into account environmental aspects and long-term costs borne by society as a whole, in line with EU priorities.

The recommendation has been mostly implemented. CHU has engaged considerable efforts on this issue. During 2019 and 2020 the MF/CHU website published 13 different educational items in the field of internal audits, intended for self-learning.

Furthermore:

- With regards to the involvement of NAPA in the organisation of PIFC training, cooperation was achieved with all participants in the process (representatives of MPALSG and NAPA). The initial document tracing the path of cooperation with NAPA has been prepared with SIGMA support. A more detailed document is expected as part of the support provided by the EU PFM project.
- The Manager Training Programme covers the topic of managerial accountability. Additional improvements are planned under the next PAR Strategy. Risk management training is also envisaged for managers at all levels, and included in the Programme of General Professional Development under the title: Internal Audit Tools and Risk Management. Risk management as a topic is also covered under the training: FMC – online training and Basic Training for FMC, also intended for managers at all levels.
- CHU is working intensely on drafting e-learning materials. An FMC module will be prepared for LSGUs during 2021, with the preparation of basic FMC and internal audit training expected according to a similar model in 2021 and 2022, with support by the EU PFM project.

RECOMMENDATION: Promote the so-called 'green procurement' which takes into account environmental aspects and long-term costs borne by society as a whole, in line with EU priorities

INSTITUTION IN CHARGE: PPO

A representative of the PPO has participated in the seminar on green public procurement organised by the Safer Chemicals Alternative – Alhem, in cooperation with the Serbian Chamber of Commerce and Industry, with the aim of initiating a public discussion and dialogue on this topic through the inclusion of relevant institutions. The seminar was organised as part of the project: *Green public procurement through stakeholder synergy* with the support of the Embassy of the Kingdom of Norway in Belgrade and the Balkans Fund for Democracy of the German Marshall Fund of the United States in late 2019. The basic elements of green public procurement were presented, along with criteria and technical specifications for certain groups of products, good practice examples from the EU, links to the circular economy, as well as new provisions of the Law on Public Procurements related to green public procurement, and the Guidelines on Green Public Procurements.

- There were no special training sessions organised in 2020 that would only cover the topic of green public procurement. Due to the declared COVID-19 pandemic and state of emergency within the territory of the Republic of Serbia on 15 March 2020, and the additional measures established by the Government of the Republic of Serbia with effect as of 18 March 2020, some planned training sessions, workshops and project activities were cancelled or postponed.

RECOMMENDATION: Promote and facilitate access to the public procurement market by small and medium-sized enterprises which are expected to make the greatest contribution to the strengthening of competition, given their dominant share in the total number of companies in Serbia and systematic monitoring of the intensity of competition observed in concluded public procurement contracts

INSTITUTION IN CHARGE: PPO

The promotion and presentation of the new Law on Public Procurement and the Public Procurement Portal for representatives of small and medium enterprises on the public procurement market was organised as part of the training held on 11 June 2020: *Towards the new Law on Public Procurements*, on 30 July 2020: *Use of the new Public Procurement Portal*, on 30 September 2020: *Criteria of economically most favourable bid in public procurement and their application through the Public Procurement Portal*, and 6–7 October 2020: *New Public Procurement Portal – System of dynamic procurement and e-Catalogue*.

RECOMMENDATION: For the Public Procurement Law to apply, timely adoption of bylaws and accompanying practical tools for their application

INSTITUTION IN CHARGE: MoF and PPO

The National Assembly has adopted the Law on Public Procurements in December 2019, and it was published in *The Official Gazette of the Republic of Serbia*, No. 91/19 of 24 December 2019. The new LPP came into force 8 days after the date of publication, while its implementation started as of 1 July 2020.

A number of by-laws were adopted based on the Law on Public Procurements, namely:

Government of the Republic of Serbia:

- Decision determining the List of Contracting Authorities from Article 3, paragraph 1, item 1) of the Law on Public Procurements (*The Official Gazette of the Republic of Serbia*, No. 85/20);
- Regulation on public procurement in the field of defence and security (*The Official Gazette of the Republic of Serbia*, No. 93/20).

Public Procurement Office:

- Rulebook on the contents of call documents in public procurement procedures (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Rulebook on the procedure for the opening of bids (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Rulebook on monitoring the implementation of public procurement regulations (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Rulebook determining the general procurement glossary (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Rulebook determining the contents of standard forms for publishing public procurement advertisements through the Public Procurement Portal (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Rulebook on the procedure and conditions for acquiring the certificate for a public procurement officer and maintenance of Register of public procurement officers (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Instructions on the method of sending and publishing public procurement advertisements (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Instructions for the use of the Public Procurement Portal (*The Official Gazette of the Republic of Serbia*, No. 93/20);
- Statement on compliance with the criteria for the qualitative selection of an economic entity (SCC);
- Instructions for publishing data on public procurement exempt from the application of the Law.

Ministry of Finance:

- Rulebook on the contents of the Register of Bidders and documentation submitted along with the application for the registra-

tion of tenderers (*The Official Gazette of the Republic of Serbia*, No. 17/20);

- Rulebook on amendments to the Rulebook on the contents of the Register of Tenderers and documentation submitted along with the application for the registration of tenderers (*The Official Gazette of the Republic of Serbia*, No. 94/20);
- Dinar value of European thresholds (*The Official Gazette of the Republic of Serbia*, No. 93/20).

RECOMMENDATION: Further training for contracting authorities and tenderers in how to: apply the new PPL, use the new Public Procurement Portal, apply the MEAT criterion in public procurement procedures, implement framework agreements, etc.

INSTITUTION IN CHARGE: PPO

A webinar was held on 11 June 2020 on the topic *Towards the New Law on Public Procurement*, organised by NALED and the Business Association of Serbian Bidders, with support by the PPO and experts in the field of public procurement. The main goal of the webinar was to prepare contracting authorities and tenderers to apply the new Law on Public Procurement. The participants had the opportunity to learn about electronic communication, general data on the new Public Procurement Portal – modules and functionality, as well as the key sections of the Public Procurement Portal for contracting authorities and tenderers.

The PPO, in cooperation with the Serbian Chamber of Commerce and Industry and with the support of the EU project *Support for the Further Improvement of the Public Procurement System in Serbia*, held a webinar on 30 July 2020 on the topic *Use of the new Public Procurement Portal*. The goal of the webinar was introducing contracting authorities and tenderers to the basic functionality of the new Public Procurement Portal, particularly in the following areas: drafting and publishing an open public procurement procedure, drafting and submitting e-bids in an open procedure, opening of bids and expert evaluation of bids, review of bids and protection of rights, negotiation procedure without publishing a public call. The webinar was attended by over 300 participants.

The PPO, in cooperation with UNDP, held a webinar on 30 September 2020 on the topic *Criteria of economically most favourable bid in public procurement and their application through the Public Procurement Portal*. Participants were presented with legal regulations and examples of the criterion of economically most favourable offer, as well as the functionality of the Public Procurement Portal for determining the criterion of economically most favourable bid.

- The PPO, with support by the EU project *Support for the Further Improvement of the Public Procurement System in Serbia* organised a webinar during the period 6 to 7 October 2020 on the topic *Public Procurement Portal – Dynamic Procurement System and e-Catalogue*. The participants were presented with the system of dynamic procurement and e-catalogue through practical work on the new Public Procurement Portal. The training process presented specific examples for each segment of training

with detailed explanations. The system of dynamic procurement was presented to participants through a practical example, along with specifics of the new Public Procurement Portal.

RECOMMENDATION: Prioritise the application of the MEAT criterion in public procurement procedures. According to the PPL, the contract will be awarded to the MEAT on the basis of price or cost, using the cost-effectiveness or best-value-for-money approach, which should contribute to greater cost-effectiveness of public procurement procedures

INSTITUTION IN CHARGE: PPO

- The PPO, in cooperation with UNDP, held a webinar on 30 September 2020 on the topic *Criteria of economically most favourable bid in public procurement and their application through the Public Procurement Portal*. Participants were presented with legal regulations and examples of the criterion of economically most favourable offer, as well as the functionality of the Public Procurement Portal for determining the criterion of economically most favourable bid.

RECOMMENDATION: Capacity building in the PPO in terms of staffing aimed at implementing the new legal framework

INSTITUTION IN CHARGE: PPO

The Rulebook on internal organisation and systematisation of jobs at the PPO was adopted due to the need to increase the administrative and institutional capacities of the Republic of Serbia in the field of public procurement, with the aim of meeting all the provisional measures determined by the European Commission under Chapter 5 – Public Procurement. The same has come into force on 2 December 2020, after receiving positive opinions on the content collected by MoF, HRMS and MPALSG and approval by the Government of the Republic of Serbia.

The new Rulebook on the PPO envisages a total of 36 systematised jobs, with 4 being civil servants on positions, so that the total number of civil servants is 55.

- In December 2019, the PPO had a total of 24 civil servants (staff and posts) from the maximum number of 38 civil servants envisaged by the Rulebook at the time within systematised jobs. At the end of 2019, the PPO contracted 5 persons (on a non-employment/non-recruitment basis, i.e. outside employment relations). On 31 December 2020, the PPO employed 28 civil servants (staff and posts) of the total number of 55 civil servants envisaged by the new Rulebook within the systematised jobs. However, the number of persons engaged outside of employment relations was increased to 7 persons.

OBJECTIVE 4

Activities

RECOMMENDATION: Adopt a strategic framework for service delivery policy in Serbia and delivery of methodological support having in mind the Unified Register of Administrative Procedures

INSTITUTION IN CHARGE: MPALSG and PPS

An evaluation of the results achieved by the PAR Strategy has been conducted during 2018 and 2019.

The recommendations stemming from the evaluation are the main inputs for the drafting process of the new PAR Strategy 2021–2030 and AP 2021–2025.

The drafting of the new ten-year PAR Strategy started in October 2019, and it is expected to be completed by April 2021. The conclusions of the PAR Council have confirmed the results of the Evaluation Report from June 2019, placing the focus for the forthcoming period on the service delivery policy, continued human resource management reform, increased efficiency in coordination and monitoring of public administration reform, and improved harmonisation of public policy documents.

RECOMMENDATION: Adjust checklists of the Agricultural Inspection Service to the e-Inspector system requirements – organising checklists according to the areas of supervision

INSTITUTION IN CHARGE: Ministry of Agriculture, Forestry and Water Management

The checklists of the Agricultural Inspection were adapted for entry into the e-Inspector system by area of supervision. The inclusion of the Agricultural Inspection in the system, as the 37th inspection in a row, is under way.

RECOMMENDATION: Develop the OSS Decree, based on the analysis of the outcome of refurbishing the workspace intended for the OSS, its labelling and ensuring that all prerequisites for the establishment of the OSS are in place

INSTITUTION IN CHARGE: MPALSG

Since the baseline for this activity is based on the insight and experience to be gained through the implementation of the pilot project whereby MPALSG secured funds for LSGUs and city municipalities through a Public call as of 2018 and 2019, and that another public call for awarding funds for LSGUs to open OSSs will be implemented this year – the drafting of the Analysis with conclusions has been postponed. The new deadline is Q4 2021, when the drafting is planned of a proposed Regulation on the further conditions, criteria and measures to be applied in the process of determining an OSS,

and the method of cooperation of competent bodies regarding the actions and duties performed at an OSS.

RECOMMENDATION: Input model documents which can be found on the Co-ordination Commission website into the e-Inspector system, and adapt them to the needs of inspection services

INSTITUTION IN CHARGE: MPALSG

Model documents have been entered into the e-Inspector system and adapted to the needs of inspection services, thus now inspection services already have forms of orders for inspection supervision, minutes, decisions, recommendations, requests for additional inspection supervision, reports on compliance with conditions, etc.

RECOMMENDATION: Establish a single contact centre for inspection supervision at the MPALSG for communication with citizens and businesses

INSTITUTION IN CHARGE: MPALSG

In March 2020, the **Contact Centre for National Inspection** Services started working, as a single point for receiving writs by citizens and businesses (writs can be submitted in two ways: through a web form and by telephone). The work method and schedule of referring writs has been agreed with inspection supervisors and confirmed through the contents of the Rulebook on the work of contact centres adopted by the Coordination Commission for inspection supervision. A link was established in late November 2020 between the database of writs of the Contact Centre and the e-Inspector system, involving the direct referral of writs to the e-Inspector for further action. A total of 12,757 writs and questions have arrived at the Contact Centre from 25 March to 25 November 2020, with 30% arriving through the web form.

RECOMMENDATION: Develop a mechanism and methodology for monitoring and alignment of specific laws with the GAP Law through an electronic application which would be available on the national e-Government Portal.

INSTITUTION IN CHARGE: MPALSG

Records have been designed and modelled through the installation of an application for analysing and monitoring the harmonisation of special laws with the Law on the General Administrative Procedure. Five persons will be working on it at the Department for Regulation and Coordination of Public Administration Systems. The provision of technical support by the OITeG is currently under way.

OBJECTIVE 5

Activities

RECOMMENDATION: Take measures to enact envisaged amendments to the laws governing independent state institutions, the Law on Referendum and People's Initiative and the Law on the Prohibition of Discrimination

INSTITUTION IN CHARGE: MPALSG, MoF, Ministry of Labour, Employment, Veteran and Social Affairs

MPALSG established a new Special Working Group on 28 December 2020 to work on amendments to the Law on the Protector of Citizens and determined that the first meeting of the WG will be held on 14 January 2021.

During December 2020 MPALSG issued calls to the competent bodies to appoint representatives of their institutions that will participate in the work of the special working group for amendments to the Law on the Free Access to Information of Public Importance and determined that a WG will be established during the first half of January 2021, and the first meeting will be held in the second half of January.

Due to the situation caused by the COVID-19 viral pandemic and subsequently, after the election and forming of the new National Assembly and, accordingly, the work of the technical Government – the Ministry of Labour, Employment and Veteran Affairs did not reopen the issue of the above amendments to the Law on the Prohibition of Discrimination.

The new Law on Ministries was adopted in late October 2020 (*The Official Gazette of the Republic of Serbia*, No. 128/20). Under its provisions in Article 12, public administration affairs regarding anti-discrimination were assigned to the Ministry of Human and Minority Rights and Social Dialogue. The drafting and adoption of the Law on amendments to the Law on the Prohibition of Discrimination is in the Government Work Plan for 2021.

RECOMMENDATION: Continue the promotion of, and activities under the Open Data Initiative

INSTITUTION IN CHARGE: OITeG

As of 16 December 2020, data was opened in the address register to improve the efficiency of the economy (cooperation of OITeG and RGA).

As of 20 November 2020, citizens have access to the budgets of more than 90 towns and municipalities in open data formats at: budzeti.data.gov.rs, due to the Open Budgets platform (cooperation of OITeG and LSGUs).

A series of three webinars were held in August under the title Open Data – Open and Smart Administration (OITeG)

As of May 2020, the SAI opened its data and provided them to citizens for reuse (OITeG and SAI).

RECOMMENDATION: Bearing in mind that a unified information system for access to, processing and presenting information bulletins (e-Bulletin) has been created and is available on the website of the Commissioner for Information of Public Importance

<https://informator.poverenik.rs/naslovna>, develop a user manual for the application, deliver training for authorised persons in state bodies and LSGUs in how to work in the application and continue promoting the application among the public, the civil sector, the business sector and the media

INSTITUTION IN CHARGE: Commissioner for Information of Public Importance and Protection of Personal Data

It is necessary to adopt the Law on amendments to the Law on Free Access to Information of Public Importance to provide a legal basis for the implementation of the envisaged activities.

RECOMMENDATION: Upon the adoption of the Law on Referendum and People's Initiative, draft bylaws and create an e-application to enable citizens to express their views electronically and in a credible manner

INSTITUTION IN CHARGE: MPALSG

The draft Law on Referendum and People's Initiative has been submitted to the Government for determining the proposal. By-laws will be drafted after the Law on Referendum and People's Initiative is adopted.

RECOMMENDATION: Continue enhancing the e-Participation section of the e-Government Portal to improve e-participation

INSTITUTION IN CHARGE: OITeG

The launching of the new/redesigned e-Government Portal (<https://euprava.gov.rs/>) in 2020, with a new design and functionality, provided improvements to the section *Public Review*, located at <http://javnerasprave.euprava.gov.rs/>

ACTIVITIES TO COMMUNICATE THE PUBLIC ADMINISTRATION REFORM IN 2020

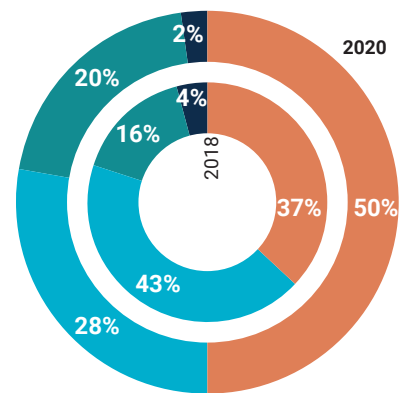
STRATEGIC FRAMEWORK

The organised communication of public administration reform in 2020 was implemented in accordance with the Action Plan of the Strategic Communication Framework, drafted in cooperation of MPALSG and the EU project *Support for public administration reform visibility and communication under the Public Administration Reform Sector Reform Contract*. All of the key PAR topics envisaged by the Action Plan were promoted, with certain modifications to the activities and implementation timeframe as a consequence of the COVID-19 viral pandemic.

A new Communication Framework with an accompanying action plan of communication activities for 2021–2025 was produced as part of the drafting of a proposal for a new PAR Strategy 2021–2030.

Two public opinion surveys were conducted in December 2018 and 2020, on a randomised, representative sample of 1100 adult citizens of Serbia, showing progress in public perception regarding the status of public administration. Both surveys were conducted by CESID:

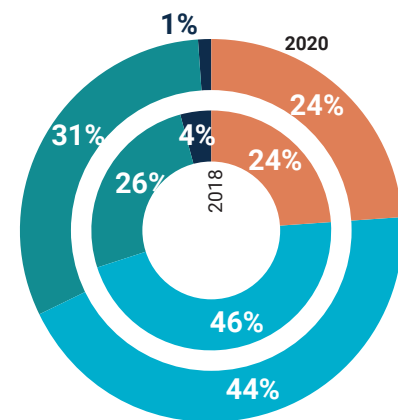
The following results were found as a response to the question **Do you believe that the state of public administration is better, worse or the same compared to the period 5 years ago?**



Legend: Better and mostly better (orange), Same (blue), Mostly worse and worse (green), No response (dark blue).

95 This survey result can be understood in the relevant context, i.e. that 2020 was an election year, and that the current COVID-19 viral pandemic caused a shift in public interest towards epidemic-related topics. Furthermore, the same survey has shown that citizens are familiar with progress in certain segments of PAR to a higher percentage, although they do not link them with the overall public administration reform process.

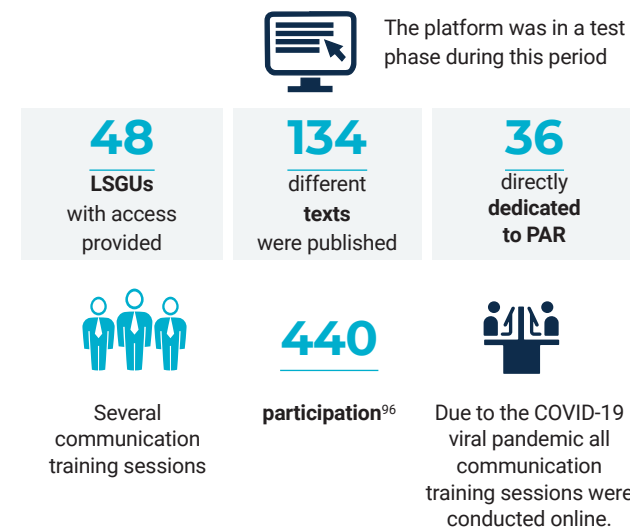
The following results were registered for the question **Have you heard of public administration reform?**⁹⁵



Legend: Yes, and I know what it is (orange), Yes, but I do not know what it is (blue), No, I do not know what it is (green), No response (dark blue).

INTERNAL COMMUNICATION

The development of the *Bulletin Board* internal communication platform initiated by MPALSG was continued in 2020.

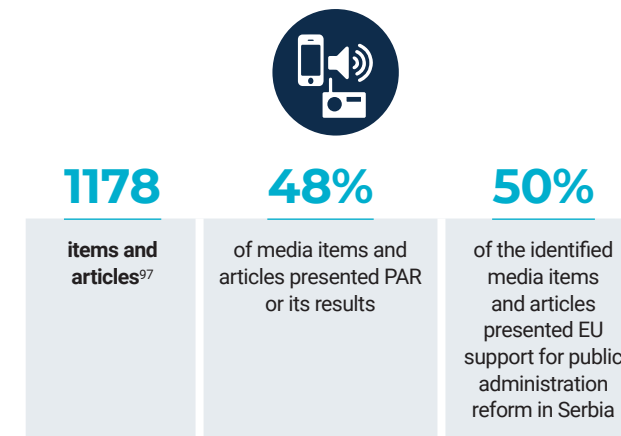


96 These training sessions were organised with EU project support: *Support for public administration reform visibility and communication under the Public Administration Reform Sector Reform Contract*.

PUBLIC ADMINISTRATION REFORM IN MEDIA IN 2020

The analysis of media items in electronic, print, online, and agency media in Serbia, both at the local and national level, identified

during the period January-December 2020



The practice of holding media briefings presenting the process and results of PAR to journalists continued in 2020. A total of



*due to the COVID-19 viral pandemic

PAR ONLINE MONITORING TOOL

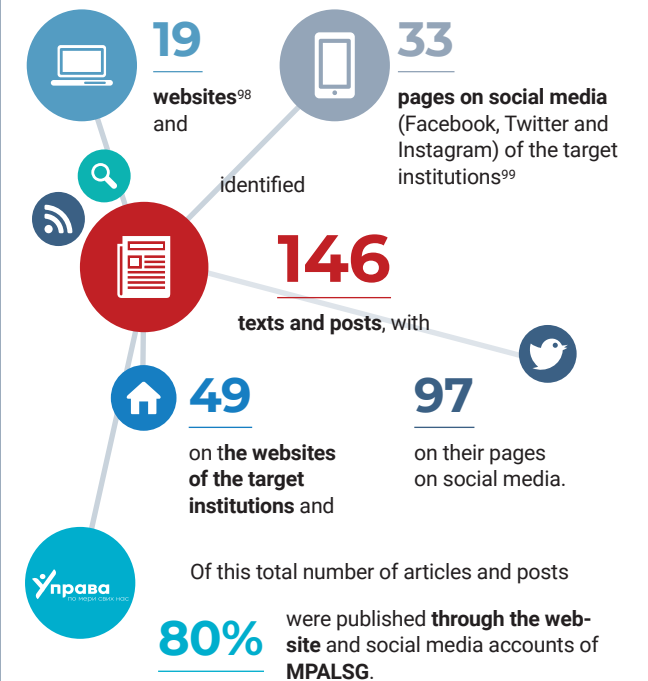
<https://monitoring.mduls.gov.rs/>

MDULS, with the support of the European Union, has developed a special platform for monitoring the results of public administration reform to enable continuous monitoring of the implementation of planned activities, as part of the principles of accountability, visibility of reforms and support to decision makers for better decision making and better results.

97 The source of the data are reports by the Ninamedia press clipping agency for MPALSG, covering electronic media (TV stations with national coverage, local and regional TV stations and national radio stations), print media (daily and periodicals), news agencies and informative internet portals (the first 100 ranked by number of visitors, according to Gemius monthly reports on website visits in Serbia).

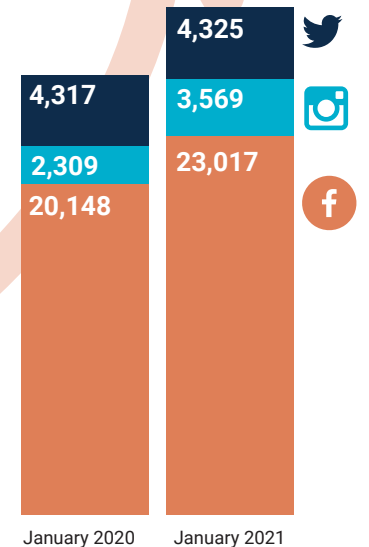
PUBLIC ADMINISTRATION REFORM ON INSTITUTION WEBSITES AND PAGES ON SOCIAL MEDIA

An analysis of content published on



SOCIAL NETWORKS AND MPALSG

The number of citizens following MPALSG accounts on social networks has increased during 2020.



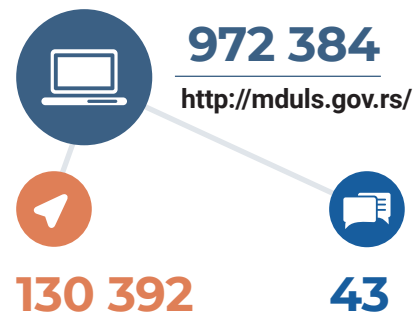
98 The subject of the website analysis were all pages most frequently used to publish information under their competence – News, Posts, Current affairs, Activities of the Minister, etc.

99 The institutions whose websites and social media pages were covered by this analysis are: MPALSG, MoF, Ministry of Economy, Ministry of Construction, Transport and Infrastructure, Ministry of Trade, Tourism and Telecommunications, Ministry of Justice, Ministry of Human and Minority Rights and Social Dialogue, MoI, Ministry of Foreign Affairs, MEI, Ministry of Education, Science and Technological Development, Ministry of Health, MLEVSA, Ministry of Culture and Information, Ministry of Youth and Sports, Republic Secretariat for Legislation, PPS, NAPA, OITeG and the Government of AP Vojvodina.

MPALSG WEBSITE STATISTICS FOR 2020

The MPALSG website and its segment dedicated to PAR are the central points on the internet where various items of information on public administration reform can be found.

The total number of visits to the MPALSG website in 2020:



The total number of visits to the MPALSG website dedicated to public administration reform

Number of news items on public administration reform on the website section dedicated to public administration reforme



CAMPAIGN

MPALSG, with support by the EU project titled Support for public administration reform visibility and communication under the Public Administration Reform Sector Reform Contract has initiated a media campaign in May 2020 under the title Public Administration Reform is..., that involves the creation and placement of media content on PAR on 13 national and 22 regional and local media outlets, a campaign and posts on social networks through the MPALSG profile, the use of a special segment of the MPALSG website dedicated to public administration reform for posting news items on public administration reform, and the printing of various promotional materials on public administration reform and other activities.

creation and placement of media content ¹⁰⁰

„Public Administration Reform is...” May - December 2020*

28 items on national TV station	30 items on local and regional portals	37 texts in online editions of daily newspapers
13 items on regional TV station	24 texts in online editions of daily newspapers	
321 items on local TV stations	13 texts on informative web portals	
3 radio items	20 agency texts	
		<small>*with a break during the month of June</small>

The social network campaign was implemented through sponsored posts on MPALSG profiles on the social networks Facebook, Instagram, Twitter, LinkedIn and YouTube

Number of posts	Reach	Number of views	Number of interactions
59	2,252,218	2,087,256	38,042



IMPACT OF THE COVID-19 VIRAL PANDEMIC ON PAR COMMUNICATION

The pandemic caused by the COVID-19 virus also affected the communication activities of public administration during 2020. An analysis of posts on MPALSG pages on social networks (Facebook, Instagram and Twitter) shows the following:

Total number of posts	248	256	276
Number of pandemic-related posts	72	72	73

On the MPALSG website segment dedicated to public administration reform, of the



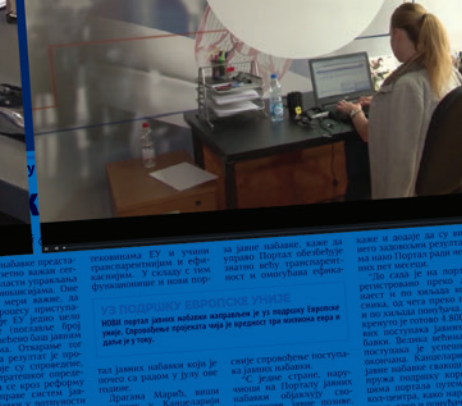
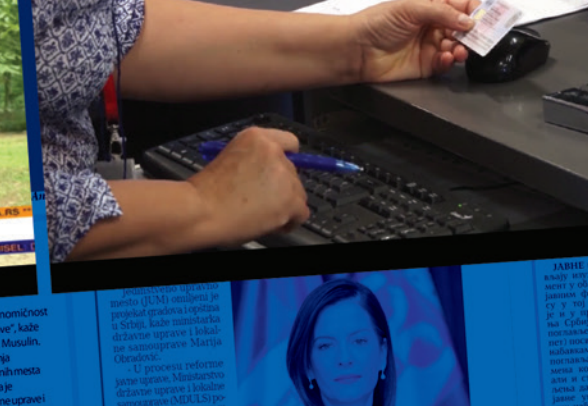
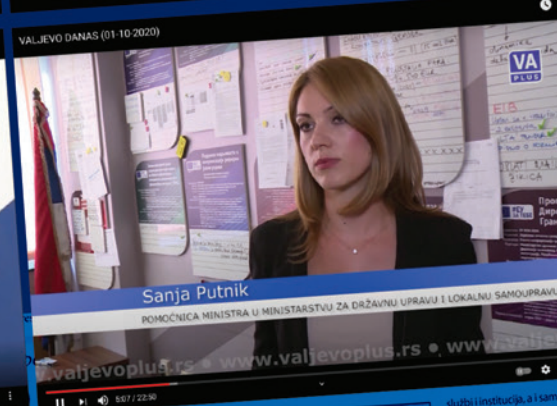
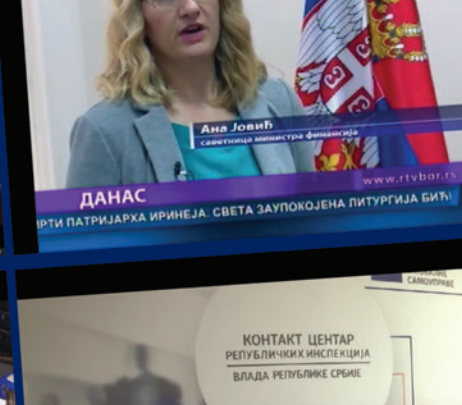
The most frequent were texts and posts on new electronic public administration services, introduced to help citizens in the pandemic and state of emergency situations, along with recommendations for actions during the pandemic.

During the Public Administration Reform is... campaign particular attention was given to promoting public administration e-Services as a way for citizens to complete their administrative affairs from their homes and thus reduce the potential for infection. Special texts and media items were prepared, along with posts on MPALSG pages on social networks and posters placed in visible points in local self-government unit buildings throughout Serbia.

During the state of emergency period multiple pandemic-related items of information were published through the network of persons charged with public relations affairs in LSGUs (this network contained a total of 141 LSGUs), that were then published on the websites and social network pages of the LSGUs.

100 Examples of media items created and published during this campaign:

- <https://www.rts.rs/page/stories/sr/story/125/drustvo/4205697/reforma-javna-uprava-obradovic.html>
- <https://rs.n1.info.com/biznis/a675069-uid-gradjana-u-potrosnju-budzeta-uz-podrsku-eu-i-u-lokalnim-samoupravama/>
- <https://www.youtube.com/watch?v=-VV5dXujHnc>
- <https://www.tvzonaplus.rs/lokalne-javne-politike-i-gradjani-se-pitaju/>
- <https://www.telegraf.rs/vesti/srbija/3229182-prazni-hodnici-gradskih-uprava-svi-gradjani-na-jednom-mestu>
- <https://www.espreso.rs/vesti/drustvo/611271/nas-posao-je-kao-utakmica-svakoga-dana-igramo-za-svoju-drzavu>
- <https://beta.rs/vesti/drustvo-vesti-srbija/131814-kodeks-ponasanja-drzavnih-sluzbenika-prepolovio-broj-primedaba>
- <https://www.rts.rs/page/radio/ci/story/27/radio-beograd-1/4025913/uspesniji-i-zadovoljniji-javni-sluzbenik-za-zadovoljnije-gradjane.html>
- <https://www.juznevesti.com/Drushtvo/Elektronski-upis-u-vrtice-i-skole-u-Nisu-kazu-da-je-spas-za-roditelje-i-ustanove.sr.html>
- <https://www.novosti.rs/vesti/naslovna/ekonomija/aktuelno.239.html:866028-Preko-3000-prijava-inspekcijskom-kontakt-centru-Evo-na-koga-se-zali-vecina-gradjana>
- <https://jefimija.tv/za-mesec-ipo-dana-rada-preko-3000-prijava/>
- <https://www.danas.rs/drustvo/revizije-sprovedene-u-2019-omogucile-ustedu-1686-miliona-dinara/>



Da li znate šta je to JEDINSTVENO UPRAVNO MESTO? Grad Sombor je jedna od lokalnih samouprava koja je koristila rezultate reforme javne uprave uvela ovaj sistem kako bi građanima bile pružene bolje i efikasnije usluge - da više ne moraju da obilaze više različitih institucija kako bi završili svoje poslove sa upravom, već da to mogu da urade na jednom mestu u najkraćem mogućem roku.

Uvremene korone i još jedno podsećanje - pre dolaska u kancelariju proverite da li je posao zbog kojeg dolazite moguće obaviti elektronski putem, jer je reformom javne uprave koja se sprovođa uz podršku Evropske unije omogućeno da državni organi međusobno elektronski razmenjuju različite podatke i dokumente o građanima. Zbog toga građani više ne moraju da obilaze prijavne različite službi i institucija, a i samim službenicima je posao u mnogome olakšan.

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Utakmica - svakoga voju državu

Pravilno upravljanje javnim finansijama uz podršku Evropske unije Revizije u 2019. omogućile uštedu 168,6 miliona dinara

Pravilno upravljanje javnim finansijama je od velikog značaja i za proces evropskih integracija i povezano je sa većim brojem pregovaračkih poglavlja

Pomoć EU

Evropska unija od svake je godine izdala oko 120 milijardi evra u cilju podrške i razvoja različitih projekata.

Reforma javne uprave uz podršku Evropske unije Upravljanje imovinom i programsko budžetiranje - da se zna šta je čije

BEOGRAD - U skladu sa odobrenim planom rada za 2020. godinu, Ministarstvo uprave, uz podršku Evropske unije, nastavlja sprovođenje reforme javne uprave.

Revizije omogućile uštedu 168,6 miliona dinara

Revizije u 2019. omogućile su uštedu od 168,6 miliona dinara, što je značajno smanjenje izdataka državnog budžeta.



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