



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



#EY
ЗА ТЕБЕ



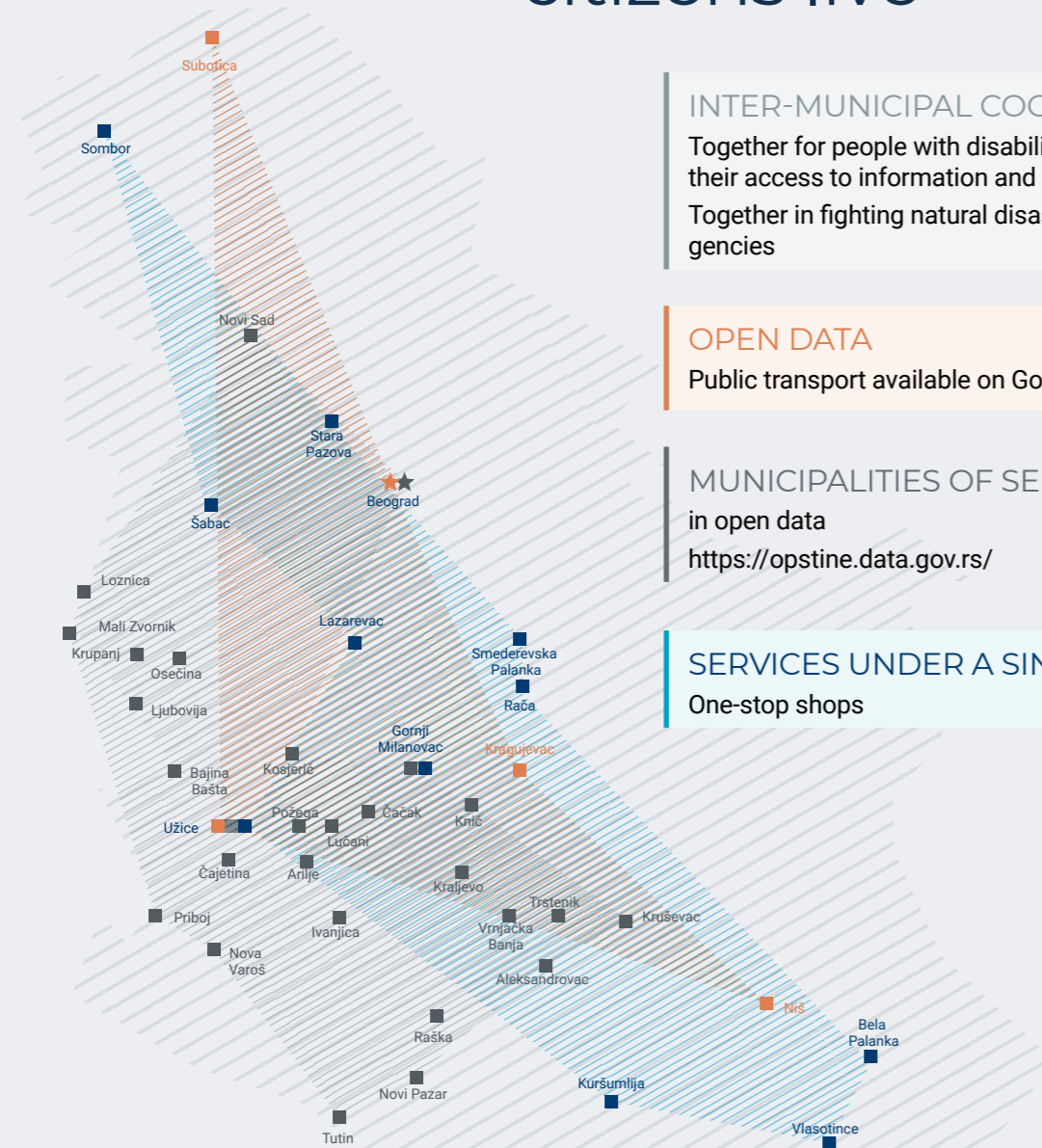
February 2020

ANNUAL REPORT

ON IMPLEMENTATION OF THE ACTION PLAN
OF THE PUBLIC ADMINISTRATION REFORM
STRATEGY FOR 2018-2020

EXECUTIVE SUMMARY

Reforms take place where citizens live



INTER-MUNICIPAL COOPERATION

Together for people with disabilities, facilitating their access to information and services
 Together in fighting natural disasters and emergencies

OPEN DATA

Public transport available on Google Maps

MUNICIPALITIES OF SERBIA

in open data
<https://opstine.data.gov.rs/>

SERVICES UNDER A SINGLE ROOF

One-stop shops

STABLE PUBLIC FINANCES

GOVERNMENT BUDGET SURPLUS

12.8 bn RSD

GOVERNMENT BUDGET DEFICIT

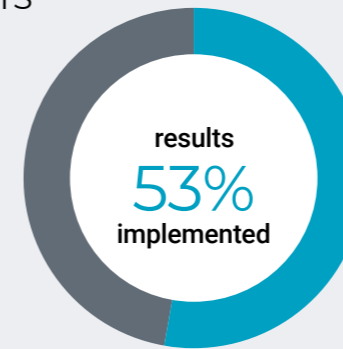
-0.2% of GDP

GOVERNMENT DEBT

71.2% debt-to-GDP ratio in 2015

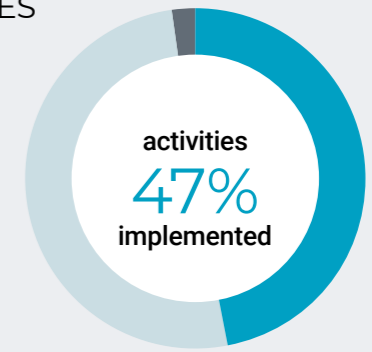
52.4% debt-to-GDP ratio in November 2019

RESULTS



Implemented	16	53%
Ongoing	-	-
Not implemented	14	47%

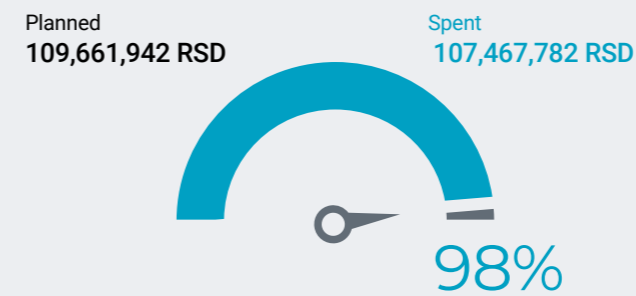
ACTIVITIES



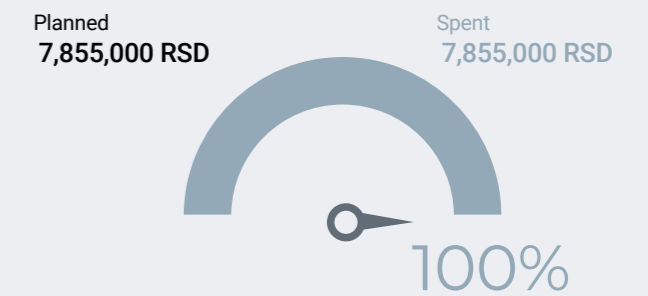
Implemented	20	47%
Ongoing	22	51%
Not implemented	1	2%

BUDGET

BUDGET FUNDS



DONOR FUNDS



PERFORMANCE BY INSTITUTION

Institution	Implemented	Not started	Ongoing	Total	Percentage
ANTI-CORRUPTION AGENCY	1	0	0	1	100%
STATE AUDIT INSTITUTION	0	0	1	1	0%
OFFICE FOR IT AND E-GOVERNMENT	1	0	2	3	33.33%
OFFICE FOR COOPERATION WITH CIVIL SOCIETY	1	0	1	2	50%
MINISTRY OF PUBLIC ADMINISTRATION AND LOCAL SELF-GOVERNMENT	7	1	12	20	35%
MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS	0	0	1	1	0%
MINISTRY OF JUSTICE	3	0	0	3	100%
MINISTRY OF FINANCE	2	0	2	4	50%
NATIONAL ACADEMY FOR PUBLIC ADMINISTRATION	1	0	0	1	100%
COMMISSIONER FOR INFORMATION OF PUBLIC IMPORTANCE AND PERSONAL DATA PROTECTION	0	0	1	1	0%
PUBLIC POLICY SECRETARIAT	2	0	0	2	100%
REPUBLIC GEODETIC AUTHORITY	0	0	1	1	0%
HUMAN RESOURCE MANAGEMENT SERVICE	1	0	0	1	100%
PUBLIC PROCUREMENT OFFICE	1	0	1	2	50%

LIST OF ACRONYMS AND ABBREVIATIONS

ACA	Anti-Corruption Agency
AI	Administrative Inspectorate
AJSRB	Administration for Joint Services of Republic Bodies
AP	Action Plan
AP23	Chapter 23 Action Plan
BRA	Business Registers Agency
BV	Baseline value
CHU	Central Harmonisation Unit
CMST	Change Management Support Team
Cont.	Continuous(ly)
CROSO	Central Registry of Compulsory Social Insurance
CSOs	Civil society organisations
EC	European Commission
EPC	Equality Protection Commissioner
ERP	Economic Reform Programme
EU	EUROPEAN UNION
EU IPA	EU Instrument for Pre-Accession Assistance
EUR	Euro
FMC	Financial management and control
FR	Functional review
G2B	Government-to-Business, exchange of services and information between government and businesses

G2C	Government-to-Citizen, exchange of services and information between government and citizens
G2G	Government-to-Government, exchange of services and information among government services
GenSec	General Secretariat of the Government
HRM	Human Resource Management
HRMS	Human Resource Management Service
HCSC	High Civil Service Council
IMF	International Monetary Fund
IMPG	Inter-Ministerial Project Group
IS	Information system
ISPRWG	Information System for planning and reporting on the work of the Government
LSGUs	Local self-government units
MEI	Ministry of European Integration
MLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
MoF	Ministry of Finance
Mol	Ministry of the Interior
MPALSG	Ministry of Public Administration and Local Self-Government
MTBF	Medium-Term Budgetary Framework – Fiscal Strategy
NACS	National Anti-Corruption Strategy 2013–2018
NAPA	National Academy for Public Administration
NBS	National Bank of Serbia

NEA	National Employment Agency
NPAA	National Programme for the Adoption of the EU acquis
OCCS	Office for Cooperation with Civil Society
OECD	Organisation for Economic Co-operation and Development
OGP	Open Government Partnership
OITeG	Office for Information Technology and e-Government
OSS	One-stop shop
PA	Public administration
PAR	Public Administration Reform
PAR AP	Action Plan for the implementation of the Public Administration Reform Strategy of the Republic of Serbia
PARC	Public Administration Reform Council
PDIF	Pension and Disability Insurance Fund
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management Reform Programme
PIFC	Public internal financial control
PIFCDS	Public Internal Financial Control Development Strategy
PPA	Principles of Public Administration
PPO	Public Procurement Office
PPS	Public Policy Secretariat
RGA	Republic Geodetic Authority

RS	Republic of Serbia
RSD	Serbian dinar
SAI	State Audit Institution
SAB(s)	State administration body(ies)
SBS	Sector Budget Support, EU's results-based financing mechanism
SCTM	Standing Conference of Towns and Municipalities
SDC	Swiss Agency for Development and Cooperation
SIGMA	OECD's Support for Improvement in Governance and Management programme
SORS	Statistical Office of the Republic of Serbia
TA	Tax Administration
TOR	Terms of Reference
TV	Target value
UNDP	United Nations Development Programme
USD	US dollar
WB	World Bank



FOREWORD

Branko Ružić

Minister of Public Administration and
Local Self-Government

The year 2019 was marked by a comprehensive evaluation of the Public Administration Reform Strategy implementation results and the beginning of the preparation of a new strategic document to cover the period 2021–2030, in accordance with the newly-adopted legal framework for public policy planning.

Continuity in the implementation of reforms in the areas of public administration and public finances and **readiness to build on the lessons learnt** has been confirmed by the new strategic framework which should provide a clear vision and estimate the resources Serbia needs to prepare for joining the European Union for the next five years (the period covered by the first action plan) or ten years (the period of validity of the entire Strategy).

We are particularly proud of the fact that continuity in public administration and public finance reforms has been recognised by the European Union – in December 2019, the European Commission approved the disbursement of additional EUR 13,250,000 to the Budget of the Republic of Serbia owing to reform achievements, which is the second approved tranche to Serbia after the first amount of EUR 30.5 million received in 2018 under the Sector Reform Contract for the Public Administration Reform signed in December 2016. This results-based financial instrument was first implemented in Serbia precisely for the public administration reform. It involves the disbursement of funds only after proven, achieved reforms.

Recognising the importance of **communication** for success and **concerted efforts to achieve an Administration tailored to suit all**

of us (Serbian: *Управа по мери свих нас*), we launched a promotional campaign in 2019 with the support of the Delegation of the European Union to Serbia, to raise awareness of the importance of the reform and to transform the administration into an efficient, open and transparent service for citizens and businesses.

As part of our joint efforts to manage the reforms, we actively used existing coordination structures for public administration reform in 2019: two meetings of the Public Administration Reform Council were held and as many meetings of the Inter-Ministerial Working Group with 24 representatives of the non-governmental sector. In parallel, up to February 2020, additional five meetings were held of the Special Working Group tasked with developing a new Public Administration Reform Strategy 2021–2030. In collaboration with the permanent representatives of 6 citizens' associations and of the Serbian Chamber of Commerce and Industry, a situation analysis including a problem analysis was prepared, objectives and indicators for the 10-year period were determined, activity mapping was started, and hopefully by the end of 2020 a new Public Administration Reform Strategy will be fully developed and adopted.

Administration tailored to suit all of us is only possible with an active approach of all those affected by the reform – citizens, businesses, and the administration – and on this occasion I would like to thank all those who are actively engaged in implementing individual reform measures to build a better governance system and administrative capacity in Serbia, which is one of the most important preconditions for the implementation of all other reforms in our country.

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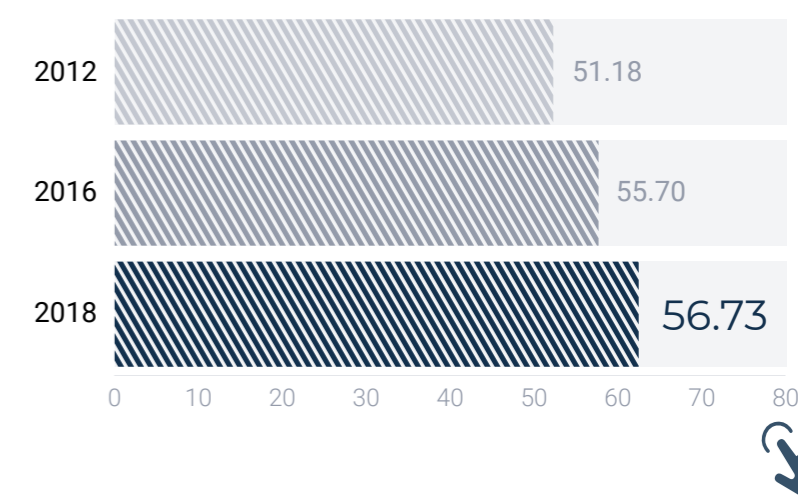
2	EXECUTIVE SUMMARY	30	SPECIFIC OBJECTIVE 4 Increasing legal certainty and improving the business environment and quality of public service delivery
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AGGREGATE OVERVIEW

Between August 2018 and April 2019, a comprehensive external evaluation¹ was carried out of the results achieved so far through the implementation of the 2014 Public Administration Reform (PAR) Strategy. Having reviewed the findings and recommendations of the evaluation, the PAR Council, as a political level PAR management body, approved the findings and consolidated the recommendations for the coming period. The recommendations put service delivery and human resource management in the focus of the future strategic document, highlighting the need to strengthen and develop effective reform coordination and management mechanisms for the period 2021–2030.² The drafting of a new PAR policy document³, which was one of the evaluation recommendations, would align the PAR strategic framework with the Planning System Law and confirm the continuity of and readiness for further reforms in the public administration and public finances sectors which build on the results and lessons learnt from the previous period.

As in 2018, the data on the level of implementation of the measures foreseen in the Public Administration Reform Action Plan (PAR AP) 2018–2020 for the period 1 January–31 December 2019 were collected and processed through the Unified Information System for Public Policy Planning and Implementation Monitoring (the UIS). The UIS has been envisaged by the Plan-

GOVERNMENT EFFECTIVENESS (%)⁵



ning System Law, the adoption of which in 2018 was a starting point for the reform of the Serbian public policy planning system. The methodology applied through the UIS for all public policy documents involves the labelling of activities and measures as not started, started (ongoing) and completed. The same methodology was applied to collect and process data for this report.

Additionally, in parallel with the European Union (EU) project for the Sector Budget Support (SBS) PAR complementary support, the Ministry of Public Administration

and Local Self-Government (MPALSG) has been developing an online PAR monitoring application, its primary source of data being the UIS (data entered into the inter-sectoral UIS by PAR authorities). The application, which is currently in the test phase at <https://omt.its4test.com/>⁴, should enable transparent and up-to-date (real-time) monitoring of reforms, on the one hand, and serve as a risk management tool to eliminate delays in implementation, on the other hand.

¹ External Evaluation of the Serbian Public Administration Reform Strategy – Final Report, EU project Support to Public Administration Reform under the PAR Sector Reform Contract, April 2019, <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf> (in Serbian) and <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-EN.pdf> (in English)

The evaluation exercise addressed five criteria: relevance, effectiveness, efficiency, sustainability and impact. The process involved 52 interviews, 7 focus group discussions and 10 questionnaires. All stakeholders, both on the steering side (the Evaluation Reference Group) and on the participants' side, were involved: state bodies, international organisations, citizens' associations, academia, etc. After publishing the Evaluation Report, its findings were presented at three large events to discuss the recommendations and further improve the process of drafting a new strategic document (Inter-Ministerial Working Group meeting, 4–5 June 2019; PAR Council, 13 June 2019; and the first kick-off meeting for the new Strategy 2021–2030, 23 October 2019). Prior to the last one, the Evaluation Reference Group held a meeting on 22 September 2019 to present the lessons learned from the conducted evaluation, aimed at further building the capacity of state bodies (The Evaluation Team of the EU project for the PAR complementary support produced the document Report on the Lessons Learnt from the Evaluation Process which was distributed to key stakeholders). The evaluation findings served as the main inputs for the development of a situation analysis with a problem analysis for all subgroups per thematic areas of EU/OECD Principles of Public Administration by the Special Working Group for the Development of the PAR Strategy 2021–2030 with the first accompanying AP 2021–2025.

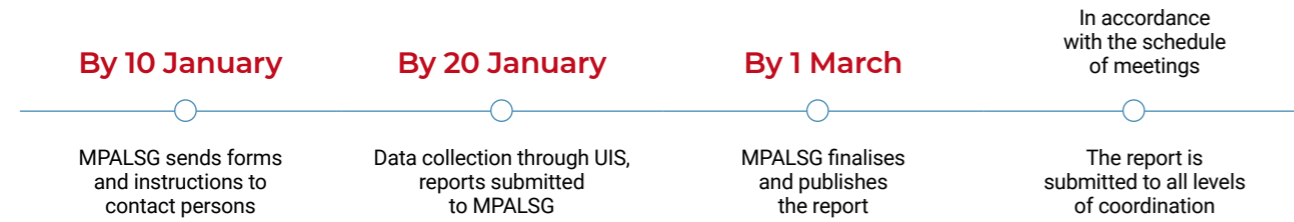
² Conclusions of the PAR Council meeting held on 13 June 2019, link to the Minutes containing the text of the adopted Conclusions: <http://mduls.gov.rs/wp-content/uploads/zapisnik-7-sednica-Saveta-za-RJU.pdf>

³ Kick-off Meeting of the Special Working Group for the development of the PAR Strategy 2021–2030, 23 October 2019, link to the news release: <http://mduls.gov.rs/saopstenja/ruzic-interes-gradjana-u-fokusu-nove-strategije-reforme-javne-uprave/>

⁴ After the application is developed, the data will be migrated to the MPALSG subdomain at the URL-address <http://monitoring.mduls.gov.rs>

⁵ The World Bank Database on Government Effectiveness Indicators is available at the following link (The report is published at the end of September each year, for the previous year): <http://info.worldbank.org/governance/wgi/index.aspx#home>

REPORTING PROCESS TIMELINE



The data for this report were collected with regard to the activities which had any quarter of 2019 set as a deadline, or which had been shifted from 2018 to 2019 due to the implementation failure. The rate of implementation of the measures/results was 53%, whereas the rate of implementation of the activities was 47%, which is an improvement compared to 2018.⁷

The international level indicator of **government effectiveness** indicates Serbia's **stability** in all areas as regards perception of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies.⁸

Unlike the previous report⁹ which focused on the digitalisation in particular, the 2019 Report indicates that the **reform** is increasingly **addressing citizens' needs** and that more and more **results** are recognised **at local level**, which is the level of citizens' lives where they first turn for help. Thus, through the mechanism of inter-municipal cooperation, the cities of Belgrade and Novi Sad and three city municipalities of Belgrade (Vračar, Savski Venac and Zvezdara) identified the problems faced by people with disabilities and jointly came up with the ways of facilitating their access to information and services by establishing a shared unit to provide services through printing materials in braille, creating new applications to ensure better exercise of their rights and providing sign language interpreter services. 18 cities and municipi-

palities in the West Morava basin work together against natural disasters, whereas 8 municipalities in the Drina basin have joined forces to operate in emergencies. In order to ensure the provision of a number of services at one stop, 'under a single roof', one-stop shops (OSSs) were opened in Lazarevac, Smederevska Palanka, Bela Palanka, Sombor and Šabac, whereas 6 more local self-government units (LSGUs) received support in 2019 for establishing OSSs in 2020: the City of Užice, municipalities of Gornji Milanovac, Kuršumljija, Vlasotince, Stara Pazova, and Rača. Visuals for the most important social and economic features of Serbian LSGUs were created through the Open Data Initiative (<https://opstine.data.gov.rs/> and <https://rsjp.gov.rs/jls-baza/>), whereas by opening of public transport data, citizens in Niš, Kragujevac, Užice, Subotica and Belgrade can access data on all city lines, timetables, stops, routes and fares in public transport by searching Google Maps.

It should be noted that efficient administration and efficient public finance management (PFM) are the basis for sustainable economic development and contribute to a country's macroeconomic stability. In the previous period, the **fiscal position of the Republic of Serbia** was further improved as a result of reforms. The public finance system was stabilised, as well as the macroeconomic environment, with a **downward trajectory of public debt** the share of which in the GDP dropped from a high 71.2% in 2015 to 52.9% in December 2019. **Economic growth** in 2019 was 4.2%, which is similar to the 2018 growth rate of 4.4%.¹⁰

In addition to noteworthy results related to the fiscal position, local self-government, digitalisation and **sustainable e-government development**, the **public policy management reform** was also high on the agenda.

There were more and more proposals for public policy documents aligned with the public policy management methodology in the total number of such documents adopted by the Government; training in public policy management was delivered; public consultations were conducted in the earliest stages of the new laws and public policy documents drafting process in order to **ensure greater involvement of citizens and businesses in administration affairs**.

As regards human resource management, **a competency system was introduced aimed at further professionalisation of civil servants**. Moreover, **performance appraisal** of organisational units and individuals (Chapter 32) was integrated, which is a continuation of the reforms being implemented also in the framework of strengthening financial managerial accountability (responsible programme budgeting).

The biggest challenges in the implementation of PAR were the lack of capacity to implement all changes in parallel, the delay in setting up different portals and online applications due to overambitious plans and prior inadequate preparation, standardisation and adaptation of various documents to be input into IT systems and the amount of funds to be allocated for digitalisation purposes, as well as demanding procedures, and a long period of harmonising opinions in order to reach consensus with a wide range of stakeholders.

Despite the challenges, it is noteworthy that the 2019 data on planned and spent funds almost fully correspond, which is the result of a good estimate of additional funds made during the PAR AP 2018–2020 planning process. Similarly, stakeholders' participation in the planning process and observance of all stages of public policy planning have been foreseen and are already observed in the development of a new PAR strategic framework for the next period until 2030.

⁶ The basic unit of measuring the AP implementation is the "measure". The measures referred to are those defined in the PAR Strategy. For each measure (which is interpreted as an outcome) indicators were defined which facilitate monitoring the level of achievement of set results (measures), PAR AP 2018–2020, Appendix 1, chapter 1.3.2: <http://mduls.gov.rs/wp-content/uploads/AP-RJU-narativni-deo-2018-2020.pdf>

⁷ 43% activities and 46% of results in 2018, see the Report for 2018 on the implementation of PAR AP 2018-2020 at the following link: http://mduls.gov.rs/wp-content/uploads/PAR_report_28022018_english-1.pdf

⁸ World Bank indicator – The percentile rank is a country's rank among all countries covered by an aggregate indicator, ranging from 0 (lowest rank) to 100 (highest rank). Source: Worldwide Governance Indicators: <http://info.worldbank.org/governance/wgi/#reports>

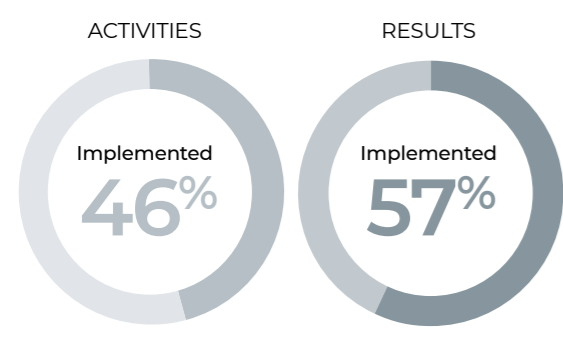
⁹ Reports on the implementation of the public administration reform can be found at <http://mduls.gov.rs/reforma-javne-uprave/> (in Serbian) and <http://mduls.gov.rs/en/public-administration-reform/> (in English)

¹⁰ Finance Minister's Statement, Ministry of Finance home page as of 11 February 2020: <https://www.mfin.gov.rs/>

KEY RESULTS IN 2019

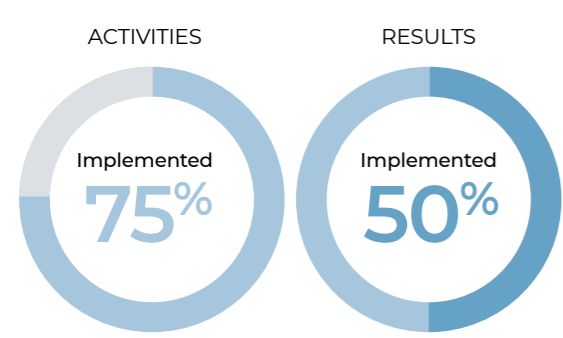


Objective 1
Improvement of organisational and functional public administration subsystems



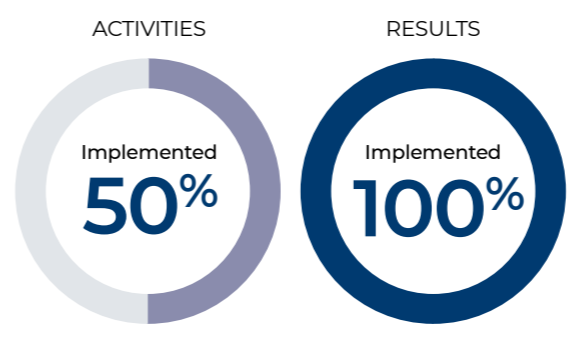
- 4 new inter-municipal cooperation arrangements to jointly discharge local self-government responsibilities (Target: 2)
- 71% bodies electronically exchanging data from official records (e-ZUP/Service Bus) (Target: 50%)
- 85.5% proposed strategies and action plans aligned with the public policy management methodology in the total number of strategies and action plans adopted by the Government per calendar year. (Target: 65%)

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



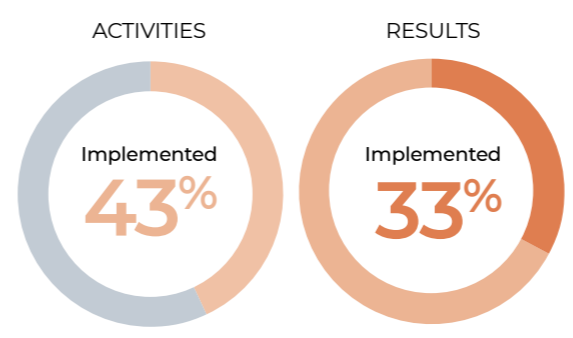
- 2 Competency framework is used in state administration bodies (SABs) and Government services (Target: 2)
- 15% public administration employees who have successfully completed professional development programmes offered by the National Academy for Public Administration (NAPA) (Target: 10-20%)
- 88% delivered training courses implemented by the NAPA in accordance with annual work plan (Target: 70%)

Objective 3
Improvement of public finance management



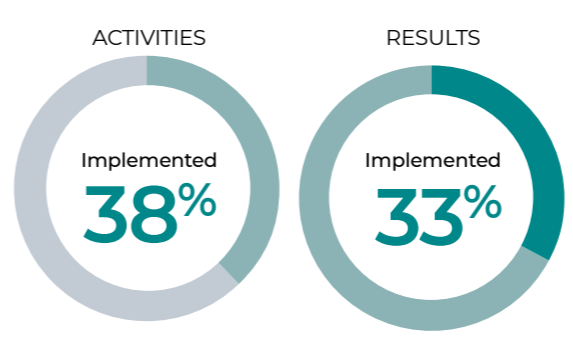
- 42 control operations by the budget inspectorate (Target: 22)
- 44.5 bn Value of contracts signed based on a framework agreements (public procurement) (Target: over 35.5 bn)
- 78% LSGUs budgets prepared according to the programme budgeting methodology (Target: 73%)

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



- 36 inspection services using the unified inspection supervision system – eInspector (Target: 33)
- 4.5 Average quality ranking of training provided at the national information access centre <http://skipcentar.rs/> (Target: 4)

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



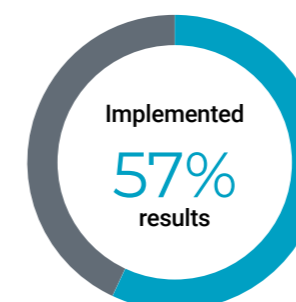
- 78% implemented recommendations made by the State Audit Institution (Target: 73%)
- 87.2% cases where legal and natural persons acted upon recommendations issued to them by the Equality Protection Commissioner (Target: 79.7%)



OBJECTIVE

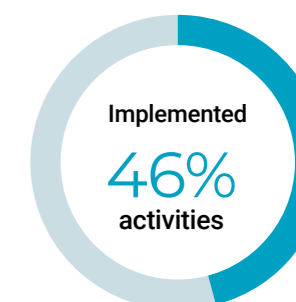
1 Improvement of organisational and functional public administration subsystems

RESULTS



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

ACTIVITIES



Implemented	6	46%
Ongoing	7	54%
Not implemented	-	-

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2019)
Clarity and comprehensiveness of official typology of central Government bodies (PAR)	4	5	Indicator will be measured in 2021
Mechanisms for managerial accountability in the regulatory and legislative framework (PAR)	1	2	Indicator will be measured in 2021

Measure level indicators	Baseline value (2017)	Target value (2019)	Achieved value (2019)	
Optimised, coherent and rational structure of public administration - % of measures planned for 2018 from the AP for HFA	0	100% in 2018	0	
Number of new inter-municipal cooperation arrangements to jointly discharge local self-government responsibilities	0	2	4	
Strategic document adopted defining decentralisation policy and reform of local self-Government	0	2	1	
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	65	85.5	
Share of bodies which electronically exchange data from official records	20	50	71	
Share of bodies using data from the Central Population Registry	0	50	0	
Share of data from records of citizenship of the Republic of Serbia transferred electronically to the Central Data processing and Storing System	0	80	80	

BUDGET RSD

BUDGET FUNDS

Planned 45,190,000

Spent 45,190,000



DONOR FUNDS

Planned 757,000

Spent 757,000



Measure 1.1 under the PAR AP 2018–2020 envisages implementation of activities to regulate managerial accountability and delegate accountability to lower levels, and to ensure a better functioning structure of public administration and holders of public powers. The PAR Strategy ascertained that Serbia did not have a single record of bodies and other entities by any criterion¹¹; therefore, this PAR AP foresees for the establishment of a Register of Holders of Public Powers.

As regards the local self-government reform (**Measure 1.2**), activities are planned to result in the adoption of a strategic or programmatic document determining a decentralization policy or local self-government reform, in addition to further support for the development of inter-municipal cooperation and capacity building of cities and municipalities.

Measure 1.3 covering public policy management provides for continuation of activities on developing legal and methodological frameworks for managing public policies and linking them with the formulation and execution of a programme budget, and for the development of a public policy planning and implementation monitoring IT system.

The e-government development measure (**Measure 1.4**) addresses priorities related to the establishment or improvement of registers (Central Register of Citizens, Metaregister of all records, Register of Housing Communities...), interoperability of registers (such as linking the residence register and the business register with the spatial units register and the address register) in order to achieve full electronic exchange of data from official records and to provide services to citizens and businesses more efficiently.

RESULTS ACHIEVED IN 2019

Measure 1.1 did not yield final results in the previous period. Data collection and intensive consultations are underway to incorporate the concept of managerial responsibility through the new PAR strategic framework 2021–2030. See Objective 2 and Objective 4 of this Report for more details on individual results.

As regards local self-government, reform activities were focused on fostering inter-municipal cooperation aimed at achieving common interests of several LSGUs, and on drafting a public policy document for the LSG reform. The **number of new inter-municipal cooperation arrangements** to jointly discharge local self-government responsibilities **was twice as high as the target value set by the PAR AP**. The MPALSG established the **Inter-Municipal Cooperation Advancement and Establishment Fund**, with the support of the Swiss Government, under which the first **four inter-municipal partnerships were entered into by 33 municipalities and cities**, aimed at ensuring better services for citizens. In the spirit of the public administration reform and its transformation into a service for citizens and businesses, the mechanism of inter-municipal cooperation under the LSG Law enables municipalities and cities to join their forces in order to respond better to the needs of their respective communities and to overcome situations in which local self-governments do not have sufficient capacity to perform certain primary or delegated tasks (e.g. natural disasters, emergencies, environmental issues, etc.).¹²

In practice, in 2019:

- The cities of Belgrade and Novi Sad and three city municipalities of Belgrade (Vračar, Savski Venac and Zvezdara) started a common project – they had identified the problems faced by people with disabilities and jointly came up with the ways of facilitating their access to information and services. One of the ways was the establishment of a shared unit, located in Zvezdara, to provide services to people with disabilities through printing materials in braille, creating new applications to ensure better exercise of their rights and providing sign language interpreter services;
- In the West Morava basin 18 cities and municipalities (Kraljevo, Čačak, Kruševac, Užice, Novi Pazar, Vrnjačka Banja, Trstenik, Knić, Ivanjica, Arilje, Kosjerić, Gornji Milanovac, Raška, Požega, Lučani, Čajetina, Aleksandrovac i Tutin) joined together for better communication and response in case of natural disasters;
- Eight municipalities (Loznica, Mali Zvornik, Osečina, Ljubovija, Bajina Bašta, Krupanj, Nova Varoš i Priboj) in the Drina basin are establishing a data collection and exchange system in the area of emergencies;
- Boljevac and Sokobanja are establishing a joint internal audit (IA) service to address the issue of insufficient material and human resources.¹³

Additionally, in 2019, the **Starting Points** for the preparation of the Programme for the Local Self-Government Reform in the Republic of Serbia were prepared and approved by the PAR Council in 2019. Work began to develop the Programme for the Local Self-Government Reform. **Functional reviews were produced for 15 local self-government units and institutions founded by the local self-government** in order to ensure a more functional organisation of tasks. A **Single Inventory of tasks performed at the local government level** was developed as an analytical and planning tool containing primary and delegated tasks in certain areas. It is relevant to identifying responsibilities of local administration, allocating tasks among different levels of government in a more functional manner and more efficient implementation of regulations.¹⁴

The **public policy management reform** was the focus of activity in the previous period. The share of proposals for **public policy documents aligned** with the public policy management methodology in the total number of such documents adopted by the Government was on the rise (from 65% in 2018 to 85.5% in 2019). Previously, the **legal framework had been completed through the adoption of the following bylaws**: the Decree on the Methodology for Public Policy Management, Policy and Regulatory Impact Assessment, and Content of Individual Public Policy Documents and the Decree on the Medium-Term Planning Methodology, adopted on 31 January 2019 and 7 February 2019 respectively.¹⁵ IT systems, additional tools, manuals, forms and checklists are being prepared for an effective application of the Serbian Planning System Law and related bylaws:

- The inter-sectoral UIS became functional in 2019 in terms of public policy document planning and reporting and opera-

tional in terms of medium-term planning. Public policy documents adopted in accordance with the Planning System Law are successively input to the UIS.

- A Handbook for Managers in SABs on How to Apply the Planning System Law – Towards Better Decisions¹⁶ was published in July 2019 with the support of the German Development Agency (GIZ). Another document produced by the GIZ is a Draft Gender Equality Impact Test aimed at avoiding adverse effects of new public policies and regulations on specific population groups;
- Draft Handbook on Public Policy Management with checklists and forms for public policy document proponents, guidelines and forms for ex-ante and ex-post impact assessments, handbook on determining public policy costs, handbook on the consultation and coordination process, and medium-term planning guidelines;
- Various tools published on the Public Policy Secretariat (PPS) website can be used in the process of drafting regulations and public policy documents, such as the Calculator for possible administrative costs of regulations and pub-

lic policy documents: <http://rsjp.gov.rs/kalkulator/> or the Micro, Small or Medium-Sized Commercial Entities Impact Test for a business regulatory impact assessment: <http://rsjp.gov.rs/reforma/#test>

In addition, the general training programme for 2019¹⁷ extended the training system to the local level aimed at adequate application of the planning system at local level. During the first training cycle for LSGUs, **seven accredited training sessions** (Zrenjanin, Zlatibor, Novi Sad, Kragujevac, Niš, Šabac and Belgrade) were delivered, coordinated by the Standing Conference of Cities and Municipalities, with 108 representatives from 49 local self-governments. After having passed their tests, 99 participants became eligible for the certificate.

In the area of **e-Government development**, indicators point to a **steady progress**: 71% of bodies that exchange data from official records electronically (e-ZUP/Service Bus) have exceeded the set value (50%), the percentage being on the rise compared to the 2018 measurement (70%). The databases of 8 SABs (with 27 data sets / official records) were on the Service Bus (MPALSG, MoJ, MoI, NEA, TA, RGA, PDI Fund and CROSO). Moreover, 329 different institutions exchanged data from official records through the e-ZUP system (SABs with outposts, social work centres, higher education institutions, etc.). 80% of the data contained in the record of citizens of the Republic of Serbia was converted into electronic form and transferred to the MoI's Central Data Processing and Storing system, as had been planned for 2019.

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

12 Brochure Through inter-municipal cooperation to better services for citizens and businesses, MPALSG website accessed on 13 February 2020: <http://mduls.gov.rs/wp-content/uploads/brosura-medjuopstinska-saradanja.pdf>

13 News release on the MPALSG website accessed on 13 February 2020: <http://mduls.gov.rs/saopstenja/prva-medjuopstinska-partnerstva-u-srbiji/>

14 News release on the MPALSG website accessed on 13 February 2020: <http://mduls.gov.rs/obavestjenja/jedinstveni-popis-poslova-na-loklanom-nivou-vlasti/> and the Single Inventory of tasks performed at the local government level: <http://mduls.gov.rs/wp-content/uploads/Copy-of-Jedinstveni-popis-poslova.pdf>

15 Both Decrees were published in the Official Gazette of the Republic of Serbia No. 8/19 of 8 February 2019 and entered into force on 16 February 2019.

16 Handbook for Managers in SABs on How to Apply the Planning System Law – Towards Better Decisions, PPS website: <https://rsjp.gov.rs/EN/wp-content/uploads/2019/09/Priru%C4%8Dnik-za-rukovodioce-.pdf>

17 General Training Programme for Employees of LSGUs, NAPA website: <https://www.napa.gov.rs/tekst/50/opsti-program-obuke-zaposlenih-u-jls.php>

Legal prerequisites for establishing and maintaining the Central Population Register were ensured in 2019: the Law on the Central Population Register¹⁸ was adopted in March, whereas in September a bylaw was passed necessary for its implementation – Decree on the manner of acquiring, exchanging, accessing and protecting data contained in the Central Population Register – including other technical issues relevant to keeping the Central Population Register.¹⁹ The Central Population Register is expected to become operational from 1 September 2020.

The spatial units register and the address register are being improved and interoperability is being established with other registers such as the residence register and business register: the Law on Spatial Units Register and the Address Register was drafted in 2019 and adopted in early 2020²⁰. The address register software is

deployed by 41 real estate cadastre offices. The software for the spatial units register and the address register will be completed by the end of February 2020. The

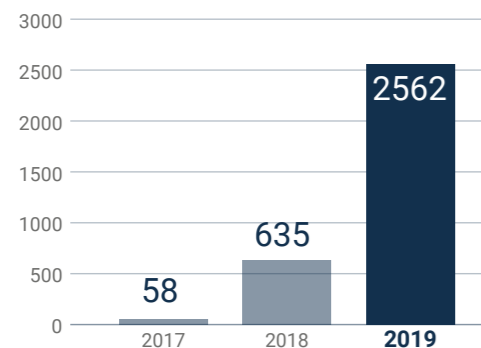
Mol and the BRA use the services of the spatial units register and of the address register.

Ten years after being launched the new e-Government Portal is now available to Serbian citizens with new design and functionalities. Its content is optimised for mobile phones and tablets and can be found at the old euprava.gov.rs address currently having over 977,000²¹ users. For the first time in Serbia e-identification which uses mobile phones has been introduced in the e-Government system (two-factor authentication). This is more than an important step in the development of e-Government which enables further development of m-Government in Serbia. As of 2019, new services are available on the e-Government Portal, such as 'issuing the certificate of (non)-conviction'.²²

The module for e-payment of administrative fees using payment cards and the iPay option is currently available across three IT systems: the e-Government Portal, the Lo-

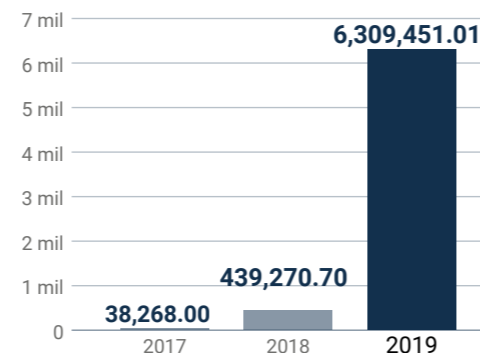
cal Tax Administrations' Portal, and the Ministry of Justice Portal of the Register of Unpaid Fines. The number of transactions was on the rise:

E-payments: No. of transactions



TOTAL (2017-2019):
3255

E-payments: Amount (RSD)



TOTAL (2017-2019):
6,786,989.71

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

18 The Law on the Central Population Register (The Official Gazette of the Republic of Serbia, No. 17/2019): <http://www.parlament.gov.rs/upload/archive/files/lat/pdf/zakoni/2019/3917-18%20-%20lat.pdf>

19 Decree on the manner of acquiring, exchanging, accessing and protecting data contained in the Central Population Register, including other technical issues relevant to keeping the Central Population Register (The Official Gazette of the Republic of Serbia, No. 68/19): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2019/68/2>

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

21 There were 977,223 users of services as of 15 February 2020. The Portal offers 100 services: 29 for citizens, 62 for businesses, and 9 for administration. Source: Portal's statistical data, Office for IT and e-Government.

22 The state used to issue over 1,700,000 certificates of (non)-conviction every year. In order to get one, citizens had to visit police directorates' counters twice. By introducing this service on the e-Government Portal, we are saving citizens 1,700,000 hours of queuing; see more in the news release of 3 June 2019: <https://euprava.gov.rs/uverenje-o-ne-kaznjavanju>

THE MAJORITY OF APPLICATIONS WERE FILED THROUGH THE E-GOVERNMENT PORTAL AND ITS SUBSYSTEMS FOR THE FOLLOWING SERVICES

Service	No. of applications in 2018	No. of applications in 2019
Making an appointment for services – Medicines and Medical Devices Agency of Serbia	347	150
Making an appointment for e-certificate – Mol	2,436	3,876
Making an appointment for ID card and passport – Mol	143,376	304,531
Making an appointment at the police station for vehicle registration* – Mol	11,073	4,391
Renewal of vehicle registration at authorised technical inspection sites	769,070	603,313
Application for issuing the health card or for replacement of the health booklet with the health card – National Health Insurance Fund	2,318	972
Application for making an entry to the Registry of Publicly-Owned Immovable Property – National Property Directorate	20,130	14,593
e-Kindergarten – Electronic enrolment of a child in a pre-school institution	12,408	13,305
e-Baby – Registration of a newborn baby at maternity hospitals	62,110	63,304
Parental allowance application (application is made upon registration of a newborn baby at maternity hospitals via the e-Baby service)	20,947	53,499

* The service was discontinued in 2020 since issuing of the registration sticker is now made possible through the service 'Renewal of vehicle registration at authorised technical inspection sites'

CHALLENGES

- Lack of capacity to implement all changes in parallel, without prioritising and looking into existing options first (e.g. the address register is not updated as fast as desired because 54 LS-GUs have not assigned names to new streets yet).
- Over-ambitious measures were planned for the optimisation of public administration, given that the change is system-wide and requires a change in the way of doing things; measures planned under the change management process have not been implemented; in other words, there is resistance to change.
- The activity related to managerial accountability is implemented together with the MoF (Chapter 32), which is why it was necessary to harmonise the work and activities of both ministries, and to achieve a broad consensus on the meaning of the term 'managerial accountability'.

RECOMMENDATIONS

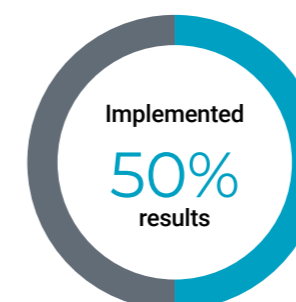
- Continue activities to strengthen current capacities, implementing at the same time staff retention and training policy, to take ownership and maintain continuity of reform processes - coordinated by MPALSG, HRM Service, NAPA.
- Continue improving the public policy management system by linking the planning process with determining the implementation capacity and costs, while applying consistently the principle of the hierarchy of planning documents and the reduction of their number - coordinated by PPS.
- 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 - coordinated by MPALSG and MFIN.
- Ensure in the coming period that all e-Government services are available on mobile phones - coordinated by OITeG.



OBJECTIVE

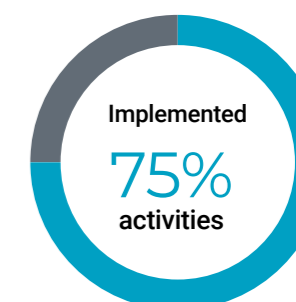
2 Establishment of a coherent, merit-based public service and improvement of human resource management

RESULTS



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

ACTIVITIES



Implemented	3	75%
Ongoing	-	-
Not implemented	1	25%

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2019)	
Adequacy of policy framework, legal framework and institutional setup for professional human resources management in public administration	2	3	3	
Extent to which the civil service system, the public service system at local level and public employee system are harmonised	4	5	5	
Professional development and training of civil servants	3	4	5	

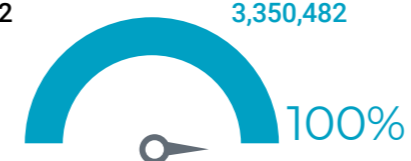
Measure level indicators	Baseline value (2017)	Target value (2019)	Achieved value (2019)	
Share of public administration employees to whom a fair and transparent salary system applies	0	60%	0	
Share of appointed positions posts filled by competitions relative to the total number of appointed positions filled in state administration bodies and services of the Government	31%	40%	37%	
The average capacity of LSG units to manage human resources according to the SCTM index	54%	65%	data processing is ongoing	
Extent to which the competences framework is being used in state administration bodies and services of the Government	0	2	2	
Share of public administration employees who successfully completed professional development programmes offered by the NAPA	0	up to 20%	15%	
Share of delivered training courses implemented by the NAPA in accordance with annual work plan	0	70%	88%	

BUDGET RSD

BUDGET FUNDS

Planned 3,350,482

Spent 3,350,482



DONOR FUNDS

Planned 7,098,000

Spent 7,098,000



In the area of human resource management (HRM), the priorities for the next three years are the **introduction of the competency system in the state administration**, the **extension of the salary reform** and the regulation of the system of labour relations and salaries in public agencies and state bodies, as well as **full operability of the NAPA** and having an advanced system of professional development across the entire public administration, while ensuring that employees at all levels of government can exercise their right to professional development of equal quality.

RESULTS ACHIEVED IN 2019

Outcome indicators point to the **stability of the HRM system in the Republic of Serbia**, and in particular to a progress made in terms of coverage and **implementation of the professional development system** as part of the HRM.

The **legal framework for the introduction of the competency system** is in place. By-laws governing recruitment and selection, performance appraisal and promotion in SABs were passed; all rulebooks on internal organisation and job classification were aligned with the competency framework for 54 SABs. The competition process for filling appointed positions was carried out in accordance with the newly-adopted competency-based procedures.

The following decrees were adopted in 2019:

- Decree on internal and public competition for filling vacancies in state bodies²³
- Decree on performance appraisal of civil servants²⁴
- Decree amending the Decree on the principles for internal organisation and job classification in ministries, special or-



A new NAPA Training Centre was opened in Belgrade.

ganisations and services of the Government²⁵

- Decree amending the Decree on job grouping and criteria for the description of jobs of civil servants²⁶
- Decree on determining work competencies of civil servants²⁷ introduces a new manner of performance appraisal which is related to the organisational unit's work goals and to achieving the expected performance in the work (Chapter 32).
- Decree on internal labour market²⁸, which should ensure a competency-based transfer of employees to relevant public administration jobs and contribute to the strengthening of the staff structure in certain areas, was adopted in late 2019 so that the internal labour market may become functional from the beginning of 2020.

The application of the umbrella and other laws on public sector salaries²⁹ was re-scheduled to start from 1 January 2021 due to the need to conduct a more detailed as-

essment of the fiscal impact of including all public sector employees into the new salary system and to allow planning and determining staff costs under the new salary system in order to prevent an increase of the share of general government's sum of earnings in the gross domestic product.

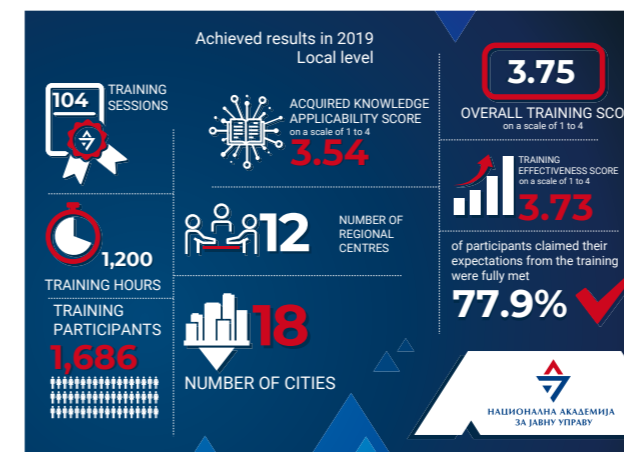
The NAPA got its own building in Belgrade³⁰; in 3,500 m²; it has 14 classrooms equipped to the highest training standards, which can accommodate 400 trainees at a time. One of the challenges in the previous period was the lack of space for training delivery, as only 10% of SAB employees could undergo training during the year. The percentage of training programmes delivered by the NAPA (88% of the planned 70%) and the percentage of public administration employees who successfully completed NAPA's professional development programmes (15% in 2019 compared to 9.5% in 2018) were on the rise in 2019. In the reporting period, public calls and the lecturer accreditation process were launched and completed.³¹

Since mid-2018, there is an organisational unit under the HRMS – Civil Servants Career Management Centre – performing competency assessment and development for career development purposes. In 2019, the Centre's career development services (analysis of individual development potentials, online testing, design of individual development plans, assessment/development centre, career counselling, coaching) were used 456 times by 236 civil servants. A staff outflow analysis was carried out covering 100% of SABs, including a survey of job satisfaction among civil servants in 62% of the bodies. Also, the

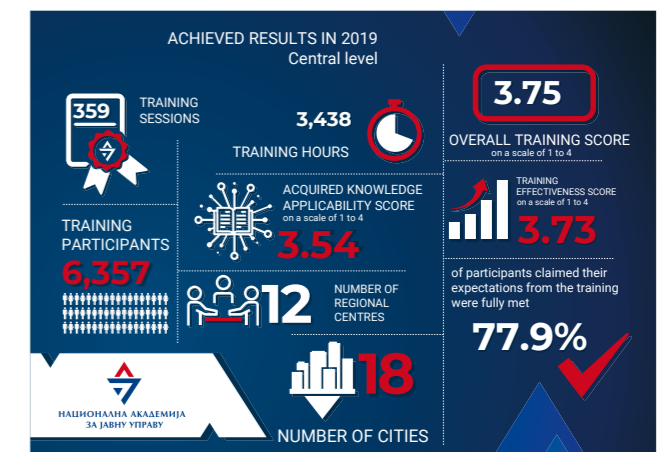
Guidelines on the methodology for monitoring and analysing the staff outflow and its impact on the work of SABs were developed.³²

In 2019, the system of professional training was improved by the adoption of two by-laws. In March 2019, the Decree on Professional Development through Internships ("Official Gazette of the RS" 15/19, dated March 8, 2019) was adopted, which regulates the process of selection of civil servants who are sent to professional training through internships, important elements of the agreement on regulating the mutu-

al rights and obligations of the civil servant and the state body from which the internship is referred, the process of transferring the acquired knowledge and skills after the internship, and other issues of importance for internship. In October 2019, the Rulebook on the Induction of Trainees in the Ministry of Public Administration and Local Self-Government was adopted, which regulates issues of importance for the induction of trainees in the Ministry of Public Administration and Local Self-Government and training for taking the state exam.³³



Achieved results in 2019 - Local level



Achieved results in 2019 - Central level

CHALLENGES

- Ensuring that all employee information is entered into the new information system (some will be taken over from the Central Human Resource Record, but most will need an update).
- Establishing a new internal labour market as an instrument which allows transfer of staff within the system to enable their develop-

ment, ensure their retention within the system and reduce staff outflow.

- Full application of the competency system in all areas.
- Insufficient interest on the part of LSGUs in training delivery.

RECOMMENDATIONS

- Full operability of the new information system - coordinated by HRM Service.
- Strengthen capacities of all participants, particularly with regard to the selection and performance appraisal processes - coordinated by HRMS, NAPA, MPALSG and HR UNITS IN THE BODIES.
- Ensure greater (better) promotion of the internal labour market as an instrument and strengthen the HRMS capacity - coordinated by HRMS.

- Prepare a Decision on the fees to be charged by the NAPA for professional development services provided to extra-budgetary clients - coordinated by MPALSG and NAPA.
- Promote going to / attending trainings at LSGUs. More frequent consultations with representatives of LSGUs about their training needs - coordinated by NAPA.

23 The Official Gazette of the Republic of Serbia, No. 2/19

24 The Official Gazette of the Republic of Serbia, Nos. 2/19 and 69/19

25 The Official Gazette of the Republic of Serbia, Nos. 81/07 – consolidated text, 69/08, 98/12, 87/13 and 2/19

26 The Official Gazette of the Republic of Serbia, Nos. 117/05, 108/08, 109/09, 95/10, 117/12, 84/14, 132/14, 28/15, 102/15, 113/15, 16/18, 2/19, 4/19, 26/19 and 42/19.

27 The Official Gazette of the Republic of Serbia, No. 4/19

28 The Official Gazette of the Republic of Serbia, No. 88/2019

29 The following laws were adopted in 2019 (The Official Gazette of the Republic of Serbia, No. 86/19): the Law Amending the Law on the Salary System of Public Sector Employees, the Law Amending the Law on Public Service Employees, the Law Amending the Law on Salaries of Civil Servants and General Service Employees in Autonomous Province Bodies and Local Self-Government Units, and the Law Amending the Law on Salaries of Employees of Public Agencies and Other Organisations Founded by the Republic of Serbia, an Autonomous Province or a Local Self-Government Unit.

30 <https://www.youtube.com/watch?v=tVa4W2VGI0o>

31 The Permanent List of Accredited Lecturers: <https://www.napa.gov.rs/lista-akreditovanih-trenera/144/stalna-lista-predavaca-i-drugih-realizatora-obuka.php> and the Record of Accredited Training Providers: <https://www.napa.gov.rs/tekst/59/evidencija-akreditovanih-sprovodilaca-obuka.php>

32 The Official Gazette of the Republic of Serbia, No. 28/19

33 Model Rulebook on induction of trainees in the MPALSG, February 2020: <http://mduls.gov.rs/obavestjenja/nova-publikacija-o-strucnom-osposobljavanju-pripravnicima>



OBJECTIVE

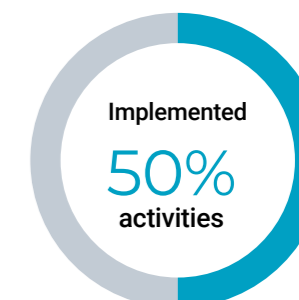
3 Improvement of public finance management

RESULTS



Implemented	5	100%
Ongoing	-	-
Not implemented	-	-

ACTIVITIES



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

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2019)
Percentage of implementation of the Public Finance Management Reform Programme	0	65	the data will be available in March 2020

Measure level indicators	Baseline value (2017)	Target value (2019)	Achieved value (2019)	
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	/	43	
Percentage of LSG units whose budgets are prepared according to the programme budget methodology, measured annually	60	73	78	
Number of annual reports on the state of PIFC and IA submitted by beneficiaries of public funds to the Ministry of Finance - CHU	1125	1175	1546	
Number of conducted controls by budget inspectorate	19	22	42	
Value of contracts signed based on framework agreements in one fiscal year (in billion RSD)	42.7	35.5	44.5	

BUDGET RSD

BUDGET FUNDS

Planned
7,121,460

Spent
7,121,460



The PAR Strategy envisages the improvement of the budget planning and formulation process through the introduction of **programme budgeting** instead of the line item budgeting, the improvement of the selection and prioritisation of **capital infrastructure projects, the linking of the budget process to strategic planning** and implementation of public policies; enhancement of the public revenues management and control and of internal audit through the establishment of the **internal financial control** system and mechanisms for monitoring the implementation of recommendations made by the internal financial control, CHU staff capacity building; **improvement of the public procurement system through cooperation between all relevant institutions in the system**, improvement of the functionality and transparency of the Public Procurement Portal, and capacity building of the Public Procurement Office (PPO).

The overall objective of the PFM Reform Programme is to achieve a sustainable budget with reduced public debt relative to the GDP through better financial management and control (FMC), as well as an improved audit process and better linking of budget planning to Government policies.³⁴ The Report on the Implementation of the Public Financial Management Reform Programme for 2019³⁵ was adopted by the Government in May 2020, and published, in Serbian and English, on the website of the Ministry of Finance.

The overall objective of the Public Procurement Development Programme of the Republic of Serbia 2019–2023³⁶ is measured through further modernisation of public procurement procedures in terms of the full use of e-communication methods, which as a consequence would result in an improved efficiency and transparency of the procedures, irregularity risk reduction, and the fulfilment of Chapter 5 – Public Procurement closing benchmarks, which is relevant to the accession negotiations with the EU.

RESULTS ACHIEVED IN 2019

Effective and efficient PFM is the basis for sustainable economic development and contributes to a country's macroeconomic stability. In the previous period, the **fiscal position of the Republic of Serbia** was further **improved** as a result of implemented reforms. In 2019, the public finance system was stabilised, as well as the macroeconomic environment,

with a downward trajectory of public debt the share of which in the GDP dropped from a high 71.2% in 2015 to

52.9%

in December 2019.

Economic growth in 2019 was

4.2%,

which is similar to the 2018 growth rate of 4.4%.³⁷

Public finances left the fiscal deficit zone and entered the fiscal surplus zone, which was 1.1% of the GDP in 2017. This positive trend continued in 2018 with 0.6%, while in 2019 there was a fiscal deficit of

0.2% of the GDP.

Moreover, for the fourth consecutive year Serbia had

a government budget surplus of RSD 12.8 bn.

The unemployment rate in the third quarter of 2019 fell by 1.8 percentage points, reaching a record low of

9.5%.

The net inflow of foreign direct investment in 2019 was EUR

3.6 bn

which more than fully covered the current account deficit.

Under Objective 3, the **improvement of the budget planning and formulation** process continued.

The percentage of LSGUs which formulated their budgets according to the programme budgeting methodology increased by 10% compared to the previous year (from 67.65% to 78%).

Also, in 2019, the budget cycle was fully aligned with the budget calendar and the deadlines stipulated in the Budget System Law. On 23 December 2019, the National Assembly of the Republic of Serbia adopted a legislative package on annual statements of accounts of the Republic of Serbia from 2002 to 2018.³⁸ As of 2019, together with approving the government budget, the Law on the Final Statements of Accounts will always be adopted for the previous year, which will significantly increase the transparency and visibility of budget spending.

The Ministry of Finance (MoF) continued with the good practice of drafting and publishing the Citizens Budget³⁹ as a simpler, less technical version of a budget specifically designed to present key information to the public.

The Decree on capital project management⁴⁰ was adopted, the Capital Investment Commission was established, rule-books regulating this area were published, the Capital Project Management Unit was set up within the MoF, and training was delivered. The new system is to start in late January 2020. What remains to be done is the procurement and development of IT software, which process will last for the next 18 months of 2020 and 2021.

The number of **annual reports on the state of FMC and IA** submitted to the MoF by the beneficiaries of public funds **was on the rise**: there were 1125, 1390 and 1546 reports in 2017, 2018 and 2019 respectively. In 2019, some deficiencies of the FMC and IA e-reporting software were remedied. The software was tested and deployed; it will be ready for the electronic submission of 2019 reports, the deadline for the activity being 31 March 2020. The draft Guidelines for irregularities management were prepared by the Central Harmonisation Unit, which clarify the concept and the procedure and create prerequisites for beneficiaries of public funds to formulate own procedures for managing irregularities.

The number of control operations carried out by the budget inspection showed an upward trend and exceeded the value set for 2019 - 22 planned vs.

42 carried out.

In December 2019, the Methodology for Budget Inspection Work⁴¹ was adopted in order to ensure proper and uniform conduct and operation of the Budget Inspectorate of the MoF, the Budget Inspection Service of the autonomous province and the Budget Inspection Services of LSG units. The Methodology governs in detail the objectives, scope, content, manner and conditions of performing budget inspection tasks, the rights and obligations of inspected entities, the tasks performed and procedural actions carried out by budget inspectors as authorised budget inspection officers, and the measures they take.

In 2019, the trend of shortening the duration of **public procurement** procedures continued, while the share of discontinued procedures remained the same compared to the same period of the previous year. The share of the negotiated procedure without calls for proposals was 4%, which corresponds to the trend started in 2014.

The Public Procurement Law (PPL)⁴² was adopted to encourage the participation of small and medium-sized enterprises in public procurement procedures and to ensure better protection of rights in these procedures.

The legal prerequisite is in place for the Public Procurement Portal to the conduct public procurement procedure electronically, which should ensure greater transparency and efficiency of the procedure. The number of visits to the Public Procurement Portal at <http://portal.ujn.gov.rs/> continued to rise, which indicates how important it is for contracting authorities and bidders. The PPO, together with other institutions, continued its participation in the implementation of the Open Data project with the aim of making the information available to the public in a format which is computer-readable and processable.

In the reporting period, framework agreements went on being used more and more. In 2019, 37.149 contracts were concluded on the basis of such agreements.

The value of contracts concluded on the basis of framework agreements increased in 2019 by 8.9 billion RSD

compared to 2018.

This was the result of the promotion of the use of framework agreements and tender dossier models drawn up for specific public procurement items. As in the previous period, the most common public procurement items for which framework agreements were concluded were medical equipment, pharmaceuticals, and personal care products, which accounted for 47% of the value of contracts concluded under framework agreements.⁴³

34 The Revised PFM Reform Programme 2016–2020 for the period from July 2019 to December 2020, Chapter 1.3, p. 14: https://mfin.gov.rs/UserFiles/File/strategije/2019/Revidiradni%20Program%20reforme%20upravljajanja%20javnim%20finansijama%202016-2020%20za%20period%20od%20jula%202019_%20do%20decembra%202020_%20godine.pdf

35 https://www.mfin.gov.rs/wp-content/uploads/2020/04/Izvestaj_2019_final.pdf

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

37 Finance Minister's Statement, Ministry of Finance home page as of 11 February 2020: <https://www.mfin.gov.rs/>

38 Annual statements of accounts had not been approved for the last 17 years.

39 Citizens' Budget on the website of the Ministry of Finance:

<https://www.mfin.gov.rs/?s=%D0%B3%D1%80%D0%B0%D1%92%D0%B0%D0%BD%D1%81%D0%BA%D0%B8+%D0%B1%D1%83%D1%9F%D0%B5%D1%82>

40 The Decree on capital project management (The Official gazette of the Republic of Serbia, No. 51/19): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2019/51/1>

41 The Methodology for the Budget Inspection Work: <https://www.mfin.gov.rs/kontrola-javnih-sredstava/metodologija-rada-budzetske-inspekcije/>

42 The Public Procurement Law was published in the Official Gazette of the Republic of Serbia, No. 91/19 of 24 December 2019. It enters into force on 1 January 2020, and begins to apply on 1 July 2020: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2019/91/1>

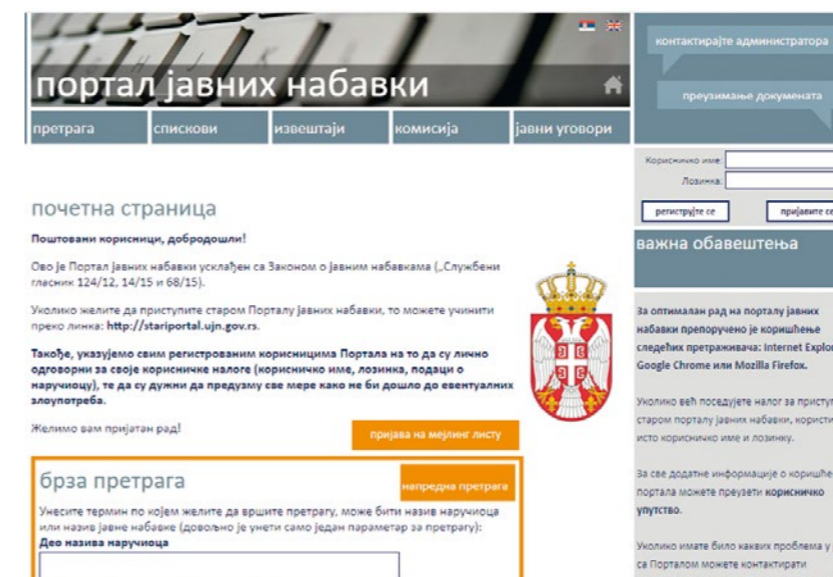
43 Annual Report 2019, Public Procurement Office: <http://www.ujn.gov.rs/wp-content/uploads/2019/10/1P2019Izvestaj.docx>



CHALLENGES

- The programme performance reporting module within the budget formulation IT system was not developed due to the unsuccessful public procurement. Funds for this public procurement were appropriated in the 2019 Budget Law. Due to the expiry of the contract with the software development and maintenance company, lack of funds for renewed hiring, eliminating some technical and functional software deficiencies identified during the testing phase, the deployment of the software was delayed. A new test phase of the software and its use in the reporting system is planned for the beginning of 2020. Regular use and complete transition to the software in practice will depend on the general application of e-signature in the RS, as well as on the possibility of ensuring the security of user accounts and information.
- Documents produced by experts often need to be adjusted to the Serbian legal system and context, which requires additional time and resources and has an impact on set deadlines (e.g. a twinning partner drafted Guidelines on the establishment of IA functions within small public funds beneficiaries in connection with setting up a shared IA unit. The draft had to be adjusted to the Serbian model).
- Prevention of corruption in public procurement procedures.
- The criterion of the most economically advantageous tender (MEAT) was applied less than the year before. In the first half of 2019, this criterion was present in only 10% of public procurement procedures.⁴⁴
- Establishment of a new Public Procurement Portal in accordance with the new PPL (challenges are both the funds and the capacities of contracting authorities and tenderers (training is underway but will be repeated throughout the year) who are to use the Portal).

⁴⁴ First Half-Year Report 2019, Public Procurement Office:
<http://www.ujn.gov.rs/wp-content/uploads/2019/10/1P2019Izvestaj.docx>



RECOMMENDATIONS

It is necessary to continue the process of looking into the quality of the FMC system among the users of public funds and work towards improving the concept of managerial accountability - coordinated by the Central Harmonisation Unit (CHU) of the MFIN.

Improve the IA monitoring and reporting system electronically through the CHU software, by improving the Self-Assessment Questionnaire and the Consolidated Annual Report - coordinated by MFIN.

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 - coordinated by MFIN.

Dissemination of knowledge about PIFC should be improved by - coordinated by MFIN:

- Developing and implementing a roadmap to guide the process of handing over the PIFC training to the NAPA, i.e. eliminate legal and organizational obstacles;
- Upgrading the module for managers in the areas of managerial responsibility and risk management under the Training Programme for Managers in State Bodies;
- Ensuring 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.

⁴⁵ Recommendations from the analysis of the state of play and recommendations for improving the public procurement reporting system:
http://eupodrska.ujn.gov.rs/wp-content/uploads/2018/12/Analiza-i-preporuke_monitoring-UJN_final-112018-SER.pdf

⁴⁶ First and foremost, it is necessary to strengthen capacities of internal organisational units responsible for PPL implementation monitoring (new tasks have been delegated to the PPO by the new PPL), system analysis and e-public procurement. In order to effectively detect and counter irregularities in public procurement, system-wide monitoring is introduced, based on the annual monitoring plan, but also through monitoring specific types of procedures (negotiated procedures without calls for proposals, as provided by law), or by acting on the basis of a notification made by a natural or legal person, state administration body or other state authority. This will be the responsibility of the PPO. The PPO will be able to determine, on the basis of the information collected in the course of the system-wide monitoring, in what areas and with what contracting authorities it is necessary to perform this type of monitoring in order to prevent (and detect) irregular actions in public procurement procedures, but also sometimes to act upon reports and promptly respond ensuring lawful conduct of public procurement procedures.

Recommendations – Public Procurement

- coordinated by PPO and MFIN.

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.

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.⁴⁵

For the PPL to be implemented, timely adoption of bylaws and accompanying practical tools for their application.

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.

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.

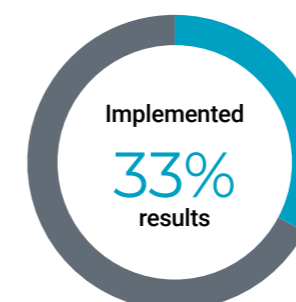
Capacity building in the PPO in terms of staffing aimed at implementing the new legal framework.⁴⁶



OBJECTIVE

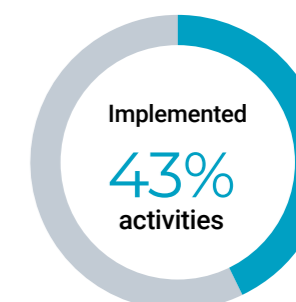
4 Increasing legal certainty and improving the business environment and quality of public service delivery

RESULTS



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

ACTIVITIES



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

Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2019)	
Fair and efficient administrative procedures	3	4	4	
Provision of citizens-oriented services	3	4	3	

Measure level indicators	Baseline value (2017)	Target value (2019)	Achieved value (2019)	
The percentage of laws aligned with the General Administrative Procedure Law	1.5	37	13.33	
Number of inspections using the unified inspection supervision system (e-Inspector)	0	33	36	
Share of reviewed check-lists for inspection and plans for joint inspections (full predictability in the work of inspections)	9.6	90	39	
Share of special laws harmonised with the Law on Inspection Supervision	0	90	23	
Number of reports compiled based on surveys of citizens' satisfaction with the services received from state administration bodies and bodies of LSG	0	100	0	
Average quality ranking of training provided at the SKIP centre	0	4	4.5	

BUDGET RSD

BUDGET FUNDS

Planned
54,000,000

Spent
54,000,000



With regard to measures under Specific Objective 4, aimed at increasing legal certainty and improving the business environment and the quality of public service delivery, there was a continuation of activities related to the **alignment of regulations for uniform treatment and legal certainty, reform of inspection supervision control**, establishment of a single information system – **e-Inspector**, and **introduction of new e-Government services**.

RESULTS

Elements of an effective service delivery policy were increasingly in the country's focus. In order to take a system-wide approach to streamlining, optimisation and elimination of redundant procedures, and to the establishment of a Single Public Register of Administrative Procedures and Other Requirements for Doing Business, the Programme for Streamlining Administrative Procedures and Regulations 'e-PAPER' 2019–2021⁴⁷ was adopted. The latest OECD/SIGMA Monitoring Report for Serbia assessed that *'the commitment and initiatives of the Government of Serbia to improve public service delivery are continuing and visible. The development of e-government and digital solutions are in the spotlight and have significant political support which also help advance the overall development of service delivery. As a result, three out of four areas of service delivery have improved indicator values.'*⁴⁸

Comprehensive policy, standardisation and monitoring of service delivery do not exist yet, but have already been identified as the subject of a new strategic framework for the period 2021-2030⁴⁹.

E-Government data are presented in detail under Objective 1.

For the second consecutive year⁵⁰ Korean volunteers trained 705 citizens in program-



In addition, there are examples of good practice such as the Serbian-Korean Information Access Centre (**SKIP Centre**), which was declared for the second time in a row the best in the world among 53 similar access centres (http://skipcenter.rs/sr_RS/). It had 567 training sessions and conferences with 13,753 participants in 2019. **SKIP Center is an IT-equipped facility which provides free access and training to citizens, administration and businesses, with the aim of raising the technological literacy of the general population and promoting cooperation between Serbia and South Korea.**

ming. **An analysis of possibilities of using blockchain technology in the Serbian administration**⁵¹ was done by South Korean volunteers. Training was held for QA controllers of software products, in cooperation with the IT Girls organisation, aimed at promoting women in the IT industry.

As a result of previous work on the part of LSGUs and support given for the establishment of **OSSs** in 2019 and early 2020, they were opened in Lazarevac, Smederevska Palanka, Sombor, Šabac, and Bela Palanka.⁵² Additional funds and assistance were earmarked for new OSSs at local level, so after closing the public call, contracts were signed in December 2019 with 6 LSGUs which received support: City of Užice, the municipalities of Gornji Milanovac, Kuršumljija, Vlasotince, Stara Pazova, and Rača.⁵³ One stop shops have been established by establishing unified administrative procedures in Čačak, Niš, Kragujevac, Kruševac, Pirot, Sremska Mitrovica, Vrnjačka Banja and Nova Varoš, and these received support under the auspices of the project "Improvement of Administrative Efficiency and Effectiveness at the Local Level", which is implemented by SCTM with the support of German development cooperation implemented by GIZ through the project "Support to Public Administration Reform in Serbia".

In order to strengthen its own capacity and ensure better services for the administration and citizens, the MPALSG was the first in Serbia to start implementing in 2019 the European quality management tool spe-

cifically tailored to the administration. Improved efficiency, effectiveness, economic and social responsibility of institutions is the primary objective of applying the **Common Assessment Framework (CAF)**⁵⁴ as a Total Quality Management Tool.

The percentage of **laws aligned with the General Administrative Procedure Law**⁵⁵ was on the rise, but not as fast as planned (of targeted 37% in 2019, 13.33% were aligned). A similar situation was observed with the **Law on Inspection Supervision**. Alignment and implementation monitoring mechanisms are not sufficiently effective and well developed. However, some elements of monitoring mechanisms are in place. For example, in October 2019, the MPALSG sent a request to all SABs to provide information on the number of officers directly authorised to make decisions in administrative procedures by being assigned to job posts designated for decision-making in administrative procedure (Article 39, paragraph 2 of the GAP Law), and on the number of administrative cases handled by such officers since the GAP Law came into full effect (1 June 2017).

The information provided indicates that this authority has been partially used. The number of officers in SABs responsible for decision-making in administrative matters is 3992 (ministries – 1005; special organisations – 1999; subordinate bodies – 991). The possibility of automatic delegation of powers under Article 39, paragraph 2 of the GAP Law was used mainly by SABs for civil servants performing inspection tasks,

which is also stipulated in the Law on Inspection Supervision.⁵⁶ In addition, the total number of second-instance decisions made from 1 June 2017 to 1 June 2019 was 31,607. Of this number, 15,237 decisions were on accepting appeals (48.21%) and 16,370 on rejecting appeals (51.79%). The figures are based on information provided by 10 ministries (out of 16).

In 2019, in order to further improve the coordination of inspection services, **e-Inspector software** was implemented in 36 republic inspection services (13 ministries and the RGA). Training for over 1500 inspectors was delivered and 970 laptops were distributed to inspectors. The system is connected to over 30 registers, of which four major ones: BRA, SORS, RGA and MoI. Due to the e-Inspector software needs, new 259 checklists were developed in 2019 (checklists were grouped per areas for better risk assessment through the e-Inspector software), whereas 261 existing checklists were modified.⁵⁷

On the basis of capacity analyses of inspection services at republic and local self-government levels, the Coordination

Commission adopted relevant recommendations after which the **Action Plan for the employment of young inspectors**

CHALLENGES

- Lack of a comprehensive and system-wide approach to service delivery policy (visible through different, non-uniform delivery of the same services at central and local levels).
- Adjustment of inspection services documentation for input into the e-Inspector system and inclusion of all inspections (Agricultural Inspection Service is not in the system).
- Lack of contact numbers in inspection services to receive petitions/complaints.
- Lack of a mechanism to exercise an impact on the pace of legislative activities of the competent ministries which are obliged to align specific laws with the GAP Law.

RECOMMENDATIONS

- Adopt a strategic framework for service delivery policy in Serbia - coordinated by MPALSG and PPS.
- Adjust checklists of the Agricultural Inspection Service to the e-Inspector system requirements – organising checklists according to the areas of supervision - coordinated by the Ministry of Agriculture, Forestry and Water Management.
- 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 - coordinated by MPALSG.
- Input model documents which can be found on the Coordination Commission website into the e-Inspector system, and adapt them to the needs of inspection services - coordinated by MPALSG.
- Establish a single contact centre for inspection supervision at the MPALSG for communication with citizens and businesses - coordinated by MPALSG.
- 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 - coordinated by MPALSG.

47 The Programme also has Appendix 2 – Overview of Agreed Recommendations – which provides the first set of agreed recommendations to abolish or optimise 592 administrative procedures conducted by 24 bodies and organisations, of which as many as 100 will be fully digitalised, see more on the PPS website, News release on the adoption of the Programme for Streamlining Administrative Procedures and Regulations 'e-PAPER' 2019–2021, with the text thereof: <https://rsjp.gov.rs/sr/vesti/usvojen-program-za-pojednostavljenje-administrativnih-postupaka-i-regulativne-e-papir/>

48 Monitoring Report SERBIA, OECD/SIGMA, p. 33, 2019: <http://www.sigmaxweb.org/publications/Monitoring-Report-2019-Serbia.pdf>

49 PAR Council Conclusion as of 13 June 2019: <http://mduls.gov.rs/wp-content/uploads/zapisnik-7-sednica-Saveta-za-RJU.pdf>

50 News release, MPALSG website: <http://mduls.gov.rs/saopstenja/dve-godine-rada-skip-centra-preko-1-000-obuka-za-27-000-polaznika/>

51 Study on the Feasibility of Using Blockchain Technology in Public Administration of the Republic of Serbia, MPALSG, March 2020, link: <http://mduls.gov.rs/en/notifications/study-on-the-feasibility-of-using-blockchain-technology-in-public-administration-of-the-republic-of-serbia/>

52 <http://mduls.gov.rs/saopstenja/ruzic-lazarevac-dobio-jedinstveno-upravno-mesto-za-brze-i-efikasnije-usluge-gradjanima>
<http://mduls.gov.rs/saopstenja/ministar-ruzic-otvorio-jedinstveno-upravno-mesto-u-smederevskej-palanci>
<http://mduls.gov.rs/saopstenja/ministar-ruzic-otvorio-jedinstveno-upravno-mesto-u-somboru/>
<http://mduls.gov.rs/saopstenja/ruzic-otvorio-jedinstveno-upravno-mesto-u-sapcu/>
<http://mduls.gov.rs/saopstenja/ruzic-otvorio-jedinstveno-upravno-mesto-u-beloj-palanci/>

53 News release on the MPALSG website accessed on 15 February 2020: <http://mduls.gov.rs/saopstenja/podrska-za-otvaranje-jedinstvenog-upravnog-mesta-u-jos-sest-gradova-i-opstina/?script=lat>.

54 <https://www.eipa.eu/portfolio/european-caf-resource-centre/>

55 The Official Gazette of the Republic of Serbia, Nos. 18/16 and 95/18 – authentic interpretation

56 The Official Gazette of the Republic of Serbia, Nos. 36/15, 44/18 – other law and 95/18, Article 46

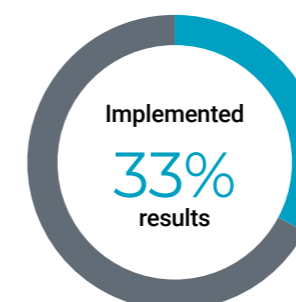
57 <https://inspektor.gov.rs/>



OBJECTIVE

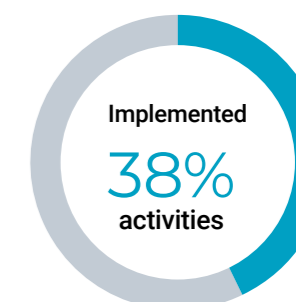
5 Increasing citizens' participation and transparency, improving ethical standards and accountability in performing public administration tasks

RESULTS












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

ACTIVITIES



Implemented	5	38%
Ongoing	8	62%
Not implemented	-	-

 Indicators for specific objective	Baseline value (2017)	Target value (2020)	Achieved value (2019)
Effectiveness of control by independent oversight bodies over authorities	3	4	Will be measured in 2021.
Accessibility of information of public interest	4	5	Will be measured in 2021.

 Measure level indicators	Baseline value (2017)	Target value (2019)	Achieved value (2019)	
Share of laws which during the preparation stage were subject to consultations according to the Law amending the Law on State Administration	0	50	46.9	
Share of information bulletins published by the uniform IT system for access to, processing and presenting Information Bulletins by 2020	0	25	0	
Share of implemented recommendations of the Anti-Corruption Agency to remove corruption risks from proposed laws by 2020	0	35	30	
Share of cases where legal and natural persons acted upon recommendations issued to them by the Equality Protection Commissioner	77.7	79.7	82.7	
Share of accepted recommendations of the Ombudsman by administration bodies	88.88	90.88	83.22	
Share of implemented recommendations made by the State Audit Institution	70.35	73	78	

RESULTS

2019–2021 was developed. On 8 August 2019, the Government issued a Conclusion on the implementation of the Action Plan, which provides for the employment, over the next three years, of 1,272 officers to carry out inspection supervision tasks.

Through Specific Objective 5, it is envisaged to increase the **availability of information on the work of public administration** through various processes, such as the **open data** initiative or the development of an application for the information bulletins, but also to improve the **consultation** process with the interested public in the regulations and public policy documents drafting process. It is planned to **modify and improve the legal framework governing the purview and status of independent state authorities**: Anti-Corruption Agency, Protector of Citizens (Ombudsman), Commissioner for Information of Public Importance and Personal Data Protection, State Audit Institution, Equality Protection Commissioner.

Normative prerequisites for civic and public participation in decision-making processes were improved by 'opening up', through **consultation**, the process for drafting regulations and public policies from the earliest stage of their preparation, as opposed to earlier regulations and practices which allowed only public hearings, as a rule, in late stages of the decision-making process.

Bylaws were adopted and implemented, the bases of which were laid down in the Planning System Law⁵⁸, Amendments to the State Administration Law⁵⁹ and Amendments to the Local Self-Government Law⁶⁰:

- **The Decree on the Methodology for Public Policy Management, Policy and Regulatory Impact Assessment and Content of Individual Public Policy Documents**⁶¹ governs in detail certain provisions of the Planning System Law, including those regulating participation in developing public policy documents and regulations;
- **The Rulebook on Good Practice Guidelines on Public Participation in the Preparation of Draft Laws and Other Regulations and Documents**⁶² governs in detail the manner of holding consultations in the regulation drafting process;
- **The Guidelines on the Inclusion of Civil Society Organisations in Working Groups Developing Public Policy Document Proposals or Drafts/Proposals of Regulations**⁶³ aim to involve all stakeholders, primarily CSOs, in work-

ing groups set up by SABs and to ensure their participation from the earliest possible stage of the decision-making process.

In 2019, the Office for Cooperation with Civil Society issued 44 calls for participation in consultations and public hearings conducted in the course of regulations and public policy documents drafting process, which was a significant shift since there were 31 such calls in 2018.

In addition, in order to improve the regulations governing the forms of direct participation of citizens in the decision-making process (referendum, citizens' initiative and petition), a **Comparative Study of legal frameworks for the referendum, civic initiative and petition** was done, with an overview of standards and principles contained in key international documents regulating the above-mentioned forms of citizens' participation in the decision-making process. In addition, a **Methodology for the development of the comparative study of legal frameworks for the referendum, civic initiative and petition** was developed. The relevant recommendations were incorporated in the **Draft Law on Referendum and People's Initiative** which was submitted to the Government to approve it as the Bill.

In 2019, the Serbian Government continued strengthening the capacity of the public administration to implement the new legal framework improving the public consultation process and other forms of civic participation in decision-making. All four professional development programmes for civil servants and employees in LSGUs in 2019 included trainings covering the above topics, mainly as part of the training in public policy making and regulation drafting, including cooperation between public administration and civil society. In 2019, the Office for Cooperation with Civil Society

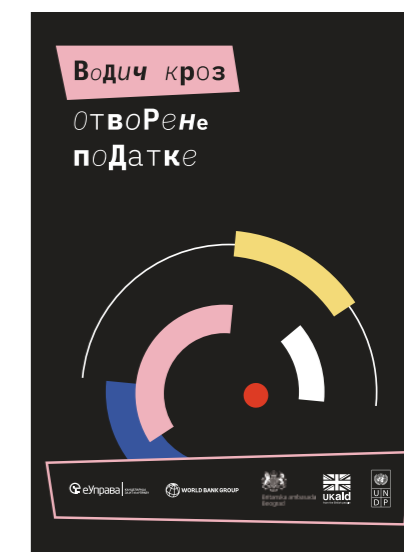
conducted, in partnership with the Standing Conference of Towns and Municipalities, seven two-day training sessions for local government employees covering the topic of cooperation with civil society organisations and financing of programmes of public interest implemented by associations, which included 123 employees from 61 local self-government units.

As part of the promotion of the Open Data Initiative and with the support of the Open Data – Open Opportunities project, grants were awarded for the implementation of **5 projects as well as open data challenges**. Three rounds of challenges were organised which resulted in applications and visuals. One of the applications – **Forest and Climate** – (<https://sumeiklima.org/>) **received a European award in the Planet Friendly category**.

Another successful application is **Serbian Municipalities through Open Data** (<https://opstine.data.gov.rs/>), which provides visuals for the most important social and economic features of all municipalities in Serbia. **The National Open Data Portal** (<https://data.gov.rs/en/>) contains 252 da-

tasets, 116 more than in 2018, while the number of institutions publishing their data on the Portal increased by over 60% compared to 2018 – by January 2020, 50 institutions published their data in open format.

The Office for Cooperation with Civil Society developed an **electronic Calendar of Public Competitions**⁶⁴ in the form of a searchable application which can be accessed from the OCCS website. It includes data on all planned public tenders for financing projects and programmes of associations and other CSOs from the budget of the Republic of Serbia, and SABs at all three government levels. Its added value is the **possibility to download search results in a machine-readable format**. Users can search by name of the authority, territory, topic of the competition, entities eligible to compete, and the indicative month of call for competition. According to the Calendar data, 781 public competitions were planned in 2019, data for which were submitted by 175 SABs, which is about 90% of the total number.



www.undp.org

PUBLIC TRANSPORT INFO IS AVAILABLE ALSO ON GOOGLE MAPS THANKS TO OPEN DATA

One of the results of the project Open Data – Open Opportunities⁶⁵ is the opening of public transport data in Niš, Kragujevac, Užice, Subotica and Belgrade in a format which is standard for this type of data and their use on Google Maps. Serbian citizens and all public transport users can access data on all city lines, timetables, stops, routes and fares in public transport by searching Google Maps.

In 2019, the percentage of **implemented recommendations made by independent state authorities showed an upward trend**. The percentage of implemented recommendations of **the State Audit Institution**

was 5% higher than targeted.⁶⁶ Continuous improvement of the scope and quality of external audits contributed to this, as well as the publication of auditees' responses to audit reports⁶⁷ and of post-audit re-

ports⁶⁸ on the SAI website. Such reports clearly show what auditees eliminated irregularities or lack of fitness for purpose and what did not. All stakeholders are able to monitor how the auditee acts, whether it is responsible in terms of eliminating irregularities and how the auditor assesses it. Under its strategic plan, the SAI continued developing a methodology for monitoring and evaluating the effects of recommendations. **The percentage of cases where legal and natural persons acted upon recommendations issued to them by the EPC also increased** compared to 2018 when it was 78.2%, whereas in 2019 it was 87.2%. **The percentage of accepted Ombudsman's recommendations** (calculated against those that had been received) remained stable (84% in 2018, 83.22% in 2019). The percentage of the **ACA's** recommendations to eliminate corruption risks from bills by 2020 increased from 13% in 2018 to 30% in 2019.

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

59 The State Administration Law (The Official Gazette of the Republic of Serbia, Nos. 79/05, 101/07, 95/10, 99/14, 30/18 – other law, 47/18): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/30/1/reg>

60 The Local Self-Government Law (The Official Gazette of the Republic of Serbia, Nos. 129/07, 83/14 – other law, 101/16 – other law, 47/18): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2007/129/2/reg>

61 The Decree on the Methodology for Public Policy Management, Policy and Regulatory Impact Assessment and Content of Individual Public Policy Documents (The Official Gazette of the Republic of Serbia, No. 8/19): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2019/8/9/reg>

62 The Rulebook on Good Practice Guidelines on Public Participation in the Preparation of Draft Laws and Other Regulations and Documents (The Official Gazette of the Republic of Serbia, No. 51/19), link: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/ministarstva/pravilnik/2019/51/5/reg>

63 The Guidelines on the Inclusion of Civil Society Organisations in Working Groups Developing Public Policy Document Proposals or Drafts/Proposals of Regulations (The Official Gazette of the Republic of Serbia, No. 8/20): <http://www.pisliglasnik.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/zakljucak/2020/8/1/reg>

64 Calendar of Public Competitions, Office for Cooperation with Civil Society: <https://konkursi.civilnodrustvo.gov.rs/naslovna>

65 The Open Data – Open Opportunities project is managed by the OITeG in partnership with UNDP, with the support of the Good Governance Fund of the United Kingdom Government and the World Bank, news link: <https://www.ite.gov.rs/vest/4539/zahvaljujuci-otvorenim-podacima-i-javni-prevoz-beograda-dostupan-na-gugl-mapi>

66 The target value for 2019 had been 73%, while the achieved value was 78%.

67 <https://bit.ly/382jhZm>

68 <https://bit.ly/2UqG9Og>

On 21 May 2019, the National Assembly of the Republic of Serbia adopted the **Law on the Prevention of Corruption**.⁶⁹ The Law stipulates the **obligation** for all public administration employees **to attend training** in ethics and integrity and prescribes the responsibility of heads of public authorities if there is no training of employees and managers or if the ACA is not informed in writing about the training delivery. In addition to this, the ACA has been mandated **to carry out corruption risk analyses in public authorities and to produce reports with recommendations for risk elimination and integrity strengthening**. This Law also stipulates that the ACA should carry out **anti-corruption assessment of laws** (corruption proofing) **in the drafting process**.

the Public Administration of the Republic of Serbia and the Comparative Analysis of the Systems in the United States, the Netherlands and Croatia and of the National Legal Framework⁷⁰ were drafted in December 2019. The aim of the guidelines is to offer concrete proposals for changing the national legal and institutional frameworks, which would ensure the basic prerequisites for establishing a comprehensive and efficient ethics infrastructure in the Serbian public administration.

Under the EU IPA 2013 project *Prevention and Fight against Corruption*, the **Guidelines and Recommendations for the Introduction of Ethics and Integrity Officers in**

CHALLENGES

- A long period of harmonisation of opinions both within the SABs and with CSOs in the process of drafting the laws on independent state institutions, bearing in mind the importance of proposed amendments to the laws governing independent institutions, in order to reach a consensus with as wide a range of stakeholders as possible.
- Considering the fact that the Council for Cooperation with Civil Society is a Government's advisory body, and that parliamentary elections will take place in the first half of 2020 followed by the formation of a new Government, there is a risk that the implementation of this activity will be delayed beyond the set deadline.

RECOMMENDATIONS

- 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 - coordinated by MPALSG, MFIN, Ministry of Labour, Employment, Veteran and Social Affairs.
- Continue the promotion of and activities under the Open Data Initiative - coordinated by OITeG.
- 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 - coordinated by the COMMISSIONER FOR INFORMATION OF PUBLIC IMPORTANCE AND PERSONAL DATA PROTECTION.
- 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 - coordinated by MPALSG.
- Continue enhancing the e-Participation section of the e-Government Portal - coordinated by OITeG.

RISKS AND MITIGATION 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 and imbalanced administrative capacities of SABs and LSGUs to implement reforms.	The risk materialised. Conducting ongoing training of civil servants, managers and employees of SABs (359 training sessions and 6357 trainees) and LSGUs (104 training sessions and 1686 trainees) (see more details under Objective 2, NAPA) as well as implementing the same HRM policy at all levels.
Lack of legal prerequisites for implementing reforms.	The risk did not materialise. In the previous period, a large number of amendments to laws and bylaws were made in the field of HRM, e-Government, consultation, public policy management, etc. (see more details under the objectives of this report).
Insufficient financial resources and limited space and technical capacities.	The risk materialised to some extent. The state provided the premises, but donor support was needed to relocate the NAPA after two years to the reconstructed building with modern facilities at 51, Vojvode Stepe Street, Belgrade. The SKIP Centre is located at 11, Dobrinjska Street, Belgrade, where the state provided the premises, but the support of the Republic of Korea was needed to reconstruct and equip the premises. Similar agreement was made for the new SKIP Centre in Niš in 2019 for 2020.
Administrative burden on staff.	The risk materialised. Records and procedures are still kept in both paper and e-form. Organisational adjustment and streamlining of procedures and processes have not been completed yet. There is a rising trend in eliminating unnecessary procedures (of the planned 331 for 2019 ⁷¹ , 38 are fully and 124 partially optimised) and the digitalisation of procedures (e-ZUP and official data exchange). Also, additional involvement of expert and technical assistance was used.
Resistance within public administration to continue reforms.	The risk materialised to some extent. Activities were undertaken throughout the period to fully involve all stakeholders in the reform process. Internal communication activities have been carried out to improve communication of the reform within the public administration (see more details under the chapter on communication).

⁶⁹ <https://bit.ly/2UqG9Og>

⁷⁰ The Law on the Prevention of Corruption (The Official Gazette of the Republic of Serbia, No. 35/2019): <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2019/35/3/reg>

⁷¹ Of the planned 331 procedures for 2019 under the Programme for Streamlining Administrative Procedures and Regulations 'e-Paper' 2019-2021

Body management not sufficiently involved in implementation; it does not provide sufficient support.

The risk materialised to some extent.

Measures were taken to ensure that the implementation of the amendments to the Law on Civil Servants and the training delivery by the NAPA would address the lack of the necessary skills and knowledge (see more details under Specific Objective 2), and the lack of leadership in public administration. At central level, 12 training sessions (145 trainees) for senior civil servants and 18 training sessions (248 trainees) for managers of lower-level organisational units were delivered in 2019. At the LSGU level, 10 training sessions were conducted for LSG managers, attended by 159 persons. In 2020, a Senior Civil Servants Training Programme is expected to be implemented, prepared in collaboration with SIGMA.

Also, on 26 December 2019, the Serbian Government adopted new training programmes for 2020, including a programme for managers at central and LSGU levels⁷². The NAPA and SIGMA together prepared a new training programme for senior civil servants for 2020, which is a part of the Training Programme for Managers in State Bodies for 2020.

Inadequate, incompatible and disconnected IT systems.

The risk materialised to some extent.

Steps were taken to harmonise IT systems in the area of public policy planning and public finances (e.g. linking UIS for public policy planning and implementation monitoring with budget formulation and execution systems and online PAR monitoring application).

ACTIVITIES TAKEN TO IMPLEMENT THE RECOMMENDATIONS FROM THE PREVIOUS 2018 REPORT

OBJECTIVE 1 Activities

RECOMMENDATION: Focus on activities that would contribute to reducing resistance to change

As part of the *Restructuring and Optimisation of the Public Administration in the Republic of Serbia* project, completed on 30 June 2019, two meetings were held on the topic of change management with institutions in charge of implementing recommendations, at which the fulfilment of recommendations from functional reviews and draft action plans were presented and later adopted. On the website <http://upravljanjepromenama.gov.rs/> two e-newsletters on change management were published.

In autumn of 2019, a training needs analysis (available at: <http://public-administration-reform.euzatebe.rs/rs/preuzimanje>) was conducted as part of the EU PAR Sector Reform project regarding the required skills for good public policy management, including change management. Based on the recommendations, the project, together with the PPS and the NAPA, developed three comprehensive training programmes which are included in the NAPA Annual Training Programme for 2020, namely:

- Training of trainers in public policy management;
- Training of civil servants in public policy management;
- Training of senior civil servants in public policy management.

All three programmes contain modules pertaining to communication and the development of soft skills, as well as the necessary skills to manage change, including organisational change, organisational culture change, motivation, etc. According to the approved NAPA programmes, with the support of the EU Project, around 500 civil servants should receive training related to the necessary skills for change management. The training sessions will be followed by mentoring so that participants can gain experience in their daily work.

RECOMMENDATION: Activities to strengthen existing capacities, with staff retention policies, to achieve ownership and continuity of reform processes

Regarding the staff retention policy with the latest amendments to the Law on Civil Servants, which has been in force since 1 January 2019, it has been specified that the **Human Resources Management Service establishes a methodology on the basis of which the situation regarding the staff outflow** from the SABs and the impact of the staff outflow on the work of the bodies is monitored, conducts the analysis of the situation and **suggests measures** for the retention of staff and prevention of the impact of the staff outflow on the smooth operation of the SABs. In accordance with the Law and the Instruction on the methodology for monitoring and analysing the situation regarding the staff outflow and its impact on the work of SABs⁷³, the Service has **prepared the First Report on the status of the staff outflow with a proposal of measures, covering only the period from April to August 2019**, but an annual staff outflow report is expected in the upcoming period. In addition to the measures proposed by the Government, the head of the outflow-affected authority may take measures at his/her disposal to retain the staff, such as reorganisation of jobs and required non-managerial staff, planning special training programmes to strengthen staff capacity and other measures to create a desirable and stimulating work environment.

Also, in order to retain staff, an internal labour market has been established, as a quality and efficient employee base, which should ensure greater volume of staff mobility to appropriate positions in the state administration in accordance with competences and contribute to the strengthening of staff in certain areas. **The Internal**

⁷² <https://www.napa.gov.rs/tekst/51/program-obuke-rukovodilaca-u-drzavnim-organima.php> и <https://www.napa.gov.rs/tekst/52/program-obuke-rukovodilaca-u-jls.php>

⁷³ The Official Gazette of the Republic of Serbia, No. 28/2019

Labour Market Decree was adopted at the end of 2019 and its application started on 1 January 2020.

The Decree amending the Decree on jobs grouping and criteria for the description of jobs of civil servants⁷⁴ stipulates that in **determining the limitation in the number of civil servants** in the SABs, the independent counsellor title does not take into account the work positions classified under that title which include inspection tasks carried out with at least 50% of working time relative to the final job description, and that the limitation of the number of civil servants in jobs classified under the independent counsellor title which include other tasks (in the body performing inspection activities) shall be determined relative to the total number of civil servants reduced by the number of civil servants referred to in Article 2, paragraph 5 of this Decree.⁷⁵

RECOMMENDATION: Optimisation and reduction of the existing number of public policy documents will be conducted in accordance with the Law on the Planning System of the Republic of Serbia.

It is planned that each of the 18 planning areas has its own 'umbrella' strategy, while the idea is to further elaborate specific objectives of the strategies through programmes. In this manner, the strategic framework of each planning area should be refined, synchronised and hierarchically established. This would reduce the number of existing strategies and therefore the number of reports on their implementation. In order to reduce the number of valid strategies, public policy document proponents have the opportunity to develop cross-sectoral strategies if they define public policies for multiple policy planning and implementation areas.

The PPS insists on these principles in its formal opinions as well. Prior to issuing an opinion, the PPS endeavours to be as much involved as possible in the public policy documents and regulations drafting process, through participation in working groups during their drafting, as well as through formal and informal consultations with proponents of public policy documents and regulations. In the process, the PPS indicates the appropriate type of document that needs to be prepared and the content of the document itself.

The aforementioned principles and provisions also apply during the development of the new PAR Strategy for the period after 2021, the preparation of which began during the 4th quarter of 2019.

74 The Official Gazette of the Republic of Serbia, No. 42/19

75 The staffing situation in the MPALSG and HRMS in the previous period:

Until the end of 2019, the Law on the Method of Determining the Maximum Number of Employees in the Public Sector, as well as the Decision on the maximum number of permanent employees in the system of public authorities, system of public services, the AP Vojvodina system and the LSG system for 2017 was in force. The Rulebook on the internal organisation and job classification in the MPALSG, which came into force on 15 April 2019, envisaged 108 employees for the MPALSG and 28 permanent employees for the Administrative Inspectorate. In May 2019, the Government adopted amendments to the Decision on the maximum number of employees, which allowed the MPALSG to increase the number of employees by 19 persons, while the Administrative Inspectorate was allowed an increase of 4 permanent employees.

Following the amendment of the Decree on the job classification pertaining to inspection tasks, the MPALSG appointed a larger number of permanent staff, without taking into account the jobs classified under the independent counsellor title in which inspection tasks are performed. The said Rulebook entered into force on 1 November 2019. The drafting of the MPALSG Staffing Plan for 2020 took into account the number of civil servants and general service employees provided for under the aforementioned decision (127 for the Ministry, 32 for the Administrative Inspectorate), as well as planned increase in the number of employees in accordance with the new competencies of the Ministry.

In order to implement the new competencies of the HRMS, arising from the provisions of the Law on Civil Servants and relevant bylaws, the HRMS was allowed by the Decision to increase the number of employees by 10 new non-managerial staff, so according to the current Rulebook on Internal Organisation and Job Classification, the HRMS has 45 employees. In 2019, the HRMS conducted five recruitment procedures during which 5 new employees were selected. The draft staffing plan for 2020 envisages recruitment of another 5 persons in non-managerial work positions. However, as the Decree on the internal labour market of state authorities has stated that it is necessary to increase the number of employees performing new tasks of the HRMS in 2 more work positions, the new Staffing Plan is expected to create employment opportunities for 2 more employees in the non-managerial work position in 2020.

76 The Programme covers the following topics: public policy management process, consultation, regulatory and public policy impact assessments, cost determining policy and medium-term planning.

RECOMMENDATION: Train and create a network of public policy planning officers who would drive further reforms, but also serve as a forum for sharing experience and enhancing cooperation in public policy planning

Under the IPA 2015 PAR Support project, a new pilot Civil Servants Training Programme was prepared in 2019 to strengthen their capacity to implement the Planning System Law. The aim of the programme is to strengthen approximately 500 civil servants in their capacity to manage the public policy system in accordance with the Public Policy Management for Civil Servants programme, which is a part of the NAPA's 2020 Annual Training Programme.⁷⁶

Also, in cooperation with the NAPA, the PPS provides training in topics such as: Regulatory impact assessment – a road to quality regulations; Management of the legislative process; Drafting of public policy documents; Public policy development, analysis and implementation; Government's programme implementation action plan; Public policies – development, implementation and impact assessment; Implementation monitoring and evaluation in the public policy management process; Training in making an inventory of administrative procedures related to doing business; Training in optimising administrative procedures; Training in medium-term planning; and Training in how to use the unified information system for public policy planning, implementation monitoring, coordination and reporting.

RECOMMENDATION: Timely implementation of competition procedures for senior civil servants so that their job positions do not remain vacant

In 2019, 92 competition procedures for vacancies were launched and announced to fill senior positions, 19 of which were internal and 73 public. Also, 50 competition procedures were completed and the candidate selection lists were submitted for decision.

The total number of senior job positions on 31 December 2019 was 379. Out of these, 124 positions were filled by appointment after the competition. In 2019, the Government appointed a total of 30 persons to senior positions following the competition, 4 of whom were re-appointed, 4 re-assumed their positions and 12 were dismissed.

The heads of bodies initiate the procedure for filling senior positions, the recruitment procedure is conducted by the HCSC and the selection commissions formed by the HCSC, while the HRMS performs professional, technical and administrative tasks on behalf of the HCSC in the course of competition procedures.

It should be noted that a number of SABs did not align their rulebooks on the internal organisation and job classification with the new statutory amendments, and that the procedures for filling senior positions are yet to be initiated.

RECOMMENDATION: Introduce strategic goals and other targets in the work of ministries as annual goals of senior civil servants to monitor the performance of organisational units

In order to implement the new provisions of the Amendments to the Law on Civil Servants, a Decree on performance appraisal of civil servants in all state bodies was adopted, in accordance with which the annual goals of the bodies, which derive from the strategic goals of the bodies, i.e. planning and other documents related to the work of the state body (strategies, action plans, annual work plan, programme budget, etc.) were determined. The strategic goals of a body are the annual goals of the most extensive internal organisational units. The senior civil servant who is the manager of that unit is responsible for the achievement of these goals, on the basis of which his/her performance is evaluated annually (reference to Chapter 32).

OBJECTIVE 2

Activities

RECOMMENDATION: Provide employees with training for the purpose of acquiring skills for conducting the competition procedure and performance appraisal

In 2019, 38 training sessions on these topics were organised by the NAPA, with a total of 1001 participants (from 122 authorities and administrative districts).

RECOMMENDATION: Ensure the necessary number of employees and adequate space for public administration activities as well as for reform-oriented activities. Ensure that sufficient number of people are recruited to enable NAPA to function smoothly at full capacity

In 2019, 5 new employees were hired on a permanent basis, who are responsible for training delivery. On 15 January 2020, the NAPA building was opened which fulfils all the necessary requirements for training delivery.

New building: <https://www.youtube.com/watch?v=tVa4W2VGI0o>. It covers an area of 3,500 m² and has 14 classrooms, one of which is an amphitheatre, equipped to the highest standards for training and workshops. It can accommodate 400 trainees at a time.

RECOMMENDATION: Increase the number of online training courses and introduce innovative training delivery methods to increase the scope of trained staff

In 2019, on the proposal of the NAPA, the Decree on accreditation, methods of engagement and remuneration of trainers and providers of professional development programmes in public administration⁷⁷ was amended, providing for online training. Such training will be provided in 2020.

77 The Official Gazette of the Republic of Serbia, Nos. 90/18 and 71/19

OBJECTIVE 3

Activities

RECOMMENDATION: Intense political and institutional support for the implementation of PIFC is needed to further emphasise the importance of PIFC

Activities were taken to make managerial accountability, as a particularly important segment of PIFC, recognised by a wider range of key institutions, which actively cooperated in its promotion in 2019.

Activities were launched to increase the representation of PIFC within public policy documents – under the new PAR Strategy 2021-2030 managerial accountability will be treated under a separate Responsibility and Transparency pillar, while the core PIFC will be dealt with under a separate section.

During 2019, significant media coverage of PIFC topics was achieved, primarily through internal audit, through communications from the MoF.

The PIFC Task Force within the PAR Council ensures that PIFC topics are discussed also by this body.

The conclusion by which the Government adopted the latest Consolidated PIFC Status Report for 2018 was provided to all ministries for the implementation of the recommendations made in the Report.

RECOMMENDATION: Conducting public procurement to improve the IT system, i.e. to develop modules for monitoring and reporting on the budget programme performance

In 2019, public procurement for the development of the programme performance reporting module within the budget development system (BIS – Budget Information System) was announced and successfully carried out, a detailed specification for the preparation of the module was drafted and the development of the reporting module began.

RECOMMENDATION: Undertaking activities and training in the field of public procurement in order to better acquaint the contracting authorities with the possibilities of implementing and improving the implementation of framework agreements

The PPO, with the support of the GIZ project Supporting Further Improvement of Public Procurement in the Republic of Serbia under IPA 2013, developed Guidelines for Framework Agreements. Since the Public Procurement Law was adopted in December 2019, it is further planned to develop models of framework agreements and to provide training in the implementation thereof.

OBJECTIVE 3

Activities

RECOMMENDATION: Encourage the increase of the number of green public procurements and establish the duty of selected tenderers to respect environmental protection obligations i.e. provisions of international law related to environmental protection, in executing the public procurement contract

A conference on green public procurement in the Republic of Serbia was held on 30 October 2019 on the premises of the Serbian Chamber of Commerce. The PPO representative spoke about the new strategic and legislative measures which the PPO will take in the coming period with the aim of improving the public procurement system and increasing the number of green public procurement and, in general, sustainable public procurement in the Republic of Serbia.

Guidelines on green public procurement 'How to apply environmental aspects in public procurement' were developed and published on the PPO website. http://eupodraska.ujn.gov.rs/wp-content/uploads/2020/01/Smernice-Zelene_JN.pdf The plan is to promote these guidelines and further encourage an increase in the number of green public procurements.

RECOMMENDATION: Encourage the purchase of goods, services and works which take into account environmental and energy specifications and labels, and encourage the specifications of the award criteria relating to environmental benefits, environmental protection, energy efficiency and overall lifecycle costs of the procurement item

The Public Procurement Development Programme of the Republic of Serbia 2019–2023 was adopted in November 2019, one of the specific objectives being 'Promoting and encouraging environmental and social aspects of public procurement and innovation'. With regard to this, in the coming period, through the adoption of annual action plans and the definition of measures and activities therein, public procurement will be encouraged to include the environmental aspect (green public procurement) and innovation. Achieving this objective will be based on increasing the use of environmental and social aspects in public procurement, as well as fostering innovation.

The PPO representatives attended the training Workshop on the application of the most economically advantageous tender criterion in public procurement procedures organised by the UNDP on 21–22 October 2019 in Vrđnik. The topic of the training was to present the contract award criteria under the proposed new Public Procurement Law. The PPO representatives also took part in the workshop Working meeting on the application of the most economically advantageous tender criterion and experience in the implementation of EU directives, which was held on 25–27 November 2019 under the UNDP project. These training sessions presented novelties of the new legislative framework, methods and manner of determining the most economically advantageous tender as a contract award criterion under the new Public Procurement Law.

OBJECTIVE 4

Activities

RECOMMENDATION: Establishment of more OSSs locally in 2019

A public call was announced on 4 October 2019 for Offering support for establishing one-stop shops in LSGUs and city municipalities. On 14 November 2019 agreements were signed with six LSGUs and city municipalities. Specifically, support was provided to the City of Užice, and municipalities of Gornji Milanovac, Kuršumlija, Vlasotince, Stara Pazova and Rača.

<http://mduls.gov.rs/saopstenja/podrska-za-otvaranje-jedinstvenog-upravnog-mesta-u-jos-sest-gradova-i-opstina/?script=lat>. Also, certain OSSs were opened as a result of activities in 2018 and 2019: <http://mduls.gov.rs/saopstenja/ruzic-lazarevac-dobio-jedinstveno-upravno-mesto-za-brze-i-efikasnije-usluge-gradjanima/?script=lat> , <http://mduls.gov.rs/saopstenja/ministar-ruzic-otvorio-jedinstveno-upravno-mesto-u-smederevskoj-palanci/?script=lat> ,

<http://mduls.gov.rs/saopstenja/ministar-ruzic-otvorio-jedinstveno-upravno-mesto-u-somboru/?script=lat>

RECOMMENDATION: The MPALSG should exert influence on the competent ministries in 2019 to fulfil the obligation of aligning special laws with the Law on Inspection Supervision, taken over by the Government Conclusion

The Coordinating Commission for Inspection Supervision made an urgent appeal to align special laws with the Law on Inspection supervision in 2019, which is to be renewed in 2020.

RECOMMENDATION: In the 1st quarter of 2019, a complete budget needed to implement the Smart Cities pilot project should be formulated

A pilot project had been planned to be developed by the end of 2019 for two municipalities in Belgrade as part of a feasibility study on Smart Cities in the Republic of Serbia with the support of the Republic of Korea, but the deadline was postponed to 2021 due to general elections in the Republic of Korea.

In the 4th quarter of 2021, it is expected that a complete budget needed to implement the Smart Cities pilot project will be formulated.

RECOMMENDATION: Establish deadlines for performing the blockchain analysis with the support of the Republic of Korea

The analysis of the use of blockchain technology in the Republic of Serbia was done in cooperation with the Government of the Republic of Korea in 2019.⁷⁸

⁷⁸ Feasibility Study on the use of blockchain in public administration in the Republic of Serbia, http://mduls.gov.rs/wp-content/uploads/Blockchain-studija-NIA_srb.pdf (in Serbian) and <http://mduls.gov.rs/wp-content/uploads/Blockchain-study-ENG.pdf> (in English)

OBJECTIVE 5

Activities

RECOMMENDATION: Provide a legal framework for the electronic submission and updating of information bulletins and for sustainability of the e-Bulletin application

The Draft Law Amending the Law on Free Access to Information of Public Importance was drafted and comments provided by the relevant institutions, the European Commission, SIGMA, etc. The Government is expected to approve the Draft in the 3rd quarter of 2020 in accordance with the adopted Government Work Plan and afterwards to submit the Bill to the National Assembly.

RECOMMENDATION: Take measures to achieve a broad consensus and soon to adopt amendments to the above-mentioned laws on independent state institutions

The National Assembly of the Republic of Serbia passed the following laws:

- The Law on the Prevention of Corruption⁷⁹
- The Law on the Anti-Corruption Agency⁸⁰

In 2019, a peer review of the State Audit Institution was launched by the OECD/SIGMA. At the same time, a self-assessment exercise was initiated in line with the new INTOSAI Development Initiative's Strategy, Performance Measurement and Reporting programme, which was launched globally to address institutional capacity development and to support strategic management efforts by supreme audit institutions for their better performance. The programme will assist supreme audit institutions in holistic performance assessment using the SAI Performance Measurement Framework to establish a quality strategic and operational planning process, as well as integrated monitoring and performance mechanisms. Given the fact that peer review and self-assessment findings can serve as the basis for strategic planning and capacity development, and for possible amendments to the Law on the State Audit Institution, the deadline for this activity was shifted to the fourth quarter of 2020.

In observance of the highest international standards of cooperation between public authorities and the civil sector, and in order to ensure a transparent process of amending the legislative framework for free access to information of public importance, the MPALSG held online public consultations (5–15 February 2018) <http://mduls.gov.rs/obavestjenja/ministarstvo-zapocinjje-postupak>

⁷⁹ The Official Gazette of the Republic of Serbia, Nos. 35/19 and 88/19

⁸⁰ The Official Gazette of the Republic of Serbia, Nos. 97/08, 53/10, 66/11-CC, 67/13-CC, 112/13 (Authentic Interpretation), 8/15-CC and 88/19

⁸¹ Note: The Law on the Anti-Corruption Agency shall cease to have effect on the day of application of the Law on the Prevention of Corruption (Articles 113 and 114 of the Law on the Prevention of Corruption – The Official Gazette of the Republic of Serbia, No. 35/19) i.e. from 1 September 2020.

[-javnih-konsultacija-za-izmene-i-dopune-zakona-o-slobodnom-pristupu-informacijama-od-javnog-znacaja/](http://mduls.gov.rs/obavestjenja/poziv-za-ucescu-u-javnoj-raspravi-o-nacrtu-zakona-o-izmenama-i-dopunama-zakona-o-slobodnom-pristupu-informacijama-od-javnog-znacaja/); had a number of meetings with competent authorities, representatives of civil society, and the Commissioner and representatives of this service; conducted a public hearing over an extended period (22 March – 19 April 2018) <http://mduls.gov.rs/obavestjenja/poziv-za-ucescu-u-javnoj-raspravi-o-nacrtu-zakona-o-izmenama-i-dopunama-zakona-o-slobodnom-pristupu-informacijama-od-javnog-znacaja/>; organised the round table discussion on 27 March 2018, in Belgrade, attended by the representatives of: the EU Delegation, international organisations, the Commissioner for Information of Public Importance, state bodies, over 30 CSOs, MPs, LSGUs, judicial authorities, etc. Throughout the process, the SIGMA experts provided constant support to the working group. Information on law-making activities can be found at:

<http://mduls.gov.rs/javne-rasprave-i-konsultacije/informacija-ogradu-na-izmenama-i-dopunama-zakona-o-slobodnom-pristupu-informacijama-od-javnog-znacaja/>

As regards amendments to the legal framework on the Ombudsman, the Working Group held three meetings in 2019, attended by the Ombudsman himself, to discuss the provisions of the new Law drafted by the Ombudsman. This process would include holding online public consultations, roundtables, public hearings and consultations with the SIGMA experts. A transparent law-making process and full cooperation with the civil sector and a wide range of competent authorities is going to ensure the achievement of the ultimate goal – finding the best solutions to improve the situation in this area.

RECOMMENDATION: Improve the e-Participation section of the e-Government Portal

Development of the Technical Specification for the new e-Participation (public hearing) module on the redesigned e-Government Portal is underway.

The module will be an integral part of the e-Government Portal. The process of redesign of the e-Government Portal is underway. The deadline for completion is 3rd quarter 2021.

RECOMMENDATION: Adopt a strategic framework for promoting cooperation and civil society development

The strategic framework was been adopted. Proposal of a strategy for creating an enabling environment for the development of civil society in the Republic of Serbia 2018–2020 with the action plan for the implementation of the strategy, which is an integral part thereof, was drafted in cooperation with the OCCS and submitted to the Government for consideration and approval on 14 March 2018.

ACTIVITIES TO COMMUNICATE PUBLIC ADMINISTRATION REFORM IN 2019

Strategic framework

Under the EU-funded project *Support to Public Administration Reform Visibility and Communication*, a **PAR Strategic Communication Framework** was developed, aiming to formulate guidelines for consolidated communication in order to raise awareness and inform the public about the process, challenges and results of the public administration reform in the Republic of Serbia. The preparation of the Strategic Communication Framework was preceded by a comprehensive **Situation Analysis** of the capacities of the participating institutions and their past efforts and effects in the field of information on these topics. In addition to this document, an accompanying **Action Plan** was developed the implementation of which began in October 2019.

According to a public opinion poll conducted in December 2019 by CeSID for the EU-funded PAR Visibility & Communication Project, 71% of respondents had heard about the public administration reform in Serbia, which is an increase of 1% compared to the December 2018 survey. Intensified activities of the Serbian Government to promote the public administration reform⁸² commenced in the second half of December 2019, so real results are expected in 2020.

Internal communication

The MPALSG also launched an **online platform** for better communication to the internal public inside the administration, called the **Bulletin Board**, the functionality of which is being tested this year by 10 LSGUs. The platform aims to ensure that all officers keep up

⁸² Examples of communicating PAR in 2019 in the media:
http://mduls.gov.rs/wp-content/uploads/press_clipping_PAR-2019.pdf
 TV stations: <http://mduls.gov.rs/wp-content/uploads/Happy-TV-Lazarevac-JUM.flv>
<http://mduls.gov.rs/wp-content/uploads/Prva-TV-olaksane-procedure.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-STA-radite-bre-Vrednovanje-rada-sluzbenika.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-Digitalni-samit.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-Diopt-saradnja-SRB-i-FR-RJU.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-e-inspektor.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-E-papir.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-izvestaj-SIGMA.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-naclt-zakon-o-referdumu.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-OGP.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-otvaranje-NAPA.flv>
<http://mduls.gov.rs/wp-content/uploads/RTS-Dnevnik-placanje-prekrsajnih-kazni-preko-neta.flv>
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<http://mduls.gov.rs/wp-content/uploads/RTV-Vojvodina-Dnevnik-digitalizacija-poljoprivreda.flv>
<http://mduls.gov.rs/wp-content/uploads/RTV-Vojvodina-Dnevnik-e-papir.flv>
<http://mduls.gov.rs/wp-content/uploads/RTV-Vojvodina-Exchange-5.flv>

<http://mduls.gov.rs/>



* anything over 60 seconds of website retention can be considered a great result

The quality of the articles and the selection of topics were such that website visitors showed their interest to view the content.

with changes and have a place to consult if something is unclear or if they want to develop professionally. This ensures their job satisfaction and better service delivery to citizens, which ultimately increases user satisfaction. The platform is intended for Serbian public administration employees only and is visible to users with a username and password. It contains PAR information relevant to national or local level (which can only be seen by employees of that particular LSGU).

External communication

On 16 December 2019, a special PAR awareness raising segment was launched within the MPALSG **website**. A system for measuring results has been in place since November 2019, so the data below cover the period of last two months of 2019.





TV CAMPAIGN

28 November - 27 December 2019

on TV stations with national coverage licence (RTS and Pink TV), regional TV stations (RT Vojvodina), local TV stations (Niš, Novi Pazar and Kraljevo) and cable TV channels.

8 VIDEOS **5.8** MILLION VIEWERS **5,399** TIMES SHOWN

In terms of the target audience (both genders aged 16-65), the campaign covered

87.3% OF POPULATION **4.1** MILLION VIEWERS



SOCIAL MEDIA CAMPAIGN

24 December 2019 - 16 January 2020
on the MPALSG profiles

5 SOCIAL NETWORKS **88** POSTS

2,029,937 PROMOTED POSTS TOTAL TIMES SHOWN

1,641,486 REACH **2,297** INTERACTIONS

Campaign video clips were viewed for 198,419 minutes on social media. During this period, the following was noted⁸³

16x POSTS REACH INCREASE compared to the previous month. When comparing January 2018 and January 2019 data, there was also a 16x increase.

249% INCREASE OF INTERACTIONS

33% INCREASE OF MPALSG FACEBOOK PAGE VIEWS

The PAR was promoted by a dedicated network of 20 journalists who prepared 32 PAR reports in the second half of 2019 which were broadcast/published on television, radio, the internet and the print media.



OOH ADVERTISING

35 BILLBOARDS

23 POSTERS IN BUSES AND TRAMS

7 EXTERNAL LABELLING OF BUSES AND TRAMS



INTERNET CAMPAIGN

viewed by a total of

20,340,035

visitors through banners on the most visited websites in Serbia.

Promotional events were organised, such as promotion of the commencement of the work on drafting the 2030 Public Administration Reform Strategy and the Open Government Partnership Week.

A media activities plan was developed, which included a set of video clips on recent developments in the inspection supervision reform. These clips were posted on social networks, while some were broadcast on local media as paid advertisements.

The total number of media reports mentioning the PAR was 926 in December 2019 alone, out of which 14 in print media, 92 in electronic media, 66 on local and TV stations with national coverage, while the rest was broadcast on radio stations (20) and regional electronic media (6). News agencies prepared 69 reports.

⁸³ **Facebook** Number of fans: At the turn of 2018-2019, the MPALSG Facebook page had 15,865 fans. In January 2020, the number of fans increased to 20,148, which is an increase of about 21% achieved in one year. While in early 2019 only 1,100 fans (or 7%) engaged, in early 2020 10,437 fans (or even 51%) did that. Number of Posts: The number of posts in January 2019 and January 2020 was similar, but posts from 2020 had an increase in organic reach by as much as 61%. **Instagram** Number of followers: In January 2019, the MPALSG Instagram page had 1,526 followers, while in January 2020 it increased its follower base to 2,309. Along with this increase, the page also had an increase in the average number of engagements – 40 in January 2019 and 110 in January 2020. This means that new followers are persons interested in the work of the MPALSG. **Twitter** Number of followers: In January 2019, the Twitter profile had 3,676 followers, and a year later 4,317. While the average number of engagements per post was 23 in January 2019, a year later this number doubled to 50 with posts exceeding 100 engagements. Particularly significant is the increase in the number of posts shared by followers.



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