

Six-month report on conducted activities from the Action Plan for implementing Public Administration Reform Strategy in the Republic of Serbia from 2015-2017

Ministry of Public Administration and Local Self-Government

August 2015



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I INTRODUCTION – COMPREHENSIVE OVERVIEW OF ACTIVITY IMPLEMENTATION

The general purpose of the system of monitoring, reporting and evaluation for any public policy is (a) to collect information during the implementation of the policy to see whether the planned activities are realized as planned and to determine the risks that occur either due to unrealized activity or due to the lack of expected outcomes, and (b) to assess the progress made due to this policy in terms of objectives and expected effects as defined by the Government. The ultimate goal of monitoring is to make timely decisions in order to maximize this policy results and any changes that may occur during the implementation. Public Administration Reform (PAR) monitoring is based on the Action Plan for the implementation of the Strategy for Public Administration Reform (hereinafter AP PAR) ("RS Official Gazette", no. 31/15).¹

Reporting is a very important step in the monitoring process, and it encompasses making of concise and specific reports based on previously collected data on progress in implementing the results of public policy. AP PAR provides for **six-month** and **annual reports** regarding the frequency of reporting. Reporting is **coordinated** and **implemented** by an organizational unit of the Ministry of Public Administration and Local Self-Government (hereinafter: MPALSG) appointed to monitor and report on the implementation of the objectives of the PAR Strategy (Department for the implementation of public administration reform and professional training), and organizational units of other relevant ministries and public administration bodies appointed responsible for the implementation of the results of the Action Plan of the PAR, through the contact person (deputy members) in the inter-ministerial project group (*Decision of the Minister of Public Administration and Local Self-Government Number: 119-01-00242 / 2014-04 dated 23 February 2015*).

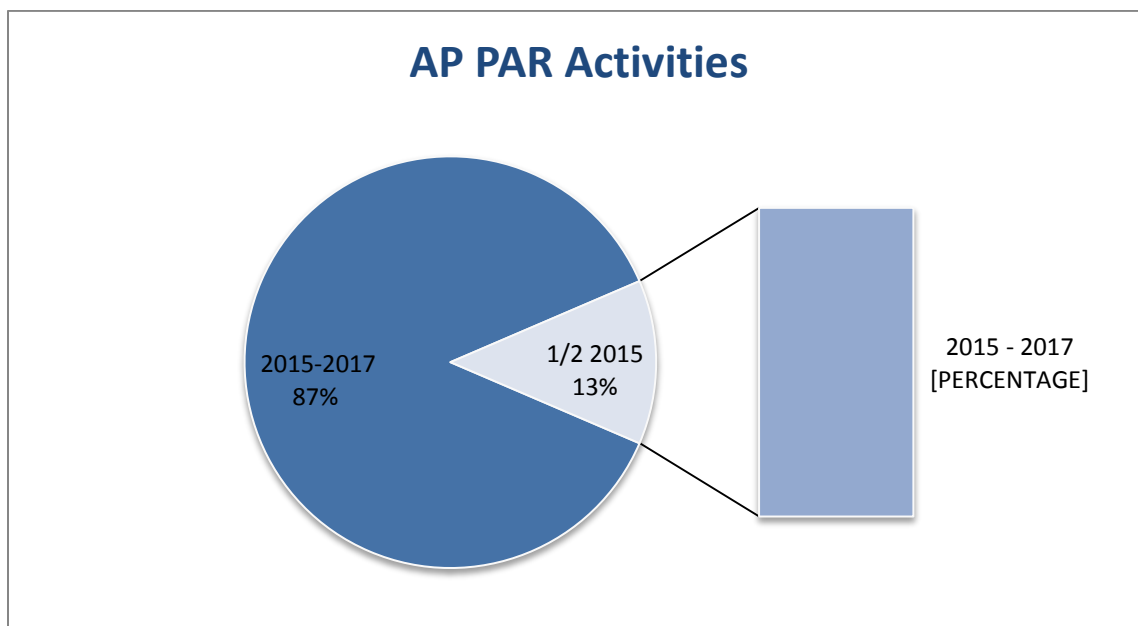
Related to the six-month reports, MPALSG started the procedure of gathering six months reports focused on the implemented activities and their status, for the first two quarters of 2015 by sending **Instruction for the six-month reporting** and **Excel tables for each of the specific objectives of all contact persons in the government authorities that have jurisdiction dated July 3, 2015**. The deadline for making the comprehensive six-month report is **August 15, 2015**.

The first six-month report on implemented activities with the final deadline first and second quarter of 2015 was developed based on the individual reports (Chapter V of this document).

AP PAR matrix has **5 specific defined objectives, 19 measures, 47 results and 87 indicators** at the level of results and the level of specific objectives/overall objective of which 24 indicators were taken from Sigma's "Principles of Public Administration" (89 indicators is the exact overall number, but the same two indicators are performance indicators for the different results/objectives and are represented twice).

¹ Action Plan for implementing Public Administration Reform Strategy from 2015-2017 ("RS Official Gazette, no. 31/15), Enclosure 3, p. 71.

Out of the **223 actions** in the Action Plan for the period 2015-2017, 32 activities have estimated completion period in **the first half of 2015** (first and second quarter of 2015), or a **total of 33 activities** if we count activities of the Ministry of Justice in providing technical conditions for the effective implementation of the Law on the Protection of Whistleblowers, which will be continued during 2015 and after that. In addition, the Republic Secretariat for Public Policies (hereinafter RSPP) for 3 activities that should have continuous sub-activities reported on the results achieved within the required period, although the implementation deadline of these activities is marked the 4th quarter of 2017, according to AP PAR. The RSPP report is presented in the comprehensive report, but those three activities will be counted as additional, as implemented for the specified reporting period, although it will not appear in the statistics or the overall number of planned activities for the first two quarters of 2015.

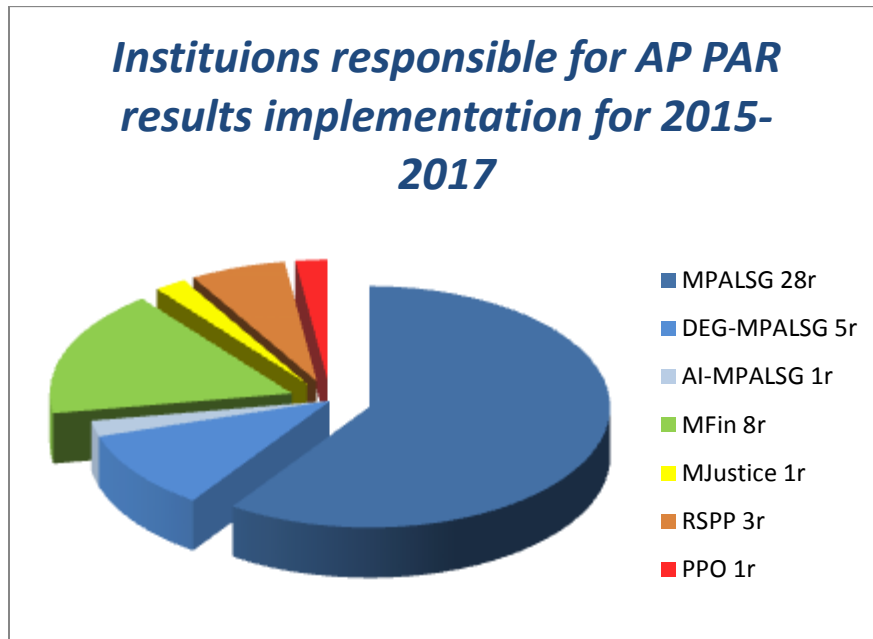


Graph 1: Graph showing the number of planned activities in the first half of 2015 compared to the overall number of activities envisaged in AP PAR for 2015-2017

The six-month reports, as envisaged in AP PAR, focus more on direct results of the activities undertaken, while the annual reports will monitor the information on a higher level (outcome indicators) and gather the results of all completed activities in order to obtain information on what has been achieved in a larger scale. In this report, the status of specific activities will be presented at three levels (and colours), depending on whether it is fully implemented (green), partly implemented (yellow) or not implemented activity (red). Fully implemented activity is the one implemented as envisaged in the Action Plan. Partially implemented activity is an activity that is implemented by more than 50% of what was predicted. Activity was not implemented if implemented less than 50%.

AP PAR matrix has a total of 47 results. The Ministry of Public Administration and Local Self-Government is the institution responsible for the implementation of 34 results, and without its bodies - for 28 results (Administrative Inspectorate is the institution responsible for the implementation of 1 result, and the Directorate for e-government for the implementation of 5 results). The Ministry of Finance is responsible for

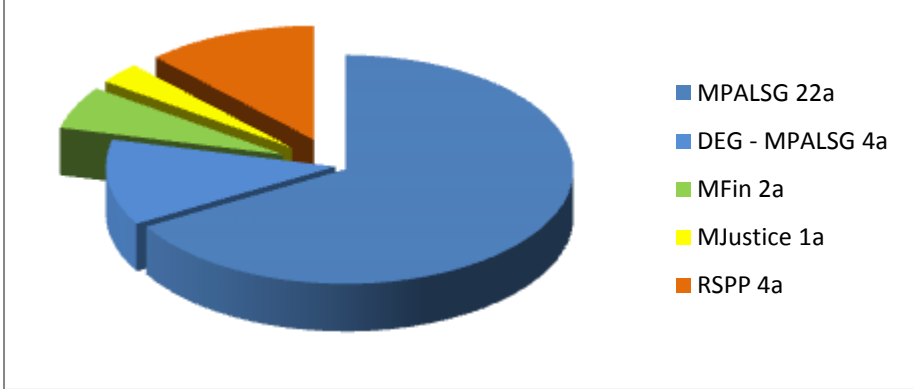
the implementation of 8 results, the Ministry of Justice for the implementation of 1 result, the Republic Secretariat of Public Policies for the realization of 3 results, and the Public Procurement Office for 1 result.



Graph 2: Graph showing the institutions responsible for AP PAR results implementation

Out of 33 activities that were monitored in the first half of 2015, the Ministry of Public Administration and Local Self-Government is the institution responsible for the implementation of 26 activities; without its bodies - 22 activities (Department for e-government is responsible for the implementation of 4 activities). The Ministry of Finance is responsible for the implementation of two activities, the Ministry of Justice for the implementation of one activity, the Republic Secretariat for Public Policies for the realization of four activities.

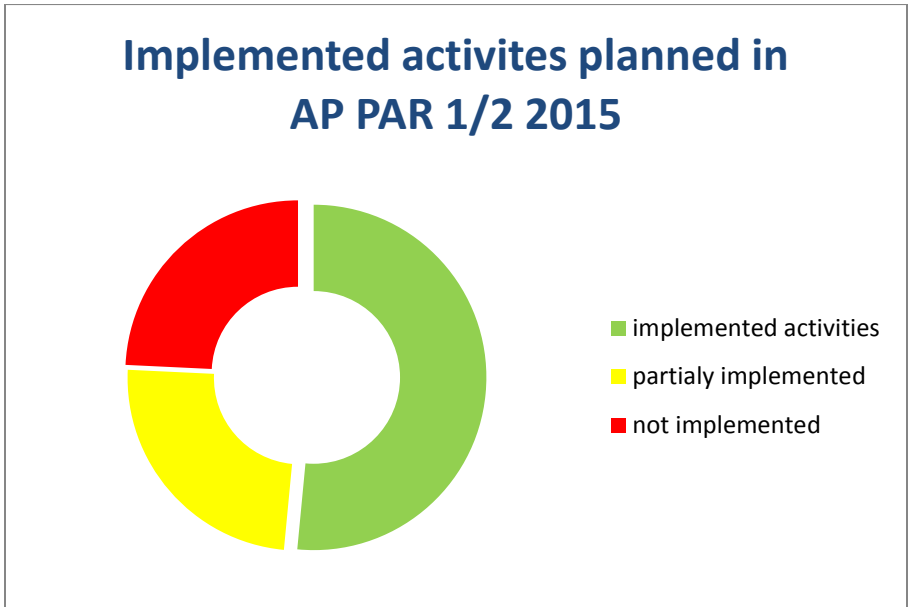
The institutions responsible for the implementation of activities in the first half of 2015



Graph 3: Graph showing the responsible institutions for implementation of the activities in 1st half of 2015

Out of 33 activities planned for the first half of 2015, **17** activities were fully implemented, **8** activities were partially implemented, and **8** activities were not implemented.

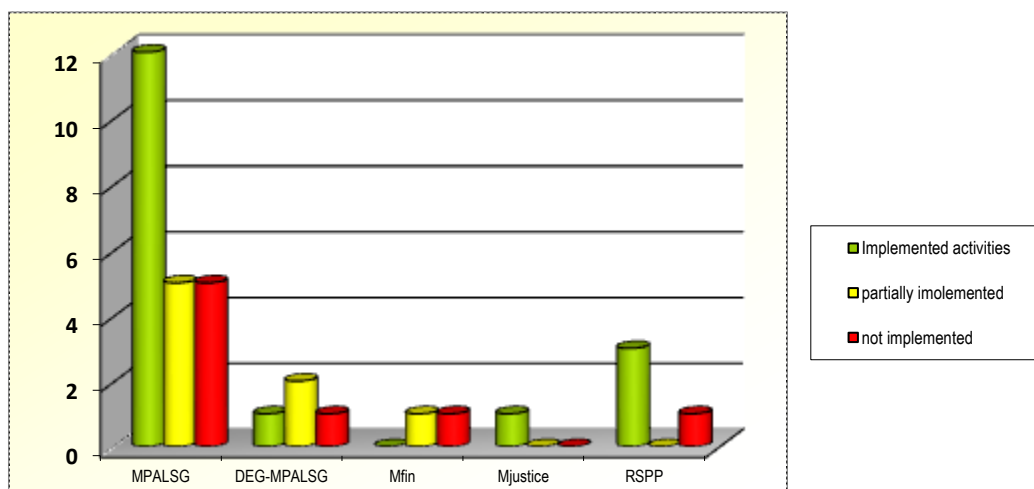
Implemented activities planned in AP PAR 1/2 2015



Graph 4: Graph showing activities in the first half of 2015

No.	Public Administration Body	Overall number of activities in the first two quarters of 2015	Implemented	Partially implemented	Not implemented
1.	Ministry of Public Administration and Local Self-Government (with the Directorate for e-government)	26	13	7	6
	Ministry of Public Administration and Local Self-Government	22	12	5	5
	The Directorate for e-government	4	1	2	1
2.	Ministry of Finance	2		1	1
3.	Ministry of Justice	1	1		
4.	Republic Secretariat for Public Policies	4+3 continuous	3+3 continuous		1
	Overall number:	33+3 continuous	17+3 continuous	8	8
	Percentage:	100%	51.52%	24.24%	24.24%

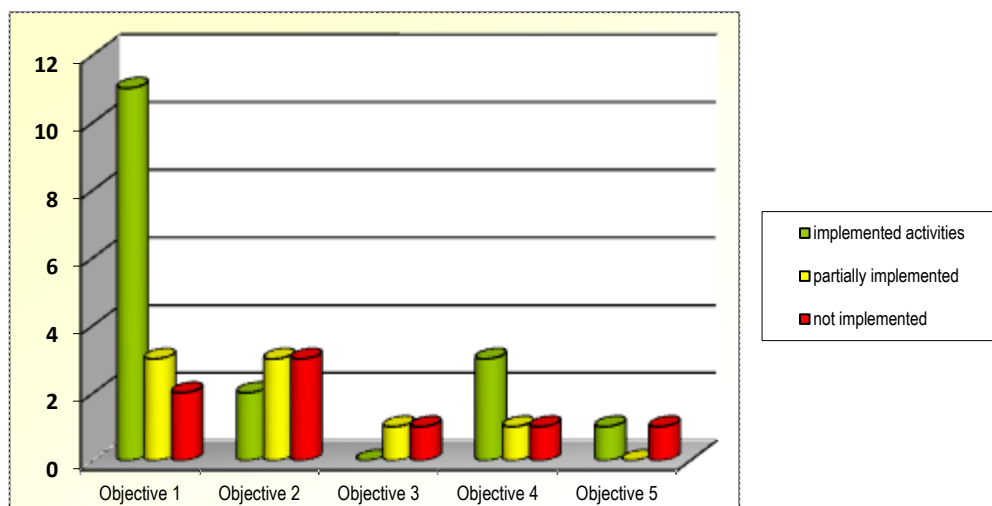
Table 1: An overview of overall number of activities and the level of implementation according to institutions



Graph 5: Graph showing implemented activities - regarding the AP PAR institutions responsible in the first half of 2015

II KEY ACHIEVEMENTS IN ACCORDANCE WITH OBJECTIVES

Regarding the objectives, quantitatively largest number of activities is implemented within the **First objective: "Improving organizational and functional subsystems of the public administration"**.



Graph 6: Graph showing implemented activities related to each of the specific objectives of AP PAR in the first half of 2015

Within the **First objective**, out of **16** planned activities – **11** were implemented, **3** were partially implemented, and **2** activities were not implemented.

Key activities are related to the implementation of a systematic analysis of public administration with recommendations for improving the organizational and functional subsystems of the public administration and the need for an analytical approach for the establishment of an adequate number of organizations and public administration bodies. The six-month project "Establishment of conditions for organizational and functional restructuring of the public administration in the RS" has been successfully completed. Its main purpose was to provide a general functional review of public administration in Serbia, with analytical, strategic and methodological guidelines for the second phase of optimization initiative. The project funded by the European Commission was launched in October 2014 and it lasted until April 2015. There are three outcomes of the analysis: implementation of systemic functional analysis of the entire system of public administration: a top-down view in order to identify deficiencies in the organization and make recommendations; comparative analysis of the health system and education in the five selected countries of the EU and the Republic of Slovenia; analysis of strategic purposefulness of selected public administration bodies (National Employment Service, Human Resource Management Service, 4 Government Services: General Secretariat, Office for cooperation with civil society, the Office for Human and Minority Rights, Government Air Service).

The second phase of optimization and restructuring of the public administration provided through the project IPA2014 funded by the EU and implemented by the World Bank was launched on the basis of all analyses. Its objective is to implement: a horizontal functional analysis "State Plus" (it includes analysis of

functions, organization and personnel in all ministries and government authorities, as well as other bodies and organizations at national level that are not formally in the public administration system, or perform related activities ("agency" in the broad sense) and compulsory social insurance organizations) and vertical functional analysis (Ministry of Finance, Ministry of Agriculture and Environment) as well as the provision of public services (health, education, social protection) and the analysis of mechanisms of coordination between national authorities and local governments. The second phase aim is to identify the duplication of responsibilities and to make recommendations for a better distribution of work between ministries and agencies in their portfolios and to improve the internal organization of the public administration. When it comes to the analyses that will focus on horizontal function of providing services in selected sectors (education, health, social protection, etc.), the goal is to give recommendations regarding the optimization of financing, human resources, and a network of organizations that directly provide services to citizens and to analyse the mechanisms of coordination between the national authorities and local self-governments, as well as the role of de-centralized structures (district offices), inter-municipal initiatives (e.g. regional agencies) and other stakeholders.

Pervading each other, the process of rationalization of public administration went along with these projects, primarily for fiscal consolidation and an adequate structure and the optimum number of employees in the public sector. Based on the results of the preliminary analysis resulting from the rationalization phase in which line ministries and local experts participated, optimization program of public administration was made. This programme aims to introduce the concept of public sector optimization in the next three years, as one of the main components of structural reforms of the public sector which need to show the way, dynamics and measures to implement reducing the number of employees, without causing harm to effectiveness and functioning of the state administration system, and to reorganise public sector through functional and organisational restructuring. Studies in which line ministries have participated were carried out to establish the criteria and recommendations which allow the adoption of laws on determining the maximum number of employees in the function of implementation of the Law on Determining the maximum number of employees in the public sector.

In accordance with the recommendations from the previous two processes, the Council for Public Administration Reform has brought Opinion on baselines for the first phase of public administration optimisation - the rationalization of public administration in 2015 and proposed to the Government that in the process of public administration optimisation in the next three years, adopt the draft law based on the same principles, which would decrease the number of employees or reduce labour costs in the public administration and that would establish measures for the effective control of maintaining the optimum number of employees. Ministry of Public Administration and Local Self-Government has drafted a Law on the method of determining the maximum number of employees in the public sector and the government has adopted the Drafta on July 25, 2015. The law was adopted on July 31st 2015 in the National Assembly and published in the Official Gazette of the Republic of Serbia, number 68/15.

Along with the above mentioned, another law was adopted - the Law on the register of employed, elected, nominated, appointed and persons engaged in public funds ("RS Official Gazette", No. 68/15) of August 4, 2015. This law transfers the responsibility for Register maintenance from the Treasury Board to the Ministry of Public Administration and Local Self-Government, and the Article 7 stipulates that, in order to verify the authenticity of the submitted data, the state authority in charge of maintaining the Registry will establish electronic communication and data exchange with other relevant registers, especially with the Central Registry of Compulsory Social Insurance and the Tax Administration. The adopted law can be considered

as one of the stages in the activities implementation in establishing a legal framework for the Register provided by AP PAR.

Within the first objective, activities were implemented related to improving the planning process in state administration bodies: the Action Plan was prepared and adopted for the implementation of the Government Programme and is based on the priority activities of the Government, for the mandate period covering the 98 identified medium-term strategic objectives and appropriate measures and actions for their implementation. Analysis of existing IT capacity with the recommendations was also made, in order to create integrated IT solutions which would link the planning and budget process and enable reporting on the basis of plans and budget execution.

Within the **Second objective: "Establishing a harmonized public-service system based on merits and improvement of human resource management"** out of **8** planned, **2** were implemented, **3** partially implemented, and **3** activities were not implemented.

Within this objective, the Strategy for professional development of self-government units in the Republic of Serbia was brought on March 12, 2015. It provides the basic guidelines for establishing a coherent, permanent and sustainable system of professional training of LSG employees, which is fully in function of achieving the goals of Administration reform as a whole. This activity contributes to the strengthening of administrative capacity in urban and municipal governments. The strategy for professional development of local self-government units, in addition to showing status and existing problems, defines the concept of establishing a uniform system of professional training of LSG employees. It deals with the types of professional training programmes, method of coordination of state and local authorities in this area, the model of financing the preparation and implementation of professional training programmes.

A prerequisite to achieve most of the planned activities and results within this objective is to analyse the shortcomings in the system of recruitment, evaluation, promotion and responsibility of civil servants and preparing baselines for the first stage of improving the system through amendments to the Law on Civil Servants. The mentioned activity was implemented within the expected time. A document was created: "The reform of state-civil service system - the baselines," which proposed basic directions of future amendments to the Law on Civil Servants.

Activities are taken at the moment to create a common legal framework for regulating the salary system in the public administration (Ministry of Public Administration and Local Self-Government has prepared a Draft version of the Law on salaries and other employee benefits in the public sector), through the establishment of a harmonized salary system based on the principles of transparency and fairness and the principle of "equal salary for work of equal value".

Along with the preparation of the Draft law on salaries, extensive process of drafting the Catalogue of jobs in the public sector is implemented, in order to prepare a list and description of all jobs or tasks that are performed in the entire public sector. This ministry has prepared Guidelines for the creating Catalogue of jobs, as well as tasks and jurisdiction of the ministries related to the Catalogue. Currently, the activities on creating the Catalogue are being finished by the working groups in charge of certain sectors (health, education, culture, sports, social welfare, state bodies and autonomous provinces and local self-government units) with all the ministries in charge of public services, state bodies where regulations on civil servants are applied, representatives of local self-government and autonomous provinces, and that

activities are coordinated and supported by professional consultants hired by the Ministry of Public Administration and Local Self-Government.

After creating the Catalogue of jobs and professions in the public sector, it will be possible to approach the next phase, in which all jobs in the public sector will be evaluated to determine their mutual relations.

Within the **Third objective: "Improving public financial management and public procurement"**, out of **2** planned, **1** was partially implemented and 1 activity was not implemented.

Draft Reform Programme for management of public finances for the period 2015 – 2017 was made and submitted to the European Commission for an opinion and a draft strategy was prepared for the development of internal financial control in the public sector for the period 2015 - 2019. The reason for delaying approval and preparation of final documents is the delay of PEFA report "Estimates of Public Expenditure and Financial Accountability" which is one of the major inputs for the Programme of public finance reform and potential deficiencies analysis of internal control systems in the public sector of the Republic of Serbia whose elimination would encompass the Strategy for the period 2015 – 2019. Input by SIGMA related to the financial management of EU funds is also delayed and it is expected to be submitted to the Ministry of Finance by the end of July 2015.

In 2015, for the first time in Serbia, the programming of financial support started through sector budget support from the European Union in accordance with the commitment to guide the IPA II funds to finance the implementation of clear sector strategies rather than individual projects. Sector for public administration reform and public finance is rated as the most prepared for programming such forms of financial support, and planning of sectoral budget support is based on the Action Plan for the implementation of public administration reform strategy.

Within the **Fourth objective: "Increasing legal security and improving business environment and the quality of public services"**, out of **5** planned, **3** were implemented, **1** partially implemented and **1** activity was not implemented.

The Law on Inspection Control was drafted and adopted on April 15, 2015 ("RS Official Gazette" no. 36/15). All bylaws were prepared and on July 23rd 2015 a decision was made to establish Coordination Commission ("RS Official Gazette", no. 66/15), which applies from August 4, 2015.

The reason for this law was the lack of a unitary, systemic law that would regulate the inspection monitoring. Previous analyses have shown that the matter of individual areas of inspection monitoring was the subject of planning about 1,000 laws, rules, regulations and other by-laws which resulted in non-compliance, opposition and collision of legal norms and the essential difference in treatment, causing legal insecurity, uncertainty, unnecessary cost to the economy and inefficient allocation of public resources. The analysis showed that there was not enough quality preventive action in this field, so the inspection was in a position to react only after harmful consequences. Furthermore, the goal was to arrange methodology of conducting inspection monitoring through unique law, powers and obligations of inspection monitoring participants, the coordination of inspections job and better use of inspections resources. The law has delayed implementation (full implementation of the Law begins on April 30, 2016), only the provisions of the Law relating to control of unregistered subjects will be implemented from July 30, 2015, which aims to reduce shadow economy.

Coordinating Commission was formed in order to coordinate inspection monitoring and mutual cooperation among inspections to achieve more comprehensive and more efficient inspection monitoring and to avoid overlapping and unnecessary monitoring repetition.

In the area of improving the process of preparation and consideration of the possible effects of regulations implementation, the Training program was developed and the implementation of civil servants training started on the subject of regulatory impact analysis and public policy documents and legislative process (a two-day seminar was held with the topic of regulatory impact analysis and improvement of the legislative process, where 15 civil servants from various state bodies were trained. The training program consists of three modules – planning techniques, analysing the effects of public policy, and monitoring implementation and performance evaluation of public policies. Implementation of the programme began in May, and its duration was also estimated for June and July 2015. So far, 70 civil servants from various state authorities applied to participate in this training programme, a large number of applicants being at one of the leading positions).

Within the **Fifth objective: "Increasing citizen participation, transparency, promotion of ethical standards and responsibility in the performance of public administration"**, out of **2** planned activities, **1** was implemented, and **1** activity was not implemented.

Law on Whistleblower Protection was passed in November 2014, with delayed effect until 05/05/2015, but in the period up to the beginning of the Law implementation, capacity building activities are being taken - a judge above all - for its implementation. Since the Law adoption, over a six month period, trainings for 853 judges were conducted (from the Supreme Court of Cassation, Court of Appeal, the Administrative Court, Higher courts, Basic Courts, Magistrates Courts, the Magistrates' Court of Appeal); The Handbook has been prepared for the implementation of the Law on Whistleblower protection. Since the beginning of the Law implementation, the media campaign was conducted, as well as informing the public about novelties brought by the Law on Whistleblower Protection into the legal system of the Republic of Serbia.

III KEY PROBLEMS AND CHALLENGES

Key problems and challenges identified during the implementation of activities (reasons for deviations from the plan) are often **the duration and scope of the consultation**: inter-ministerial consultations and consultations with the European Commission, but also the consultative process with stakeholders within the RS: business associations, NGOs and others. Here not only formally prescribed procedures for public hearings are identified, but often in the process of preparation, the document goes through several rounds of informal consultations with all interested parties, which requires an additional time consuming and resources, both on process coordination and processing of comments. The solution might be found in a better planning process itself or starting consultations earlier, strengthening the capacity of MPALSG through training, clear internal procedures, the use of best practices, etc.

The work on the law on wages and the law on civil servants are examples of the necessity and implementation of large-scale inter-ministerial consultations, but bearing in mind the scope of their activities. In particular, in the area of wages, the analysis showed that the system is fragmented and uneven, there are over 20 different regulations along with 18 other public agencies that have specific acts and independently regulate their salaries; about 900 different coefficients, 12 bases for the calculation and payment of wages, over 200 different basis for increasing wages in the public sector etc. In order to regulate the system and propose a unique solution without compromising the specificities of individual sectors, it is necessary to conduct extensive and comprehensive interdepartmental consultations. Therefore, in the past period, there have been more than 40 meetings and several workshops with an additional 12 meetings of the Special Working Group for the law preparation. The result is a Working version of the wage law, which passed three amendments to the text through consultations that included representatives of all line ministries responsible for certain public services (health, education, social protection, culture, sport, tourism), as well as other state bodies, representatives of the RS National Assembly, AP Vojvodina, LSGU, City of Belgrade, organs of Justice, Ministry of Defense, Ministry of Interior, Human Resource Management Service, the Republic Secretariat for Legislation.

A similar example is the work on amendments to the Law on Civil Servants. Deficiencies in the system of recruitment (employment), grading, evaluation, promotion and responsibilities of persons who are engaged in work, require a comprehensive comparative legal analysis and analysis of the current state of normative order and implementation of certain institutes which are applied in the civil service system. Also, wider horizontal consultations with all state bodies whose employees are implementing the Law on Civil Servants, are necessary part of the process in order to prepare the amendment of the normative framework and its latter successful implementation.

It should be added that many activities, such as activity to AP PAR related to the editing field of professional training, also require prior amendment of the Law on Civil Servants, as well as a unique approach to both changes and implementation of the adopted legislative decisions, along with decisions that are related to the area of recruitment (employment), grading, evaluation and advancement of persons who are engaged in work.

In addition to the consultations, with some activities during their implementation, due to **lack of capacity**, occurred **re-prioritisation of activities or merging activities**. Better public policy planning process and defining priorities on the basis of the previous analysis is also a measure that can overcome specific challenges. Nevertheless, there is always the possibility of the emergence of activities that occur in the meantime, they are not planned and they become priorities, but require reallocation of existing capacity at a given moment. An example of the above for the previous period is the priority adoption of the Law on the method of determining the maximum number of employees in the public sector, created as a result of fiscal consolidation. Although such activity was not foreseen by the Action plan for PAR, in practice, this process required the recruitment and redeployment of existing capacity for drafting the Law and proposed Public Administration Optimization Programme, which is a working document with a description of the principles, methodologies, as well as the stages through which optimization process can be carried out in the next three years to achieve the targeted savings.

One of the key challenges of the entire process of public administration reform is the definition of the **reform scope (the definition of the public sector and public administration)**. PAR strategy introduced the term "public administration", but it has not clearly defined its boundaries and the concept of public administration. Processes that were running at the same time led to ambiguities and inconsistencies (making document Passport indicators has just shown that indicators set for specific results (particularly in the case of international indicators) measure reforms at the level of state administration, and to await the results of the reforms achieved at the level of public administration).

IV PAR COORDINATION AND MANAGEMENT SYSTEM

In relation to structures for coordination, monitoring, reporting and evaluation process of public administration reform which is stipulated by public administration reform strategy, in the previous period all four levels of coordination are established, two political: the Council for Public Administration Reform and Collegium of state secretaries, and two expert: Inter-ministerial project group and the Department for the implementation of public administration reform in the Ministry of Public Administration and Local Self-Government.

The Council was established by the Decision on establishing Council for Public Administration Reform ("RS Official Gazette", Nos. 79/2014, 86/2014, 120/2014 and 22/2015) dated August 15, 2014 and so far has held four sessions where they discussed the achieved results and future directions for Public Administration Reform (21/08/2014, 30/10/2014, 12/02/2015, 14/05/2015). The Council is a working body of the Government and has 17 members from the government. At its first session, the Council adopted the Rules of Procedure and reached a decision on the establishment of the Collegium of State Secretaries, as a working group of the Council for PAR; the second meeting brought the Decision on appointment of the Secretary of the Council for PAR, Decision on the establishment of the Working Group to coordinate and monitor implementation of long-term fiscal consolidation measures and Reviews on baseline for the first phase of PA optimization - rationalization for 2015; on the third meeting, Information about the project of support to the EU-funded optimization and which is implemented by the WB in cooperation with MPALSG and the proposal was sent to the Government on the need to adopt a law on rationalization that will regulate the number of PA employees in the next three years; at the fourth session, the Draft law on the method of determining the maximum number of employees in the public sector was considered, to resolve the past issues before referring the Draft to the procedure of obtaining an opinion from the state administration bodies.

The Collegium of state secretaries was formed upon the Decision of the Council for Public Administration Reform, which forms College of state secretaries, as a working group of the Council for Public Administration Reform No. 23: 119-10554/2014 since 28/08/2014. The Collegium has already had three meetings - on October 7th 2014, January 13th 2015 and May 22nd 2015. At the first meeting they discussed the activities related to the implementation of the PAR Strategy and the AP preparation and drafting of a normative framework for regulating the wage system in the public administration; at the second meeting, main topics were the rationalization of public administration and cataloguing of jobs in the public sector; and the third meeting presented information about the project support to the EU-funded optimization and which is implemented by the WB in cooperation with MPALSG.

Inter-ministerial project group was formed upon the decision of the Minister of Public Administration and Local Self-Government number: 119-01-00242/2014-04 dated February 23, 2015. Members are the Secretaries of all ministries and representatives at similar levels in special organizations and government services, but also representatives of civil society organisations, through the member organisations of the consortium mechanism Sectoral civil society organizations (SECO) in the field of public administration reform. Also, within IMPG, Standing Conference of Towns and Municipalities(SCCM) is equally involved, as a connection to local self-government. The first meeting was held on 29/06/2015, in which the information on implementation of AP PAR (regarding rationalization and salaries) was analysed and procedures for

reporting and monitoring of AP PAR.

Department of Public Administration Reform and professional training, as a level of professional coordination for performing operational tasks and coordination at the operational level of public administration reform has been formed in the Ministry of Public Administration and Local Self-Government, but it is projected to raise the capacity of this department in the future. Besides coordination, auditing and making AP and AP PAR OGP (Open Government Partnership), making passport indicators for the 87 indicators defined by AP PAR, participation in preparation of Sectoral budget support in the field of public administration reform and public finance management, professional support to the Council of the PAR, the Collegium and IMPG, the Department organises, coordinates and prepares reports for the implementation of the AP PAR (including the preparation of Instructions for reporting and excel tables for each of the specific objectives, i.e. tools for reporting).

V INFORMATION ON ACTIVITY IMPLEMENTATION IN THE FIRST TWO QUARTERS OF 2015

Number	Activity name	Responsible institution	Information on activity
1.	<p>Implementation of the Public Administration systemic analysis with recommendations for improving the system</p> <p><i>For Result: 1.1.1. Improved organizational forms, their mutual relations and rationalized number of organizations and employees in the public administration</i></p>	MPALSG	<p>Status: Implemented</p> <p>Achieved progress: Systemic analysis conducted, identified key elements for the reorganization and improvement of legal and institutional framework and provided direction for further optimization, as well as systemic changes that are required for reorganization (including the priorities for in-depth analysis).</p> <p>As an additional result, the methodology for in-depth analysis of the Ministry of Economy was done and that analysis has been carried out in May 2015.</p> <p>Problems: -</p> <p>Follow up: in accordance with the activities stipulated by AP PAR. Conducted analyses are the basis for the project which is being implemented by the World Bank, and funded by the EC.</p>
2.	<p>Conducting strategic expediency analyses of selected organizations in the system of public administration and preparing recommendations for improvement</p> <p><i>For Result: 1.1.1. Improved organizational forms, their mutual relations and rationalized number of organizations and employees in the public administration</i></p>	MPALSG	<p>Status: Implemented</p> <p>Achieved progress: Given recommendations and alternative scenarios of reorganisation of these bodies and organisations.</p> <p>Problems: -</p> <p>Follow up: in accordance with the activities stipulated by AP PAR. Conducted analyses are the basis for the project which is being implemented by the World Bank, and funded by the EC..</p>

3.	<p>Providing support to OPA in the preparation and implementation of rationalization plans from the program with the IMF, with the aim of minimizing the negative impact on the capacity PA</p> <p><i>For Result: 1.1.1. Improved organizational forms, their mutual relations and rationalized number of organizations and employees in the public administration</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: Baselines are made for rationalization and adopted by the Council for Reform of PA. Public administration optimization programme is made and it should be adopted by the Government. Draft law on the method of determining the maximum number of employees in the public sector is made. The law was adopted on July 31, 2015 and published in the Official Gazette No. 68/15.</p> <p>Problems: -</p> <p>Follow up: Adoption of by-law on the maximum number of employees and specific regulations on the level of PAO. Adoption of the Optimization programme by the Government. Providing help all PAB through the implementation of functional analysis (project / WB/EC).</p>
4.	<p>Making a decision of the Council for Public Administration Reform (CPAR) on optimization process management</p> <p><i>For Result: 1.1.2 Conditions are created for in-depth optimization of selected organizational Public Administration subsystems (implementation of functional analysis - FA)</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: The Council stated Opinion on baseline for the first phase of public administration optimisation - the rationalisation of public administration in 2015 and proposed to the Government, that in the procedure of public administration optimization in the next three years, to adopt the draft law based on unique principles, which would regulate decreasing number of employees and labour costs in public administration and that would establish measures for the effective control of the maintenance of the optimum number of employees. At the meeting of the Council on February 12, 2015 a Proposal was adopted on the need for the adoption of the draft law that would regulate the reduction of the number of employees in the public administration (the baseline) as well as Information about the optimization support project which is EU-funded and implemented by the WB in cooperation with MPALSG. At the fourth meeting on May 14, 2015 the Council considered the Draft law on the method of determining the maximum number of employees in the public sector.</p> <p>Problems: -</p> <p>Follow up in accordance with the activities stipulated by AP PAR. The Council will regularly consider reports on the FA implementation with recommendations (project WB/EC).</p>

5.	<p>Establishing the methodology for the implementation of the public administration subsystems FA and the selection of subsystems for FA</p> <p><i>For Result: 1.1.2 Conditions are created for in-depth optimization of selected organizational Public Administration subsystems (implementation of functional analysis - FA)</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: Priorities for analysis and reorganization were identified. For FA, it is chosen to do: 1. horizontal functional analysis "State Plus" (includes functions analysis, organisation and personnel in all ministries and government bodies, as well as other bodies and organizations at the national level that are not formally in the system of SA, but carry out similar tasks ("agencies" in the broad sense) and mandatory social insurance organisation) and 2 vertical functional analysis (Ministry of Finance, Ministry of Agriculture and Environment) and 3. offering public services (health, education, social protection) and mechanisms analysis of coordination between state bodies and local self-government</p> <p>Problems: The delay in the signing of the Financing Agreement between RS and EC IPA 2014 (signed on June 29, 2015). Nevertheless, the operationalization of the project began.</p> <p>Follow up: Component "State plus" is in the verification phase of functions and allocation of the number of employees by function, done by operational teams and ministries for the overall portfolio of ministries, agencies and Government center. Component of in-depth functional, vertical analysis of the Ministry of Finance - consultants have been selected, methodology has been established and data collection is ongoing. Component of in-depth functional, vertical analysis of the Ministry of Agriculture and Environment Protection - there was a meeting of the Minister of Agriculture and Environmental Protection with the operating team and the World Bank. Component of public services delivery - consultants were selected, methodology was established for health, education and social protection, and data collection is ongoing.</p>
6.	<p>Preparing servant teams (training) that will implement FA</p> <p><i>For Result: 1.1.2 Conditions are created for in-depth optimization of selected organizational Public Administration subsystems (implementation of functional analysis - FA)</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: Operational teams in the ministries were formed and actively work with the EU-SB-MPALSG project, in coordination with MPALSG. There were 3 workshops with consultants of the World Bank: 2 workshops for operational teams at the level of all ministries for the component "State plus" in May and August 2015, and one workshop in May 2015 for the operational teams for the component of providing public services.</p> <p>Problems: -</p> <p>Follow up: Strengthening the capacity of ministries for organizational, functional and personnel analysis, and change management.</p>

7.	<p>Overview of the best international practices in the field of communication and change management in PA optimization process</p> <p><i>For Result: 1.1.4 Created support of professional and general public for the process of public administration optimization</i></p>	MPALSG	<p>Status: not implemented</p> <p>Achieved progress: However, in order to familiarize the public with the optimization process, MPALSG organized a large number of meetings:</p> <ul style="list-style-type: none"> - with professional public: the Fiscal Council, Foundation for the Advancement of Economics, the Department of Statistics, Faculty of Economics, FEFA, researchers, banking sector - Meeting with MPs: Economic Caucus - Meeting with the chief editors of the media and journalists-reporters at PAR Conferences -The Conference at the Faculty of Economics on the analysis of public administration optimization - Purpose-made texts and TV reports on this topic - Regular communication with international public <p>Analysis was prepared: "Modern state - Rational state", a position paper and brochures as well as an overview of jobs in so-called general government for 2013 and 2014 and these documents were published MPALSG website: http://www.mduls.gov.rs/index.php</p> <p>Problems: This activity is stipulated by component II of the project WB/EC, and the reason for its non-implementation within deadline is the delay in signing the Financing Agreement between RS and EC IPA 2014 (signed on June 29, 2015).</p> <p>Follow up: Establishment Team (CMU team) with an adviser for strategic communications, making overview/analysis.</p>
8.	<p>Feasibility study for the creation of registers and its adoption by the Council for PA Reform</p> <p><i>For Result: 1.1.6 Established electronic body registers and public administration organization and employees in the public administration</i></p>	DEU - MPALSG	<p>Status: partially implemented</p> <p>Achieved progress: The Study was completed. Within the Feasibility Study, the "gap analysis" was performed of existing HR system in PA; based on this, high-quality technical documentation will be created for the project. It is necessary that the Study is adopted by the Council.</p> <p>Problems: The reason for the partial implementation of this activity lies in adoption delay of the Strategy for the development of eGovernment (the Strategy envisages the establishment of the Working Group for the implementation of e-government within the Council for PA reform which needs to confirm this study first, and only after that the entire Council).</p> <p>Follow up: The adoption of the Strategy for development of eGovernment. The formation of the Working group for implementation of eGovernment. Adoption of the Feasibility Study on Council for PA Reform (3rd quarter 2015).</p>

9.	<p>Preparation of situational analysis in the field of local self-government in the Republic of Serbia, which will include data on demographic changes, administrative capacity, territorial organization, funding system and allocation of responsibilities and tasks between different government levels</p> <p><i>For Result: 1.2.1. Established policy framework of decentralization in the Republic of Serbia</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress:The analysis covered the following areas: constitutional and legal framework; the characteristics of the existing territorial organization; units of LSG competence; the structure of local authorities and the state of their organization; the administrative capacity of LSGUs; local economic development and offering of public services; revenues and expenditures of local self-government units. The implementation of activities achieved complete overview of all the key aspects of the existing LSG system in RS, based on which important problems are identified and described, and their solution would enable successful functioning of local self-government units.</p> <p>Problems: -</p> <p>Follow up: Results of the analysis will serve: (1) as an analytical basis for planning and implementation of measures aimed at realization of the PAR Strategy objectives in the RS, and (2) as a source of ideas for preparation of the draft on Decentralisation Strategy in RS.</p>
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<p>10.</p>	<p>Working on the Study on models of decentralization with the aim of functional distribution of responsibilities between different government levels in the Republic of Serbia</p> <p><i>For Result: 1.2.1. Established policy framework of decentralization in the Republic of Serbia</i></p>	<p>MPALSG</p>	<p>Status: implemented</p> <p>Achieved progress: The study was made (within the preparatory process for the formulation of the Decentralisation Strategy in RS). The study presents two possible models of decentralization with the aim of functional distribution of responsibilities between central and local government levels. The first model is limited to the possibilities for decentralization within the existing system (primarily constitutional) solutions, and the other is focused on designing the optimum concept that could happen with any changes to these solutions. Elements of the first model consists of ideas and suggestions compiled around 11 questions: improvement of the existing territorial organization; extension of the original and given scope of the LSG; entrusting wider jurisdiction to towns and the city of Belgrade; introduction of additional optional and qualifying scope of municipalities and cities; promotion of inter-municipal cooperation and partnership with the private sector; improving management jobs in LSG; improving the status of urban municipalities and local communities; strengthening the role of administrative districts and greater deconcentration; wider functional and personal decentralization; improvement of financial decentralization; and improving supervision over local self-governments. The basic elements of the second model are (1) the establishment of polytypic structure within the first level of LSG (2) establishing medium level of local self-government (in the form of district). With this two-levels of LSG, it would be possible (3) to associate of two or more districts on a voluntary basis in the field as a form of regional government.</p> <p>Problems: -</p> <p>Follow up: The choice between the two models - in order to check the settings and the proposals set forth in this document, to test the sustainability of the proposed model of decentralization and their final definition, the following activities will be carried out in the future on the basis of which a choice will be made between two models of decentralization:</p> <ul style="list-style-type: none"> – It is necessary to finish the current job list held by all levels of government in various administrative areas, in order to explore the possibilities relating to the distribution of powers between the existing or proposed levels of government in both models; (ongoing) – It is necessary to finish the making of cost-benefit analysis of the proposed decentralization model, which would determine the relation between cost and benefit of each of the proposals that models include; (ongoing) – A document with the results of a cost-benefit analysis would then be submitted for consideration to the Council for Public Administration Reform, which would decide on further steps needed for the finalization of the proposals and the Council will make a final decision on the choice of models; (planned in the fourth quarter)
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11.	<p>Making Cost-benefit analysis of two potential decentralisation models</p> <p><i>For Result: 1.2.1. Established policy framework of decentralization in the Republic of Serbia</i></p>	MPALSG	<p>Status: partially implemented</p> <p>Achieved progress: Draft analysis was made and the adoption of final version is expected. The objective is to determine financial effects of the implementation of decentralization model in all those issues where it is possible to get financial indicators of change.</p> <p>Problems: Consultants engaged in making cost-benefit analysis did not perform the task in accordance with the Terms of Reference, which resulted in the extension of the deadline from June 15 to July 15, 2015. An aggravating circumstance of this analysis is the lack of necessary data to calculate the costs and benefits of each decentralization model.</p> <p>Follow up: In early July, the consultants made a presentation to share the basic components of the analysis. After the presentation, consultants were given recommendations for drafting the final version of the analysis. Since most of the text of the Draft analysis has been adopted, it is expected that the final version will be done by the end of July. It is recommended to do a summary of the analysis. (until the end of July 2015)</p>
12.	<p>Preparation and adoption of the Action Plan for the implementation of government's programme (pilot in 2015), which determines the Government priority objectives</p> <p><i>For Result: 1.3.2. Mid-term and annual planning in state administration bodies is based on the Government's priorities and programme budget and implementation is regularly monitored</i></p>	RSPP	<p>Status: implemented</p> <p>Achieved progress: An analysis of strategic planning and public policy coordination in the RS was done and key issues were identified, on the basis of which the necessity appeared for creating a framework for public policies prioritization. The Proposal of the Action Plan for the Implementation of the Government Programme was made, based on a detailed analysis of the Government Programme, and several months of cooperation with government bodies, and the Government adopted it in February 2015. Action Plan for the implementation of the Government Programme is based on the priority activities of the Government for the mandate period, it includes 98 identified medium-term strategic objectives and appropriate measures for their implementation, as well as activities of identified carriers for implementation of measures and expected results and the deadlines for their implementation.</p> <p>Problems: -</p> <p>Follow up: RSPP, based on annual reports of state administration bodies, monitors the implementation of the Action Plan for the implementation of the Government's programme and reports to the Government on the degree of priority objectives realization within the set deadline.</p>

13.	<p>Analysis of existing IT capacities and technical specifications preparation of integrated IT solutions that would link planned and budgeting process and enable reporting on the basis of plans and budget execution</p> <p><i>For Result: 1.3.2. Mid-term and annual planning in state administration bodies is based on the Government's priorities and programme budget and implementation is regularly monitored</i></p>	RPSS	<p>Status: implemented</p> <p>Achieved progress: An analysis was made of the existing IT capacities for the planning process and preparation and execution of the budget, and appropriate recommendations were formulated for the creation of integrated IT planning systems and preparation and execution of the budget that would provide effective support systems to planning and budgeting in the RS.</p> <p>Problems:</p> <p>Follow up: All activities on providing sectoral budget support to the European Commission for providing IT capacities in the field of public administration reform (580 000 euros).</p>
14.	<p>Preparation and adoption of the Strategy for development of e-government in the Republic of Serbia and the Action Plan for Implementation of the Strategy for development of e-government in the Republic of Serbia for the period 2015-2018.</p> <p><i>For Result: 1.4.1. Provided coordinated management of e-government development, with the establishment of an institutional and rounding legal framework</i></p>	DEU-MPALSG	<p>Status: partially implemented</p> <p>Achieved progress: Strategic framework for the implementation of activities in the field of e-Government in the Republic of Serbia was completed.</p> <p>Problems: Due to need for accordance with European Commission. Strategy has not been confirmed yet in the Government.</p> <p>Follow up: All activities related to Strategy are finished. What remains is the standard procedure of Strategy coordination in the Government. (August 2015)</p>
15.	<p>The establishment of the Working Group for the implementation of e-government within the Council for Public Administration Reform</p> <p><i>For Result: 1.4.1. Provided coordinated management of e-government development, with the establishment of an institutional and rounding legal framework</i></p>	DEU-MPALSG	<p>Status: not implemented</p> <p>Achieved progress: Coordinated work of all Government departments within the scope of e-government.</p> <p>Problems: This activity is waiting for adoption of Strategy for development of e-government, because the Strategy stipulates forming of this working group.</p> <p>Follow up: Strategy adoption (3rd quarter of 2015.)</p>

16.	<p>Initiating the activities on establishment of national spatial infrastructure data - development of technical specifications for the National Geoportal</p> <p><i>For Result: 1.4.2. Established interoperable functioning of communication between different information systems services of PAB and LSGU based on the use of established basic registers of e-government</i></p>	DEU-MPALSG	<p>Status: Implemented</p> <p>Achieved progress: Technical specification is completed.</p> <p>Problems: -</p> <p>Follow up: In the future, as a continuation of activities it is necessary:</p> <ol style="list-style-type: none"> 1. to work on the legislative framework 2. analysis of IT infrastructure has been initiated to support Geoportal <p>The deadline for these activities is 4th quarter of 2015.</p>
17.	<p>Preparing and establishing the Draft law on wages in public administration and amendment of specific laws for implementation of the law on wages, in consultation with the public</p> <p><i>For Result: 2.1.2. Established transparent and fair system of wages in public administration</i></p>	MPALSG	<p>Status: partially implemented</p> <p>Achieved progress: The analysis has been made of the existing legal framework governing the salary system in the public sector (state bodies, local self-government units, public agencies and public services); the baselines were prepared for the development of the new Law on salaries; a special working group was formed to draft laws (there have been 12 meetings of the Working Group and were continuously conducted consultations with the relevant government authorities - in the period January-June 2015 there were about 40 meetings) and a draft Law on Wages was prepared.</p> <p>Problems: The system is fragmented and uneven (in the analysis it was found that there are over 20 different regulations along with 18 other public agencies that, through specific acts independently regulate their salaries; about 900 different coefficients, 12 bases for the calculation and payment of wages, over 200 different basis to increase wages in PS etc.). In order to regulate the system and propose a unique solution without compromising the specificities of individual sectors, it is necessary to conduct extensive and comprehensive interdepartmental consultations (min. 40 meetings and several workshops over the past 6 months with another 12 meetings of the Special Working Group). The result is a draft law on wages (and this draft version has passed its three amendments through consultation). Discussions and consultations included representatives of all line ministries responsible for certain public services (health, education, social protection, culture, sport, tourism), as well as other state bodies, representatives of the RS National Assembly, AR Vojvodina, local self-government units, the City of Belgrade, judicial bodies, Ministry of Defence, MI, HRMS, the Republic Secretariat for Legislation. In addition, it is necessary to carry out an analysis of the financial effects of the new wage system proposed by the working version of the law.</p> <p>Follow up: Conducting broad consultations on the Draft Law on wages and hiring consultants to support the evaluation of public sector jobs (4th quarter of 2015).</p>

18.	<p>Preparation and adoption of the catalogue of jobs in all parts of the public administration</p> <p><i>For Result: 2.1.2. Established transparent and fair system of wages in public administration</i></p>	MPALSG	<p>Status: partially implemented</p> <p>Achieved progress: Instructions for making the catalogue were prepared, which was presented to the members of the Special Working Group to prepare the draft law on wages and to the Collegium of State Secretaries in January 2015; defined responsibilities for making the catalogue of line ministries and other state bodies; conducted extensive consultations and coordination processes (approximately 60 meetings), and given technical support by representatives of MPALSG and consultants in the preparation of the Catalogue of jobs and titles in state bodies, public services, units of local self-government and AR Vojvodina, which includes a list and description of all positions, jobs and titles that are performed in the public sector; workshops held with representatives of relevant government departments (ministries, representatives of the RS National Assembly, judiciary bodies, AR Vojvodina and LSGU, HRMS) in April 2015 and with representatives of relevant ministries for respective public services (education, social welfare, culture) and representatives of public services, institutions that carry out these activities in June 2015; final activities are in progress for the preparation of the catalogue draft version, which will be presented to the social partners, experts and the general public.</p> <p>Problems: The scope of the catalogue and the fact that this is the first time in the RS to make a list, description and evaluation of all jobs in PS (about 500,000 employees). It was necessary to conduct comprehensive interdepartmental consultations (over 60 meetings and several workshops) and coordinate the activities of consultants of the World Bank and representatives of MPALSG, together with representatives of competent state bodies:</p> <ul style="list-style-type: none"> - the organization of meetings in order to present Instructions for preparing a catalogue (from January - June 2015 there were about 60 meetings); - Continuous providing of expert recommendations and guidelines - organizing interactive workshops in order to correct Working versions of the catalogue... <p>Follow up: Implementation of the public debate on the Working version of the catalogue; drafting the proposal Document which will establish a catalog of jobs in PBS (4th quarter of 2015).</p>
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19.	<p>The analysis of shortcomings in the system of employment, evaluation, promotion and responsibility of civil servants and preparing baselines for the first stage of improving the system through amendments to the Law on Civil Servants</p> <p><i>For Result: 2.2.1 Elementary enhanced basic elements of HRM in order to prevent further politicization of the recruitment process, unraveling the quality of personnel and to attract good candidates to work in SA</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: An analysis of the SEA provisions and their implementation was made, in order to identify shortcomings in the recruitment system (hiring), evaluation, promotion and responsibility. A document was drafted the Reform of state-civil service system - baselines, which proposes basic directions of future changes of LCS.</p> <p>Problems: The necessity of making consequential amendments to LCS which will soon give the expected effects. Measure: The working draft of the law with the alternatives.</p> <p>Follow up: preparation of a draft amendment to the law and by-laws with a wider consultation with other government bodies.</p>
20.	<p>Preparing and establishing proposals for amending the Law on Civil Servants in accordance with the analysis of the act. 1</p> <p><i>For Result: 2.2.1 Elementary enhanced basic elements of HRM in order to prevent further politicization of the recruitment process, unraveling the quality of personnel and to attract good candidates to work in SA</i></p>	MPALSG	<p>Status: not implemented</p> <p>Achieved progress: An analysis of the most obvious flaws in the system that gives possible directions for future changes in the law.</p> <p>Problems: Within reprioritisation in the activities of the Ministry and the necessity to investigate changes in the system and organization of professional training of public administration employees, and the impact of these changes on amendments to the Law on Civil Servants, it is necessary to view this activity with the next activity (related to professional training) in order to have a comprehensive and unique access to amendments of the law .</p> <p>Follow up: preparation of the draft amendments to the Law on Civil Servants and analysis and proposing the necessary amendments of by-laws that will support changes to the law and allow the implementation of legislation, particularly in the application of instruments to manage human resources (4th quarter of 2015).</p>

21.	<p>Preparation and approval of (the relevant act of the Government) phased development plan of the central institution for professional training of employees in public administration</p> <p><i>For Result: 2.3.1 Established system fundamentals for the general training of employees in public administration bodies and organizations</i></p>	MPALSG	<p>Status: not implemented</p> <p>Achieved progress: Representatives of competent institutions who will be participants in the preparation of these two documents (the phase of development and the draft law) met in May 2015 in order to observe the necessary steps for the realization of these activities. In 2014, "Analysis of possible models for establishing an institutional framework for the training of civil servants" was made, by prof. Milovanovic (GIZ), which will be the starting point for the design phase of development and legislative solutions.</p> <p>Problems: Due to different prioritization activities (fiscal consolidation and public administration rationalization), there is an attitude that this activity and the preparation of the Law on national training institution should be connected in the same activity.</p> <p>Follow up: Due to lack of capacity, it is planned to hire additional consultants over RESPA for this task (4th quarter of 2015).</p>
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<p>22.</p>	<p>Preparation and establishing of the Draft Law on employment in the AP and LSGU</p> <p><i>For Result: 2.3.2 Established normative framework for the development of the HRM function in AP and LSGU</i></p>	<p>MPALSG</p>	<p>Status: partially implemented</p> <p>Achieved progress: The draft law, for the first time, regulates the labour relations system in the AP and LSG, including officials who are employed within these systems.</p> <ol style="list-style-type: none"> 1. The law governs rights and obligations arising from employment for officials, servants and employees. The civil service thus establishes, the career system based on the principle of depoliticization and professionalization of administration at provincial and local level. Civil service system to be established is largely approximate to civil service system at the state level. Administration is being restricted as the body where permanently employed officers professionally perform the professional activities of leadership political positions, guidance and coordination carried out by officials who have been elected or appointed for a specific mandate. 2. Issues being settled are: principles of the civil service system, the procedure of taking up and terminating employment, types of employment within administration, rights and duties of officers and employees, types of jobs, conditions and procedures for filling job positions, disciplinary responsibility, etc. 3. All issues of importance for the officials holding the position are also being settled. The regulations relating to civil servants are being applied to conditions and procedures for assessment and advancement of local government officials. 4. The obligation is introduced to adopt the Human Resources Plan adopted by the Assembly in the procedure of adopting decision on the budget, the Regulation on job classification adopted by the Council upon the proposal of the Chief Administration Officer (official holding a position) and consolidates jobs in the government and all relevant agencies and special organizations. <p>Problems: The decision was made afterwards to adopt an extended package of laws (Law on Amendments to the Law on LSG, Law on employees of LSGU and the AP, the Law on capital city ...). In the previous period, Draft Law on employment in the AP and LSGU was prepared and confirmed. The opinions of relevant institutions were collected. The Draft Law was in accordance with stakeholders and obtained a positive opinion from the European Commission. In late May 2015, the proposal was sent to the Government for approval. Competent Board accepted proposal. The review of the Law is expected on the Government session.</p> <p>Follow up: The review of the Law is expected on the Government session.</p>
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23.	<p>The adoption of a strategic document which defines the directions and activities for the establishment of professional development system at the local level - Strategies for professional development of local self-government units</p> <p><i>For Result: 2.3.2 Established normative framework for the development of the HRM function in AP and LSGU</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: The strategy for professional development of local self-governments employees in the Republic of Serbia was adopted on March 12, 2015. In addition to the overview of the situation and existing problems, it defines the concept of establishing an unprecedented system of professional training of local self-government employees, deals with types of professional development program, a way of coordinating state and local authorities in this area, the model of preparation financing and implementation of professional training programs. This activity contributes to the strengthening of administrative capacity in urban and municipal governments.</p> <p>http://www.slglasnik.info/sr/27-18-03-2015/28201-strategija-strucnog-usavrsavanja-zaposlenih-u-jedinicama-lokalne-samouprave-u-republici-srbiji.html</p> <p>Problems: ...</p> <p>Follow up: ...</p>
24.	<p>The establishment of the Council for Professional Training of LSGU employees</p> <p><i>For Result: 2.3.4. Established compliant, permanent and sustainable system of professional training for LSGU employees, which will increase the level of knowledge and skills of LSGU employees necessary for the implementation of the modern local self-government fundamental postulates</i></p>	MPALSG	<p>Status: not implemented</p> <p>Achieved progress: Draft Law on AP and LSGU employees was prepared and sent to the Government.</p> <p>Problems: Delays in the adoption of the Law on AP and LSGU employees (planned to be implemented after the adoption of the Law on AP and LSGU employees, because the law stipulates the establishment of the Council). The law is in the process of the government.</p> <p>Follow up: After the Law adoption, implementation of projects will commence - Human Resource Management in LSGU - Donation EU IPA 2012 Project implemented by the Council of Europe. Specific actions following the adoption of the Law relating to the Council for professional development are: 1) Nomination and appointment of members; 2) Training for members of the Council; 3) Regular meetings of the Council; 4) Conduct analysis and situation assessment in relation to professional development of local self-government units in the past 3 years; 5) Performed situation assessment and defined recommendations to the Council for Professional Training and MPALSG</p>

25.	<p>Preparation Program for public finance reform with an action plan by the Ministry of Finance, based on preliminary results of the Assessment of public expenditure and financial accountability, and its adoption</p> <p><i>For Result: 3.1.1. The Programme was adopted for the reform of public finances</i></p>	MF	<p>Status: partially implemented</p> <p>Achieved progress: The Draft Reform Programme for public finances management was made for the period 2015 - 2017 and submitted to the European Commission for its opinion.</p> <p>Problems: PEFA assessment Report on public expenditure and financial accountability has not been completed yet, and it is one of the major inputs for the program of public finance reform. Also input by SIGMA related to the financial management of EU funds is delayed and is expected to be submitted to the Ministry of Finance by the end of July 2015.</p> <p>Follow up: Finalization of PEFA and SIGMA reports so that recommendations would be included in the Programme of public finance reform (4th quarter of 2015).</p>
26.	<p>The adoption of a new strategy for the development of internal financial controls in the public sector for the period 2015 - 2019 in consultation with the public, key budget users and the European Commission</p> <p><i>For Result: 3.3.1. Adopted medium-term framework for the implementation of internal financial controls in the public sector</i></p>	MF	<p>Status: not implemented</p> <p>Achieved progress: A Draft strategy for the development of internal financial controls in the public sector was prepared for the period 2015 - 2019</p> <p>Problems: Delay of PEFA report by the World Bank (whose analysis is a prerequisite for the above Strategy), which provides an analysis of the potential disadvantages of the internal control system in the public sector of the Republic of Serbia, its elimination would be encompass by the Strategy for the period 2015-2019.</p> <p>Follow up: Amendments to the Draft Strategy for the development of internal financial controls in the public sector for the period 2015 - 2019 in accordance with the recommendations of the PEFA report by the World Bank and consideration of amendments in consultation with the public, key budget users and the European Commission (Q4 of 2015.)</p>

27.	<p>Prescribing the manner of establishing, functioning and responsibilities of the working group for drafting regulations (amendments to the Regulation on principles for internal organization and jobs systematization)</p> <p><i>For Result: 4.1.1. Improved and transparent process of drafting and implementing regulations in a way that ensures interdepartmental coordination, involvement of stakeholders and the public and the possible effects overview, implementation monitoring, evaluation and reporting on implementation of regulations</i></p>	RSPP	<p>Status: not implemented</p> <p>Achieved progress: Amendments to the Regulation on principles for internal organization and systematization of jobs have not been adopted yet, but RSPP, in cooperation with MPALSG, carry out the necessary activities related to the analysis of the existing practice of establishing, functioning and responsibilities of the working group for drafting the regulations and public policy documents.</p> <p>Problems: -</p> <p>Follow up: Formulating changes and amendments to the Regulation on principles for internal organization and jobs systematization and adopting them (4th quarter 2015).</p>
28.	<p>Preparation of training programmes and the implementation of civil servants training on the subject of regulatory impact analysis and policy documents, and the legislative process</p> <p><i>For Result: 4.1.1. Improved and transparent process of drafting and implementing regulations in a way that ensures interdepartmental coordination, involvement of stakeholders and the public and the possible effects overview, implementation monitoring, evaluation and reporting on implementation of regulations</i></p>	RSPP	<p>Status: implemented</p> <p>Achieved progress: A 1-day training was held on the subject of regulatory impact assessment and improvement of the legislative process, in which approximately 15 civil servants from various state authorities were trained.</p> <p>RSPP prepared and started the implementation of training programmes for civil servants from different PAB. On the foundations of the solutions proposed in earlier drafts of the Law on planning system and methodology, prepared training programs on management system policy that is designed for managers and other civil servants who perform analytical and planning tasks in other state administration organs. The training program consists of three modules - techniques of planning, analysing the effects of public policy, and monitoring implementation and performance evaluation of public policies. Implementation of the programme began in May, and was conducted in June and July 2015. So far, about 70 civil servants from various state authorities participated in the training programme, a large number of trained civil servants hold management positions.</p> <p>Problems: -</p> <p>Follow up: RSPP will organize continued implementation of civil servants' training programs from different PA bodies in cooperation with HRMS</p>

29.	<p>Preparation and adoption of the Proposal of the Law on Inspection Monitoring</p> <p><i>For Result: 4.3.1 Established a new single legal framework for the inspection monitoring and the public was familiarised with it</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: The government adopted proposal to the Law on February 27, 2015. The National Assembly adopted the Law on Inspection Monitoring on April 15, 2015 (the Law came into force on April 29, 2015) http://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/pages/home.xhtml;jsessionid=9445082C3DAAAE804FFCD62DC3B61031 The law aims to improve the coordination and harmonization of inspection activities carried out by various inspections, standardization and harmonization of the inspection procedure and inspection practices and supporting sustainable business and economic development in accordance with the regulations.</p> <p>Problems: -</p> <p>Follow up: By-law documents were made, they went through the procedure of obtaining opinions and are currently at the stage of the harmonization with the comments.</p>
30.	<p>Preparation and adoption of the by-laws on Inspection Monitoring</p> <p><i>For Result: 4.3.1 Established a new single legal framework for the inspection monitoring and the public was familiarised with it</i></p>	MPALSG	<p>Status: partially implemented</p> <p>Achieved progress: By-laws regulate the specific matter relating to the large number of inspections. Upon the Decision of the Minister of State Administration and Local Self-Government, special working group was formed for preparation of by-laws of the jurisdiction MPALSG deriving from the Law on Inspection Monitoring. The Working Group prepared draft laws (Regulation on the appearance of the form and method of keeping records on inspection monitoring; Regulation on common elements of risk assessment in inspection monitoring, Regulations on the general pattern of the inspection report, Regulations on the programme and manner of conducting the examination for inspectors, Regulation on the official identity card of inspectors, Decision on the establishment of the Coordination Commission; Rules of Procedure of the Coordination Commission (adopted by Coordination Commission within a month of its establishment). The decision on the establishment of the Coordination Commission was made on July 23, 2015 ("RS Official Gazette", no. 66/15). It shall apply from 04/08/2015.</p> <p>Problems: The duration and scope of inter-ministerial consultation, and consultative process with stakeholders, which included participants of inspection monitoring (inspection, business associations, entrepreneurs, etc.).</p> <p>Follow up: Drafted by-laws were prepared and went through the procedure of obtaining opinions. They are currently in the phase of harmonization with the comments. After that, it is necessary to make a specified act to the Government for adoption (Regulation) and the minister in charge of public administration (the Regulations).</p>

31.	<p>Establishing of Coordinating Commission in accordance with the Law on Inspection monitoring</p> <p><i>For result: 4.3.2 Secured work coordination of all inspections</i></p>	MPALSG	<p>Status: implemented</p> <p>Achieved progress: The decision on the establishment of the Coordination Commission was reached on July 23, 2015 ("RS Official Gazette", no. 66/15). It shall apply from 04/08/2015. The purpose of forming Coordinating Commission is to establish an institutional framework for achieving a more comprehensive and more effective inspection and avoid overlapping and unnecessary repetition of monitoring. Coordination of inspection control reduces the administrative burden on businesses, citizens and inspections, and establishes the sustainability of this condition. Expert-methodological instructions for control of non-registered economic entities and Professional-methodological explanations of the investigations carried out in residential areas during inspection monitoring were prepared and published on the site MPALSG and delivered to all inspections http://www.mduls.gov.rs/inspekcijski-nadzor.php</p> <p>Problems: -</p> <p>Follow up: Coordination Commission held its first session in August 2015, adopted the Rules of procedure 15 days after the the Decision entered into force of and began to perform tasks and duties, i.e. function smoothly and achieve coordination and improving the effectiveness of inspections, first in the field of non-registered entities and in terms of preparing the application of the Law. Coordination mechanism gives the first results in the control of non-registered economic entities and the use and exchange of data existing databases.</p>
32.	<p>The signing of the Additional Protocol with the Charter which guarantees the participation of citizens in local self-government (AP OGP)</p> <p><i>For Result: 5.1.2. CSOs and citizens involved in the process of developing, implementing and monitoring public policies at the national and local levels</i></p>	MPALSG	<p>Status: not implemented</p> <p>Achieved progress:</p> <p>Problems: Due to the priority of work on the package of laws in the field of LSG, this activity implementation is transferred to the next period. Practically all the conditions are met, but it the signing would level out formal and de facto situation.</p> <p>Follow up: It is necessary to identify the proper moment for signing (the authorization for signing) of the Additional Protocol.</p>

33.	<p>Provision of technical conditions for the effective implementation of the Law on Whistleblower protection</p> <p><i>For Result: 5.2.2. Enhanced system effectiveness for the protection of whistleblowers (people who report suspicions of corruption) of public administration</i></p>	Ministry of Justice	<p>Status: implemented</p> <p>Achieved progress: Over a period of six month, training of 853 judges was conducted; Handbook for the Implementation of the Law on the Whistleblower protection was made; the media campaign was implemented to familiarise the public with novelties introduced to the legal system of RS.</p> <p>Problems:-</p> <p>Follow up: in accordance with activities stipulated by AP.</p>
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CONTINUOUS ACTIVITIES

Measure 1.3:	Improving the system of management of public policies of the Government (planning, analysis, creation, adoption, monitoring and evaluation and coordination) by establishing it by the end of 2017, the legal and institutional framework for integrated strategic management and the adoption of medium-term work plans ODU aligned with the strategic priorities of the Government and the program budget
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1.	<p>Strengthening the capacity of Republic Secretariat for Public Policies through regulatory, organizational, educational and information activities</p> <p>Deadline: Q4 of 2017.(cont)</p> <p><i>For result: 1.3.1. Established a unique system for the public policies management, that ensures the preparation of public policy documents aligned with the adopted standards.</i></p>	RSPP	<p>Status: Implemented activities planned for the previous period</p> <p>Achieved progress: As one of the special professional training programmes within RSPP, RSPP has, for their employees, organized and started the implementation of training programmes for employees (3 sessions) and training of trainers on the subject of planning techniques (2 sessions), analysis of the effects of public policies, and monitoring the implementation and performance evaluation of the public policies. It is anticipated that all employees in the RSPP will go through this programme.</p> <p>Problems:</p> <p>Follow up: RSPP will organize the training programs for its employees (civil servants)</p>
2.	<p>Preparation and implementation of professional training programmes for civil servants on improving the system of management of public policies, the process of preparation and implementation of the budget, and connecting with the medium-term fiscal framework.</p> <p>Deadline: Q4 of 2017. (cont)</p> <p><i>For result: 1.3.1. Established a unique system for the public policies management, that ensures the preparation of public policy documents aligned with the adopted standards.</i></p>	RSPP	<p>Status: Implemented activities planned for the previous period</p> <p>Achieved progress: On the grounds of the solutions proposed in earlier drafts of the Law on system planning and methodologies, training program on the system of management of public policies has been prepared, intended for managers and other civil servants who perform analytical and planning tasks in other public administration bodies. The training program consists of three modules - planning techniques (2 sessions), analysis of the effects of public policies, and monitoring the implementation and performance evaluation of the public policies. Implementation of the program has begun in May, and it has been carried out in June and July 2015. So far, participation in the training program have been achieved for about 70 civil servants from various state authorities, whereby it contains a large number of trained civil servants on some position of management.</p> <p>Problems:</p> <p>Follow up: RSPP will organize continued implementation of civil servants' training programs from different PA bodies in cooperation with HRMS</p>

3.	<p>Building analytical capacity within RSPP and PAB for planning, development, implementation and monitoring of the implementation of public policies based on evidence and relevant data.</p> <p>Deadline: Q4 of 2017. (cont.)</p> <p><i>For result: 1.3.1. An uniform system for the management of public policies that ensures the preparation of policy documents that comply with adopted standards has been made</i></p>	RSPP	<p>Status: implemented</p> <p>Achieved progress: Bearing in mind that the RSPP has noticed the presence of weak analytical capacity to support policy-making based on facts and relevant data (which, among other things, is a result of the fact that analytical and planning tasks have not been defined by the relevant regulations, and the various organs of the public administration have differently organized performance of these tasks), RSPP has put extraordinary efforts to contribute significantly to increasing the analytical capacity of the public administration through direct cooperation with those who make legislation and policy documents; providing analytical and expert coordination support in drafting legislation and policy documents, training of civil servants, as well as the coordination of content of the proposed legislation and the adopted policy documents and the contents of newly proposed policy documents. Therefore RSPP, in the past, has prepared dozens of analytical contributions to the specific needs of other bodies:</p> <p>Material on the topic of basic concepts and methodology of assessment of needs after natural disasters in the international practice has been prepared. A list of flood endangered places has been made by summing records of Headquarters for Emergency Situations of the Ministry of Interior and the Directorate for Water of the Ministry of Agriculture and Environment, and the detailed record of demographic and agricultural census data was selected according to places. This database is available for the bodies that have been involved in flood control and damage assessment; Analysis of possibilities for the improvement of the rating of Serbia in the list of business conditions of the World Bank; weekly macroeconomic model newsletter that would be regularly sent to all authorities like a brief information has been prepared; Analysis of the number of employees in the public sector based on the database of the Central Registry of taxpayers' social security for MPALSG; Support MPALSG in the design and establishment of a database on municipalities; Prepared Analysis of public enterprises (this analysis was submitted to the Ministry, so as to inform them), as well as the report on the effects of public policies in the field of competitiveness of SMEs in 2013; Analysis of the business plan of the cooperative of organic agricultural holdings for the purposes of designing employment policy and rural development.</p> <p>Problems: -</p> <p>Follow up: All activities on the planning of the Sector budget support of EC for improving analytical capacity as support to evidency based policy-making process (700.000 euros)</p>
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