Action Plan for implementation of the Public Administration Reform Strategy of the Republic of Serbia for the period 2018-2020

INTRODUCTION

The Action Plan for implementation of Public Administration Reform Strategy of the Republic of Serbia for the period 2018-2020 is an operationalization of the Strategy[1] which defines measures – results for the implementation of the public administration reform, as well as specific activities necessary to achieve the desired results. Its preparation fully considered the preceding Reports on implementation of the Action Plan for PAR Strategy of the RS for the period 2015 – 2017 as well as the context limitations, primarily the needs of fiscal consolidation, but also of the accession of the Republic of Serbia to the European Union. Harmonisation with the strategic framework for accession to the EU and with the national strategic framework was among the key principles underlying the preparation of the Action Plan. In this context, the recently published Strategy of EU Enlargement to the Western Balkans („A credible enlargement perspective for and enhanced EU engagement with the Western Balkans") reiterates that: *„Public administration reform is paramount to strengthening governance at all levels. This includes improving the quality and accountability of administration, increasing professionalism, de-politicisation and transparency, also in recruitment and dismissals, more transparent management of public finances, and better services for citizens. An appropriate balance between central, regional and local Government also needs to be found. Governments should ensure stakeholders can actively participate in the reform and policy making process, for example by establishing inclusive structured dialogues on reform priorities with the involvement of an empowered civil society. An enabling environment for civil society organisations is therefore crucial. All these reforms remain at the heart of the region's EU path. Only with delivery of tangible and sustainable results will the necessary credible momentum be achieved."*[2]

In line with the above, the Action Plan for the period 2018-2020 covering all the above goals, was prepared through a participatory approach, by establishing the Special Working Group[3] consisting of representatives of all state administration bodies and services of the Government, civil society organisations selected on the basis of a public call and members and observers from a number of independent state bodies[4]. The Special Working Group implied

[1] PAR Strategy („The Official Gazette RS", No. 9/14 , 42/14 – corrections), the AP PAR for the period 2015-2017 („The Official Gazette RS", No. 31/15) and Reports on implementation are published at the website of the MPALG, at the following link in the Serbian language: http://www.mduls.gov.rs/reforma-javne-uprave-sprovodjenje-strategije.php and in the English language: http://www.mduls.gov.rs/english/reforma-javne-uprave.php

[2] „A credible enlargement perspective for and enhanced EU engagement with the Western Balkans", Strasbourg, 6 February 2018, p. 5, link to document: https://ec.europa.eu/commission/sites/beta-political/files/communication-credible-enlargement-perspective-western-balkans_en.pdf

[3] The Special Working Group for preparation of the draft Action Plan for implementation of Public Administration Reform Strategy of the RS for the period 2018-2020, was established by the decision of the Minister of public administration and local self-government number: 021-00-00403/2017-06 of 13 September 2017.

[4] The Invitations for participation in the work of the Special WG were sent to all independent state bodies (State Audit Institution, the Commissioner for Information of Public Interest and Personal Data Protection, the Commissioner for Equality, the Ombudsman, and the Anti-Corruption Agency). Of the invited independent state bodies, the Anti-Corruption Agency and the State Audit Institution appointed their representatives as members of the Special WG, and representatives of the Commissioner for Equality are invited to all meetings as observers, in line with the wish of the Commissioner to participate in this way, and representatives of the Ombudsman and the Commissioner for Information of Public Interest and Personal Data Protection, in line with their policy, do not participate in the work of working groups of the state administration, however they did express readiness for cooperation through providing their written opinions to the draft AP or specific meetings for the purpose of technical consultations.

coordination between the umbrella group at the level of officials and appointed positions and therefore five operational sub-groups were formed for the five specific objectives of the PAR Strategy. Representatives of the Delegation of the EU to the RS attended the meetings of the umbrella Special WG. In the process of drafting the documents support was provided by experts of SIGMA / OECD (Organisation for Economic Cooperation and Development).[5]

The methodological approach is results-oriented, while certain elements of the process approach were also maintained. The Action Plan includes measures and activities for a period of three years (2018–2020) in table format, according to the structure of objectives and measures from the PAR Strategy. Indicators for monitoring the success of implementation of the AP are defined at the level of objectives and measures. Every measure lists the key activities necessary for the achievement of the measure, specifying the deadlines for implementation of such activities, to enable progress to be monitored in achieving the measure. The terms used in the Action Plan are the terms used in the PAR Strategy of the Republic of Serbia.

The process of preparation of the AP ensured the links with other strategic documents in several ways.[6] Firstly, in line with the strategic orientation of the Republic of Serbia to join the European Union and fulfil all obligations arising from the negotiation process with the EU, the Action Plan for PAR pays special attention to the obligations in the EU accession process. Also, two types of related strategic documents were identified and links to them are ensured to the greatest extent possible:

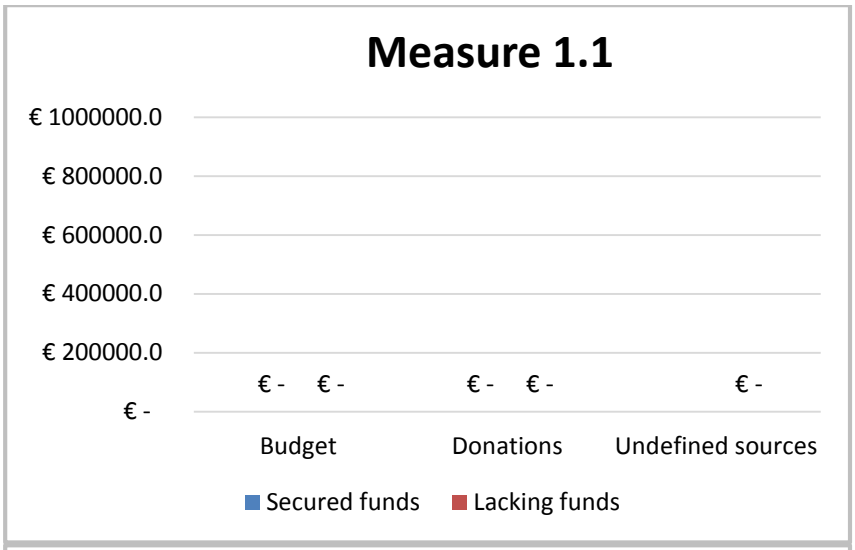
- Sub-sectoral strategies (sub-strategies)
- Lateral strategies

Detailed methodology of the Action Plan is presented in the **Annex** which constitutes an integral part of this Action Plan, specifically:

- **Annex 1**: Methodological approach to the preparation of the Action Plan
- **Annex 2:** PAR coordination and management system;
- **Annex 3:** PAR monitoring and evaluation system;
- **Annex 4:** Overview of the Action Plan Implementation Dynamics (Gantt Chart);
- **Annex 5:** Overview of appropriated and missing additional financial resources for implementation of the AP;

[5] For more details on the drafting process and the Special WG, see section **1.2. Process of the Preparation of AP and the Team** , Annex 1 to the AP PAR for the period 2018-2020.

[6] For more details on the links with the strategic documents see Section **1.5. Links with other strategic documents**, Annex 1 to the AP PAR for the period 2018-2020.

- 
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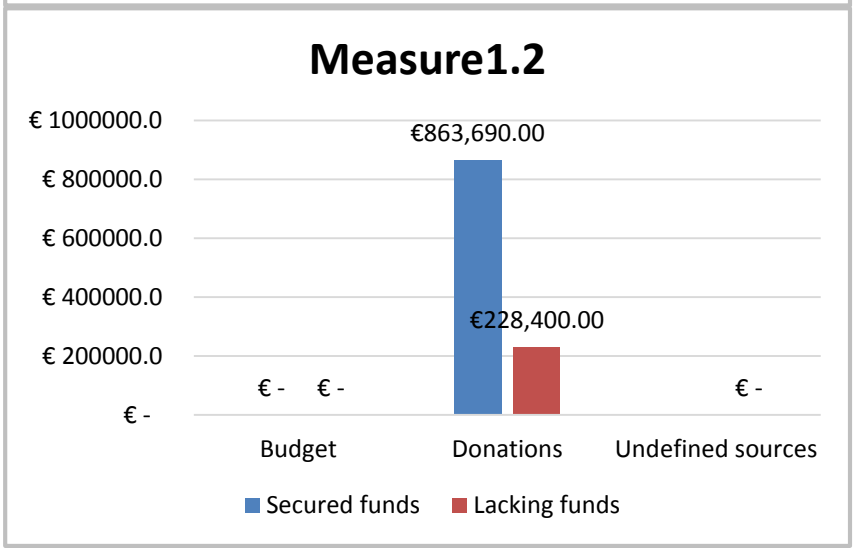
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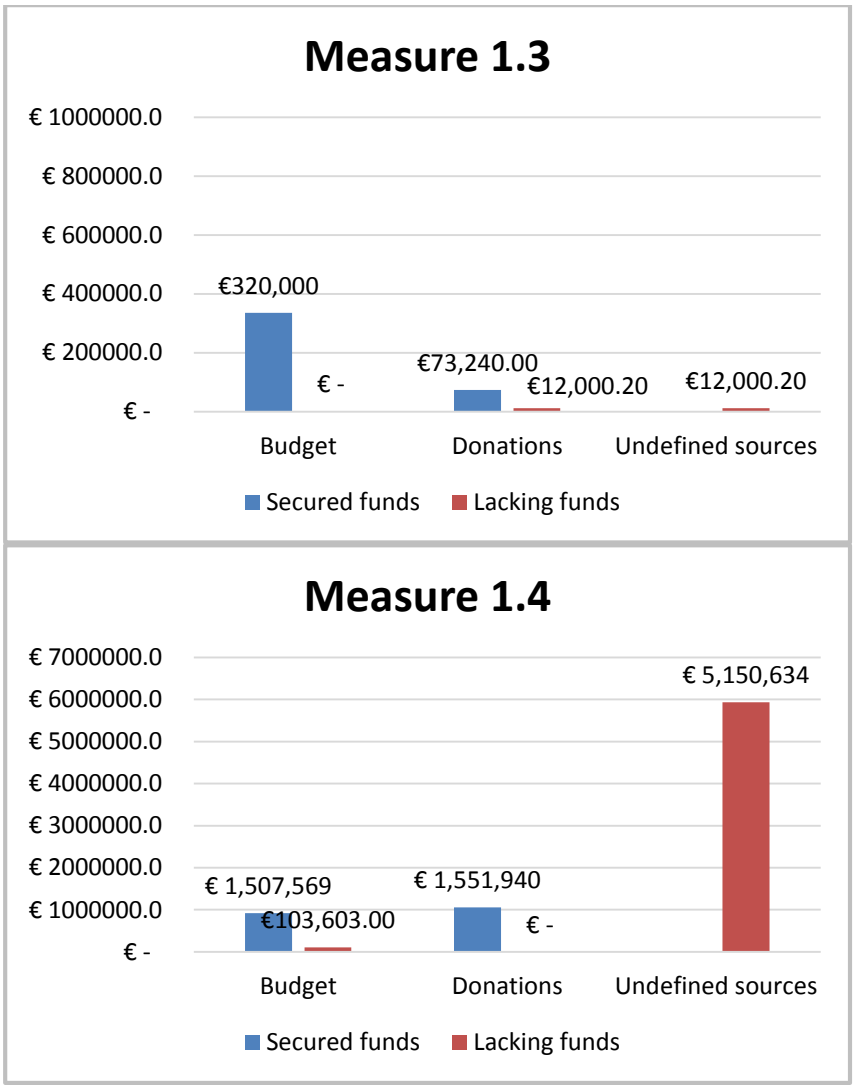
- 
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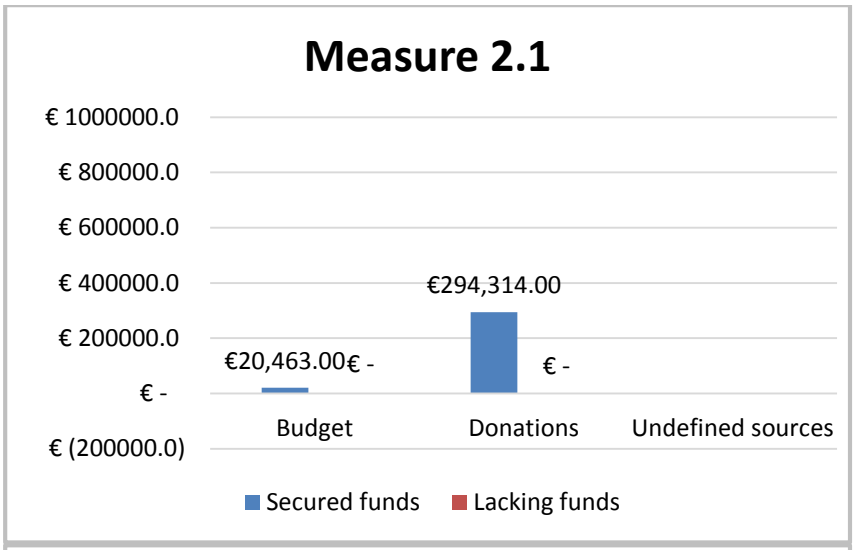
- 
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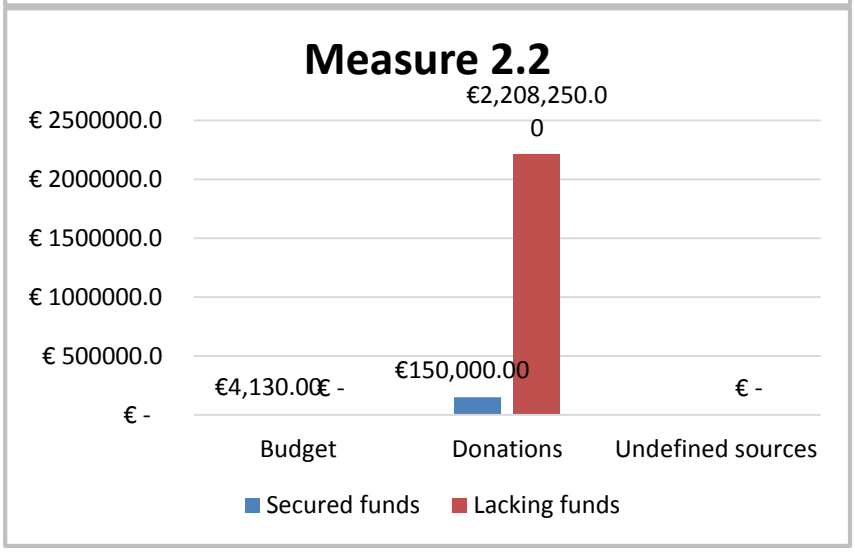
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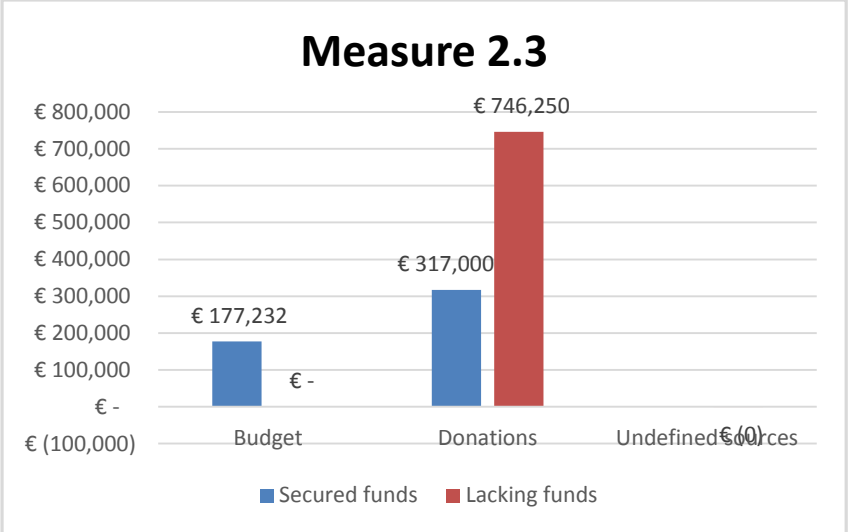
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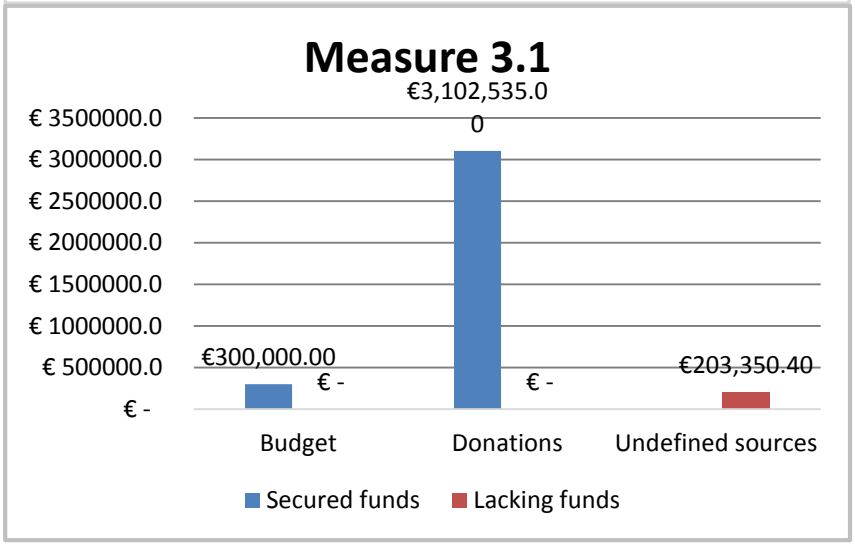
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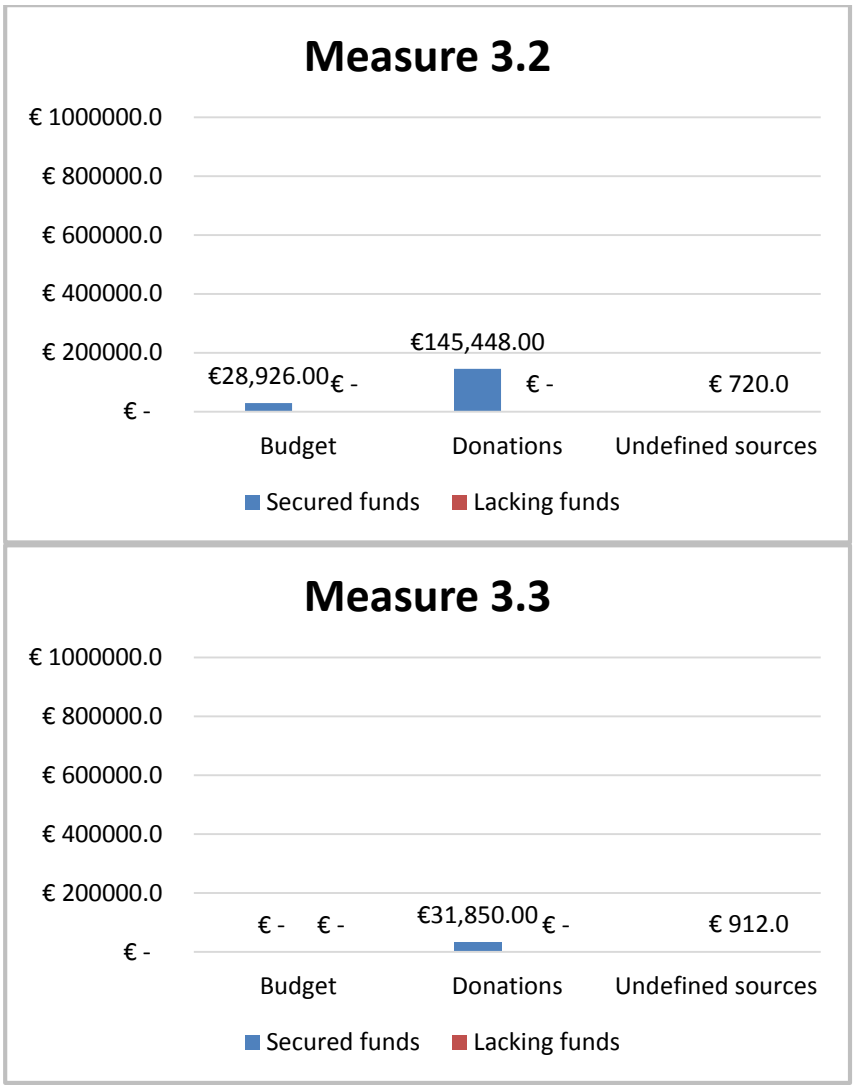
- 
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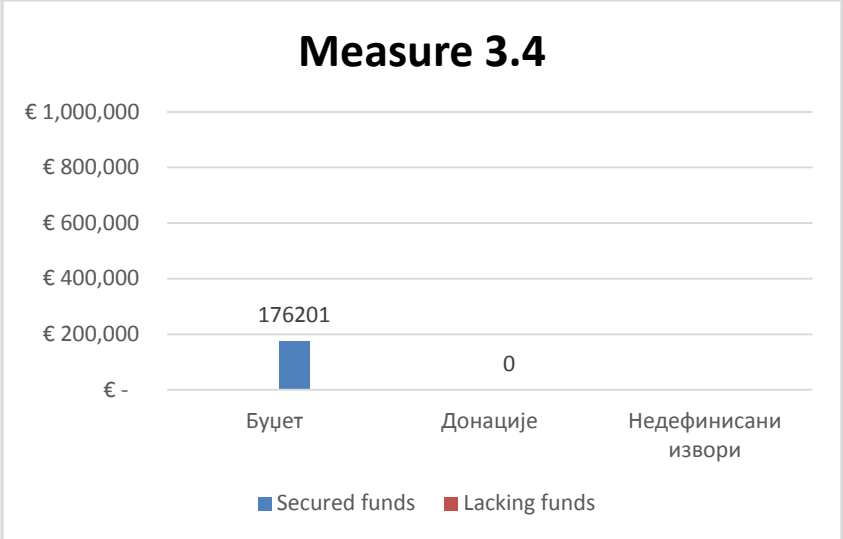
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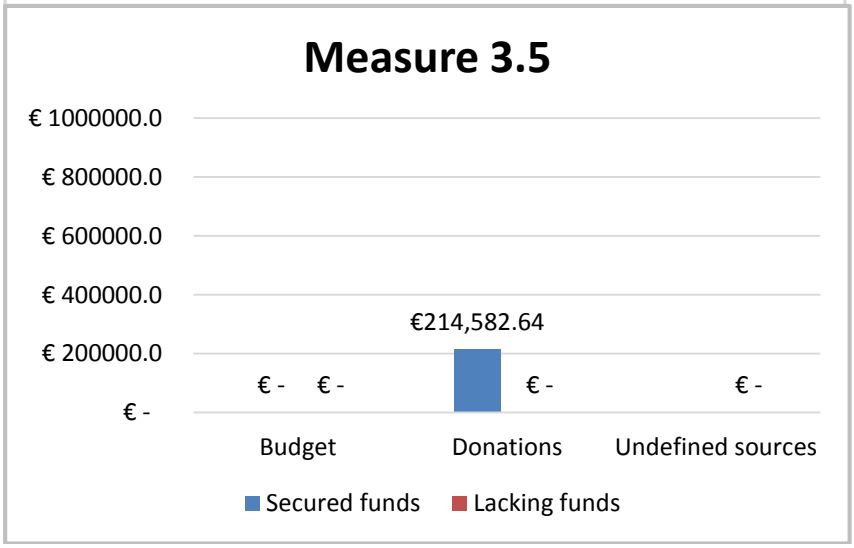
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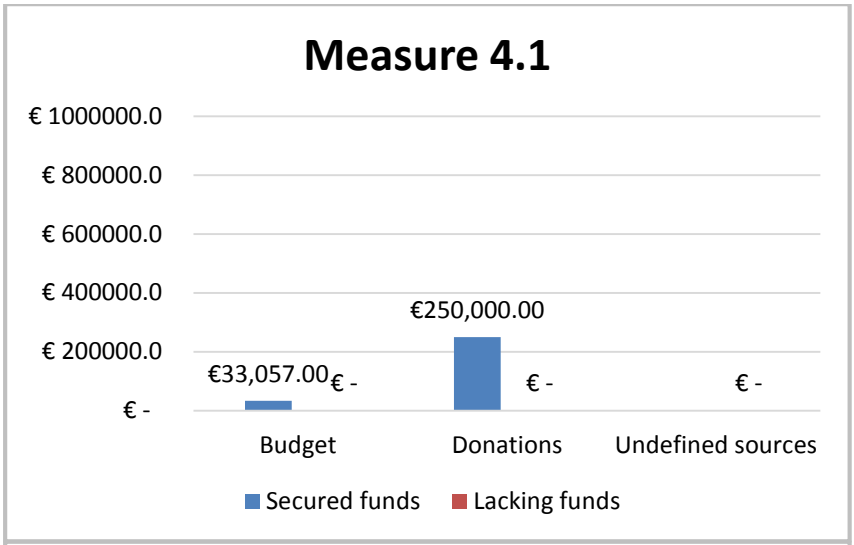
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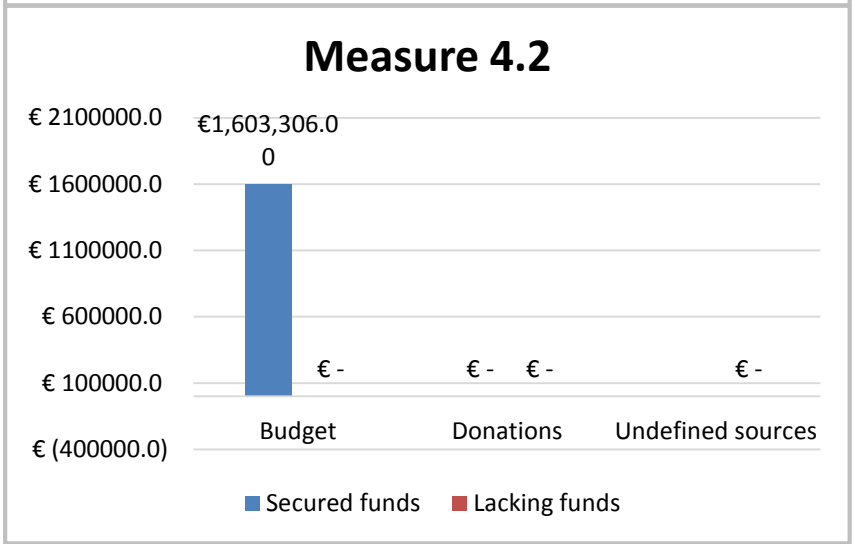
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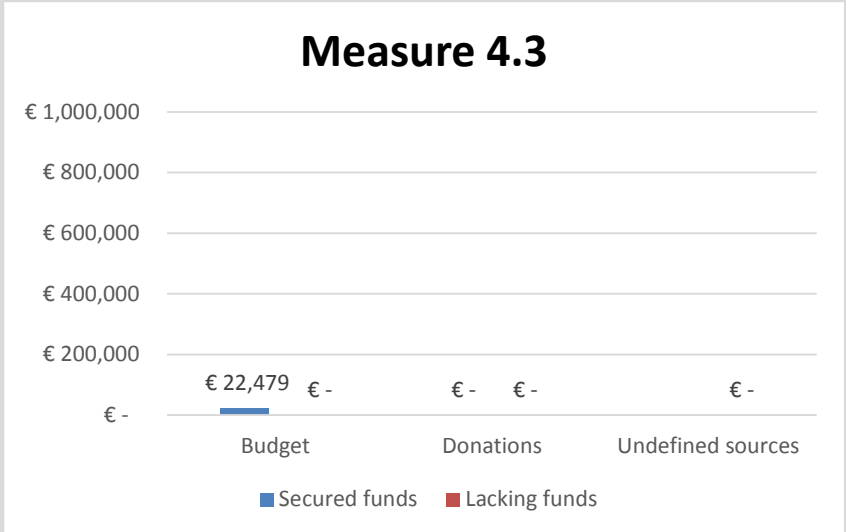
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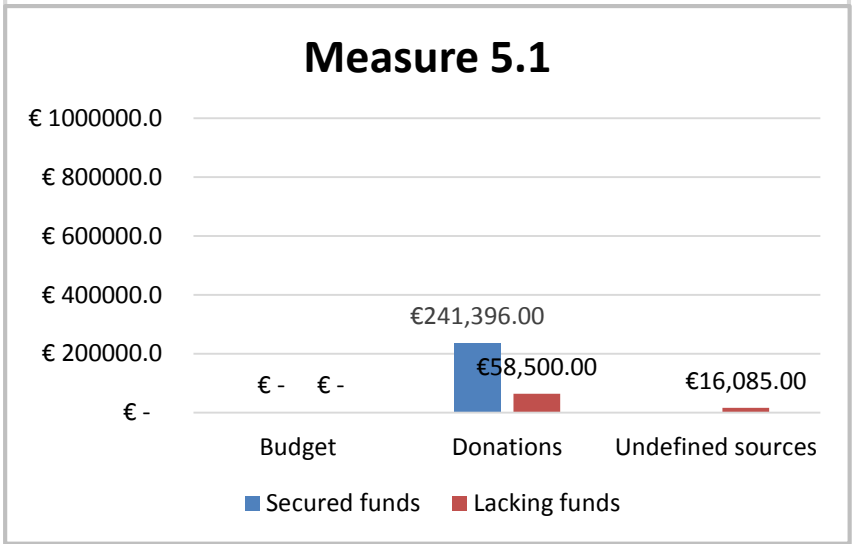
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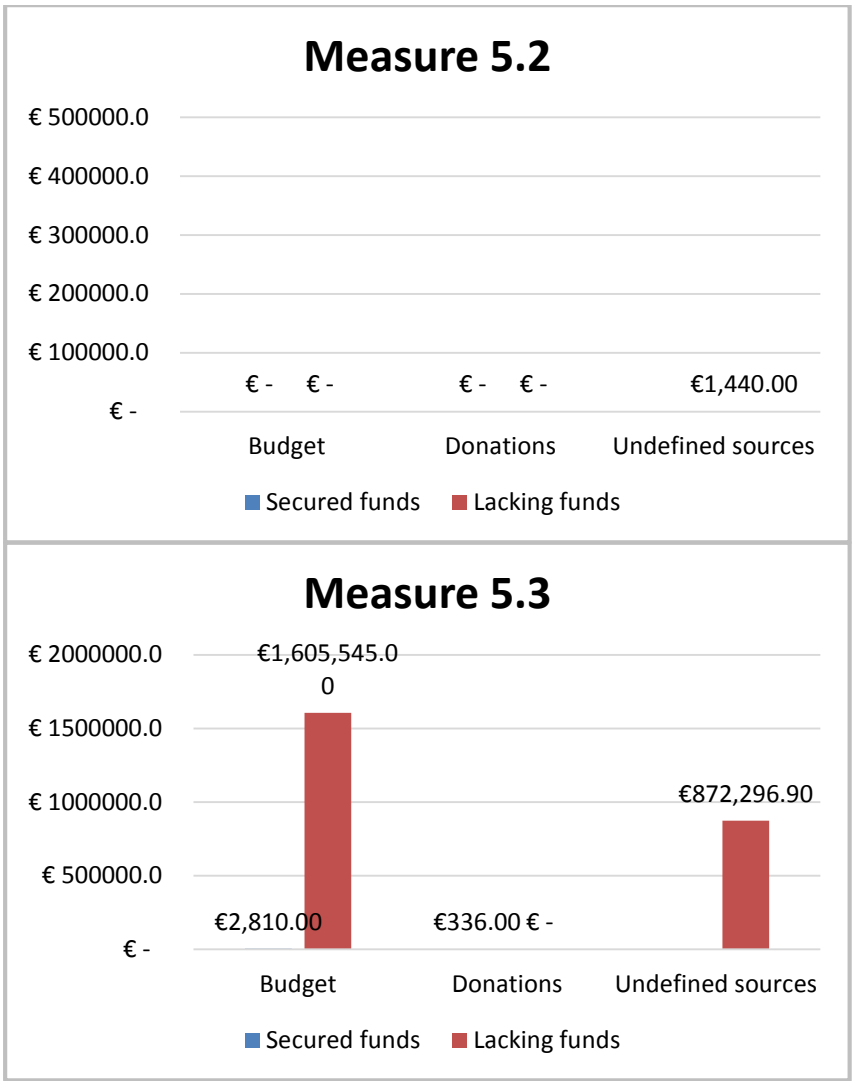
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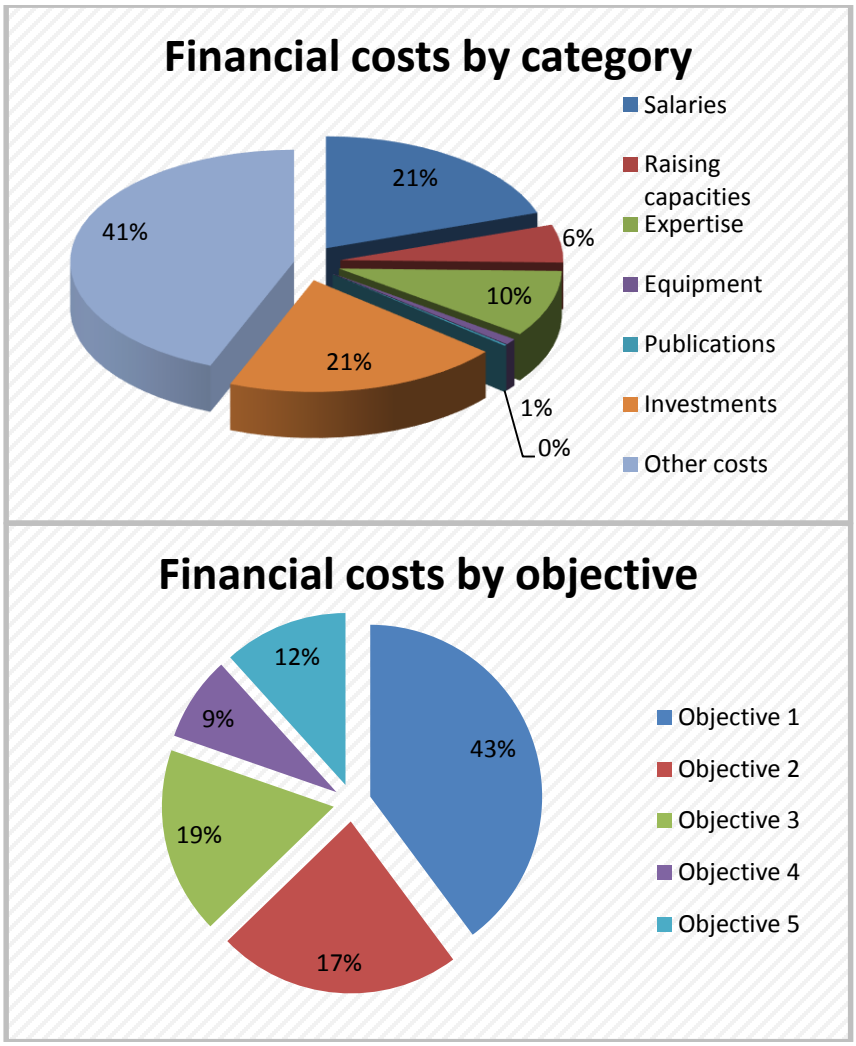
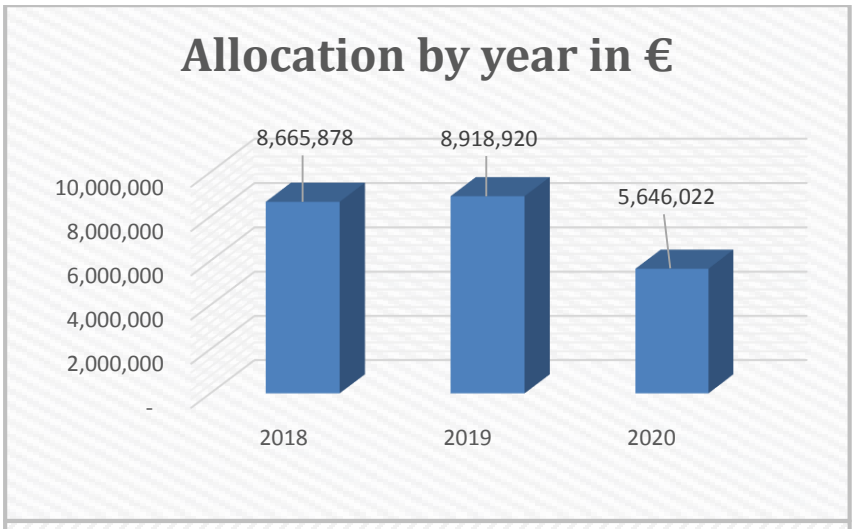
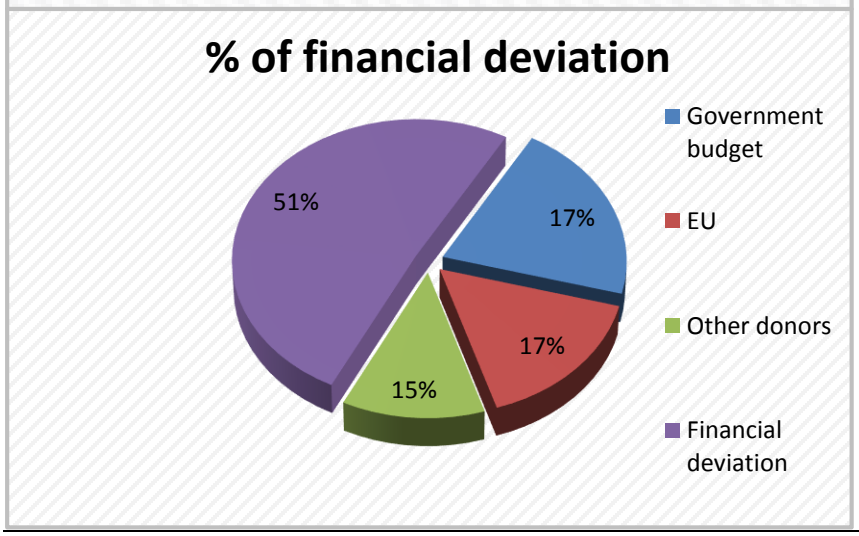

Financial costs by category
Salaries
Raising capacities
Expertise
Equipment
Publications
Investments
Other costs
21%
6%
10%
1%
0%
21%
41%
Financial costs by objective
Objective 1
Objective 2
Objective 3
Objective 4
Objective 5
43%
17%
19%
9%
12%


Allocation by year in €
8,665,878
8,918,920
5,646,022
10,000,000
8,000,000
6,000,000
4,000,000
2,000,000
-
2018
2019
2020


% of financial deviation
51%
17%
17%
15%
Government budget
EU
Other donors
Financial deviation

- Annex 6: Assumptions and Risks in the Action Plan Implementation;
- **Annex 7:** List of Abbreviations.

ACTION PLAN: SPECIFIC OBJECTIVE 1

Overall objective:		**Indicator (impact level)**			
Further improvement of work of Public Administration in accordance with principles of the European Administrative Space and provision of high quality services to citizens and business entities, as well as the creation of public administration which shall significantly contribute to the economic stability and increase of the living standard.		Government effectiveness (World Bank) – percentage rank (0-100) BV (2016): 55.77 TV (2020): 53-56			
Specific objective 1 (section III.A of the Public Administration Reform Strategy):		**Indicator (result level)**			
Improvement of organizational and functional Public Administration subsystems		Clarity and comprehensiveness of official typology of central Government bodies (PAR4)[7] BV (2017): 4 TV (2020): 5 Mechanisms for managerial accountability in the regulatory and legislative framework (PPA4)[8] BV (2017): 1 TV (2020): 2			
Measure 1.1:		**Indicators with baseline and target values**			
Organisational and functional restructuring of the public administration by implementing by 2020 evidence-based measures for optimisation of the public administration with respect to the work processes, organisational structures, the number and effectiveness of institutions and number of employees		**Optimised, coherent and rational structure of public administration in sectors covered by restructuring and downsizing** BV (2017): 0 (Decree not amended) TV (2018): 50%-70% of measures planned for 2018 in the AP for HFR (horizontal functional reviews) implemented by the end of 2018.			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge**	**Partners in implementation**
		Budget	**Donations**		
1. Amend the Law on State Administration in order to standardize and define typologies of organizational forms and administrative tasks (coherent fields of work in administration), and delegation of authority tom lower rank managers	4th quarter 2018		GGF RS43[9]	MPALG - Department for Good Administration	CEP, PWC
2. Establish the register of holders of public powers in order to establish uniform records of public administration bodies,	4th quarter 2018		SIGMA expert help	MPALG - Department for	Prime Minister's Office(Delivery

[7] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 95, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf
[8] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 95, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf
[9] The *Good Governance Fund – GGF of the UK Government.* Within the project: RS42 „Promoting PAR in Serbia through further support through modernization of HRM", consists of three components, of which one – strengthening managerial accountability in state administration bodies is partly relevant to this activity. The project value is presented in Activity 3, Measure 2.1.

types of powers and clear vertical responsibilities among bodies, inventory of public registers[10] and bodies in charge to establish and maintain individual registries				Good Administration	Unit)
3. Amend the Decree on principles of internal organisation and systematisation of posts in ministries, special organisations and services of the Government, in order to establish units for planning of public policies, reporting, communications, harmonisation of capacities and obligations from the NPAA, determining standards for the number of employees and managers (1:5)[11]	4th quarter 2018	No additional funds needed		MPALG - Department for Good Administration	

[10] The Register of holders of public powers will be linked with the Meta-Register (Activity 1.4.1 of this AP), as it is planned that the Meta-Register will be a register of all records.

[11] The activities are specified in the Action Plan resulting from the conducted horizontal functional reviews for State Administration Plus (AP HFR) within the project IPA 2014 „Restructuring and Optimisation of public administration in RS“, Measure 2.3 and Measure 3.2. Certain changes to the said decree are planned in the Action Plan for implementation of the Regulatory Reform and Improvement of Policy Management Strategy for the period 2016 - 2017 (Measure 1.8 and Measure 2.3), as well as by the Action Plan for 2017-2018 for implementation of the Public Internal Financial Control Strategy of the RS for the period 2017-2020 (Measure 10.1, 11.1, 14.1).

Measure 1.2:		Indicators with baseline and target values			
Improved functioning of the local self-Government and decentralisation and deconcentration of state administration through defining of the strategic framework and strengthening of capacities of towns and municipalities to efficiently deliver public tasks and procedures, establish inter-municipal cooperation, and implement principles of good administration.		**Strategic document adopted defining decentralisation policy and reform of local self-Government** BV (2017): not developed TV (2018): policy paper developed TV (2019): Strategy/Action plan developed **Number of arrangements for inter-municipal cooperation for joint implementation of competences of local self-Government** BV (2017): 0 TV (2018): 0 TV (2019): 2 TV (2020): 8			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge**	**Partners in implementation**
		Budget	**Donations**		
1. Adopt changes and amendments to the Law on Local Self-Government to achieve harmonisation with the new regulations and to reform the administrative framework for operation of authorities of LSG, organise 8 instructive seminars, draft the model statute of units of LSG, the model rules of procedure of municipal assemblies and model decision on territorial self-Government)	3rd quarter 2018		€ 15,020 (SDC) € 30,000 (SDC – not confirmed)	MPALG - Department for LSG system	SCTM
2. Support the development of inter-municipal cooperation by conducting the analysis of best mechanisms for inter-municipal cooperation (IMC) in implementing the scope of work of LSG, drafting of model agreements on IMC and advisory support for their implementation	4th quarter 2020		€ 30,000 (SDC)	MPALG - Department for LSG system	SCTM
3. Draft and adopt by the PAR Council the policy paper for decentralisation and enhancing the role of LSG in implementing public tasks	4th quarter 2019		€ 7,500 (SDC – not confirmed)	MPALG - Department for LSG system	SCTM
4. Conduct the functional review of 20 units of LSG in order to support the units of LSG in ensuring more functional organisation of tasks	3rd quarter 2019		€ 120,000 (SDC–not confirmed)	MPALG - Department for LSG system	SCTM
5. Draft, conduct consultations and adopt the strategic framework for reform of the LSG system and enhanced role of LSG in implementing public tasks (strategies and action plan for decentralisation or programme document for reform of LSG system)	4th quarter 2019		€ 70,900 (SDC – not confirmed)	MPALG - Department for LSG system	SCTM

6. Reform of local administrative procedures in order to improve and standardize administrative acting through continued improvement and harmonization of models of administrative procedures by LSG and implementing the package of direct technical support[12] for improvement of administrative efficiency in 20 units of LSG	4th quarter 2020		€ 50,000 (SIDA, SDC) € 255,000 (GIZ)	MPALG - Department for LSG system	SCTM
7. Building capacities of towns and municipalities to implement principles of good administration in performing public tasks of local self-Government[13]	4th quarter 2020		€ 76,920 (UNOPS) € 436,750 (SDC)	MPALG - Department for LSG system	SCTM UNOPS OCCS ACA

[12] Municipal support packages are a methodological tool developed by the Standing Conference of Towns and Municipalities and are a direct consulting support tailored to specific needs of local self-governments in specific areas from the scope of work of LSG. Municipal support packages include: direct technical support to towns and municipalities in order to improve selected services, procedures and documents; training, advisory support and consultancy and mentoring as needed, and support to implementing best practices through exchange of experiences with peers and linking with other towns and municipalities. These municipal packages for 20 units of LSG are aimed at improving the work of local administration, full and consistent implementation of the new General Administrative Procedure Law, reform of administrative procedures and other issues related to reform of administrative procedures in LSG and raising the efficiency of its work.

[13] Within this group of activities it is planned to: 1) ensure advisory support and at least 40 regional training courses/workshops, 2 e-training courses for employees in all units of LSG and 5 training courses for 35 units of LSG; 2) implement the package of direct technical support to municipalities in at least 24 units of LSG (12 support packages to strengthen the participation of citizens in decision-making at local level and 12 support packages to strengthen accountability and anti-corruption at local level); 3) provide training and mentoring for at least 30 units of LSG to strengthen citizens' participation in ensuring public services; organise the National annual competition for best practices in the work of LSG in implementing the principles of good administration in order to promote good administration in LSG.

Measure 1.3:		Indicators with baseline and target values			
Improvement of the system for management of public policies of the Government by establishing by the end of 2020 the legal and institutional framework for integrated strategic management and adoption of mid-term work plans of state administration bodies harmonised with the strategic priorities of the Government and the programming budget		**The share of the number of proposals of strategic documents and action plans harmonized with the policy management methodology in the total number of strategies and action plans adopted by the Government during a calendar year** BV (2017): 67.9 % (according to preliminary criteria) TV (2018): 55% (according to improved criteria harmonised with the Law on the Planning System of the Republic of Serbia) TV (2019): 65% TV (2020): 90%			
Activity[14]	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Determining the methodological framework for policy management and linking with the preparation and execution of programme budgeting by adopting bylaws (Decree on policy management, regulatory and policy impact assessment, and content of individual policy documents and the Decree on mid-term planning) and 2 manuals in this area	2nd quarter 2018		€ 27,107 (EU IPA 2015) € 12,000 (GIZ)	RPPS	Legislative Secretariat GenSec MoF MPALG
2. Establishing the single IT system for policy planning and monitoring, which will cover: the Action Plan for the Government Programme, policy documents, mid-term plans, ISPRWG, the existing system for budget preparation and execution[15]	4th quarter 2018	RSD 39 M		RPPS	GenSec MoF
3. Improving inter-sectoral coordination by monitoring the achievement of priority goals of the Government Programme through mechanisms of the AP for Government Programme[16]	4th quarter 2020		€ 47,263 (GIZ)	RPPS	state administration bodies GenSec Prime Minister's Office

[14] Activities under serial number 1, 2, 3, and 4 are included in the: Action Plan for implementation of PAR Strategy in the Republic of Serbia for the period 2015-2017 (measure 1.3 and 4.1) and the Action Plan for implementation of the Regulatory Reform and Policy Management Strategy for the period 2016 - 2017 (measure 1.1, 1.5, 1.8, and 1.9). Activity number 2 is included in the AP for PFM 2016-2020 (measure 5) and the AP for implementation of the PIFC Strategy in the RS for the period 2017–2020 (measure 9.1. and 9.2), while Activity 3 is included in the AP for implementation of the e-Government Strategy of RS for the period 2015-2018 (measure 9.1.4.).

[15] This Activity is linked to the Activity 1 within measure 3.2. The final stage in establishing the single IT system will be linking the AP Government Programme, the PIRV, and the existing system for programme budget preparation and execution within the MoF, thus ensuring the link between budget preparation and execution with policy management at the level of state administration bodies.

[16] The Law on the Planning System prescribes the obligation to develop annual reports on implementation of the AP for implementation of the Government Programme. Also, on the basis of Article 79 a, para 3, of the Rules of Procedure of the Government, it is prescribed that: „the RPPS based on annual reports of state administration bodies monitors the implementation of the AP for implementation of the Government Programme and reports to the Government on the extent of achievement of priority objectives within defined deadlines". In this respect, within this process 10 monthly and 5 summary evaluations are made on progress in achieving the inter-sectoral priority objectives.

4. Developing a uniform training system for employees of LSG in the area of policy management and conducting two cycles of training for all units of LSG by the end of 2020	4th quarter 2019 – training first cycle 4th quarter 2020 – training second cycle		€ 42,042 (GIZ)	RPPS NAPA	SCTM

Measure 1.4:		Indicators with baseline and target values			
Establishing solid coordination mechanisms enabling harmonised development and functioning of e-Government, and finalising the legal framework and procedures for development of e-Government		**Share of bodies which electronically exchange data from official records** BV (2017): 20% TV (2018): 30% TV (2019): 50% TV (2020): 70% **Share of bodies using data from the Central Population Registry** BV (2017): 0% TV (2018): 0% TV (2018): 50% TV (2020): 60% **Share of data from records of citizenship of the Republic of Serbia transferred electronically to the Central Data processing and Storing System** BV (2017): 0% TV (2018): 50% TV (2019): 80% TV (2020): 90%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Adopt the Law on Meta-Register (regulating what is the register, which public registers exist, and who is in charge of establishing and maintaining individual registries) and accompanying implementation bylaws	4th quarter 2018	No additional funds needed		MPALG – Department for Registry Books and Registers	ITE MoI MTTT RSO Faculty of Organisational Sciences NALED
2. Establish the mechanism for electronic exchange of data from official records among state administration bodies (through the e-ZUP system or through the web-services established at the PA service road, updating data through the Meta-Registry)	2nd quarter 2019	RSD 40M		ITE	RSO MPALG MoI MTTT Faculty of Organisational Sciences All state administration bodies
3. Establish the application for maintaining of the Records of	4th quarter 2018 – establishing the	RSD 5.2 M for			PE PTT

Citizens of the RS within the Central Electronic Data Processing and Storage Centre, followed by transfer of citizenship data to electronic form to the application from: – The Registry Book of Yugoslav citizens maintained by the MoI – Registry books of citizens maintained by units of LSG – Registry Books of Births, maintained by MPALG	application 4th quarter 2020 – data transfer	2018.		MoI	„Serbian Post" MPALG – Department for Registry Books and Registers LSG units
4. Draft and propose for adoption the law and implementing bylaws regulating the establishment and maintenance of the Central Population Registry	4th quarter 2018	RSD 18.1 M (funds are not allocated)		MPALG – Department for Registry Books and Registers	RSO MoI MTT ITE NGI, Pension Insurance Fund, CROSO
5. The central Population registry is established (software development and data migration)	3rd quarter 2019	RSD 50 M		ITE	RSO CROSO MPALG BRA MoI Units of LSG
6. Improved registry of housing communities	4th quarter 2018		€ 100,000 The Kingdom of Norway (the agreement has not been signed yet)	NGI-Department for ICT	MCTI, LSG units, NSO, Chamber of Commerce, TAX ADMINISTRATION
7. Improving registry of spatial units and address registry and establish interoperability with other registries (draft and propose for adoption the law on registry of spatial units and address registry and linking[17] the registry of residence with the registry of residences and the business registry with the registry of spatial units and address registry)	4th quarter 2019	RSD 400 M for 2018 and RSD 250 M for 2019 (not confirmed)		NGI-Department for ICT, Department for cadastre and real property	MCTI, MPALG, LSG units, MoI, RSO, BRA, SCTM, POST SERVICE SERBIA
8. Establish the National Geo-Spatial Data Infrastructure (NGSDI) by adopting all bylaws under the Law on NGSDI and developing the national geo-portal in line with the INSPIRE	2st quarter 2020	Sum: 62,24 M RSD (20 M RSD-	Sum: 861.940€ World bank (369.000€-2018	NGI – Centre for geo-spatial data	Entities of NGSDI

[17] Activity 5 has joint activities with Activity 2.

Directive		2018 20,7 M RSD-2019 21,54 M RSD-2020)	287.272€-2019 205.668€-2020) Sum: 200.000€ (100.000€-2018 100.000€-2019 Kingdom of Norway (the agreement has not been signed yet)	management	
9. Conduct the assessment of situation of e-government at local level (using a sample of at least 30 LSG units) and support improvement of local capacities for its implementation (award grants for maximum 40 LSG units to develop and implement procedures relevant to introduction of e-government and training and mentoring support for at least 30 LSG units to provide e-government services).	4th quarter 2020		€ 390,000 (UNOPS)	MPALG – Department for EI and Projects	SCTM, UNOPS

ACTION PLAN: SPECIFIC OBJECTIVE 2

<table>
<tr><td colspan="3">SPECIFIC OBJECTIVE 2 (Part III B of the PAR Strategy):</td><td colspan="4">Indicator (impact level)</td></tr>
<tr><td colspan="3">Establishing a coherent merit-based civil service system and improve human resources management</td><td colspan="4">Extent to which the civil service system, the public service system at local level and public employee system are harmonised
BV (2017): 4
TV (2020): 5
Adequacy of policy framework, legal framework and institutional setup for professional human resources management in public administration (PPA 3)
BV (2017): 2[18]
TV (2020): 3
Professional development and training of civil servants (PPA 3)
BV (2017): 3[19]
TV (2020): 4</td></tr>
<tr><td colspan="3">Measure 2.1:</td><td colspan="4">Indicators with baseline and target values</td></tr>
<tr><td colspan="3">Establishing a coherent system of labour relations and salaries in the public administration based on transparency and fairness</td><td colspan="4">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
BV (2017): 31%
TV (2018): 36%
TV (2019): more than 40%
TV (2020): more than 50%
Share of public administration employees to whom a fair and transparent salary system applies
BV (2017): 0%
TV (2018): 0%
TV (2019): 60%
TV (2020): 100%</td></tr>
<tr><td>Activity</td><td>Deadline for implementation</td><td colspan="2">Estimated additional financial resources</td><td>Institution in charge of implementation</td><td>Partners in implementation</td></tr>
<tr><td></td><td></td><td>Budget</td><td>Donations</td><td></td><td></td></tr>
</table>

[18] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 61, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf

[19] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 83, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf

1. Drafting and proposing for adoption the law[20] regulating the system of labour relations and salaries in order to establish a coherent merit-based civil service system in public agencies and state administration bodies	4th quarter 2018	RSD 589.000	10.000$ UNDP	MPALG – Department for HRM	State administration bodies in charge of public services
2. Drafting and adopting the Catalogue of titles and positions in state administration bodies, Catalogue of titles and positions in authorities of LSG units, Catalogue of titles, positions, functions and job posts in other parts of public administration[21] and ongoing drafting and adoption of changes and amendments to the Catalogue of job posts in public services and other organisations (public services established by special laws) due to the need for optimisation and efficient systematisation of institutions	4th quarter 2020	RSD 1.9 M		HRMS MPALG – Department for HRM	State administration bodies SCTM Line ministries in charge of public services[22]
3. Drafting and proposing for adoption the amendments to the Civil Service Law in order to improve the process of recruitment and depolitisation, performance appraisal, integrity and strengthening of accountability and develop other labour-legal institutes[23], and the competences-based integrated HRM system	4th quarter 2018		€ 282,000[24] (GGF) RSD 500.000 (UNDP)	MPALG – Department for HRM HRMS	State administration bodies and other state bodies CEP PwC
4. Strengthen capacities of MPALG, Administrative Inspectorate, and HRMS, by increasing the number of staff in said bodies and develop competences of all staff in units for HRM in state administration bodies.	4th quarter 2020	No additional funds needed		MPALG - Department for HRM, Administrative Inspectorate HRMS	MoF NAPA

[20] Amendments to the Law on Public Agencies regulating labour-legal status of employees, proposed law regulating salaries of employees in public agencies, the Law amending the Law on Salaries of Civil Servants and Employees.

[21] This refers to the National Assembly, the Service of the President of the Republic, the Constitutional Court, the High Judicial Council, State Prosecutorial Council, MoI, the Army of Serbia, the competent body of the autonomous province and other state bodies

[22] This refers to the National Assembly, the Service of the President of the Republic, the Constitutional Court, the High Judicial Council, State Prosecutorial Council, MoI, the Army of Serbia, the competent body of the autonomous province and other state bodies

[23] Para 2 of Article 83 of the existing Civil Service Law prescribes that performance appraisal is not conducted for civil servants who in the current year worked less than six months irrespective of the reason, and it also prescribes that promotion is conditional on the civil servant being appraised two times consecutively by the highest mark or four times consecutively with the second highest mark. An affirmative measure in order to achieve gender equality, when amending the Civil Service Law, it is planned that absence from work in line with the Law (maternity law and absence for care of the child) due to which the civil servant is not subject to performance appraisal in a certain year does not represent an interruption of consecutive years of performance appraisal.

[24] Within the GGF RS43 Project „*Promoting PAR in Serbia through further support through modernization of HRM*“, three components are planned of which one refers to providing support in preparation of draft law amending the Civil Service Law and the relevant bylaws. The table presents the total project value, because it is not possible to present the value by components. The said project also supports Activity 1 within measure 1.1 of Specific Objective 1.

Measure 2.2:		Indicators with baseline and target values			
Establishing the HRM function in the public administration and improving the HRM function in state administration and local self-government by introducing new instruments and strengthening HRM capacities		**Extent to which the competences framework is being used in state administration bodies and services of the Government** BV (2017): 0 TV (2018): 1 TV (2019): 2 TV (2020): 3 **The average capacity of LSG units to manage human resources according to the SCTM index** BV (2017): 54% TV (2018): 58% TV (2019): 65% TV (2020): 70%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Drafting and adopting acts for adoption of the Competences Framework and whereby competences are introduced in the process of recruitment and selection, performance appraisal and promotion in state administration bodies	4th quarter 2018		€ 50,000 GIZ	MPALG – Department for HRM HRMS	state administration bodies NAPA CEP
2. Drafting and adopting bylaws regulating in more detail the performance appraisal of public services employees	4th quarter 2019		€ 250,000 (the funds are not allocated)	MPALG – Department for HRM	Ministries in charge of public services
3. Development of the Centre for competences development and assessment and career development within the HRMS in order to establish institutional career management for civil servants employed in priority areas, talents and managers	4th quarter 2019		€ 30,000 (GIZ)	HRMS	MPALG
4. Develop and implement instruments (institutional and individual)[25] for career management in state administration for civil servants and other measures strengthening professionalization of administration in order to retain competent HR in state administration	4th quarter 2020		€ 70,000 (GIZ)	HRMS MPALG – Department for HRM	NAPA

[25] Institutional instruments such as HR plans, internal labour market, internal competition, competences framework, assessment centre, or individual instruments such as mentoring, coaching, individual development plans, feedback *360°*.

5. Conduct the assessment of the current IT system for Centre HR Records, identify recommendations and draft technical specifications for substitution of existing IT systems by new software solutions and establish and develop software applications for HRM which supports and introduces automation in tasks in a way which integrates and covers the whole HRM field	4th quarter 2020	RSD 500,000	€ 1,000,000 (the funds are not allocated)	HRMS MPALG – Department for HRM ITE	state administration bodies
6. Building capacities of towns and municipalities to implement and improve HRM functions in local self-government (local administration)[26]	4th quarter 2020[27]		€ 958,250 (EU-funds are not allocated)	MPALG	Council of Europe SCTM LSG units

[26] Within this group of activities the following specific activities are planned: 1) advisory support to all units of LSG; 2) developing the necessary model local acts; 3) delivering at least 25 regional and 2 e-training courses for all units of LSG; 4) implement direct technical support packages for HRM in 50 units of LSG; 5) implement direct technical support packages to municipalities including financial support (grants) for improvement of internal organisation (organisational-functional changes) in 15 units of LSG.

[27] The project continues until second quarter 2021.

Measure 2.3:		Indicators with baseline and target values			
Development of professional development system in public administration		**Share of delivered training courses that the National PA Academy implemented in accordance with the annual work plan** BV (2017): 0% TV (2018): 50% TV (2019): 70% TV (2020): 80% **Share of public administration employees who successfully completed professional development programmes offered by the National PA Academy** BV (2017): 0% TV (2018): up to 10% TV (2019): up to 20% TV (2020): up to 30%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Adopt bylaws for implementation of the Law on the National PA Academy and other special laws[28] regulating professional development in different parts of public administration	4th quarter 2018	RSD 5M	€ 300,000 (EU-FwC Project supporting the introduction of NAPA)	Government, at the proposal of the National PA Academy (NAPA) NAPA MPALG	National Legislative Secretariat MEI HRMS
2. Central records established for professional development programmes in public administration	4th quarter 2018	RSD 3.5 M	/	NAPA	MPALG HRMS ITE The relevant state bodies and bodies within the LSG system
3. Established system for accreditation of training providers for professional development in public administration	1st quarter 2019	RSD 4.6 M		NAPA	/

[28] The law amending the Civil Service Law, and the Law amending the Law on Employees in Autonomous Province and Units of LSG

4. Adopt the general act on the programme of professional training of interns (inception training of interns)	1st quarter 2019	RSD 1.6M	17.000€ (GIZ)	MPALG – Department for professional training	State administration bodies Services of the Government
5. Support to further improvement of the professional development system for employees of LSG units by strengthening capacities of LSG units to perform the tasks of professional development from their scope of competences and by developing and implementing professional development programmes	4th quarter 2020	RSD 6.7 M (the funds are not allocated)	746.250€ (EU, funds are not allocated)	MPALG – Department for professional training	NAPA Council of Europe SCTM LSG units

ACTION PLAN: SPECIFIC OBJECTIVE 3

SPECIFIC OBJECTIVE 3 (Section III C of the Public Administration reform Strategy):		Indicator (impact level)			
Improvement of public finances and procurement management		Percentage of implementation of the Public Finance Reform programme BV (2017): TBC TV (2018): 55% TV (2019): 65% TV (2020): 100%			
Measure 3.1:		**Indicators with baseline and target values**			
Improving the (framework for) sustainability of public finance by reforming and developing public property management		**Number of LSG units which have established their register of public property, data base, and framework for effective and transparent management of public property** BV (2017): 30 TV (2020): 85			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge**	**Partners in implementation**
		Budget	**Donations**		
1. Changes and amendments to the Law on Public Property	4th quarter 2018	No additional funds needed		MoF	
2. Develop and implement 14 regional training courses for public property management at local level	1st quarter 2020		€ 75,350€ (EU – Programme Exchange 5)	MPALG – Department for EI and Projects MoF – Department for Legal-Property Issues	SCTM
3. Implementation of projects by LSG units within the grant scheme for improved management of public property at local level	2nd quarter 2020	€ 300,000 co-financing by LSG units beneficiaries of the Grant Scheme	€ 3,102,535 (EU – Programme Exchange 5 IPA 2014)	MPALG MoF	SCTM
4. Develop and implement 20 direct technical support packages for municipalities to improve management of public property at local level	2nd quarter 2020		€ 128,000 (EU – Programme Exchange 5)	MPALG MoF	SCTM

Measure 3.2:		Indicators with baseline and target values			
Improvement of Budget Planning and Preparation Process		**Percentage of LSG units whose budgets are prepared according to the programme budget methodology, measured annually** BV (2017): 60% TV (2018): 67% TV (2019): 73% TV (2020): 80%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Develop performance reporting modules within IT systems for budget preparation[29]	4th quarter 2018	RSD 3,500,000		MoF	
2. Conduct training for 150 civil servants for preparation of reports on programme performance	4th quarter 2018	RSD 87,120 (funds are not allocated)		MoF	HRMS
3. Raise capacities of LSG units to implement the programme budgeting process in line with the programme budget methodology by developing instruction materials (manuals) for preparation of programme budgets, organising 24 regional training courses for all LSG units and providing direct technical support to 12 LSG units	2nd quarter 2020		€ 145,448 (EU – Programme Exchange 5 IPA 2014)	MPALG MoF	SCTM

[29] The Activity is linked to Activity 3, Measure 1.3.

Measure 3.3:		Indicators with baseline and target values			
Improvement of the Financial Management and Control System of Use of Public Resources and Internal Audit		**Number of annual reports on the state of PIFC and IA submitted by beneficiaries of public funds to the Ministry of Finance - CHU** BV (2017): 1125 TV (2018): 1150 TV (2019): 1175 TV (2020): 1200			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Improve the existing software for public internal financial control which will enable users access to and submission of annual reports to CHU electronically[30]	1st quarter 2018		*[31]	MOF/CHU	SDC/UNDP
2. Develop guidelines for establishment of PIFC functions within small public budgets beneficiaries, with respect to establishing a joint internal audit unit[32]	4th quarter 2018		€ 23,750 (EU)	MOF/CHU	Public budget beneficiaries, Twinning partner
3. Organise two workshops for work on software for PIFC which will enable public budgets beneficiaries access to and submission of annual reports to MoF CHU electronically	4th quarter 2019.		€ 912 (funds are not allocated)	MOF/CHU	
4. Organise four workshops for senior managers on the role of Financial Management and Control[33] and internal controls as an integral part of management and a tool for good governance	4th quarter 2020		€ 8,100 (EU)	MOF/CHU	Public budget beneficiaries, Twinning partner

[30] Activity 4.3. PIFC Development Strategy in the Republic of Serbia for the period 2017-2020. In the said Strategy the deadline for implementation is 1st quarter of 2018 for the test phase of PIFC software, which implies submitting the report on e-control of selected beneficiaries at central level. Here the deadline is set at 4th quarter 2018 as the deadline for final improvements and possible corrections after the test phase.

[31] Funds for this activity are planned in 2017 in the amount of EUR 40,000.

[32] Objective 17.1. PIFC Development Strategy in the Republic of Serbia for the period 2017-2020.

[33] Activity 8.4. PIFC Development Strategy in the Republic of Serbia for the period 2017-2020. Note: these activities are perceived by the PIFC Strategy as important primarily in order to raise awareness on the role and significance of internal control by the top management, in order to provide the necessary support to other employees. Namely, the trends from the annual reports for PIFC indicated that one of the key problems in the area of PIFC is the insufficient awareness by management and lack of continuity due to frequent turnover of employees. It is for this reason that this AP states activities related to training the management in the area of PIFC.

Measure 3.4:		**Indicators with baseline and target values**			
Functional improvement of budget inspection work		**Number of conducted controls by budget inspectorate** BV (2016): 19 BV (2017): will be available in March 2017 TV (2018): 21 TV (2019): 22 TV (2020): 23			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution responsible for implementation**	**Partners in the implementation**
		Budget	**Donations**		
1. Filling up the vacancies in the Budget Inspectorate to the full capacity in line with the Rulebook on internal organisation and systematisation of posts, in order to increase the number of conduction inspections which adds to financial discipline.	4th quarter 2018 – 5 new staff 4th quarter 2019 – 5 new staff 3rd quarter 2020 – 3 new staff	RSD 21 M		MoF – Budget Inspectorate	
2. Develop and adopt the Methodology of operation of the Budget Inspectorate in line with the Budget System Law	2nd quarter 2018	RSD 294,151		MoF – Budget Inspectorate	

Measure 3.5:		Indicators with baseline and target values			
Improvement of the public procurement system		**Value of contracts signed based on framework agreements**[34] BV (2016): RSD 42.7 billion TV (2018): over RSD 35.5 billion[35] TV (2019): over RSD 35.5 billion TV (2020): over RSD 35.5 billion			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Develop and adopt bylaws resulting from the new Public Procurement Law harmonised with the EU directives	4th quarter 2020		€ 88,037 (EU IPA 2013)	PPO – Public Procurement Department	
2. Develop and publish standard templates for publishing of public procurement announcements	4th quarter 2020		€ 24,661 (EU IPA 2013)	PPO – Public Procurement Department	
3. Develop and publish standard templates for tender documents	4th quarter 2020		€ 17,719 (EU IPA 2013)	PPO – Public Procurement Department	
4. Develop and publish standard templates for framework agreements	4th quarter 2018		€ 12,979 (EU IPA 2013)	PPO – Public Procurement Department	
5. Conduct the analysis and recommendations for improving competition in the public procurements market	4th quarter 2018		€ 12,331 (EU IPA 2013)	PPO – Public Procurement Department	
6. Develop and adopt the Strategy for the Public Procurement System 2019 - 2022	4th quarter 20119		€ 49,376 (EU IPA 2013)	MoF PPO – Public Procurement Department	state administration bodies CSO
7. Publish guidelines to improve green procurements	4th quarter 2019		€ 9,479 (EU IPA 2013)	PPO – Public Procurement Department	

[34] This same indicator is defined under the World Bank loan, Program for Results – Modernisation and Optimisation of Public Administration (DLI#6 – Value of procurement contracts signed under framework agreements (in RSD).

[35] The value of the baseline indicator is high as that was the first year of using this new mechanism. As the value of contracts over RSD 35.5 billion is about 10% of the total value of public procurements, it can be seen as a reflection of the efficient procurement system. Implementation of measure 3.5. is monitored by one indicator only, since in this year there will be a comprehensive amendment of the regulations. This indicator will not be under the impact of these changes in regulations, as it is a mechanism taken over from EU directives.

ACTION PLAN: SPECIFIC OBJECTIVE 4

SPECIFIC OBJECTIVE 4 (section III D of Public Administration reform Strategy):		Indicator (impact level)			
Increasing legal certainty and improvement the business environment and quality of public services provision		Provision of citizens-oriented services (PPA5)[36] BV (2017): 3 TV (2020): 4 Fair and efficient administrative procedures (PPA5)[37] BV (2017): 3 TV (2020): 4			
Measure 4.1:		**Indicators with baseline and target values**			
Improving administrative procedures and ensuring that procedures before state administration bodies and public administration bodies and organisations when deciding on rights, obligations and legal interests of citizens and other entities are in accordance with principles of good administration		**Share of laws harmonised with the GAP Law:** BV (2017): about 4 or 1.5% TV (2018): about 40 additional or 15% TV (2019): about 100 additional or 37% TV (2020): about 270 in total in the period 2017-2020, or 100%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Draft and adopt the Decree on Single Administrative Point (Article 42 GAP Law)	2nd quarter 2018	No additional funds needed		MPALG - Department for Good Administration	SIGMA (OECD/EU) ITE
2. Draft proposed changes and amendments to laws regulating special administrative procedures in order to harmonise them with the GAP Law (about 270 laws)	By 2nd quarter 2018 a set of about 40 priority laws By 4th quarter 2020 all laws		€ 250,000 (GIZ)	Coordinating commission for harmonisation of special laws with the GAP Law MPALG - Department for Good Administration All line ministries	

[36] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 115, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf

[37] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 118, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf

3. Publishing data on civil servants and other persons authorised to conduct administrative procedures in all state administration bodies at official Internet portals	Ongoing (4th quarter 2020)	No additional funds needed		MPALG - Department for Good Administration	All administration bodies in line with Article 1 of GAP Law
4. Implementing the electronic portal for archiving of data in order to ensure the application of the Rulebook on supervision over the work of public enforcement officers in performing desktop (indirect) oversight by the Ministry of Justice and the Chamber of Enforcement Officers over the work of enforcement officers	4th quarter 2018	RSD 4,000,000 (EUR 33,057.85) in 2018. The system was developed in 2017 for RSD 8,995,000		Ministry of Justice	Chamber of Enforcement Officers

Measure 4.2:		Indicators with baseline and target values			
Reform of the inspection supervision and ensuring better protection of public interest, while reducing administrative costs of inspection supervision and increasing legal certainty of subjects of inspection supervision		**Share of special laws harmonised with the Law on Inspection Supervision** BV (2017): 0% TV (2018): 60% TV (2019): 90% TV (2020): 95% **Share of reviewed check-lists for inspection and plans for joint inspections (full predictability in the work of inspections)** BV (2017): 9,6% TV (2018): 80% TV (2019): 90% TV (2020): 95% **Number of inspection services using the uniform inspection supervision system (e-Inspector)** BV (2017): 0 TV (2018): 4 TV (2019): 33 TV (2020): 33			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Harmonisation of 78 special laws with the Law on Inspection Supervision	2nd quarter 2018 – 60 laws 1st quarter 2020 – 18 laws	No additional funds needed		Coordinating commission All line ministries having inspection services	
2. Discussion of the recommendations from the conducted analysis of work of inspections and implementation of the Law on Inspection Supervision in order to adopt and implement the recommendations by the Coordinating Commission	4th quarter 2018	No additional funds needed		Coordinating commission MPALG и all line ministries having inspection services ITE (e-Inspector)	

3. Develop and adopt the action plan of the Coordinating Commission to address the identified weaknesses in the implementation of the Law	4th quarter 2018	No additional funds needed		Coordinating commission All line ministries having inspection services	
4. Develop the joint information platforms for all inspection services at national level through which modules will be developed – software tool e-Inspector developed	1st quarter 2018	RSD 100 M		ITE	
5. Implement pilot projects with 5 inspection services – first module (tax or sanitary or tourism inspection, market inspection, labour inspection, Administrative Inspectorate, veterinary border)	4th quarter 2018	RSD 40 M[38]		ITE	4 inspection services
6. Develop modules for the remaining 33 inspection services	2nd quarter 2019	RSD 54 M		ITE	All line ministries having inspection services

[38] The funds relate to the procurement of equipment for realization of the project eInspector (equipping inspections)

Measure 4.3:		Indicators with baseline and target values			
Introduction and promotion of mechanisms which ensure quality of public services		**Number of reports compiled based on surveys of citizens' satisfaction with the services received from state administration bodies and bodies of LSG** BV (2017): 0 TV (2018): 50 TV (2019): 100 TV (2020): 173 **Average quality ranking of training provided in the SKIP centre** BV (2017): 0 TV (2018): 3 TV (2019): 4 TV (2020): 4,5			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Conduct the feasibility study for the use of blockchain[39] technologies in the public administration of RS and implement pilot projects according to study recommendations	4th quarter 2018 (conducting the study) 4th quarter 2019 (pilot project)	RSD 5 M		MPALG – Department for Development of Good Government	
2. Conduct surveys of satisfaction, requirements and expectations with respect to quality of public services (key stakeholders: citizens, civil society, businesses, PA employees) by using internationally accepted methodology for citizen satisfaction surveys including mechanisms for continued feedback between citizens and public administration as a sustainable mechanism for citizens to exert impact on the work of state administration	4th quarter 2019	RSD 204 M		MPALG – Department for Development of Good Government	state administration bodies
3. Establish and ensure full functionality of the Service Korean-Serbian Centre (SKIP) offering to all state administration bodies, civil society and citizens through different seminars and training courses to improve their knowledge in IT and deliver e-services	4th quarter 2020	RSD 300.000 M RSD 2.4 M (funds planned for 2019 and 2020)		MPALG– Department for Development of Good Government	All state administration bodies, CSO, businesses, citizens

[39] Blockchain, as a technology ensuring a secure system for recording of distributive log of transactions and changes in data, has a great potential for use in improving the quality of public services provided by public administration bodies. The technology enables PA bodies to make accessible to third persons the data from the system in an automated and transparent manner, after fulfilling algorithm requirements defined in advance, to the extent that can ensure public support for establishment of networked services.

4. Gradual introduction of quality management system for quality of public services through a pilot project in a selected state administration body	4th quarter 2020	No additional funds needed		MPALG – Department for Development of Good Government	state administration bodies

ACTION PLAN: SPECIFIC OBJECTIVE 5

SPECIFIC OBJECTIVE 5 (Section III.E of the Public Administration Reform Strategy):		Indicator (impact level)			
Increasing citizens' participation, transparency, improving ethical standards and accountability in performing public administration tasks		Effectiveness of control by independent oversight bodies over authorities (PPA 4)[40] BV (2017): 3 TV (2020): 4 Accessibility of information of public interest (PPA4)[41] BV (2017): 4 TV (2020): 5			
Measure 5.1:		**Indicators with baseline and target values**			
Improving conditions for participation of interested public in the work of public administration with increased access to information on the work of public administration and public finance		**Share of information bulletins published by the uniform IT system for access to, processing and presenting Information Bulletins by 2020.** BV (2017): 0 TV (2018): legal framework adopted TV (2019): 25% TV (2020): 50% **Share of laws which during the preparation stage were subject to consultations according to the Law amending the Law on State Administration** BV (2017): 0% TV (2018): 20% TV (2019): 50% TV (2020): 70%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Improving proactive transparency – Information Bulletins[42] by developing manuals for the use of the software application (uniform IT system for access to, processing and presenting Information Bulletins), conducting up to 15 training courses for persons authorised in state administration and LSG bodies,	4th quarter 2019[43]		€ 19,750 (UNDP)	MPALG– Department for Development of Good Government	UNDP HRMS (training)

[40] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 101, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf
[41] Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 98, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf
[42] The same activity is included in the AP PAR for 2016-2017, only the deadline was delayed from 30 June 2017 to 4th quarter 2019.
[43] The deadline for the development of the manual for use of the software (uniform IT system for access to, processing and presenting Information Bulletins), conducting up to 15 training courses for authorised officers in state administration and LSG bodies, adoption of the new Instructions for preparation and publishing of Information Bulletins – is 4th quarter 2018.

adopting the new Instructions for preparation and publishing of Information Bulletins, promoting the manual among the public, civil society, businesses and media				Commissioner for Information of Public Interest and Personal Data Protection	
2. Establish the Council for cooperation with Civil Society	2nd quarter 2019	RSD 72,600	€ 5,217 (GIZ)	Government	OCCS, CSO all state administration bodies
3. Improve citizens' participation by developing Guidelines for composition of working groups drafting proposed policies and regulations and preparation and adoption of bylaws regulating public consultations with the interested public in the process of drafting regulations and policies, after the adoption of the Law on the Planning System and the Law amending the Law on State Administration	4th quarter 2019[44]		€ 16,085 (GIZ not confirmed)	OCCS RPPS MPALG - Department for Good Administration	ITE Legislative Secretariat GS CSO
4. Improve the Open Data initiative in the RS by adopting the legal framework for open data and re-use of information in line with the EU Directive on the Re-Use of Public Sector Information[45], accession to the Open Data Charter[46], organising activities to promote the open data concepts and support the applications based on open data[47]	4th quarter 2019[48]		€ 216,375 (UNDP)	MPALG - Department for Good Administration Government ITE	Commissioner for Information of Public Interest and Personal Data Protection state administration bodies UNDP CSO Businesses Academic community NALED

[44] The activity developing Guidelines for composition of working groups drafting proposed policies and regulations is included in the Government Work Plan for 2018, with the deadline December 2018.
[45] The same activity is included in the proposed AP for implementation of the Strategy for Development of e-Government.
[46] The same activity is included in the proposed AP for implementation of the Strategy for Development of e-Government.
[47] The same activity is included in the proposed AP for implementation of the Strategy for Development of e-Government.
[48] The deadline for the adoption of the legal framework for open data and re-use of public sector information in line with the European Directive for the re-Use of Public Sector Information is 4th quarter 2018.

5. Conduct a comparative analysis of practices in electronic expression of attitudes by citizens in order to achieve more effective expression by citizens	4th quarter 2019		€ 9,000 (SDC – not confirmed)	MPALG - Department for LSG system	
6. Draft and adopt the new Law on referendum and Popular Initiative in order to improve mechanisms for effective expression by citizens	4th quarter 2019		€ 49,500 (SDC – not confirmed)	MPALG - Department for LSG system	SCTM
7. Develop and adopt the Decree on the content of web presentations and publishing of electronic services by state administration bodies, after the adoption of the Law on e-Government[49]	4th quarter 2018	No additional funds needed		Government ITE	

[49] The same activity is included in the proposed AP for implementation of the Strategy for Development of e-Government.

Measure 5.2:		Indicators with baseline and target values			
Strengthening of integrity and ethical standards of employees in public administration and reducing corruption through strengthening of prevention mechanisms		**Share of implemented recommendations of the Anti-Corruption Agency to remove corruption risks from proposed laws by 2020.** BV (2017): 0 TV (2018). 30% TV (2019). 35% TV (2020): 40%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Draft the Law on Anti-Corruption Agency so as to introduce the **obligation for all public administration employees to attend ethics and integrity training**; prescribe the **responsibility of managers** of public authorities in case where they do not enable attending the training and the responsibility of employees if they do not attend training which has been made possible for them to attend; introduce **corruption risk assessment** in public authorities as a competence of the ACA, to include preparation of reports with recommendations for removal of risk and strengthening integrity, and the obligation of public authorities to report to the Agency on measure taken to remove risks and strengthen integrity; define provisions on introduction of **assessment of corruption risk in legislation** as part of preparation of legislation; **adopt the methodology** for corruption risk assessment in regulations adopted by ACA [50]	4th quarter 2018	No additional funds needed		Ministry of Justice	ACA
2. Conduct a comparative analysis for introducing ethics and integrity officers in public administration, undertake an analysis of the legal framework in RS and develop guidelines with recommendations for implementation	4th quarter 2019		€ 1,440 (funds are not appropriated)	ACA	
3. Establish a mechanism for monitoring the implementation of the recommendations put forward by the Anti-Corruption Agency after introduction of the corruption risk assessment in the process of preparation of legislation – the General Secretariat submits to the Agency the justification on accepted recommendations or reasons for rejection, after the laws are proposed for adoption	1st quarter 2020	No additional funds needed		General Secretariat	

[50] The Action Plan for Chapter 23, Activity 2.2.1.1, the National Anti-Corruption Strategy of the Republic of Serbia for the period 2013 – 2018 and the reviewed AP for the implementation of the Strategy, Measure 4.1.1.

4. prepare the first annual report of the Anti-Corruption Agency on the extent of implementation of recommendations from opinions on corruption risk assessment in provisions of draft laws in areas especially susceptible to corruption	1st quarter 2020	No additional funds needed		ACA	

Measure 5.3:		Indicators with baseline and target values			
Strengthening of mechanisms of external and internal public administration control		**Share of accepted recommendations of the Ombudsman by administration bodies** BV (2017): 88.88% TV (2018): 89.88% TV (2019): 90.88% TV (2020): 91.88% **Share of implemented recommendations made by the State Audit Institution** BV (2017): 70,35% TV (2018): 70% TV (2019): 73% TV (2020): 75% **Share of cases in which it was acted according to recommendations made by the Commissioner for Equality by legal and physical persons to whom the recommendation was made** BV (2017): 77.7% TV (2018): 78.7% TV (2019): 79.7% TV (2020): 80.7%			
Activity	**Deadline for implementation**	**Estimated additional financial resources**		**Institution in charge of implementation**	**Partners in implementation**
		Budget	**Donations**		
1. Draft, organise public consultations and adopt for proposal the law amending the Law on Free Access to Information of Public Interest[51] in order to strengthen the independence of the institution, extend the coverage of entities obliged under the law, improve the procedures, and enhance pro-active transparency	2nd quarter 2018	RSD 170.000		MPALG – Department for Human and Minority Rights and Freedoms	Commissioner for Information of Public Interest and Personal Data Protection National Assembly
2. Draft, organise public consultations and adopt for proposal the law amending the Law on Ombudsman[52] in order to strengthen the independence of the institution, improve the efficiency of its work, and improving the protection of rights of	4th quarter 2018	RSD 170.000		MPALG – Department for Human and Minority Rights	Ombudsman National Assembly

[51] The same activity is included in the AP for implementation of the Open Government Partnership in the RS for 2016 and 2017 – Obligation 7, as well as the AP for implementation of the National Anti-Corruption Strategy of RS for the period 2013 - 2018, Activity: 4.3.1. AP PAR 2018-2020 proposes the postponement of the deadline by 2nd quarter 2018.
[52] The same activity is included in the AP for Chapter 23 **–** Activity: 3.2.1.3. AP PAR 2018-2020 proposes the postponement of the deadline by 4th quarter 2018.

citizens before state bodies				and Freedoms	
3. Draft, organise public consultations and adopt for proposal the law amending the Law on State Audit Institution in order to secure full financial and operational independence, and in order to ensure mechanisms which will contribute to greater coverage of auditees (by reducing the deadlines for finalisation of audit, new auditor ranks)	4th quarter 2018	No additional funds needed		Government National Assembly SAI	National Assembly SAI
4. Propose for adoption the Law on the Anti-Corruption Agency and clearly determine and define the concepts of accumulation of public functions and conflict of interest, and in that field establish clear mechanisms and solutions needed to manage and sanction conflict of interest in case of public officials.	4th quarter 2018	No additional funds needed		Ministry of Justice	ACA
5. Amend the Anti-Discrimination Law in order to achieve full harmonisation with the EU Acquis, especially with respect to: - the scope of exceptions to the principle of equal treatment; - defining indirect discrimination.[53]	4th quarter 2018	No additional funds needed		Ministry of Labour, Employment, Veteran and Social Affairs Government	Commissioner for Equality National Assembly
6. Strengthen the capacities of SAI and improve working conditions by increasing the number of staff and providing a lasting solution in terms of working premises[54]	4th quarter 2020[55]	RSD 194.3M (funds are not allocated)	336€ (SIDA) 503€ (funds are not allocated)	Government AJSRB SAI	National property Directorate, National Assembly GenSec
6. Strengthen the capacities of the Commissioner for Equality (CE) and improve the working conditions by increasing the number of staff and improving the working premises (elevators, windows and toilets, with special emphasis on toilets adjusted to the needs of PwD), in order to increase the share of acting according to recommendations put forward by the Commissioner for Equality[56]	4th quarter 2020	RSD 105.5 M (funds are not allocated)		Government AJSRB CE	AJSRB, National Assembly GenSec

[53] The same measure is included in the AP for Chapter 23, measure 3.6.1.5.
[54] The same activity is included in the AP for implementation of the National Anti-Corruption Strategy in RS for the period 2013-2018. Activity 3.2.3.2.2.
[55] The deadline to provide work premises is 4th quarter 2018, for improvement of work premises 4th quarter 2019, and for increasing the number of staff 4th quarter 2020.
[56] The same activity is included in the AP for Chapter 23, measure 3.6.1.14.

ANNEX 1: METHODOLOGICAL APPROACH TO THE PREPARATION OF THE ACTION PLAN

1.1. STRATEGIC BACKGROUND AND CONTEXT

Public Administration Reform Strategy (PAR) in the Republic of Serbia[57] which has extended the initiated reform activities from the system of **state administration** to the system of **public administration,** was adopted on 24 January 2014, and the first **Action Plan for the period 2015 – 2017** in March 2015.[58] During the said period, the public administration reform featured prominently in the Government Programme, but was also put into a specific context of very limited resources and the need for the entire public sector to be downsized and rationalised (the three-year stand-by arrangement with the IMF), as stated in **Reports on Implementation of AP PAR.** It required on the one hand to accelerate reforms within the EU integrations, undertake new commitments, competences and tasks, and on the other to reduce costs and the number of public administration employees.[59] In this context, the needs of fiscal consolidation affected the implementation of the preceding Action Plan, as well as preparation of activities in the new Action Plan, since it was necessary to consider carefully the possibilities of implementation of reforms under circumstances requiring reduction of costs and employees in public administration.

Reports on the implementation of AP PAR indicate that many activities within the AP PAR for the period 2015-2017 were **triggers of change** in areas of public administration that the **reform was not previously dealing with,** such as **open data,** development of **gender responsive budgeting, paperless e-government** etc. The most recent Monitoring report by OECD/SIGMA for Serbia which was published in 2017 states that "**Attention to PAR has increased** in Serbia in recent years, with **more systematic information available about the situation and greater awareness of PAR**. During 2015 and 2016, the **coverage of the PAR framework was improved** by the adoption of several planning documents, most importantly the Public Financial Management Reform Program7 (PFMRP) and the Electronic Governance Development Strategy and Action Plan8. Serbia now covers the full scope of PAR. This is an improvement and increases the value of the relevant indicator compared to the 2015 Baseline Measurement Report."[60]

The process of planning the AP PAR took into consideration, apart from the above context, all the mentioned national strategic documents relevant to certain issues pertinent to public administration reform (see Section 1.5), but also the strategic framework for accession to the EU, primarily the recently published **Strategy of EU Enlargement to the Western Balkans**, where public administration reform is recognised as „paramount to strengthening governance at all levels" and "at the heart of the region's EU path".[61] The **Strategy of EU Enlargement to the Western Balkans** underlines the three pillars as pre-requirements for the AU accession:

[57] PAR Strategy Official Gazette of RS, No 9/14 , 42/14 – correction
[58] AP PAR for the period 2015-2017, („The Official Gazette RS", No. 31/15).
[59] Three-year report on implementation of AP PAR for the period 2015-2017, and preceding implementation reports, link to documents: http://www.mduls.gov.rs/reforma-javne-uprave-sprovodjenje-strategije.php
[60] SIGMA Monitoring Report for Serbia published in November 2017, pages 8-9, website: http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf.
[61] „A credible enlargement perspective for and enhanced EU engagement with the Western Balkans", Strasbourg, 6.2.2018, link to document: https://ec.europa.eu/commission/sites/beta-political/files/communication-credible-enlargement-perspective-western-balkans_en.pdf

the rule of law, economic governance, and public administration reform or the administrative capacity to implement the necessary reforms: „*Core issues such as the rule of law, fundamental rights, strengthening democratic institutions, public administration reform, as well as economic development and competitiveness remain key priorities in the enlargement process. They form the basis for any aspiring Member State to ensure it has the necessary administrative and judicial capacity in place to properly apply EU rules and standards not only in law but in practice".*[62]

The preparation of the AP PAR paid special attention to activities implying **implementation of the legal framework**[63] **and achieving visible results** having in mind the most recent reports and the **reviewed OECD/SIGMA Methodological Framework for Principles of Public Administration**[64], where emphasis has shifted from measuring the strategic and legislative framework towards implementation and consistent achievement of desired objectives. Harmonisation with the Principles of Public Administration was achieved also through taking over a certain number of indicators (8) to measure the success of the national reform, primarily at the level of specific objectives (see Section 1.4.).

Apart from the Principles of Public Administration, as a document which for the first time codified in detail the common standards and principles of the European Administrative Space and created a framework for monitoring progress in their achievement, special attention was paid to orally given guidelines and conclusions provided through different forms of **dialogue** with the European Commission and the Delegation of the EU to RS, primarily through **meetings of the Special Group for PAR**[65] within the Stabilisation and Association Agreement and the established **Platform for Dialogue on PAR policies** within the EU Sector Budget Support (SBS) for the area of PAR.

Apart from achieving strategic harmonisation and a broad participatory approach, the Ministry of Public Administration and Local Self-Government (MPALSG), as the leader and coordinator for preparation of AP PAR, approached the process of preparing the AP PAR with great commitment, by harmonising the methodological approach and developing the **new results-based matrix of AP PAR**, estimating the additional funding needed and developing the Action Plan aligned with the planning needs of a country aspiring to EU membership.

Additionally, the evaluation of AP PAR for the period 2015-2017 and of the PAR Strategy is expected to begin in the second half of 2018, which entails possible changes of the Strategy itself.

[62] „A credible enlargement perspective for and enhanced EU engagement with the Western Balkans", Strasbourg, 6.2.2018, p. 6, link to document: https://ec.europa.eu/commission/sites/beta-political/files/communication-credible-enlargement-perspective-western-balkans_en.pdf

[63] Reports on implementation of AP PAR indicate that in the period 2015-2017 one fifth of the planned results have been achieved (23%), and more than one half of planned activities (52%), which points to some weaknesses in the planning of the first AP PAR for the period 2015-2017, but also to the greater focus of the administration on implementing clearly set out activities and the need to direct the organisational culture towards achieving final results and objectives.

[64] Methodological Framework for the Principles of Public Administration, OECD/SIGMA, November 2017, link to document: http://www.sigmaweb.org/publications/Methodological-Framework-for-the-Principles-of-Public-Administration-November-2017.pdf

[65] So far 4 meetings have been held of the Special group for PAR: 23-24 October 2014, 12 June 2015, 10 March 2016, 5-6 April 2017, and 2 meetings within the Platform for Dialogue on PAR policies of the SBS: 12 June 2017 and 27 November 2017.

1.2. PROCESS OF THE PREPARATION OF AP AND THE TEAM

The document has **been prepared through a participatory approach**, establishing the **Special Working Group**[66] including representatives of all state administration bodies and services of the Government, civil society organisations selected through a public call for participation, and representatives and observers for a number of independent state bodies. The Special WG implied the need for coordination between the top level group consisting of officials and appointed positions and the five operational sub-groups appointed for the five specific objectives of the PAR Strategy. In the course of preparation support was provided by experts of SIGMA/OECD.

The task of the top level WG was to coordinate the activity and prepare the Draft Action Plan for implementation of the PAR Strategy in the Republic of Serbia for the period 2018 - 2020, to provide technical comments, suggestions and proposals in the course of preparing the Draft AP, and to endorse the Draft Action Plan. **The task of the sub-groups,** headed by sub-group leaders, was to decide and define results, activities, and indicators and all other requirements in line with the specific objectives (II.C Specific objectives of the reform) and measures (III. Measures and activities for the achievement of specific objectives) of the PAR Strategies in the relevant areas covered by the sub-groups. The Special WG consists of 102 members, 26 of which are representative of the top level group.

In April 2017, when the process of planning the AP PAR started, a **public call was published through the Office for Cooperation with the Civil Society inviting interested NGO's to participate in the work of the Special WG for the new AP**. In September, when the decision was made establishing the Special WG for the preparation of the Action Plan for implementation of the Public Administration Reform Strategy for the period 2018-2020, 12 civil society organisations became equal members of the Special Working Group[67]. Of the 12 members from CSO's, some are network organisations and 4 have their registered seats outside Belgrade (Subotica, Niš, Leskovac, Prijepolje). Besides the said 12 members, other members of the Special WG include the representatives of the Standing Conference of Towns and Municipalities as a link with the local self-government. In the process of establishing the Special WG, invitations were sent to all state administration bodies (all ministries (18), special organisations (18) and services of the Government (18)), as well as all independent state bodies (the State Audit Institution, the Commissioner for Information of Public Interest and Personal Data Protection, the Commissioner for Equality, the Ombudsman, the Anti-Corruption Agency). Of the said independent state bodies, the Anti-Corruption Agency and the State Audit Institution appointed their representatives to the Special WG, and the representatives of the Commissioner for Equality are invited to all meetings as observers at the expressed wish of the Commissioner for this form of participation; while the representatives of the Ombudsman and the Commissioner for Information of Public Interest and Personal Data Protection, in line with the policies of these bodies, do not participate in the work of working groups established by state bodies, but have expressed their interest for cooperation through providing their written opinions regarding the prepared Draft Action Plan or through separate meetings aimed at technical consultations.

[66] The Special Working Group for the preparation of the Draft Action Plan for implementation of the Public Administration Reform Strategy in RS for the period 2018-2020, was established by the Decision of the Minister of Public Administration and Local Self-Government No.: 021-00-00403/2017-06 of 13.09.2017.

[67] Civil society organisations involved in the preparation of the AP PAR, in alphabetical order, are as follows: The Belgrade Open School (Beogradska otvorena škola), Civic Initiatives (Građanske inicijative), Group 484 (Grupa 4848), the European Movement in Serbia (Evropski pokret u Srbiji), the National Coalition for Decentralisation (Nacionalna koalicija za decentralizaciju), the Association of Accountants and Auditors, the Standing Conference of Towns and Municipalities, the TRAG Foundation, the Association National Parliament, the European Policy Centre, Center for Policy Research (Argument), CRTA – Center for Research, Transparency and Accountability, Center for Local Democracies.

The first key headway in the development of the AP was made at the first meeting of the Special Working Group on 22 September 2017, which was organised as a practical workshop for all members of the Special WG. The meeting was opened by the Minister of public administration and local self-government and was attended also by representatives of the Delegation of the EU to RS. During the meeting **agreements were made regarding the manner of operation, division into working groups,** in order to come up already during the meeting the first draft of the Action Plan. It was planned to accurately define measures, **propose activities (outputs) for the achievement of measures and indicators, propose the indicative time for implementation of activities (quarter and year), identify the institution in charge and the internal organisational unit and partner institutions**. It was emphasised during the meeting that the objectives are set out in the Strategy and that they remain unchanged, but that it is possible to propose different indicators than the existing ones at that level. The measures are at the outcome level and they can be set out more clearly but cannot be deleted. Based on division into operational teams, the work continued in terms working on specific objectives, and the members of the Special WG proposed activities and entered them into the new format of the AP PAR.

The second meeting of the Special Working Group was held on 9 October 2017 with the support of SIGMA experts, and the meeting was attended by representatives of the delegation of the EU to RS. This workshop presented the **Methodological guidelines for adequate application of the results-based approach, and the basic guidelines on costing for estimation of the needed additional funding for implementation of the reform**. The biggest part of the workshop was dedicated to practical work on the five parts of the AP in operative working groups, and during this time the SIGMA experts and representatives of MPALG provided methodological and technical support. The meeting also discussed the issue of the PAR Strategy in the part relevant to the coordination structure on the basis of the Review of PAR Strategy Coordination Structure with recommendations, developed by SIGMA in coordination with the MPALG in December 2016. It was emphasised during the workshop that according to the analysis of the agendas of the sessions of the PAR Council, the College of State Secretaries (CSS), the Inter-Ministerial Project Group (IMPG), there are significant duplications in practice. The recommendations provided by Sigma refer to increasing the efficiency of the coordination structure for PAR by reducing the number of levels in the coordination structure whereby PAR coordination would be made more effective**.** Since there are all the bodies at the political level, the PAR Council and the CSS, it is recommended to maintain one body at political level – the PAR Council.

The subsequent meetings at the level of sub-groups for **costing of activities** planned by the draft AP were held on the 7, 8, and 14 December 2017, with the support of the Sigma expert. During the meetings the members of sub-groups for AP PAR 2018-2020 through practical work in sub-groups made calculations of indicative costs in Excel tables under the costing methodology developed by Sigma and adjusted by the group for reform management within the MPALG in cooperation with the Change Management Unit[68]. On 26 December 2017 the draft AP PAR and the finalised Excel tables were sent to SIGMA for comments.

After receiving the comments, on 15 and 16 January 2018 successive meetings were held in sub-groups with the support of SIGMA to **review the individual parts of the AP PAR and elaborate the missing parts, finalise the indicator passports, and integrate the comments in the AP PAR**.

In order to collect the comments and suggestions of the wider public, the Ministry of Public Administration and Local Self-Government conducted **two weeks of public consultations** (from 12 – 28 February 2018).

[68] The Change Management Unit is operating within the Ministry of Public Administration and Local Self-Government in order to provide support to the coordination in the process of restructuring, optimisation and transformation of the public administration in the period 2016-2018. The Change Management Group was established with the financial assistance of the EU and the World Bank so that, after the functional reviews were conducted, primarily horizontal reviews, there would be support provided in managing change necessary in order to implement the proposed recommendations in the practice of the Serbian public administration, with special emphasis on support to communication within and among actors covered by the functional reviews.

In the meantime in between the above meetings numerous meetings were held in smaller groups and individually in order to review the individual parts of the AP PAR and work out the missing parts, as well as a number of consultative meetings both within the MPALG team and with other state administration bodies. Comments, changes and adjustments of different parts of the document by electronic means lasted throughout the whole drafting period (from April 2017 to March 2018). Throughout the period of preparation of the AP regular communication was maintained with SIGMA experts on specific individual issues of methodology and substance.

Figure 1: Schematic layout of the Special Working Group for drafting of AP PAR

1.3. METHODOLOGICAL APPROACH

1.3.1. General methodological approach

The AP matrix is **result-oriented**, which in the terminology of the PAR Strategy are **measures,** and it provides a basis for the establishment of results-based monitoring / follow-up. The preceding Action Plan PAR for the period 2015-2017 consisted of 4 levels (specific objectives, measures, results, activities), but as the monitoring process determined that the four-level system was difficult for monitoring, the new matrix was developed which took over the original structure of the PAR Strategy (specific objective, measures, activities), so that the **indicators** are defined **at the level of objectives and measures.** Such a methodological approach is introducing the basis for monitoring the achievement of higher reform objectives, since it develops indicators at the level of objectives (objectively measurable indicators). Having in mind the need for the development of the system and capacity for monitoring and evaluation based on results, the elements of the process / implementation approach were retained, which is based on monitoring of activities. This means that for each measure the key activities are listed, as well as deadlines for implementation of activities, the institutions in charge and the partner institutions, and the necessary additional funding.

In parallel with the development of the draft AP, the indicator passports were also developed, as technical specifications for all indicators included in the AP, with specific information on information collection (institution, contact person, and official contacts), the frequency intervals and times for publishing of information, the sources of verification, the method of calculating the indicator, the trends, and the baseline and target values for indicators.

It should, of course, be noted that results-based approach with clearly defined and measurable indicators and activities could not be implemented with full consistency throughout the whole document and for all areas of reform. For instance, the level of specificity or generality of the results is somewhat uneven, but that there are variations between certain parts of the document. This partial unevenness are somewhere the consequence of the harmonization of a number of participants and representatives of various institutions that were involved in their preparation, and in some places are due to different levels of development of planning in some areas of the PAR. In areas where it is necessary to initiate analysis and more concrete planning, the activities are more general and less elaborated, whereas in areas on which it is already intensively worked it is largely known which steps are necessary to achieve the result, and the activities are much more specific.

Finally, in the preparation of the AP a special attention was paid to ensuring its "user friendliness" and readability by an external reader, for which reason a system of references (primarily through footnotes) was developed which explain the connection between the parts of the document, provides remark regarding the constraints which affected the definition of certain elements and which provide other necessary clarifications. Thus, for instance, the process of establishing the hierarchy of strategic documents is a process which is expected after the adoption of the Law on the Planning System, but due to absence of official hierarchy and at the same time the need to point to the existence of similar activities, indicators and objectives in other policy documents, together with the EU Delegation to the Republic of Serbia and SIGMA it was agreed to use the system of footnotes in order to indicate clear links with all cross-cutting policy documents and this AP and for every activity/indicator/measure existing in other policy documents to clearly state through the references where they are included, and which deadlines are set for the achievement of the activity.

1.3.2. Elements of the methodological approach: objectives, measures and activities

According to the new structure, the **AP starts from the general objective,** as provided in the Public Administration Reform Strategy, **for which an indicator is defined to measure the level of impact**. In defining this indicator and its baseline and target values (BV and TV), care has been taken of harmonization with indicators and values agreed for monitoring of EU IPA 2 for the sector of public administration reform.

After the general goals, the **AP contains specific objectives** in the same form as given in the Public Administration Reform Strategy **and defines indicators for their measurement** (at the higher *outcome* level). Although these results are not specific results in the manner in which they are defined in the Strategy, an effort was made to provide such characteristics through indicators.

Figure 2: Hierarchy of performance indicators in AP PAR

The key measure for measuring of implementation of the AP is the "measure". The measures have been taken over from the PAR Strategy. **At the level of measures** (which are taken as *outcomes*), **indicators** are developed whereby it is possible to measure the achievement of planned results (measures). In one case, a new measure was added (Measure 4.3. Introduction and promotion of mechanisms which ensure quality of public services), which is not explicitly proposed by the PAR Strategy, since the MPALG priorities and the contents of the "Principles of Public Administration" developed by SIGMA led to the need to take a more broader and more substantive look through the AP of the area of improving the quality of public services (specific objective 4). Introducing a separate measure is in line with the general goal of the PAR Strategy to reform the administration so as to ensure high quality of services to citizens and the economy.[69] Also, since Measure 3.1 of the preceding Action Plan referred to the adoption of the Public Finance Reform Programme and since this measure has been achieved, the new proposed measure by civil society organisations represented in the Special WG for AP PAR was accepted as proposed „3.1. Improving the (framework for) sustainability of public finance by reforming and developing public property management". This new measure is in compliance with and results from the narrative of the PAR Strategy[70].

In the field of human resources management (specific objective 2),the measure defined by the PAR Strategy as „Development and improvement of human resources management in public administration" was reformulated in the AP matrix as two measures: Measure 2.2. „Establishing the HRM function in the public administration and improving the HRM function in state administration and local self-government by introducing new instruments and strengthening HRM capacities" and Measure 2.3. „Development of professional development system in public administration", which was singled out due to future priority objectives in this field and the relevance of emphasising the role of professional development in improving the human resources. Measure 1.3.

[69] General objective: „Further improvement of functioning of the public administration in line with principles of the European Administrative Area and ensuring high quality of services to citizens and businesses, as well as developing a public administration which will significantly contribute to economic stability and better living standard", PAR Strategy, p. 10, link to page: http://www.mduls.gov.rs/doc/Strategija%20reforme%20javne%20uprave%20u%20Republici%20Srbiji.pdf

[70] PAR Strategy, p. 2, link to page: http://www.mduls.gov.rs/doc/Strategija%20reforme%20javne%20uprave%20u%20Republici%20Srbiji.pdf

„Improvement of the system of strategic planning and policy management" is rewarded as „Improvement of the system for management of public policies of the Government by establishing by the end of 2020 the legal and institutional framework for integrated strategic management and adoption of mid-term work plans of state administration bodies harmonised with the strategic priorities of the Government and the programming budget", and the measure from the PAR Strategy III.D.1 "Improvement of the legal drafting process" was integrated in it.

Thus, although the measure is the basic unit in the approach of the AP, still the key activities are also listed necessary to achieve the measures. It should be noted that the **list of activities within the measures (results) should not be taken as exhaustive** as it is often impossible to consider in advance each necessary activity and that the political and administrative reality sometimes imposes changes and adjustments in the approach and manner of achievement of outcomes and objectives. Compared to earlier Drafts AP, activities are much less fragmented. That means that **parts of the activities representing the obligatory and usual integral part were not expressed as special activities but were integrated in the expression of one activity** (e.g. preparation, consultation and proposing for adoption) if all activities referring to the preparation of regulations include the establishment of relevant groups, so these steps were not expressed, while consultations include the consultative process within the Government (inter-sectoral consultations, opinion collection procedures according to the Rules of Procedures of the Government), and those with the public (public debate).

Having in mind the fact that PAR AP is a document adopted by the Government, it was not possible to determine the obligation and deadlines for passing the law, since it would encroach the jurisdiction of the National Assembly. Therefore, PAR AP in relevant activities envisages the deadlines for approval of submitted draft laws by the Government whereby they become proposed laws, and then envisages the activities for the law implementation assuming that the National Assembly approved them within a certain deadline.

1.3.3. Elements of the methodological approach: deadlines

The AP defines the **deadlines for the implementation of certain activities within measures**, to enable the process (implementation) monitoring, along with results-based monitoring. The deadlines are defined **by quarters,** not months. The deadlines are set out as **final quarters for finalisation of activities**, and not as the overall time frames for implementation of activities. For example, if a deadline is set for an activity as „2nd quarter 2019", this means that the activity will be finalised in that quarter, not initiated. Such an approach puts additional focus on the outcome of the activity, rather than its implementation, which can be considered justified from the point of view of monitoring the achievement of the AP. In the preparation of the Gantt chart (Annex 4), an effort was made, where necessary, to estimate the expected start of implementation of activities.

1.3.4. Elements of the methodological approach: indicators

SMART[71] indicators are defined primarily at the level of measures and activities *(Eng. outcome).* **The baseline values (BV) are stated for the end of 2017 and target values (TV) for the end of 2020, unless specifically stated otherwise**. Technical specifications, or sources of information and data for measurements of indicators are not included directly in the PA matrix, in order to avoid making the document too cumbersome,

[71] SMART – Specific, Measurable, Attainable, Realistic and Time-bound

but they are included in indicator passports, which were developed in parallel to the preparation of the Action Plan as a separate document.
In defining the indicators, use was made of the „Principles of Public Administration"[72] and the most recent report by SIGMA on monitoring the PPA for the Republic of Serbia published in 2017[73], as the measurement of these indicators in mandatory and the process of monitoring and results measurements should be rationalised as much as possible. All such indicators are **marked as „PPA". At the level of specific objectives** most frequently **qualitative PPA indicators were used** (with a few exceptions where national indicators were used), as they can be considered as realistically measurable indicators since SIGMA itself developed the methodology for their assessment and performs the assessment on its own. **At the level of measures** most frequently **quantitative indicators are used** as their measurement will be much easier to conduct within the authorities of the RS.

1.3.5. Elements of the methodological approach: estimates of necessary additional funds

During consultations it was agreed with the Delegation of the EU to RS to accept the suggestion by SIGMA for the new Action Plan to conduct the **costing of additional costs, and not the overall costs for the implementation of the Action Plan,** and to calculate only the **financial costs of the activities under the AP, and not the financial effects produced by specific activities**. As an addition to the additional costs, the Gantt graph provides rough estimates of the time needed by civil servants to implement the specific activities.

The estimation of necessary financial resources for the implementation of the AP refers only to additional costs related to costs of existing material and HR capacities. In other words, estimates were made only of additional costs resulting from the reform activity, without the existing costs of salaries of civil servants or other general costs for material capacities. **The estimates for necessary additional financial resources** are made and presented **at activity level**. Sources of funding are also stated. Where it was not possible to provide a good estimate of necessary funds, this is clearly noted. The **AP also clearly notes the activities for which funds are not allocated**, as it was considered that this document should also be the basis for identification of priorities for further donor and budget support to the public administration reform.

The methodology and the Excel table for costing was provided by **SIGMA** and during this planning process consultations were held with the **Regional School of Public Administration (RESPA)** in order to harmonise existing methodologies for costing and the categories of costs for strategic documents in the area of PAR in South-East Europe. The Change Management Support Team[74] with the assistance of the MPALG developed the **average standard costs for the needs of AP PAR 2017-2020**, noting that they are not the official costs of the RS used for other strategic documents. Standard average costs are an integral part of the Excel costing tables, where they are integrated in drop-down menus, for easier use. The tables allow to enter also other more accurate specific costs, other than those in the drop-down menus. All the costs in the Excel table were

[72] Public Administration Principles, OECD/SIGMAhttp://www.sigmaweb.org/publications/Principles-Public-Administration-Nov2014.pdf
[73] Monitoring Report on Principles of Public Administration for Serbia, SIGMA, 2017, link to document: http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf
[74] The Change Management Support Team was established with the financial support of the EU and the WB to provide assistance, after the functional reviews (especially horizontal FR) were conducted to manage change necessary in order to implement the resulting recommendations in the Serbian public administration. It operates within the MPALG in the period 2016 - 2018.

calculated as gross amounts, in EURO. In the AP PAR all costs funded from the national budget are calculated and expressed in RSD, and costs covered by donors are expressed, as before, in EURO or USD.

The Excel Costing Table presents an overview of the costs of implementation of the AP PAR 2018-20120 by specific objectives (1-5). The financial costs are divided into **categories**: I) **Additional costs for new employees (the gross salaries for new employees:** the number of new employees, average monthly salary, overhead costs per employees of 14.96% (rounded to 15%) and the number of months of engagement), II) **Additional costs for the category of goods and services (cost of workshops / training courses** – the number of training courses / workshops / meetings / conferences, number of days per event, costs per person, costs of accommodation overnight per person, rental of event hall per day, fees for lecturers per day, **Costs of technical/expert support** – local and international experts, **Office equipment** – computers and office furniture, and **Publications),** III) **Additional costs in the "investments" category"** (IT system (development and/or maintenance of online systems and potential costs of new space), and **Other costs**. The Table contains data on **funding** for implementation of AP PAR per source: **RS budget, EU funding, funds of other donors,** and financial gaps. The **distribution of financial resources** for implementation of the AP is presented **by years** (2018, 2019, and 2020).

In the process of costing the activities could be divided into sub-activities, as necessary. The costs of sub-activities were recorded only in the Excel costing table, while in the AP matrix they were presented as total costs per the whole activity, without stating the sub-activities.

The Gantt table stated the **institution in charge of implementation** of the activity, and it was within the specific **lower level organisational units** for which the costs were calculated for implementation of the activity (department / division / unit / group), as the **rough estimate of the number of employees who will be working on the activity and will be responsible for the implementation,** as well as **estimate of the time needed** for implementation, expressed in working weeks, through *full time equivalent*, or recalculation into full working weeks (40 working hours). The overview was presented **per years** (2018, 2019, and 2020) and by quarters. The table also states the **number of engaged staff in partner institutions** working on the specific activity (not including their salaries).

The Excel costing table is an auxiliary table the purpose of which is to state clearly the costs over the next 3 years and in the costing exercise to be a control filter for identifying priorities of realistically implementable activities for which preconditions exist for achievement (meaning there are funds appropriated or negotiations are underway for additional financial support).due to its size, the costing table could not be a part of the AP matrix but it will nevertheless be used for monitoring and reporting purposes in terms of execution of planned funds.

In addition, as part of the mandatory procedure for proposing legisaltive acts, the Forms of the standard methodology for assessing the financial effects of the legislative act on the budget (the so-called PFE forms) were prepared at the level of all individual activities and responsible institutions in accordance with the Rulebook on the manner of reporting on the estimated financial effects of the law, another regulation or other act on the Budget, or the financial plans of the mandatory social insurance organization ("Official Gazette of the Republic of Serbia" No. 32 of 3 April 2015). Through the process of preparing the PFE forms, additional financial alignment was made with the planned budgetary funds.

1.3.6. Elements of the methodological approach: institutions in charge of implementation

In the methodological approach for the preparation of the AP **emphasis was placed on the responsibility of individual institutions and individuals** within these institutions **for overall achievement in the individual activities**. Institutions listed as responsible institutions which have the prevailing jurisdiction in the implementation of results of which will be coordinators for implementation of the results. This means that they will be responsible for mobilization of other relevant institutions and reporting on achieved progress and achievement of results.

The AP attempted not to state collective bodies (Government, National Assembly, the High Civil Service Council) as institutions in charge, as it often hinders adequate consideration of responsibility for implementation and results or for deviations from agreed deadlines. Where exceptions were made from this general rule, the monitoring will contact institutions in charge to provide support to such bodies (the General Secretariat for activities stating the Government, or the HRMS for the High Civil Service Council).

The column **„Partners in implementation"** lists all institutions which can be expected to be included at some stage of implementation, either as lead actor for the activity or as partner in implementing the activity. The column **„Partners in implementation" also states external partners responsible for implementation or support to the activity**, including institutions/organisations implementing technical support projects or other actors such as civil society organisations (CSO).

1.4. PRINCIPLES OF PUBLIC ADMINISTRATION

The Principles of Public Administration, published by the European Commission and SIGMA, and which were presented in November 2014, represent the framework for planning and monitoring of PAR in countries aspiring to integrate in the European Union and which are beneficiaries of Instruments of Pre-Accession (EU IPA) as well as a framework for countries of the European Neighbourhood Policy – ENP. The Principles define **the practical meaning of good governance and set out the key standards that candidate countries need to follow in the process of EU integrations in the area of public administration reform and public finance**.[75] The Principles cover the part of public administration which operates on the national/central level (state administration), meaning they do not cover the local self-government, but do cover the independent constitutional bodies, the parliament, and the judiciary in the sense of their competences to exercise oversight of the state administration.[76]

The Principles enable comparisons among states and include a **monitoring framework** as the basis for regular assessments of the progress made by the states in the area of PAR and public finance reform. As SIGMA

[75] Principles of Public Administration, OECD/SIGMA, 2014, p. 6, link to document: http://www.sigmaweb.org/publications/Principles-Public-Administration-Serbian.pdf .
[76] Principles of Public Administration, OECD/SIGMA, 2014, p. 6-7, link to document: http://www.sigmaweb.org/publications/Principles-Public-Administration-Serbian.pdf .

indicators have already been part of the AP PAR for the period 2015-2017[77], and also taking into consideration that in 2017[78] SIGMA developed an updated version of the old methodology for indicator monitoring from 2014, it was attempted in the process of drafting this Action Plan for the period 2018-2020, at the level of some specific objectives, to **link the specific objectives with the indicators for monitoring of Principles of Public Administration**, and this was attempted for two reasons:

1. This creates the link between the public administration reform and the EU accession process,
2. This rationalises the monitoring and evaluation of the reform and reduces costs, since data collection for indicators linked to the Principles is a commitment for Serbia as a candidate country for the EU, and data collection is coordinated through the Ministry of Public Administration and Local Self-Government.

Through the planning of the Action Plan, the activities were planed, were possible, directly to implement the recommendations from the last SIGMA Report on Monitoring of the Public Administration Reform Strategy for Serbia, published in November 2017 (such as the adjustments of the PAR coordination structure, cost planning for strategic documents, promotion of open data agenda, etc.)[79]

1.5. LINKS WITH OTHER STRATEGIC DOCUMENTS

Prior to commencement of work on preparation of the Action Plan, the Ministry of Public Administration and Local Self-Government prepared for the Special Working Group a working document mapping all obligations from strategic documents (lateral and subordinated strategic documents relevant to AO for implementation of the PAR Strategy for the period 2015-2017), the international commitments, the financial limits and projects which are of significance for the preparation of the AP PAR for the period 2018-2020, and this was used in the work of the Special Working Group.

In the course of work of the Special WG the question arose as to the uniform methodological approach for uniform integration of strategies and action plans through the new Action Plan PAR 2018-2020, but since this is a systemic process which is to be introduced only after the adoption of the proposed Law on the Planning System of the Republic of Serbia, an agreement was reached between the Delegation of EU to RS, SIGMA, and the Special WG that these links should be made visible through the system of references – footnotes By means of which it will be denoted clearly if some activity was taken over from other policies or if there are commitments under other policy documents. This proposal is in line with the proposed Law on the Planning system of RS, Article 23 which regulates the issue of harmonisation of planning documents.[80] The adoption of the Law on the

[77] SIGMA indicators are also an integral part of the log-matrix and the set of indicators and other binding documents signed by the Republic of Serbia, such as the Financial Agreement for Sector Budget Support for Public Administration Reform (Sector Budget Support EU - €80M) signed on 5 December 2016.

[78] The improved methodology was published in 2017 and published at the following link: http://www.sigmaweb.org/publications/Methodological-Framework-for-the-Principles-of-Public-Administration-November-2017.pdf

[79] Monitoring Report for Serbia, Principles of Public Administration, 2017, http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf

[80] Paragraph 6 of this Article prescribes that: „Planning documents are as a rule harmonised by taking over specific objectives from planning documents according to which they are adopted and they become general objectives. Where possible, deadlines are also taken over for the achievement of such objectives", the proposed Law on the Planning System of RS, link to document posted as proposed law for adoption at the website of the National Assembly of RS: http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2386-17.pdf

Planning System and its implementation is an integral part of the public administration reform and is especially elaborated in Measure 1.3. AP PAR 2018-2020. In this respect, **all those activities from other strategies, sub-strategies or action plans which contribute to the identified objectives of the PAR Strategy** were taken over by the new AP PAR 2018-2020 through identical formulations or by generalising a number of smaller activities but with a clear note about which documents they are taken from and whether this prolongs the deadline for implementation of such a measure. It should be noted that absence of official hierarchy of policy documents or a uniform monitoring system for all policy documents does not mean that there is not in place already a link between and coherence between policy documents, just as there is inter-harmonisation of all regulations and general acts in the legal system of the RS.[81]

Through this document the **linkage with other strategic documents** is provided in several ways. According to the strategic commitment of the Republic of Serbia to accede to the European Union and the commitments resulting from negotiations with the EU, the Action Plan for PAR pays special attention to the obligations related to accession to the EU. Since obligations from the negotiations process will have direct implications on establishing or strengthening certain parts of the public administration and its ability to implement obligations of membership in the EU, the AP enables the obligations resulting from the planning document for harmonisation with the EU Acquis – the **NPAA**, the specific obligations from the screening process, the items from individual negotiation chapters (**action plans**), and other relevant documents related to the process of EU accession, to be part of the Action Plan and thus be an integral part of the PAR with respect to planning and monitoring. Also, in the preparation of the Action Plan **care was taken of the obligations undertaken under the Budget Sector Support EU for PAR for Serbia**[82] and the **Programme-for-Results of the World Bank for RS**[83], and whenever possible the most approximate indicators were planned, and this is also true of other objectives and measures to that activities would contribute to the achievement of commitments taken by said documents.

As was the case with the preceding 2015-2017 PAR Action Plan, and since the PAR Strategy states that *within the sector approach the **PAR Strategy** in the RS will be **the umbrella strategy of PAR***, in practice two types of links have been identified with strategic documents and harmonisation with them ensured to the maximum possible extent:

- **Sub-sectoral strategies (sub-strategies):**

– Public Financial Management Reform Strategy 2016-2020;

– Strategy of development of e-Government in the Republic of Serbia for the period 2015-2018 („The Official Gazette RS“, No. 107/15);

– The Strategy of Development of Public Internal Financial Control in the RS for the period 2017-2020 („The Official Gazette RS“, No. 51/17);

– Strategy of Professional Development of Civil Servants in the Republic of Serbia ((„The Official Gazette RS“, No. 56/11, 51/13);

– Strategy of Professional Development of Employees in LSG („The Official Gazette RS“, No. 27/15);

– The future strategy or programme of reform of local self-government – processes of decentralisation, deconcentration of tasks – planned as an activity within the AP PAR for the period 2018-2020;

– Regulatory Reform Strategy and Improvement of Policy Management System 2016-2020 ((„The Official Gazette RS“, No. 8/16).

[81] Constitution of RS, Chapter 8 – Constitutionality and Lawfulness („The Official Gazette RS“, No. 98/2006).

[82] The financing agreement for the Sector reform for PAR (the Sector Budget Support EU - €80M) signed on 5 December 2016.

[83] The Law ratifying the loan agreement WB PforR – Public Administration Modernisation and Optimisation) between the Republic of Serbia and the International Bank for Reconstruction and Development (€69M for the period 2016-2019) of 15 November 2016.

– Strategy of Development of the Public Procurement System2014-2018 („The Official Gazette RS“, No. 122/14);
– The Plan of Priority Activities to Reduce the Administrative Burden in the Republic of Serbia 2016-2017 („Stop Red Tape“).

- **Lateral strategies and action plans:**

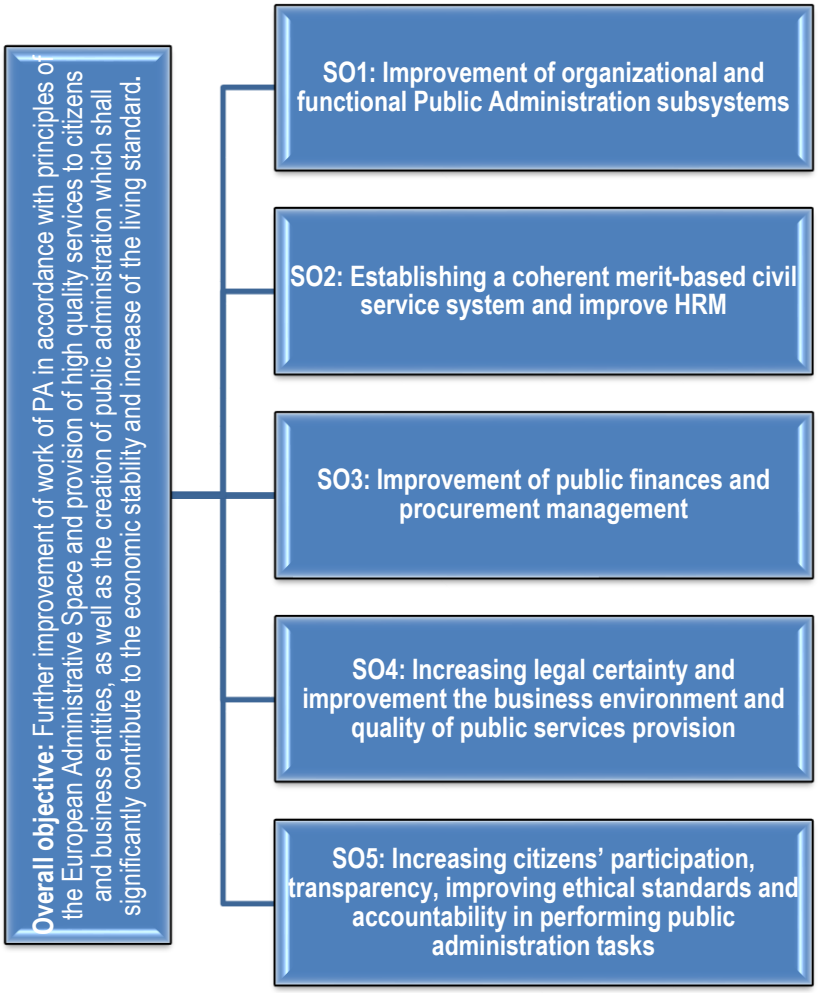
– The National Anti-Corruption Strategy of the RS (“The official Gazette RS” No. 57/13);
– AP for Chapter 23 in negotiations with the EU;
– Action Plan for implementation of the Open Government Initiative for the period 2016 - 2017 (“The official Gazette RS” No. 93/16).

The approach taken for the linking of this AP with **sub-sectoral strategies** is based on the logic of the need to monitor the individual measures and results which are clearly stated in the PAR Strategy or the overall effects of implementation of such strategies for the PAR. In case of the **lateral strategies or action plans,** only the relevant activities are taken over which contribute to the achievement of the objectives of implementation of the measures from the AP PAR.

1.6. STRUCTURE AND PRIORITIES OF THE AP

The Action Plan is structured in accordance with the structure of the specific objectives and measures of the PAR Strategy and each of the specific objectives is presented as a separate chapter in the AP PAR. While the formulations of specific objectives have not changed, the formulations of measures are specified so as to indicate as much as possible the content of results expected to be achieved through the specific measure. In terms of the structure (number, sequence, key content) they are identical to the Strategy, with the exception of 1.3.6. „Components of methodological approach: objectives, measures, and activities“.

Figure 3: Schematic representation of the structure of AP PAR



The new activities of the AP have been determined taking into consideration the reports on implementation of the preceding Action Plan for the period 2015-2017 and they represent the natural continuation of certain activities which were being implemented or finalised during the presiding period. So, for instance, since the emphasis in the preceding period through Specific Objective 1, Improvement of organisational and functional public administration sub-systems, Measure 1.1 was on conducting the functional reviews and comprehensive analytical basis, in the present AP the same measure refers primarily on regulating the area of **managerial accountability and delegation of responsibility to lower levels,** as well as better **functional structuring of PA and holders of public powers**. The PAR Strategy underlined that in RS *there is no single records of bodies and other entities based on any criteria (ex. Bodies and other entities holders of public powers, bodies and other*

entities which are partly or wholly financed from the budget of the Republic of Serbia or the autonomous province or units of LSG, etc.),[84] *thus* this Action Plan includes the establishment of the **Register of Holders of Public Powers**.

In the field of local self-government (Measure 1.2.) activities are planned so as to lead to the **adoption of the strategic of programme document regulating the decentralisation policy, or reform of local self-government,** but also further support to **developing inter-municipal cooperation and strengthening the capacities of towns and municipalities** to implement the principles of good administration in executing public tasks of LSG.

The Measure 1.3. in the area of policy management builds on the activity related to putting in place the **normative and methodological framework for policy management** and linking them to the development and execution of programme budgets, as well as developing **IT systems** for planning and monitoring policy implementation.

Through the measure which refers to development of e-government (Measure 1.4), the identified priorities refer to **establishment and improvement of registries** (the Central Population Registry, the Meta-registry of all records, register of housing communities, etc.), **interoperability of registries** (as well as linking the registry of residence and the business registry with registry of spatial units and the address registry) in order to achieve **electronic exchange of data from official records** and more efficient provision of cervices to citizens and businesses.

Special objective 2 which refers to the establishment of a coherent merit-based civil service system and improvement of HRM, through three inter-linked measures relevant to comprehensive **regulation of HRM,** and especially the **regulation of the salary system** and the **professional development,** will put the priority in the next three years on **introducing the system of competences in the state administration, extending the reform of the salary system** and regulating the labour relations system in the public sector and salaries in public agencies and state bodies, as well as achievement of **functionality of the newly established National PA Academy**.

Through the Specific objective 3, Improved public finance management and improved public procurement, a new measure has been added at the proposal of the NGO's involved in the work of the Special WG, which refers to reforming and management of **public property** (Measure 3.1). the other four measures within this specific objective are a continuation of the activities initiated under the preceding Action Plan in the field of **budget planning and preparation** (strengthening capacities and developing the modules for reporting on programme performance within the IT system for budget preparation), as well as the areas of **public internal financial control over public funds and internal audit** (strengthening capacities and improving the existing software for PIFC), **functional improvement of the budget inspectorate** (strengthening the capacities and adopting the methodology of work of the Budget Inspectorate), and the area of **public procurement** (harmonisation with the EU regulations, developing templates of framework agreements, developing the new strategy of public procurement and guidelines for improved green procurements).

The specific objective 4, Increasing legal certainty and improving the business environment and the quality of public service provision, is focused on three areas, the implementation of the **General Administrative Procedure Law,** continued work on **single administrative point** (Measure 4.1), implementation of the **Law on Inspection Supervision** and development of software **e-Inspector** in order to further improve coordination among all inspection services (Measure 4.2), as well as introduction and promotion of mechanisms ensuring the

[84] PAR Strategy, p. 14, link to document:
http://www.mduls.gov.rs/doc/Strategija%20reforme%20javne%20uprave%20u%20Republici%20Srbiji.pdf

quality of public services (Measure 4.3). This measure also existed in the previous AP, but it is not especially emphasised in the narrative of the PAR Strategy, although it is a general goal of the Strategy and the specific objective 4 exactly because it ensures he quality in provision of public services. It is now specially set out also for the purpose of two-way communication between citizens, businesses, and the administration, so that there are activities planned of systemic and sustainable surveys of public service quality satisfaction and creating mechanisms to integrate survey results into the decision-making process. It is planned through this measure to also gradually introduce a system for public services quality assurance, the use of new technologies and conducting a feasibility study of the use of blockchain technologies to the PA of the RS, and achieving full functionality of TS access centres through the Korean-Serbian IT Access Centre.

The specific objective 5, Increasing public participation, transparency, enhancing ethical standards and accountability in performance of public administration activities, also includes three measures. The objective of measure 5.1 is to increase **access to information on the work of public administration** through different processes such as the **open data** or development of an application for the information bulletins, and also improving the process of stakeholder **consultations** in the course of preparing regulations and policies. Measures 5.2 и 5.3 plan to **amend and improve the legal framework for the work and position of independent bodies**: the Anti-Corruption Agency, the Ombudsman, the Commissioner for Information of Public Interest and Personal Data Protection, the State Audit Institution, and the Commissioner for Equality.

Although the AP PAR for the period 2018-2020 does not deal explicitly with issues of gender equality, as there is a horizontal National Strategy of Gender Equality for the period 2016 - 2020[85], the AP PAR doe include an **affirmative measure in order to achieve gender equality** through activity 2.1.2 which refers to amending the Civil Service Law and the possibility of consecutive performance appraisal irrespective of using the right to maternity leave and absence in order to care for children. Also, within the measure 3.2 activities will continue in the area of gender-responsive budgeting.

The added value of this AP PAR are the numerous activities which refer to achieving the **paper-free e-administration** (measures 1.4; 4.1; 4.2; 4.3; 5.1) as measures which additionally contribute to the **environment protection** as a cross-cutting issue apart from the final objective which is ensuring high quality of services for citizens and businesses.

[85] The National Strategy of Gender Equality for the period 2016 - 2020, link to document: http://www.mgsi.gov.rs/lat/dokumenti/nacionalna-strategija-za-rodnu-ravnopravnost-za-period-od-2016-do-2020-godine-sa-akcionim

ANNEX 2: PAR COORDINATION AND MANAGEMENT SYSTEM

The PAR Strategy defines the institutional and organizational structure for coordination, monitoring, reporting and evaluation of the PAR process. Through the reporting process and through the assessment by OECD/SIGMA[86], as well as official recommendations in the SIGMA Report for Serbia[87], it was determined that there is a significant overlapping of two political levels of coordination, and therefore the adoption of this Action Plan proposes to maintain only the Council for Public Administration Reform as the political level of coordination, and the Inter-Ministerial Project Group as the administrative level of coordination, along with the Ministry of Public Administration and Local Self-Government. In other words, instead of the four-level coordination structure which used to include the College of State Secretaries, there is now a three-level structure, of which the first and second levels are the levels of technical coordination, and the third level is the political coordination of the PAR process.

FIRST LEVEL OF COORDINATION AND MANAGEMENT

The first level of coordination of the PAR, which primarily consists of performing operational tasks of the PAR process, is under the responsibility of MPALSG. In order to successfully realise the set objectives and ensure sustainability of the process, the need has been identified to improve the internal capacities of the MPALG. The new systematisation of MPALG has established the internal organisational units for management of PAR. This unit performs the tasks relevant primarily to:

- Coordination and participation in preparation of development strategy and action plans in the area of public administration reform;
- Coordination and participation in the preparation of action plan for Open Government Partnership implementation;
- professional tasks for the needs of Council for Public Administration Reform and the Inter-Ministerial Project group;
- preparation of reports in the European integration process from the aspect of the implementation of the development strategy and action plans in the field of PAR and Open Government Partnership.

The formation of the Department of PAR is the first step towards the establishment of internal capacity of the MPALSG, and in the future within the process of restructuring of the MPALG, it will be necessary to strengthen

[86] The review underlines that „the (four-level) the structure is rather complex and puts burden on institutions. About 75% of institutions (15 out of 20) are represented in all three levels ... Important to mention that significant time is required at political level since ministers and state secretaries are represented in PAR Council and CSS." SIGMA recommends to: „Increase the efficiency of the PAR coordination structure by reducing the number of levels of coordination. Given that there are two political level bodies – PAR Council and CSS – it is recommended to leave one political and one technical/ working level. Since the involvement of the Prime Minister and ministers in resolving PAR issues is important, it is recommended to keep PAR Council and IMPG." Document: „Review of PAR Strategy Coordination Structure", OECD/SIGMA, December 2016.

[87] Key medium-term recommendations for Serbia, Recommendation No.4) *The MPALSG should streamline the co-ordination structure of the PAR Strategy by eliminating the Board of the State Secretaries in co-ordinating implementation of the PAR Strategy and Action Plan or by merging it with the interministerial working group structure,* Monitoring Report for Serbia, Principles of Public Administration, 2017, p. 20, link: http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf

the unit in organisational terms and HR, as the Strategy itself states that: „in order to successfully implement the tasks and ensure sustainability of the process, it is necessary to establish adequate capacities, primarily by strengthening the capacities of the internal organisational unit".[88]

Additionally, in order to enhance the functional management of PAR, contact persons have been identified in state administration bodies for coordination purposes, those appointed as deputy members of the Inter-Ministerial Project Group (second level of coordination). Through the complementary support of the Sector Budget Support of the EU for the area of public administration reform training courses and workshops have been agreed for these representatives of state administration bodies.

SECOND LEVEL OF COORDINATION AND MANAGEMENT

The Inter-Ministerial Project Group is tasked with ensuring the expert coordination and the monitoring of the PAR Strategy implementation. Tasks of the Inter-Ministerial Project Group members are primarily aimed at professional coordination and determination of reports on the implementation of the PAR Strategy. This mechanism ensures the active participation of all relevant state administration bodies in the PAR process.

Although the PAR Strategy states only secretaries and general directors of line ministries as members of the group, the PAR coordination at the professional level should include representatives of other relevant SAB. Accordingly, invitations to delegate their own representatives were sent to the relevant services of the Government and special organizations. It is planned to nominate also deputy members who will at the same time serve as contact persons for PAR at the first level of coordination (see section above). The IMPG also includes representatives of CSOs, through the organisations of the members of consortium of mechanisms of Sectoral Civil Society Organisations (SECO) for the field of public administration reform. Also, the Inter-Ministerial Project Group involves the Standing Conference of Towns and Municipalities (SCTM) as a link to the local government to which the PAR Strategy also applies.

The recommendations of the SIGMA Review also refer to the composition of the IMPG, in order to ensure efficient operation of the IMPG and the experts represented at this level. It is necessary to: „*Revise the composition of the IMPG to ensure professional and expert representation at this working level. Expert representation would allow in depth discussion of the issues and formulation of viable solutions. The members of the IMPG group, at least from those ministries, which take lead in PAR areas (finance, civil service, service delivery, policy making, etc.), could be assistant ministers having expertise and responsibility in respective PAR areas. Such change would allow a more in depth discussion in the IMPG, identification of key challenges and formulation of viable solutions*."[89] In line with the said review and also in line with past practice, state administration bodies will have the opportunity to appoint their representatives to the IMPG, either state secretaries or assistant ministers who are more directly involved in the PAR process.

Specific tasks of the Inter-Ministerial Task Group are:

- participation in the creation of strategies and action plans in the PAR process;

[88] PAR Strategy, p. 54, link to document:
http://www.mduls.gov.rs/doc/Strategija%20reforme%20javne%20uprave%20u%20Republici%20Srbiji.pdf
[89] Document: „Review of PAR Strategy Coordination Structure", OECD/SIGMA, December 2016.

- involvement of all relevant initiatives and projects in the PAR strategy (within the regular revision of the Strategy, respectively in process of the development of the new PAR Strategy); recommending the inclusion of certain activities in the Annual Work Plan of the Government (in cooperation with MPALG);
- harmonization of other national strategic documents with the PAR Strategy (in cooperation with RSJP and GS);
- adoption of the report on the implementation and evaluation of the results achieved by the PAR Strategy and Action Plan for its implementation, based on the analyses and proposals developed by the Department of PAR in MPALSG;
- make proposals to the Council of PAR to discuss and adopt decisions on which consensus was not reached within the work of the IMPG;
- participation in the evaluation of the results of the implementation of the PAR Strategy in accordance with the methodology of evaluation (each member within the scope of his authority).

The Inter-Ministerial Project Group will meet in plenary or in smaller groups (subgroups), which will be formed in accordance with the initial needs assessments in the process of coordination of the PAR. The Secretary of PAR will be the manager of the organizational unit for management of PAR within the MPALG.

The MPALSG will draft the proposed Rules of Procedure of the Inter-Ministerial Project Group, which will determine all the necessary preconditions for the functioning of the Group (including the restricted group), to be adopted by the Inter-Ministerial Project Group. The Rules of Procedure of the IMPG shall define the clear dynamics of meetings of the IMPG depending on the needs for coordination and monitoring of PAR, and in line with the organisational and spatial capacities available. Actually, the PAR Strategy states that meetings shall be held once a month at the proposal of the MPALG. In practice, due to the size of the group it proved that monthly meetings require spatial and organisational capacities, due to which the Rules of procedure shall set out the possibility to hold electronic sessions of the group.

Third level of coordination and management

The PAR Council was established by the Government Decision on forming the Council for the Public Administration Reform.[90]The Council has been established as the central strategic body for the PAR.

The main tasks of the PAR Council are:

- defining the proposals for the strategic development of PA in the Republic of Serbia,
- initiating and proposing the PAR measures and actions to the Government,
- discussing and adopting Reports on achieved objectives in connection with the PAR,
- promotes and monitors the implementation of PAR, especially from the perspective of integrating the principles and goals of the PAR into sectoral development strategies and planning documents;

[90] Decision establishing the PAR Council, "Official Gazette of RS", no. 81/16, 78/17).

- discussing and providing of preliminary opinion to the Government, about development strategies, draft laws and other legal documents related to the organization and work of the Government, PA bodies and in particular those proposing the incorporation of new state authorities, organizations, services or bodies of the Government.

The Council is chaired by the Prime Minister, and co-chaired by the Deputy Prime Minister and Minister of Public Administration and Local Self-Governance. Due to the fact that the PAR Strategy refers to a broader government system, not only to state administration as was the case in the past, in addition to the Minister of Public Administration and Local Self-Government, a number of line ministers and representatives of other state authorities are appointed for members of the Council. The Council members are the following:

1. First Deputy Prime Minister and Minister of Foreign Affairs;
2. Deputy Prime Minister and Minister of the Interior;
3. Deputy Prime Minister and Minister of Construction, Transport and Infrastructure
4. Minister of Finance;
5. Minister of Economy;
6. Minister of Justice;
7. Minister of EU Integrations;
8. Minister of Education, Science and Technological Development;
9. Minister of Labour, Employment, Veteran and Social Affairs;
10. Minister of Health;
11. Minister of Culture and the Media;
12. Minister of Youth and Sports;
13. Director of the Republic Secretariat for Legislation;
14. Secretary-General of the Government;
15. Director of the Republic Public Policy Secretariat.

The Council has a secretary which is appointed from the ranks of civil servants at the proposal of the Minister of public administration and local self-government, and appointed by the decision of the Council.

The fact that 14 members of the Government are also the members of the Council, provides to the credibility and legitimacy in the management of the entire process of PAR.

If necessary, the Council may, in order to discuss issues from within its competences, establish special working groups. The Council also may, in order to study especially complex issues relevant to public administration reform, engage professional and educational institutions and prominent experts, and technical assistance offered through international projects. The Rules of Procedure (adopted at the first meeting of the Council) governs the way the Council works, but also other issues relevant to its work, including jurisdiction, structure, rights and duties of members, etc. An important principle of the Council confirms that the work of the Council and the public should be realized according to the law regulating the free access to information of public importance, namely that the Council informs the public about their work through press releases. Also, the Rules provides that the Council sends its acts, including its proposals, opinions and expert explanations, to the competent line ministry for evaluation and if this ministry considers it necessary, to forward them to the Government as its own.

The Strategy does nor prescribe the frequency of convening and holding the meetings of the Council is not prescribed by the Rules of Procedure, but the Decision on the establishment of the Council for PAR and the Rules of procedure of the Council will set out more clearly the frequency.

ANNEX 3: PAR MONITORING AND EVALUATION SYSTEM[91]

MONITORING AND REPORTING

The general purpose of the MRE system for any policy area is (a) to gather data during implementation of the policy to see whether the planned activities are implemented as envisaged and identify risks arising from either not implemented activities or not producing expected outputs and (b) evaluate progress achieved by the policy in relation to the objectives and expected impacts as defined by Government. In other words, monitoring and reporting is aimed at gathering data and doing operational level assessment of implementation. Monitoring tells us whether we are on the right track to achieving the policy objectives or whether certain adjustments are needed in order to achieve the desired effects. The ultimate objective of monitoring is making the timely decisions in order to maximize results of the policy and any changes during the implementation. Monitoring of the public administration reform is based on the Action Plan for implementation of the Public Administration Reform Strategy (AP PAR).

Approach to monitoring

AP PAR matrix is primarily result-oriented and provides a basis for establishment of monitoring based on the results.[92] Result-based Monitoring - RBM is the process of monitoring which focuses on objectives and results of public policy, which allows comparison of how effectively the public policy is implemented against the set objectives. Result-based Monitoring contains elements of traditional procedural (implementation) monitoring system, but goes beyond in their focus, which does not end at the activities and their direct outputs, but observes the results that are achieved through these activities, i.e. actual changes in the reality that occur due to the intervention of public policy

The application of this approach in the AP PAR implies that most of the elements of the matrix are defined at the level of results (or measures, in the terminology of the PAR Strategy), in particular indicators and required resources. This methodological approach also introduces a basis for monitoring the achievement of higher goals of reform, since it determines indicators at the level of objectives (objectively measurable indicators). At the same time, elements of process / implementation monitoring approach were retained, which are based on activities. Thus, for each result the main activities that are expected to be necessary in order to achieve a result are listed, and the deadlines for implementation of these activities are also stated, in order to make it possible to monitor the progress towards the achievement of results/ measures.

Measuring Indicators

AP PAR defines specific and measurable (SMART) **indicators for monitoring of implementation of results and objectives.**

[91] This Annex was mostly based on the proposals and recommendations of the SIGMA program, i.e. documents „Idea for rightsizing of the monitoring, reporting and evaluation system“ and „Comments on the framework of results indicators“ submitted to the Ministry of Justice and Public Administration in March 2014.

[92] This matrix represents the adaptation of one of previously developed matrix created within a project of technical support funded by the MPALSG in the implementation of the public administration reform in early phase.

The highest level of indicators is determined by the overall objective of the public administration reform (in accordance with the PAR Strategy) and it enables the measurement of long-term impact of PAR:

Indicator	Baseline Value (2013)	Target value (2020)
The effectiveness of government (World Bank) - percentile rank (0-100)	50.24	53-56

This hybrid indicator is completely objective (its measurement is carried out on annual basis by the World Bank) and consists of the results of a number of indicators, some of which are based on expert analysis, and some on surveys.

Table 2: Sources of data for the index of the effectiveness of government for Serbia, 2013[93]

Country	Indicator	Source	Year	Type	Value
Serbia	Government Effectiveness	*Bertelsmann Transformation Index*	2013	Experts	0.73
Serbia	Government Effectiveness	*Business Enterprise Environment Survey*	2013	Survey	0.94
Serbia	Government Effectiveness	*Economist Intelligence Unit*	2013	Experts	0.25
Serbia	Government Effectiveness	*Gallup World Poll*	2013	Survey	0.42
Serbia	Government Effectiveness	*Global Insight Business Conditions and Risk Indicators*	2013	Experts	0.5
Serbia	Government Effectiveness	*Institutional Profiles Database*	2013	Experts	0.75
Serbia	Government Effectiveness	*Political Risk Services International Country Risk Guide*	2013	Experts	0.5
Serbia	Government Effectiveness	*World Bank Country Policy and Institutional Assessments*	2013	Experts	Not known
Serbia	Government Effectiveness	*World Economic Forum Global Competitiveness Report*	2013	Survey	0.44

Report for this indicator shall be published in late September each year, with the processed data for the previous year. When defining the baseline and target values (BV and TV) of this indicator for AP PAR care was taken to harmonise it with the indicators and monitoring values agreed for monitoring of the EU IPA 2 for Sector PAR.

[93] http://info.worldbank.org/governance/wgi/index.aspx#reports

Other indicators in AP PAR - for the level of specific objectives and results - are given **on the level of outcome, and in several cases** (where it was not possible to identify the appropriate indicator at that level) **on the level of direct output**. Wherever possible use was made of **indicators from the Principles of Public Administration** (OECD SIGMA and the European Commission), in order to strongly link the PAR to the process of Serbia's accession to the European Union, and to make the PAR monitoring more efficient and cost-effective (since for PAP indicators SIGMA shall conduct the assessment and measurement based on data provided by Serbia). For the level of specific objective qualitative indicators of PPA were mainly used (with a few exceptions where national indicators were used), since they can be considered objectively measurable indicators because SIGMA independently establishes the methodology of measurement and performs these measurements. For the level of measures quantitative indicators of PPA were primarily used since their measurement is far easier at annual level within the Serbia PA bodies.

For all indicators - including PPA indicators – in parallel with the drafting of the AP, "indicator passports" were developed which shall enable gathering of all basic information on all defined performance indicators, including some of their key institutional aspects, for example which institution gathers data for measurement of which indicator and how often, when such data is available, which formula is used for calculation of indicators, etc.

The "Indicator Passports" shall be regularly discussed (at least once per year) in order for the information to be updated. Data shall be updated by relevant institutions at the initiative of MPALG.

Table 3: Instructions for creation of indicator "passports"

Title of Indicator	*Enter the full name of the indicator from the draft Action Plan.*
The corresponding general or specific objective	*Enter the appropriate specific objective and measure from the AP PAR 2018-2020 to which the concrete performance indicator relates.*
Source of data for monitoring of performance indicator	*Enter the name of the source of data (specific document, data base, webpage, etc.).* *Enter information about whether the data for monitoring of indicators is collected at national or international level. It is important to distinguish between these two types of indicators in order to see to what extent data for monitoring indicators can vary, because sometimes the manner in which the indicators are measures at international level changes significantly, while sometimes their measurement is completely absent.* *Enter links to the source of data if published online.*
Title of institution responsible for gathering data	*Enter the full name of the institution responsible for the collection of data regarding the specific performance indicator and publication / submission of such data, and the specific contact person and contact data (telephone and e-mail address).* *This information will be used to inform the relevant institutions about their duties, and to track the results of the institutions involved in the entire system for monitoring, reporting and evaluation regarding the Public Administration Reform Strategy and Action Plan for its implementation.*
Frequency of data publication	*Enter information on how often and when the appropriate institutions collect data (in which quarter of the year) and publish them.* *This information is necessary in order to understand when data are available for reporting and in order to adjust the dynamics of reporting with the dynamics of*

	data availability.			
A brief description of the methodology	*Enter a brief description of the construction and measurement of specific performance indicator (the calculation formula). If specific methodology for measuring this indicator is posted on the internet, we recommend that you enter the link to this methodological document.* *Understanding the manner in which the indicator is measures is necessary in order to see (a) the extent to which the data presented is relevant and reliable, and (b) how to identify the resources needed to measure this indicator if there is a new indicator for which there is no mechanism of data collection.*			
Information on baseline values	Year	2015	2016	2017
	Baseline value			
	Enter information on baseline values for a specific indicator, if there is such information. Enter information for up to three previous years			
Information on target values	Year	2018	2019	2020
	Target value			
	Enter information on target values for a specific indicator for each year, if the measurement of indicators will be conducted annually. If not, enter the TV for the year in which the measurement shall be carried out.			

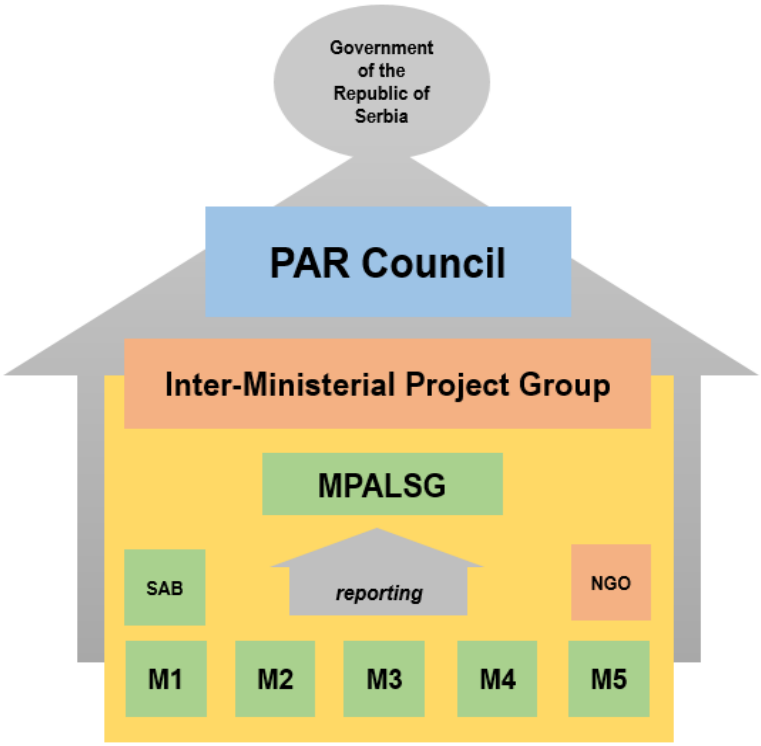
Baseline values are qualitative or quantitative data on the circumstances at the time of the start of monitoring or before the follow-up, with which to compare the information obtained later, during the measurement of indicators on the basis of which to measure progress in implementation of the PAR. The target value is the quantitative or qualitative presentation of the indicator and represents the desired level of performance which shall be achieved for a specific time.

Data collection is an important step, on which basis the servants in charge of monitoring may prepare reports on the implementation of the objectives and results, for reporting purposes. The PAR Strategy aspires to introduce a systemic and uniform monitoring and reporting system through the required semi-annual reports by all stakeholders which shall be submitted to MSALSG and which shall be a subject of review at sessions / meetings of structures for the management of PAR and its monitoring defined by the PAR Strategy.

Actors and roles in the system of monitoring and reporting

Data for monitoring is collected from SAB involved in the implementation of PAR. The monitoring process is managed and coordinated by MPALG, while all other ministries and other SAB provide information within their jurisdiction and responsibilities towards AP PAR. The **AP PAR defines the responsible institutions and organisational units within them for monitoring and reporting**, and the partner institutions or organisations participating in the implementation of specific activities. For the purposes of the monitoring and reporting process this means **that one institution shall be in charge of coordination of indicator monitoring and reporting by measures and activities**, which shall collect all the necessary information and other inputs from other institutions that are designated as partners in the implementation and shall submit them integrated to the MPALG.

Figure 4: Graphic illustration of the AP PAR reporting system



Reporting

Reporting on implementation is based on results identified in AP PAR and shall be done **by regular and extraordinary reports.**[94] The PAR Strategy states the need to „establish a complete and efficient system for monitoring and evaluation of results of implemented activities. This implies, above all, the introduction of mandatory quarterly/semi-annual reports by all actors in charge of activities. "[95] having in mind the limited capacities, as well as the need to increase participation and transparency for all those involved in the reporting system, through complementary support of the Sector Budget Support for PAR EU, which includes the development of the **dynamic monitoring online portal** for which the contact persons (deputy members of the IMPG) in their state administration bodies and CSO's would have access at **quarterly/semi-annual intervals** to directly enter the implementation status for specific activities that their institution/organisation is in charge of. As of the time of entry the implementation status would be visible to the public via the web portal, as well as the name of the institution in charge which entered the status (achieved/partially achieved/not achieved). The specific web portal is to have posted all the relevant documents, preceding strategies, preceding and current implementation reports for AP PAR, indicator passports, minutes recorded at meetings of the PAR Council and the IMPG, etc. this would enable full transparency of the reporting and the frequency stated in the PAR Strategy, and it would significantly facilitate the process of data collection for the preparation of the **Annual Results-Based Report on Implementation of AP PAR**, which is to be prepared by the unit in charge of monitoring the

[94] PAR Strategy, p. 56, link to document: http://www.mduls.gov.rs/doc/Strategija%20reforme%20javne%20uprave%20u%20Republici%20Srbiji.pdf .
[95] ibid.

PAR within MPALG. In other words, the **web portal** is planned to serve also as a data base which would regularly collect data on **implementation of activities at quarterly/semi-annual intervals**, as stated in the PAR Strategy, and **once a year** the collected data would be used to generate the annual **results-based report** and publish it to the internet portal of MPALG.

The annual report on implementation of AP PAR is to contain aggregate and individual information. Emphasis will be on the brevity of information and focus on results (whether direct results of activities or outcomes) rather than inputs and processes, in order to ensure maximum usability of the report. The annual reports are to include the following:

- Overall information on the implementation of PAR Strategy and Action Plan with key achievements during the particular year that would be easily communicated to general public and main stakeholders;
- Assessment of the main activities that had not been implemented as planned and information on the impact this might leave towards overall progress of PAR agenda;
- Proposals for necessary capacity building activities that would allow to address current short-comings and other activities for remediation of negative effects from deviations regarding the plans;
- Key problems and challenges identified during the implementation of the milestones and activities and key recommendations on how to overcome them;
- Priority actions for the next year and identification of any amendments or changes needed to planning documents (principally to AP PAR) based on the analysis of the current developments.

Instructions for filling in the formats and the formats for reporting will be posted on the monitoring internet portal.

Reporting and monitoring tools

During the preceding period, the tools for monitoring and reporting in form of *Excel* and *Word* tables, with detailed instructions for filling in, were prepared by the unit in charge of monitoring the PAR within the MPALG. In the forthcoming period it is planned to establish a **dynamic monitoring online portal,** as the basic monitoring and reporting tool. The internet portal will include the following key elements:

- The home page with clear explanation of the purpose and objective of the portal, including a brief visual presentation of the current status of implementation of activities planned by the AP PAR;
- An overview of all specific objectives, measures, activities and indicators of AP PAR stating institutions ain charge and partner institutions and the implementation status of activities;
- Indicator passports with the current indicator values;
- Documents: strategic documents, previous and current reports on implementation of AP PAR, indicator passports in one document, decisions establishing coordinating bodies, minutes from meetings of PAR Council and IMPG;
- Visual presented and searchable statistics by institutions, extent of implementation of activities, extent of achievement of measures, reporting period, etc.[96]

[96] Example visual presentation of statistics for the webpage of Republic of Slovenia at the following link: http://www.enotnazbirkaukrepov.gov.si/realizacija-ukrepov/statistika?url=realizacija-ukrepov%2Fstatistika

EVALUATION

Evaluation process helps both policy experts and decision makers to **get information on how well the initially set objectives have been achieved**. It means, there is clear information on whether the objectives have been met fully or only partially (what has changed in public administration that is reformed), or expectations had even been exceeded, as well as expert reasoning for the underlying reasons and recommendations for suggested corrective actions.

Impacts and outcomes of a particular policy can be evaluated only in a longer perspective, because the changes or trends will appear not on quarterly, but rather annual basis. Therefore evaluation assessments are usually carried out only once each two or three years. In addition to the fact that changes can be seen only in longer time period, evaluation assessments are typically more resource intensive than regular monitoring reports.

The PAR Strategy currently does not specify exact frequency of evaluations, just states that: "Following the collection and processing of data from the regular reports on performed activities, and/or the continuing monitoring process, it is necessary to prepare occasional (but regular and systemic, well-grounded) assessments of the reform implementation, more specifically, the evaluation of this complex process."[97]

The first evaluation will start at mid-2018, focusing on implementation of AP PAR in the period 2014-2017, as an *ex-post* evaluation of AP PAR, and at the same time a midterm evaluation of the PAR Strategy, based on which, if necessary, a revision of the AP PAR for the period 2018-2020 can be made. The draft evaluation report would thus be prepared by the end of 2018, and submitted to the Council for PAR Strategy for consideration.

In order for the evaluation to be as objective as possible, external independent evaluators shall be engaged, through the complementary support of the Sector Budget Support for the PAR EU. The unit of MPALG in charge of public administration reform management will monitor and operationally assist, and the employees of this unit should be trained on how to conduct these tasks.

[97] PAR Strategy, p. 57

ANNEX 4: OVERVIEW OF THE ACTION PLAN IMPLEMENTATION DYNAMICS (GANTT CHART)

Number of objective, measure, activity	Objectives, measures, activities	Institution in charge of implementation	2018				2019				2020			
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Overall objective	**Further improvement of work of Public Administration in accordance with principles of the European Administrative Space and provision of high quality services to citizens and business entities, as well as the creation of public administration which shall significantly contribute to the economic stability and increase of the living standard**													
SO 1	**Improvement of organizational and functional Public Administration subsystems**													
M 1.1	**Organisational and functional restructuring of the public administration by implementing by 2020 evidence-based measures for optimisation of the public administration with respect to the work processes, organisational structures, the number and effectiveness of institutions and number of employees**													
A 1.1.1.	Amend the Law on State Administration in order to standardize and define typologies of organizational forms and administrative tasks (coherent fields of work in administration), and delegation of authority to lower rank managers	MPALG-Department for Good Administration												
A 1.1.2.	Establish the register of holders of public powers in order to establish uniform records of public administration bodies, types of powers and clear vertical responsibilities among bodies, inventory of public registers and bodies in charge to establish and maintain individual registries	MPALG- Department for Good Administration												
A 1.1.3.	Amend the Decree on principles of internal organisation and systematisation of posts in ministries, special organisations and services of the Government, in order to establish units for strategic planning, reporting, communications, harmonisation of capacities and obligations from the NPAA, determining standards for the number of employees and managers (1:5)	MPALG- Department for Good Administration												
M 1.2.	**Improved functioning of the local self-government and decentralisation and deconcentration of state administration through defining of the strategic framework and strengthening of capacities of towns and municipalities to efficiently deliver public tasks and procedures, establish inter-municipal cooperation, and implement principles of good administration.**													
A 1.2.1.	Adopt changes and amendments to the Law on Local Self-Government to achieve harmonisation with the new regulations and to reform the administrative framework for operation of authorities of LSG, organise 8 instructive seminars, draft the model statute of units of LSG, the model rules of procedure of municipal assemblies and model decision on territorial self-Government)	MPALG-Department for LSG System												
A 1.2.2.	Support the development of inter-municipal cooperation by conducting the	MPALG-Department for												

	analysis of best mechanisms for inter-municipal cooperation (IMC) in implementing the scope of work of LSG, drafting of model agreements on IMC and advisory support for their implementation	LSG System
A 1.2.3.	Draft and adopt by the PAR Council the policy paper for decentralisation and enhancing the role of LSG in implementing public tasks	MPALG-Department for LSG System
A 1.2.4.	Conduct the functional review of units of LSG in order to support the units of LSG in ensuring more functional organisation of tasks	MPALG-Department for LSG System
A 1.2.5.	Draft, conduct consultations and adopt the strategic framework for reform of the LSG system and enhanced role of LSG in implementing public tasks (strategies and action plan for decentralisation or programme document for reform of LSG system)	MPALG-Department for LSG System
A 1.2.6.	Reform of local administrative procedures in order to improve and standardize administrative acting through continued improvement and harmonization of models of administrative procedures by LSG and implementing the package of direct technical support for improvement of administrative efficiency in 20 units of LSG	MPALG-Department for LSG System
A 1.2.7.	Building capacities of towns and municipalities to implement principles of good administration in performing public tasks of local self-Government	MPALG-Department for LSG System
M 1.3.	**Improvement of the system for management of public policies of the Government by establishing by the end of 2020 the legal and institutional framework for integrated strategic management and adoption of mid-term work plans of state administration bodies harmonised with the strategic priorities of the Government and the programming budget**	
A 1.3.1.	Determining the methodological framework for policy management and linking with the preparation and execution of programme budgeting by adopting bylaws (Decree on policy management, regulatory and policy impact assessment, and content of individual policy documents and the Decree on mid-term planning) and 2 manuals in this area	RPPS - Policy Planning and Coordination Department
A 1.3.2.	Establishing the single IT system for policy planning and monitoring, which will cover: the Action Plan for the Government Programme, policy documents, mid-term plans, ISPRWG, the existing system for budget preparation and execution	RPPS
A 1.3.3.	Improving inter-sectoral coordination by monitoring the achievement of priority goals of the Government Programme through mechanisms of the AP for Government Programme	RPPS
A 1.3.4.	Developing a uniform training system for employees of LSG in the area of policy management and conducting two cycles of training for all units of LSG by the end of 2020	RPPS
M 1.4	**Establishing solid coordination mechanisms enabling harmonised development and functioning of e-Government, and finalising the legal framework and procedures for development of e-Government**	
A 1.4.1.	Adopt the Law on Meta-Register (regulating what is the register, which public registers exist, and who is in charge of establishing and maintaining individual registries) and accompanying implementation bylaws	MPALG-Department for Registry Books and Registers
A 1.4.2.	Establish the mechanism for electronic exchange of data from official records	ITE

	among state administration bodies (through the e-ZUP system or through the web-services established at the PA service road, updating data through the Meta-Registry)															
A 1.4.3.	10. Establish the application for maintaining of the Records of Citizens of the RS within the Central Electronic Data Processing and Storage Centre, followed by transfer of citizenship data to electronic form to the application from: – The Registry Book of Yugoslav citizens maintained by the MoI – Registry books of citizens maintained by units of LSG – Registry Books of Births, maintained by MPALG	MPALG - Department for Registry Books and Registers MoI														
A 1.4.4.	Draft and propose for adoption the law and adopt implementing bylaws regulating the establishment and maintenance of the Central Population Registry	MPALG- Department for Registry Books and Registers														
A 1.4.5.	The Central Population Registry is established (software development and data migration)	ITE														
A 1.4.6.	Improved registry of housing communities	NGI- Department for ICT														
A 1.4.7.	Improving registry of spatial units and address registry and establish interoperability with other registries (draft and propose for adoption the law on registry of spatial units and address registry and linking the registry of residence with the registry of residences and the business registry with the registry of spatial units and address registry)	NGI - Department for ICT, Department for Cadastre of Immovable Property														
A 1.4.8.	Establish the National Geo-Spatial Data Infrastructure (NGSDI) by adopting all bylaws under the Law on NGSDI and developing the national geo-portal in line with the INSPIRE Directive	NGI - Centre for geo-spatial data management														
A 1.4.9.	Conduct the assessment of situation of e-government at local level (using a sample of at least 30 LSG units) and support improvement of local capacities for its implementation (award grants for maximum 40 LSG units to develop and implement procedures relevant to introduction of e-government and training and mentoring support for at least 30 LSG units to provide e-government services).	MPALG – Department for EI and Projects														
SO 2	**Establishing a coherent merit-based civil service system and improve human resources management**															
M 2.1	**Establishing a coherent system of labour relations and salaries in the public administration based on transparency and fairness**															
A 2.1.1.	Drafting and proposing for adoption the law regulating the system of labour relations and salaries in order to establish a coherent merit-based civil service system in public agencies and state administration bodies.	MPALG - Department for HRM														
A 2.1.2.	Drafting and adopting the Catalogue of titles and positions in state administration bodies, Catalogue of titles and positions in authorities of LSG units, Catalogue of titles, positions, functions and job posts in other parts of public administration and ongoing drafting and adoption of changes and amendments to the Catalogue of job posts in public services and other	HRMS MPALG-Department for HRM														

	organisations (public services established by special laws) due to the need for optimisation and efficient systematisation of institutions														
A 2.1.3.	Drafting and proposing for adoption the amendments to the Civil Service Law in order to improve the process of recruitment and depolitisation, performance appraisal, integrity and strengthening of accountability and develop other labour-legal institutes, and the competences-based integrated HRM system	MPALG- Department for HRM													
A 2.1.4.	Strengthen capacities of MPALG, Administrative Inspectorate, and HRMS, by increasing the number of staff in said bodies and develop competences of all staff in units for HRM in state administration bodies	MPALG- Department for HRM, Administrative Inspectorate HRMS													
M 2.2	**Establishing the HRM function in the public administration and improving the HRM function in state administration and local self-government by introducing new instruments and strengthening HRM capacities**														
A 2.2.1.	Drafting and adopting acts for adoption of the Competences Framework and whereby competences are introduced in the process of recruitment and selection, performance appraisal and promotion in state administration bodies	MPALG - Department for HRM, HRMS													
A 2.2.2.	Drafting and adopting bylaws regulating in more detail the performance appraisal of public services employees	MPALG - Department for HRM													
A 2.2.3.	Development of the Centre for competences development and assessment and career development within the HRMS in order to establish institutional career management for civil servants employed in priority areas, talents and managers	HRMS													
A 2.2.4.	Develop and implement instruments (institutional and individual) for career management in state administration for civil servants and other measures strengthening professionalization of administration in order to retain competent HR in state administration	HRMS MPALG – Department for HRM													
A 2.2.5.	Conduct the assessment of the current IT system for Centre HR Records, identify recommendations and draft technical specifications for substitution of existing IT systems by new software solutions and establish and develop software applications for HRM which supports and introduces automation in tasks in a way which integrates and covers the whole HRM field	HRMS MPALG - Department for HRM ITE													
A 2.2.6.	Building capacities of towns and municipalities to implement and improve HRM functions in local self-government (local administration)	MPALG – Department for HRM													
M 2.3	**Development of professional development system in public administration**														
A 2.3.1.	Adopt bylaws for implementation of the Law on the National PA Academy and other special laws regulating professional development in different parts of public administration	Government, at the proposal of NAPA													
A 2.3.2.	Central records established for professional development programmes in public administration	NAPA													
A 2.3.3	Established system for accreditation of training providers for professional	NAPA													

	development in public administration		
A 2.3.4.	Adopt the general act on the programme of professional training of interns (inception training of interns)	MPALG - Department for professional training	
A 2.3.5.	Support to further improvement of the professional development system for employees of LSG units by strengthening capacities of LSG units to perform the tasks of professional development from their scope of competences and by developing and implementing professional development programmes	MPALG - Department for professional training	
SO 3	**Improvement of public finances and procurement management**		
M 3.1	**Improving the (framework for) sustainability of public finance by reforming and developing public property management**		
A 3.1.1.	Changes and amendments to the Law on Public Property	MoF	
A 3.1.2.	Develop and implement 14 regional training courses for public property management at local level	MPALG - Department for EI and projects MoF - Department for Legal-Property Issues	
A 3.1.3.	Implementation of projects by LSG units within the grant scheme for improved management of public property at local level	MPALG MoF	
A 3.1.4.	Develop and implement 20 direct technical support packages for municipalities to improve management of public property at local level	MPALG MoF	
M 3.2	**Improvement of Budget Planning and Preparation Process**		
A 3.2.1.	Develop performance reporting modules within IT systems for budget preparation	MoF	
A 3.2.2.	Conduct training for 150 civil servants for preparation of reports on programme performance	MoF	
A 3.2.3.	Raise capacities of LSG units to implement the programme budgeting process in line with the programme budget methodology by developing instruction materials (manuals) for preparation of programme budgets, organising 24 regional training courses for all LSG units and providing direct technical support to 12 LSG units	MPALG MoF	
M 3.3	**Improvement of the Financial Management and Control System of Use of Public Resources and Internal Audit**		
A 3.3.1.	Improve the existing software for public internal financial control which will enable users access to and submission of annual reports to CHU electronically	MOF/CHU	
A 3.3.2.	Develop guidelines for establishment of PIFC functions within small public budgets beneficiaries, with respect to establishing a joint internal audit unit	MOF/CHU	
A 3.3.3.	Organise two workshops for work on software for PIFC which will enable public budgets beneficiaries access to and submission of annual reports to MoF CHU electronically	MOF/CHU	
A 3.3.4.	Organise four workshops for senior managers on the role of Financial Management and Control and internal controls as an integral part of management and a tool for good governance	MOF/CHU	

M 3.4	**Functional improvement of budget inspection work**																
A 3.4.1.	Filling up the vacancies in the Budget Inspectorate to the full capacity in line with the Rulebook on internal organisation and systematisation of posts, in order to increase the number of conduction inspections which adds to financial discipline	MoF – Budget Inspectorate															
A 3.4.2.	Develop and adopt the Methodology of operation of the Budget Inspectorate in line with the Budget System Law	MoF – Budget Inspectorate															
M 3.5	**Improvement of the public procurement system**																
A 3.5.1.	Develop and adopt bylaws resulting from the new Public Procurement Law harmonised with the EU directives	PPO - Public Procurement Department															
A 3.5.2.	Develop and publish standard templates for publishing of public procurement announcements	PPO - Public Procurement Department															
A 3.5.3.	Develop and publish standard templates for tender documents	PPO - Public Procurement Department															
A 3.5.4.	Develop and publish standard templates for framework agreements	PPO - Public Procurement Department															
A 3.5.5.	Conduct the analysis and recommendations for improving competition in the public procurements market	PPO - Public Procurement Department															
A 3.5.6.	Develop and adopt the Strategy for the Public Procurement System 2019 - 2022	PPO - Public Procurement Department in state administration bodies															
A 3.5.7.	Publish guidelines to improve green procurements	PPO - Public Procurement Department															
SO 4	**Increasing legal certainty and improvement the business environment and quality of public services provision**																
M 4.1	**Improving administrative procedures and ensuring that procedures before state administration bodies and public administration bodies and organisations when deciding on rights, obligations and legal interests of citizens and other entities are in accordance with principles of good administration**																
A 4.1.1.	Draft and adopt the Decree on Single Administrative Point (Article 42 GAP Law)	MPALG- Department for Good Administration															
A 4.1.2.	Draft and adopt the Decree on Single Administrative Point (Article 42 GAP Law)	Coordinating commission for harmonisation of special laws with the GAP Law MPALG –Department for Good Administration All line ministries		40 priority laws													All laws
A 4.1.3.	Publishing data on civil servants and other persons authorised to conduct administrative procedures in all state administration bodies at official Internet portals	MPALG- Department for Good Administration															
A 4.1.4.	Implementing the electronic portal for archiving of data in order to ensure the application of the Rulebook on supervision over the work of public enforcement officers in performing desktop (indirect) oversight by the Ministry of Justice and	Ministry of Justice															

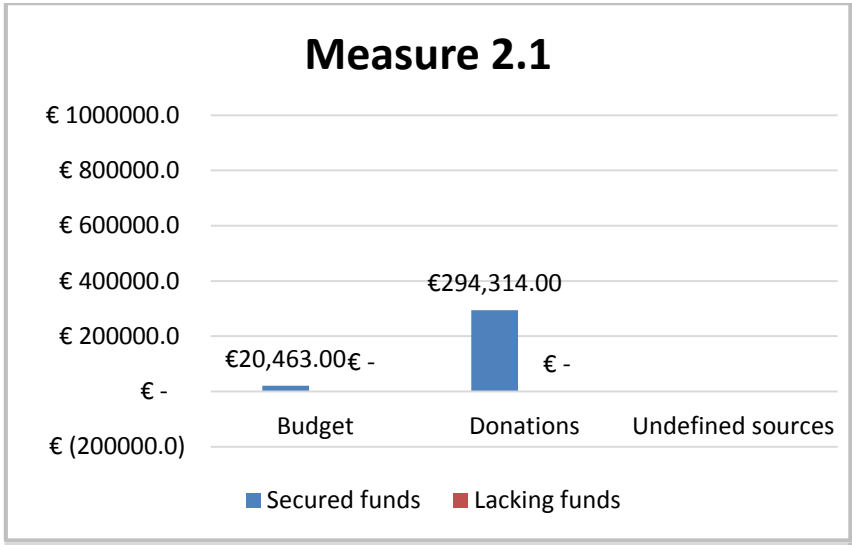
	the Chamber of Enforcement Officers over the work of enforcement officers															
M 4.2	**Reform of the inspection supervision and ensuring better protection of public interest, while reducing administrative costs of inspection supervision and increasing legal certainty of subjects of inspection supervision**															
A 4.2.1.	Harmonisation of 78 special laws with the Law on Inspection Supervision	Coordinating commission All line ministries having inspection services														
A 4.2.2.	Discussion of the recommendations from the conducted analysis of work of inspections and implementation of the Law on Inspection Supervision in order to adopt and implement the recommendations by the Coordinating Commission	Coordinating commission MPALG all line ministries having inspection services ITE (e-Inspector)														
A 4.2.3.	Develop and adopt the action plan of the Coordinating Commission to address the identified weaknesses in the implementation of the Law	Coordinating commission All line ministries having inspection services														
A 4.2.4.	Develop the joint information platforms for all inspection services at national level through which modules will be developed – software tool e-Inspector developed	ITE - Standardisation department														
A 4.2.5.	Implement pilot projects with 4 inspection services – first module (tax or sanitary or tourism inspection, market inspection, labour inspection, Administrative Inspectorate)	ITE														
A 4.2.6.	Develop modules for the remaining 33 inspection services	ITE														
M 4.3	**Introduction and promotion of mechanisms which ensure quality of public services**															
A 4.3.1.	Conduct the feasibility study for the use of blockchain technologies in the public administration of RS and implement pilot projects according to study recommendations	MPALG –Department for Good Administration (E-Government Support Group)														
A 4.3.2.	Conduct surveys of satisfaction, requirements and expectations with respect to quality of public services (key stakeholders: citizens, civil society, businesses, PA employees) by using internationally accepted methodology for citizen satisfaction surveys including mechanisms for continued feedback between citizens and public administration as a sustainable mechanism for citizens to exert impact on the work of state administration	MPALG - Department for Good Administration														
A 4.3.3.	Establish and ensure full functionality of the Service Korean-Serbian Centre (SKIP) offering to all state administration bodies, civil society and citizens through different seminars and training courses to improve their knowledge in IT and deliver e-services	MPALG - Department for Good Administration														
A 4.3.4.	Gradual introduction of quality management system for quality of public services through a pilot project in a selected state administration body	MPALG – Department for Good Administration														
SO 5	**Increasing citizens' participation, transparency, improving ethical standards and accountability in performing public administration tasks**															
M 5.1	**Improving conditions for participation of interested public in the work of public administration with increased access to information on the work of public administration and public finance**															

A 5.1.1.	Improving proactive transparency – Information Bulletins by developing manuals for the use of the software application (uniform IT system for access to, processing and presenting Information Bulletins), conducting up to 15 training courses for persons authorised in state administration and LSG bodies, adopting the new Instructions for preparation and publishing of Information Bulletins, promoting the manual among the public, civil society, businesses and media	MPALG - Department for Good Administration Commissioner for Information of Public Interest and Personal Data Protection													
A 5.1.2.	Establish the Council for cooperation with Civil Society	OCCS - Unit for development of incentive environment for development of civil society, GOVERNMENT													
A 5.1.3.	Improve public participation by developing Guidelines for composition of working groups drafting proposed policies and regulations and preparation and adoption of bylaws regulating public consultations with the interested public in the process of drafting regulations and policies, after the adoption of the Law on the Planning System and the Law amending the Law on State Administration	MPALG- Department for Good Administration RPPS OCCS													
A 5.1.4.	Improve the Open Data initiative in the RS by adopting the legal framework for open data and re-use of information in line with the EU Directive on the Re-Use of Public Sector Information, accession to the Open Data Charter, organising activities to promote the open data concepts and support the applications based on open data	MPALG - Department for Good Administration Government ITE													
A 5.1.5.	Conduct a comparative analysis of practices in electronic expression of attitudes by citizens in order to achieve more effective expression by citizens	MPALG- Department for LSG System													
A 5.1.6.	Draft and adopt the new Law on referendum and Popular Initiative in order to improve mechanisms for effective expression by citizens	MPALG- Department for LSG System													
A 5.1.7.	Develop and adopt the Decree on the content of web presentations and publishing of electronic services by state administration bodies, after the adoption of the Law on e-Government	Government, ITE													
M 5.2	**Strengthening of integrity and ethical standards of employees in public administration and reducing corruption through strengthening of prevention mechanisms**														
A 5.2.1.	Draft the Law on Anti-Corruption Agency so as to introduce the **obligation for all public administration employees to attend ethics and integrity training**; prescribe the **responsibility of managers** of public authorities in case where they do not enable attending the training and the responsibility of employees if they do not attend training which has been made possible for them to attend; introduce **corruption risk assessment** in public authorities as a competence of the ACA, to include preparation of reports with recommendations for removal of risk and strengthening integrity, and the obligation of public authorities to report to the Agency on measure taken to remove risks and strengthen integrity; define provisions on introduction of **assessment of corruption risk in**	Ministry of Justice													

	legislation as part of preparation of legislation; **adopt the methodology** for corruption risk assessment in regulations adopted by ACA														
A 5.2.2.	Conduct a comparative analysis for introducing ethics and integrity officers in public administration, undertake an analysis of the legal framework in RS and develop guidelines with recommendations for implementation	ACA													
A 5.2.3.	Establish a mechanism for monitoring the implementation of the recommendations put forward by the Anti-Corruption Agency after introduction of the corruption risk assessment in the process of preparation of legislation – the General Secretariat submits to the Agency the justification on accepted recommendations or reasons for rejection, after the laws are proposed for adoption	GenSec													
A 5.2.4.	prepare the first annual report of the Anti-Corruption Agency on the extent of implementation of recommendations from opinions on corruption risk assessment in provisions of draft laws in areas especially susceptible to corruption	ACA													
M 5.3	**Strengthening of mechanisms of external and internal public administration control**														
A 5.3.1.	Draft, organise public consultations and adopt for proposal the law amending the Law on Free Access to Information of Public Interest in order to strengthen the independence of the institution, extend the coverage of entities obliged under the law, improve the procedures, and enhance pro-active transparency	MPALG-Department for Human and Minority Rights and Freedoms													
A 5.3.2.	Draft, organise public consultations and adopt for proposal the law amending the Law on Ombudsman in order to strengthen the independence of the institution, improve the efficiency of its work, and improving the protection of rights of citizens before state bodies	MPALG-Department for Human and Minority Rights and Freedoms													
A 5.3.3.	Draft, organise public consultations and adopt for proposal the law amending the Law on State Audit Institution in order to secure full financial and operational independence, and in order to ensure mechanisms which will contribute to greater coverage of auditees (by reducing the deadlines for finalisation of audit, new auditor ranks)	Government National Assembly SAI													
A 5.3.4.	Propose for adoption the Law on the Anti-Corruption Agency and clearly determine and define the concepts of accumulation of public functions and conflict of interest, and in that field establish clear mechanisms and solutions needed to manage and sanction conflict of interest in case of public officials.	Ministry of Justice													
A 5.3.5.	7. Amend the Anti-Discrimination Law in order to achieve full harmonisation with the EU Acquis, especially with respect to: - the scope of exceptions to the principle of equal treatment; - defining indirect discrimination.	Ministry of Labour, Employment, Veteran and Social Affairs Government													
A 5.3.6.	Strengthen the capacities of SAI and improve working conditions by increasing the number of staff and providing a lasting solution in terms of working premises	Ministry of Labour, Employment, Veteran and Social Affairs GOVERNMENT													

A 5.3.7.	Strengthen the capacities of the Commissioner for Equality (CE) and improve the working conditions by increasing the number of staff and improving the working premises (elevators, windows and toilets, with special emphasis on toilets adjusted to the needs of PwD), in order to increase the share of acting according to recommendations put forward by the Commissioner for Equality	Government GenSec CE												

ANNEX 5: OVERVIEW OF APPROPRIATED AND MISSING ADDITIONAL FINANCIAL RESOURCES FOR IMPLEMENTATION OF THE AP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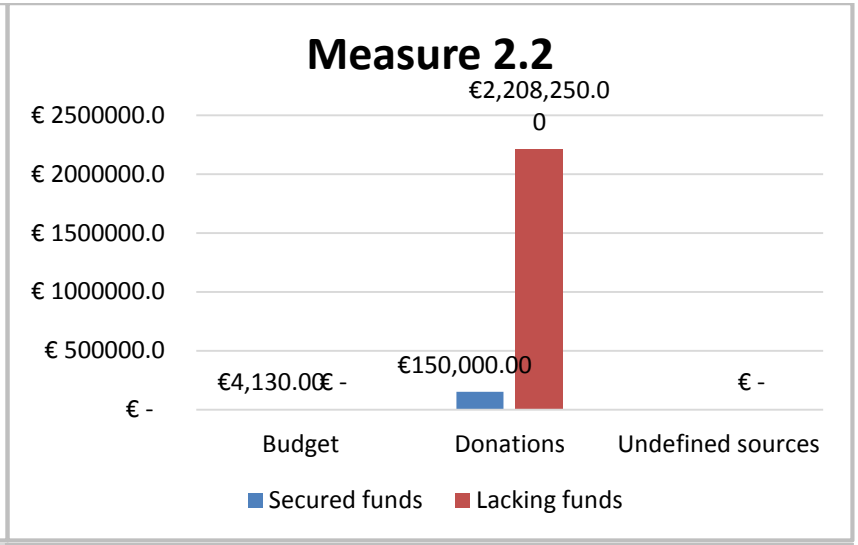
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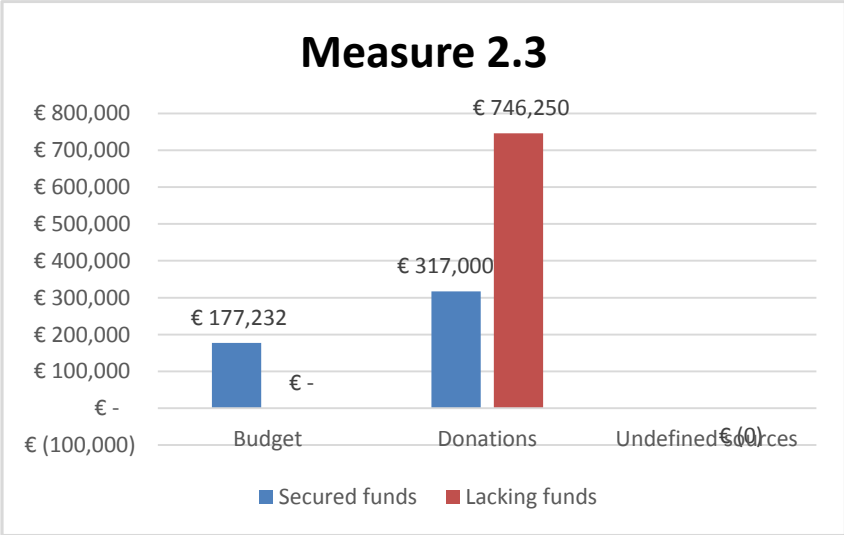
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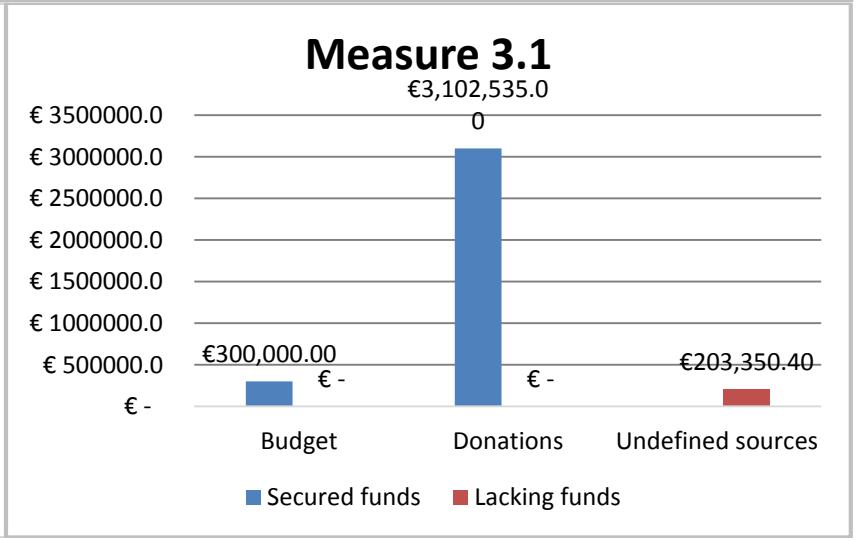
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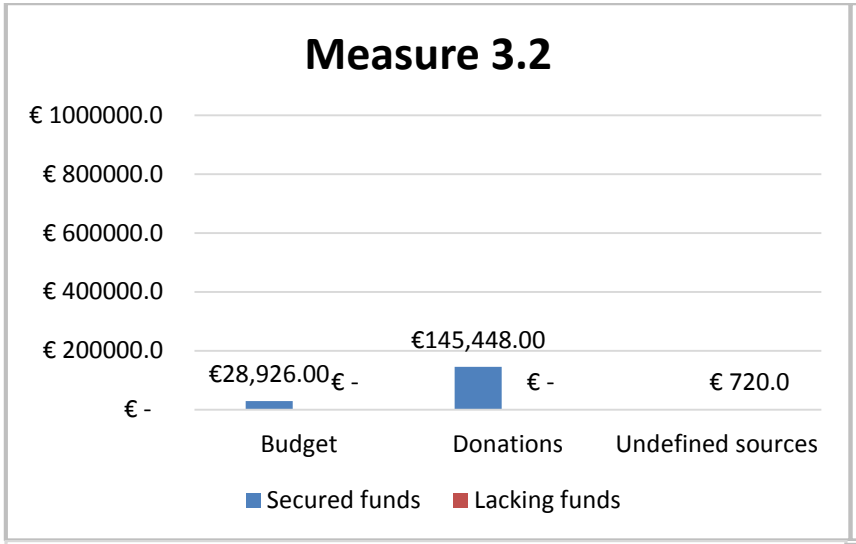
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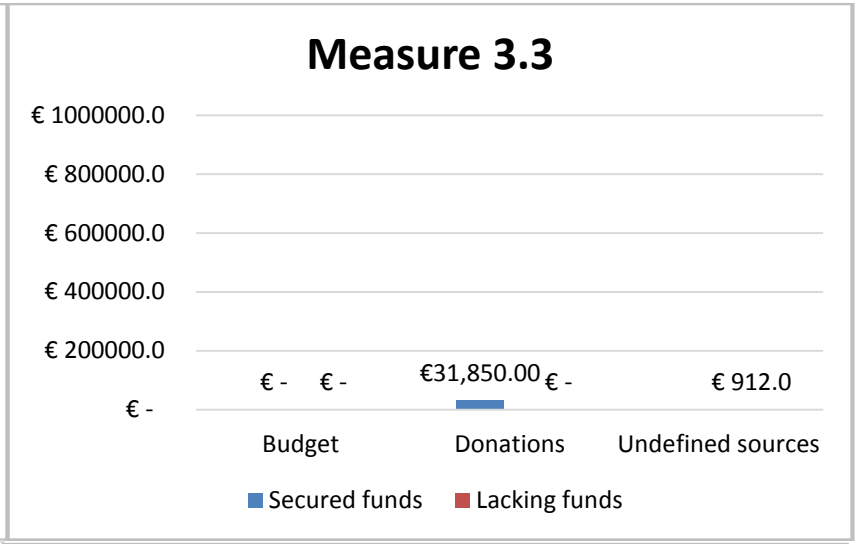
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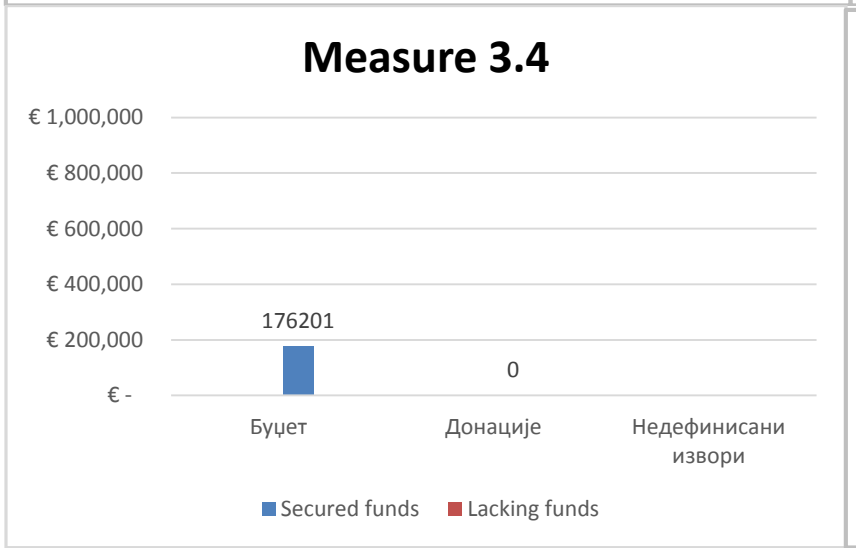
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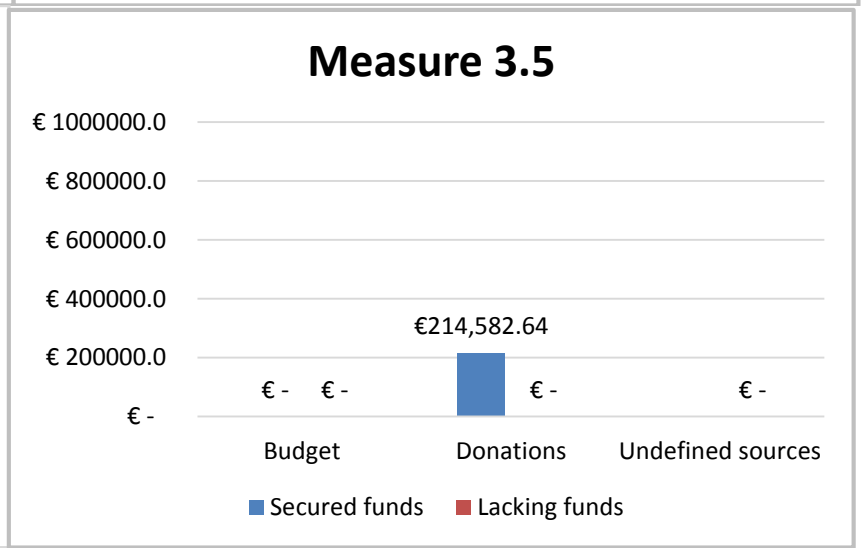
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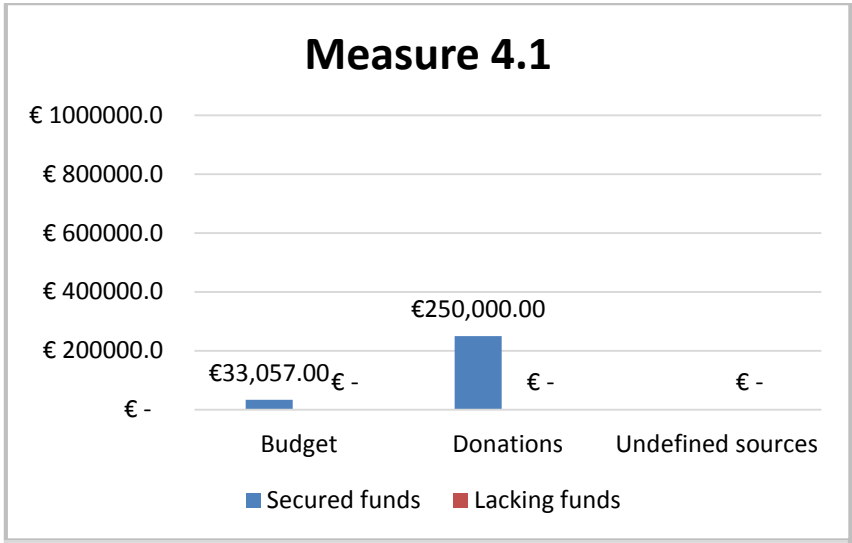
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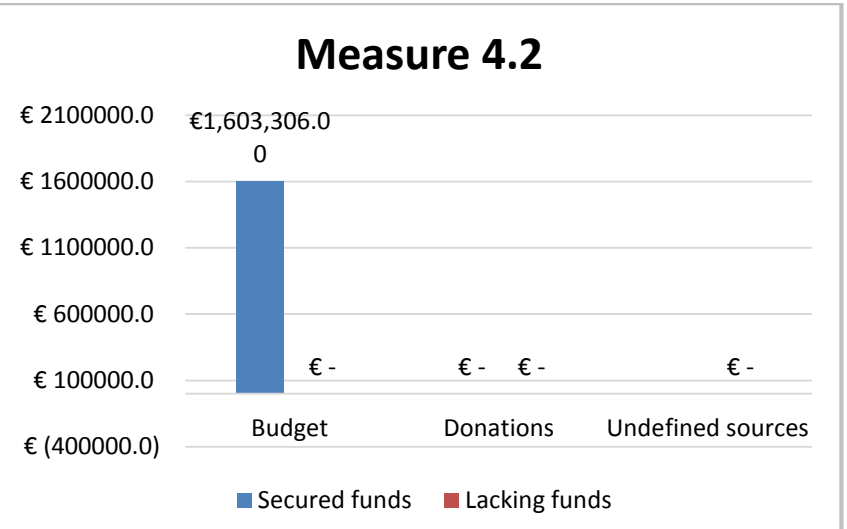
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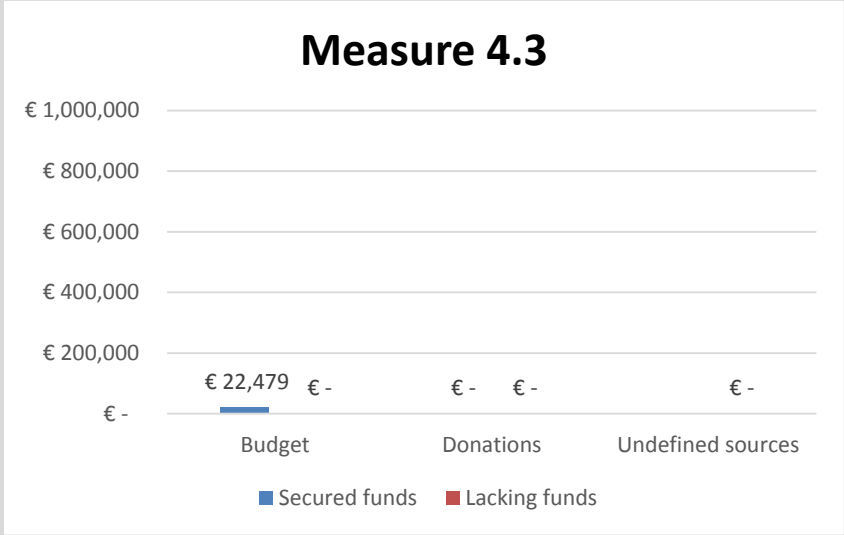
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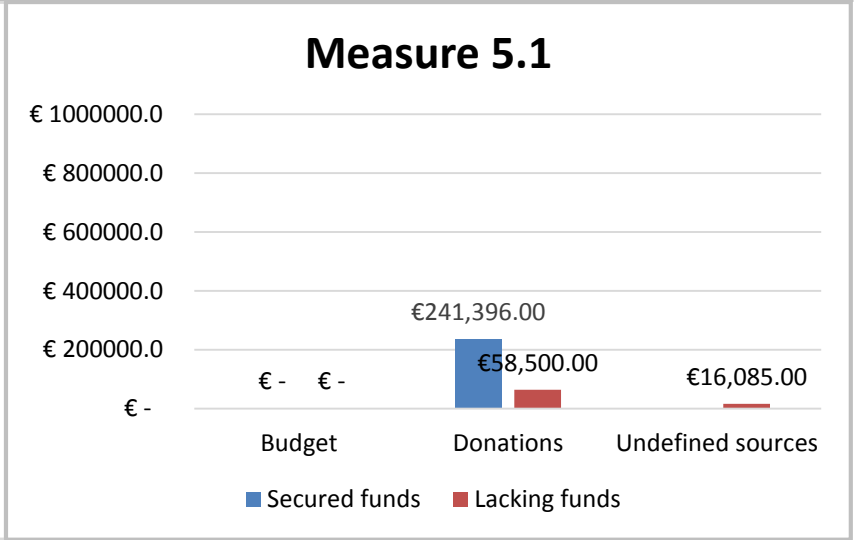
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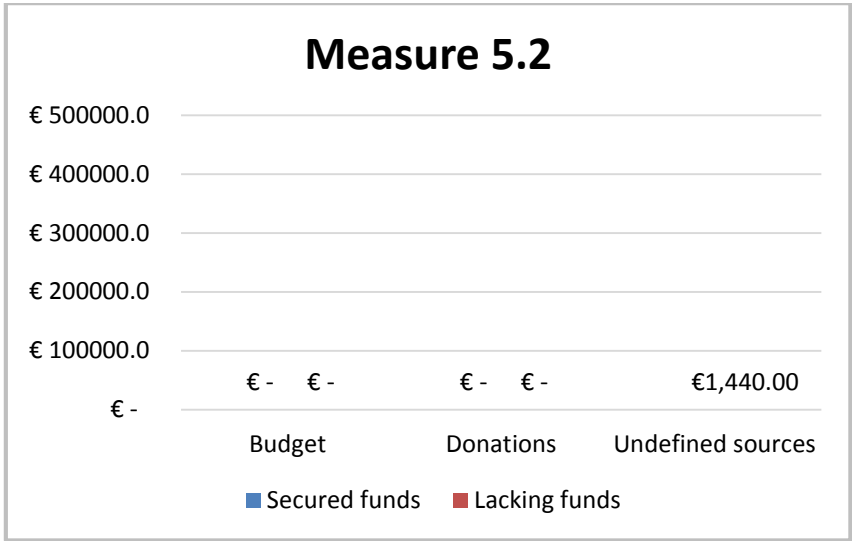
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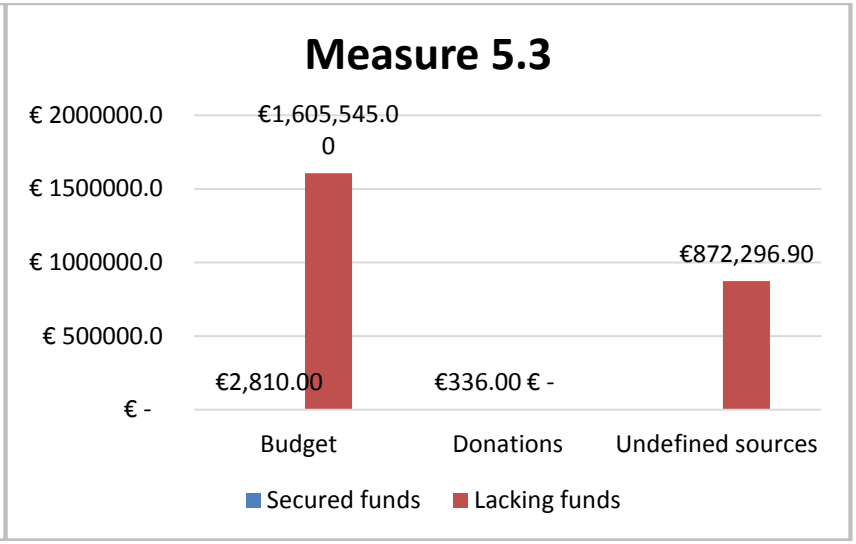
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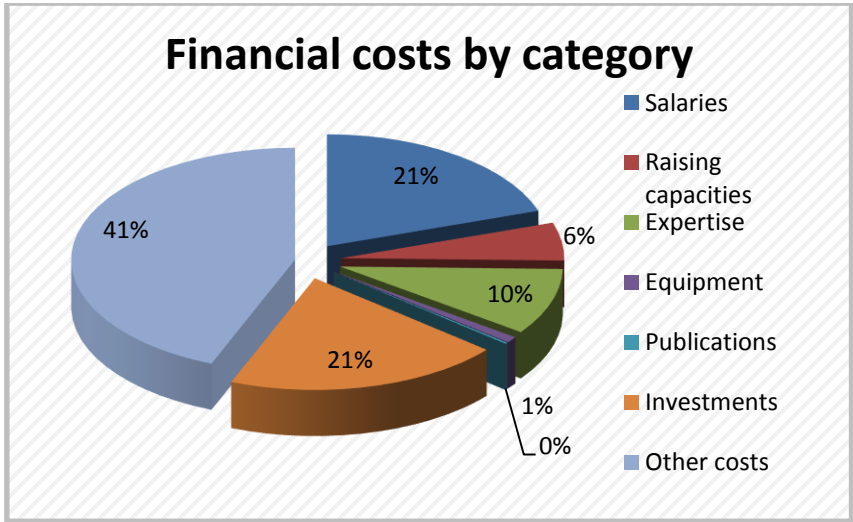
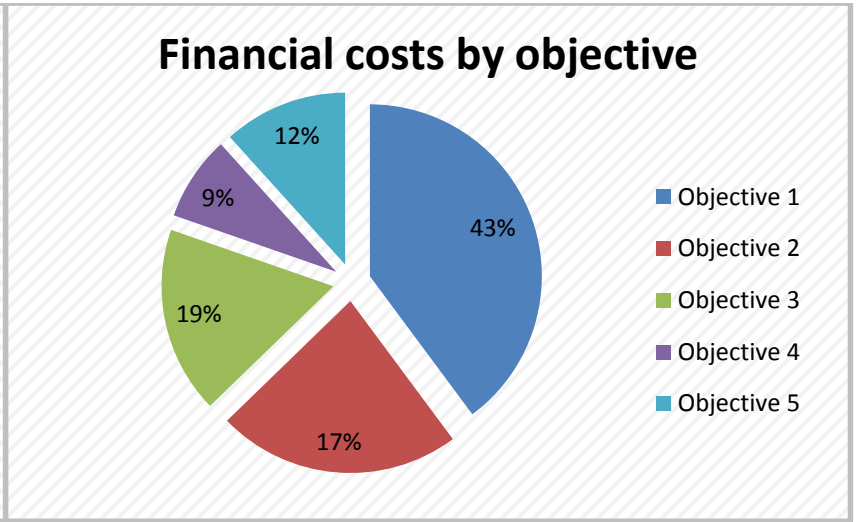
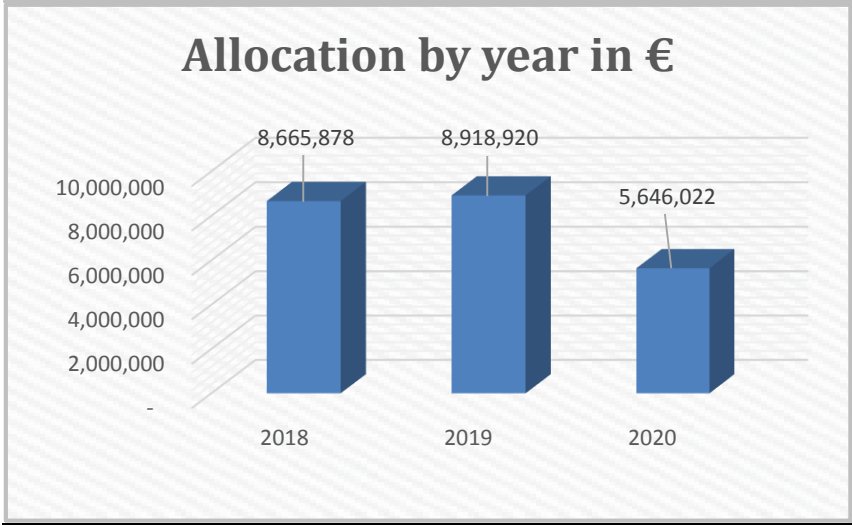
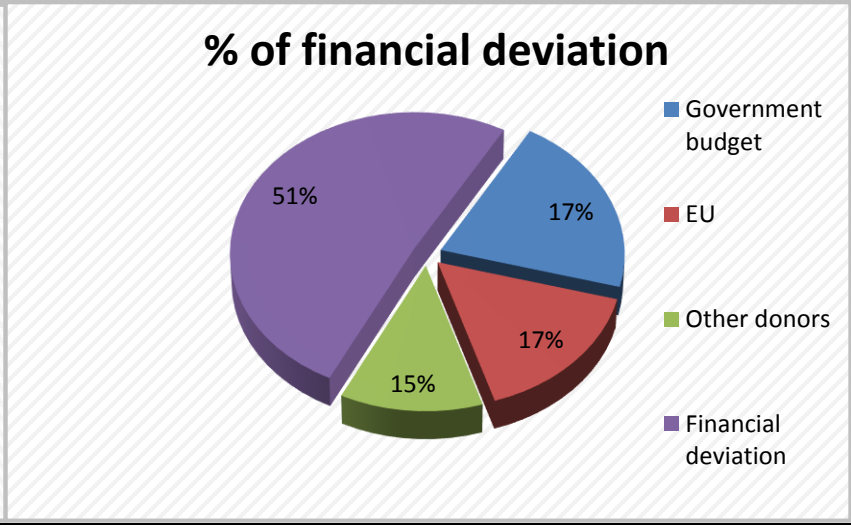
€872,296.90
€2,810.00
€336.00 € -
Budget
Donations
Undefined sources
Secured funds
Lacking funds


Financial costs by category
21%
6%
10%
1%
0%
21%
41%
Salaries
Raising capacities
Expertise
Equipment
Publications
Investments
Other costs


Financial costs by objective
43%
17%
19%
9%
12%
Objective 1
Objective 2
Objective 3
Objective 4
Objective 5


Allocation by year in €
8,665,878
8,918,920
5,646,022
10,000,000
8,000,000
6,000,000
4,000,000
2,000,000
-
2018
2019
2020


% of financial deviation
51%
17%
17%
15%
Government budget
EU
Other donors
Financial deviation

ANNEX 6: ASSUMPTIONS AND RISKS IN THE ACTION PLAN IMPLEMENTATION

SPECIFIC OBJECTIVE	Measure	Assumptions	Risks	Risk mitigation measures
1. Improvement of organizational and functional subsystems of public administration	1.1. Organizational and functional restructuring of the public administration by implementing 2020 evidence-based measures for optimization of public administration in terms of work processes, organizational structures, the number and suitability of institutions, and the number of employees	Political support and consensus is in place for implementation of targeted objectives	Change of political priorities. Work on optimisation left entirely to employees who are not decision-makers.	Using to the full capacity the structures for PAR coordination in order to enable the implementation of measures and achievement of optimisation objectives.
	1.2. Improved functioning of the local self-government and decentralisation and deconcentration of state administration through defining of the strategic framework and strengthening of capacities of towns and municipalities to efficiently deliver public tasks and procedures, establish inter-municipal cooperation, and implement principles of good administration.	Political support and consensus is in place for implementation of targeted objectives Financial resources ensured - stability of the financial framework.	Reallocation of competences of ministries or allocation of competences among the different levels of government	Defining policy concepts, improved coordination among different levels of government. Donations, utilisation of project funds.
	1.3. Improvement of the system for management of public policies of the Government by establishing by the end of 2020 the legal and institutional framework for integrated strategic management and adoption of mid-term work plans of state administration bodies harmonised with the strategic priorities of the Government and the programming budget	Adoption of the Law on the Planning System of RS. Adoption and implementation of bylaws (two decrees). Establishment of a uniform IT system.	Insufficient and uneven administrative capacities of state administration bodies. Lack of harmonisation of priorities of different state administration bodies	Conducting training for civil servants, managers and employees in LSG units in the area of policy and mid-term planning. Improving coordination among line ministries and institutions of centre of Government, the mechanisms of implementation groups and the IMPG.
	1.4. Establishing solid coordination mechanisms enabling harmonised development and functioning of e-Government, and finalising the legal framework and procedures for	Well-planned financial resources (long-term) - the stability of the financial framework.	Lack of financial resources. Lack of long-term planning of budget resources and stability of the financial framework	Donations, utilisation of IPA funds. Establishing the Council for NGSDI to ensure political

SPECIFIC OBJECTIVE	Measure	Assumptions	Risks	Risk mitigation measures
	development of e-Government	Adequate engagements of all competent institutions. Inter-institutional cooperation and coordination. Completion of the legislative framework.	Lack of political will. Failure to complete the legislative framework.	support and better coordination. The formation of the Working Group within the Council for public administration reform in order to secure political support and better coordination.
2. Establishing a coherent public civil service system which is merit-based and improved human resources management	2.1. Establishing a coherent system of labour relations and salaries in the public administration based on transparency and fairness	Provided political support for the establishment of a unified system of labour relations, based on the principles of de-politicization and professionalization across the whole public administration and provided political support and established consensus of all social stakeholders for establishment of a uniform system of wages in the public administration	Pressures to exclude certain subsystems of the harmonized system of labour relations, i.e. the single salary system, and failure to conduct and adequate assessment of work posts and relevant coefficients.	Ensure an open, inclusive and transparent process of drafting regulations with particular emphasis on the inclusion of representatives of representative trade unions and hire experts for the evaluation of work positions.
	2.2. Establishing the HRM function in the public administration and improving the HRM function in state administration and local self-government by introducing new instruments and strengthening HRM capacities	Developed legal framework and institutional basis for the function of strategic human resource management and clear commitment to strengthening the institutions of the competition and creation of depoliticized system which encourage attracting and retaining quality personnel in the public administration	Insufficient political support for de-politicization of the system of employment and human resource management	Increase the transparency of work of bodies and work of employees in the body through stronger monitoring and performance appraisal, along with restricting the managers' decision-making discretion
	2.3. Development of professional development system in public administration	Optimum number of staff and their qualification to jointly and coherently implement overall reform processes in the area of professional development in public	Ongoing political support to full implementation of the professional development system in public administration. Adequate recognition by all	Ensure transparency in the work of NAPA along with engagement of all stakeholders in key stages of work by means of developing and implementing the NAPRA communications

SPECIFIC OBJECTIVE	Measure	Assumptions	Risks	Risk mitigation measures
		administration. Ensuring adequate financing.	actors involved of NAPA as the key actor in the system of professional development in PA and their willingness and interest to participate actively in the professional development system. Delays in adopting the bylaws and procedures for accreditation of professional development providers in PA Inadequate funding and limited offices and technical capacities Uneven competences of employees of NAPA; Possibly difficulties in integrating the new staff in NAPA	strategy Annual and mid-term planning of budget funds and stability of the financial framework; planning donor support Adopt and implement inception training for new employees, by stages
3. Improvement of public finances and procurement management	Improving the (framework for) sustainability of public finance by reforming and developing public property management	New legal and technical solutions related to public property management are of systemic nature and take into consideration the time and costs needed for implementation by holders of public property rights Coordination mechanisms and support programmes are in place to implement reform measures in the area of public property management	Weak interest of the political management and the public for potential economic and financial development through better management of public property. Insufficient interest / awareness of potential users for available support programmes for improved management of public property.	Timely consultations with stakeholders at all levels of administration and outside of the administration with respect to reforming the legal framework regulating management of public property. Better profiling of public property management as a part of public finance reform and progress in EU integrations, through national and international conferences and similar visibility events. Holding presentations and publishing information on availability of other support

SPECIFIC OBJECTIVE	Measure	Assumptions	Risks	Risk mitigation measures
				programmes for better management of public property.
	3.2. Improvement of Budget Planning and Preparation Process	Knowledge of the programme budget preparation process and relevant methodologies	Inadequate IT systems which are not inter-connected to manage public finance	Within the planned donor support, significant improvement is planned in this area in order to ensure efficient access to data and exchange of information among stakeholders.
	3.3. Improvement of the Financial Management and Control System of Use of Public Resources and Internal Audit	Established internal audit units in accordance with the law	Frequent changes of managers of the highest level. An insufficient number of trained managers.	Training of high level managers on the importance, benefits and the need for a system of financial management and control and independent internal revision function.
	3.4. Functional improvement of budget inspection work	The optimal number of professionally trained personnel. Existence of a uniform methodology of work of the budget inspection.	Limitation of employment in the public sector. Savings measures. Limited capacity of the budget inspection	The introduction into the single system of control and budgetary inspection of local governments.
	3.5. Improvement of the public procurement system	Adopted legislative framework according to the adopted time frames, second quarter of 2018.	Delays in adoption of bylaws and model documents needed for implementation of regulations.	Regular consultations of stakeholders timely updating of time tables in order to implement activities efficiently.
4. Increasing legal certainty and improvement the business environment and quality of public services provision	4.1. Improving administrative procedures and ensuring that procedures before state administration bodies and public administration bodies and organisations when deciding on rights, obligations and legal interests of citizens and other entities are in accordance with principles of good administration	Sufficient number of staff, qualified staff. Financial and technical support ensured for data exchange and functioning of administration.	Administrative burden on staff. Existence of official records maintained only in physical and not in electronic form, records in electronic form not structured adequately, or lack of standardisation of data.	Organisational adjustments and simplification of procedures for adjustment of special laws with the GAP Law. Engaging experts and technical assistance.
	4.2. Reform of the inspection	HR and financial resources	Failure to addend and change	Continuation of awareness

SPECIFIC OBJECTIVE	Measure	Assumptions	Risks	Risk mitigation measures
	supervision and ensuring better protection of public interest, while reducing administrative costs of inspection supervision and increasing legal certainty of subjects of inspection supervision	ensured for reform of inspection services.	special laws which need to be harmonised with the GAP Law within the specified deadline of 6 months.	raising activities and training of inspectors and businesses, transfer of best practices, its harmonisation and publishing and support for the implementation of the new law, and establishment of an efficient and effective performance of tasks of the Coordinating Commission, to facilitate the implementation of the new law.
	4.3. Introduction and promotion of mechanisms which ensure quality of public services	Recognizing the importance of introduction of the mechanism for establishment of a quality management system in bodies both by employees and by officials.	Employees in bodies are not motivated enough for changes within the existing structure. Management of the bodies insufficiently involved in the implementation of the project, does not provide sufficient support. Employees in the bodies in fear of change of established manners of performing of tasks.	Trainings for all employees in bodies in order to learn about the positive effects of the mechanism for establishment of systems of quality management. Special training only for the management. Defining of clear roles of all participants in this process.
5. Increasing citizens' participation, transparency, improving ethical standards and accountability in performing public administration tasks	5.1. Improving conditions for participation of interested public in the work of public administration with increased access to information on the work of public administration and public finance	Ensured political support for increase of transparency of public administration and systematic involvement of CSO in the process of creation, implementation and monitoring of public policies.	Insufficient motivation of employees in state administration bodies to change the long-established manner of doing things.	Promotion of the principles of openness and transparency of public administration, the development of participatory political culture and the establishment of partnerships between the public administration and CSO
	5.2. Strengthening of integrity and ethical standards of employees in public administration and reducing corruption through strengthening of prevention mechanisms	Provided political support and a clear commitment to reduce corruption in public administration by strengthening preventive mechanisms and enhancing	Lack of coherence in positions of relevant institutions in the process of drafting regulations, delay in deadlines planned for the adoption of laws, the text of the law contains solutions that	Ensure public support in order to exert pressure on relevant authorities to integrate in the text of the laws such solutions which will enable through implementation the

SPECIFIC OBJECTIVE	Measure	Assumptions	Risks	Risk mitigation measures
		ethical standards and integrity.	will not be effective in practice to achieve the defined objective.	achievement of the defined objective.
	5.3. Strengthening of mechanisms of external and internal public administration control	The political will is in place to enhance and strengthen the position of independent state bodies by ensuring material and personnel resources and the legislative framework.	Lack of financial resources, lack of harmonisation of positions of relevant institutions in the process of legal drafting – prolonging the planned deadlines.	Continued and timely cooperation of all relevant actors in implementing the activity.

ANNEX 7: LIST OF ABBREVIATIONS

ACA	Anti-Corruption Agency
A	Activity
AP	Action Plan
AP 23	Draft Action Plan for Chapter 23
BRA	Business Registry Agency
AP PAR	Action Plan for Implementation of Public Administration Reform Strategy in the Republic of Serbia
BCC	High Civil Service Council
GenSec	General Secretariat of the Government
SAI	State Audit Institution
EC	European Commission
ERP	Economic Reform Programme
EU	European Union
EU IPA	Instrument of Pre-Accession Assistance of EU
EUR	Euro
IS	Information System
ITE	Office for Information Technologies and e-Government
LSG units	Units of local self-Government
PA	Public administration
Cont.	Ongoing
OCCS	Office for the Cooperation with Civil Society Organisations
MPALG	Ministry of Public Administration and Local Self-Government
MEI	Ministry of European Integrations
IMPG	Inter-ministerial Project Group
IMF	International Monetary Fund
MLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
MTBF	Mid-Term Budget Framework – Fiscal Strategy
MoI	Ministry of the Interior
MoF	Ministry of Finance
NAPA	National Academy of Public Administration
NBS	National Bank of Serbia
NPAA	National plan for adoption of legal Acquis of EU
NACS	National Anti-Corruption Strategy in RS for the period from 2013 until 2018
state administration bodies	State Administration Body(ies)
OECD	Organisation for Economic Cooperation and Development
CSO	Civil Society Organisations
BV	Baseline value
PEFA	Public Expenditure and Finances Assessment
MRE	Monitoring, reporting and evaluation
ISPRWG	Information System for Planning and Reporting of the work of the Government
PIFC	Strategy for development of public internal financial control
PFM	Public Financial Management Programme
PPA	Principles of Public Administration
NGI	National Geodetic Institute
RSO	Republic Statistical Office
RS	Republic of Serbia
RSD	Serbian dinar
PAR	Public Administration Reform

RPPS	Republic Public Policy Secretariat
WB	World Bank
SCTM	Standing Conference of Towns and Municipalities
SDC	Swiss Agency for Development and Cooperation
SIGMA	Support for Improvement of Governance and Management at OECD
CPAR	PAR Council
HRMS	Human resources Management Service
ToR	Terms of reference
AJSRB	Administration for Joint Services of the Republic Bodies
AI	Administrative Inspection
PPO	Public Procurement Office
HRM	Human resources management
USD	US dollar
UNDP	The United Nations Development Programme
FR	Functional review
FMC	Financial management and control
TV	Target value
CHU	Central Harmonisation Unit
CMST	Change Management Support Team
CROSO	Central Register of Mandatory Social Insurance