



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

This project is funded
by the European Union



#EY
ЗА ТЕБЕ

ANNUAL REPORT 2024

ON IMPLEMENTATION
OF THE PUBLIC
ADMINISTRATION REFORM
STRATEGY FOR 2021-2030



APRIL 2025



SUMMARY GREATEST ACHIEVEMENTS



SERVICE DELIVERY

2.5 million e-Citizens at the e-Government Portal (half of the adult citizens of Serbia are e-Citizens), using eServices

95% user satisfaction with services at the e-Government Portal

340 services realised at <https://euprava.gov.rs/> in 2024

83% availability of eServices (EU benchmark 2024)

Optimization of procedures
<https://rap.euprava.gov.rs/privreda/home>

23 institutions implemented quality management tools



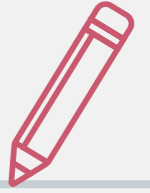
Free-of-charge access state centres in Belgrade and Niš
16,000 citizens trained in 448 trainings



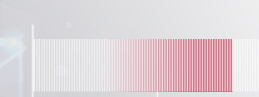
16,000

citizens trained in 448 trainings

PROFESSIONAL DEVELOPMENT



The professional development system is based on a needs assessment



84.29% of trainees' expectations are fulfilled



САЈАМ СТУДЕНТСКЕ СТРУЧНЕ ПРАКСЕ
У ЈАВНОЈ УПРАВИ 2024/2025.

<https://strucnapraksa.mduls.gov.rs/> – the fourth Fair was held, funded from budgetary resources for the first time ever



100,000 trained civil servants and employees of LSGU since the establishment of the NAPA

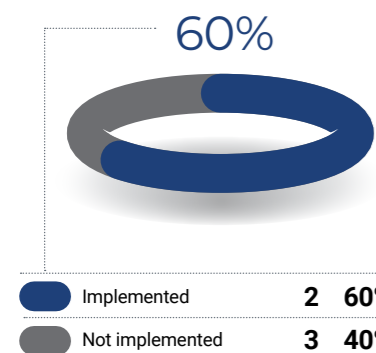
Development of cooperation with tertiary education establishments → the number of authorities in charge of implementation of student internship in administration was doubled (2024 – **141**), and the number of offered internships increased by almost 600 (2024 – **1,500 internships**)

65 opened OSSs

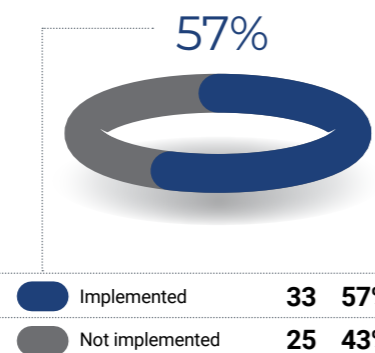
2024 STATISTICS

FOR THE PAR STRATEGIES WITH 3 PROGRAMMES

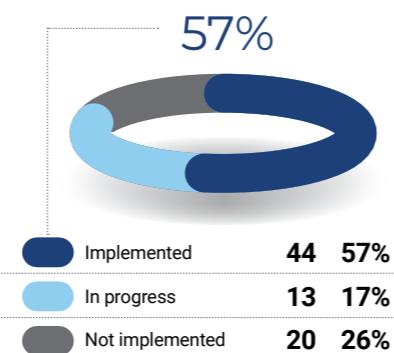
OBJECTIVES



MEASURES

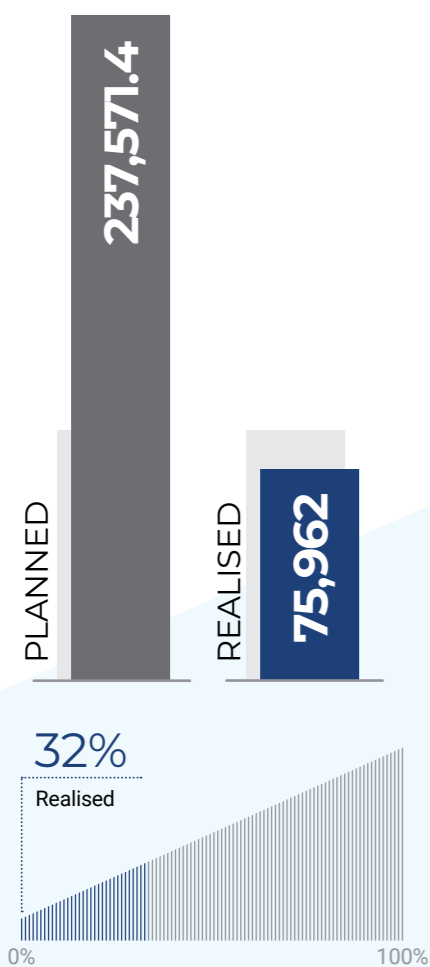


ACTIVITIES

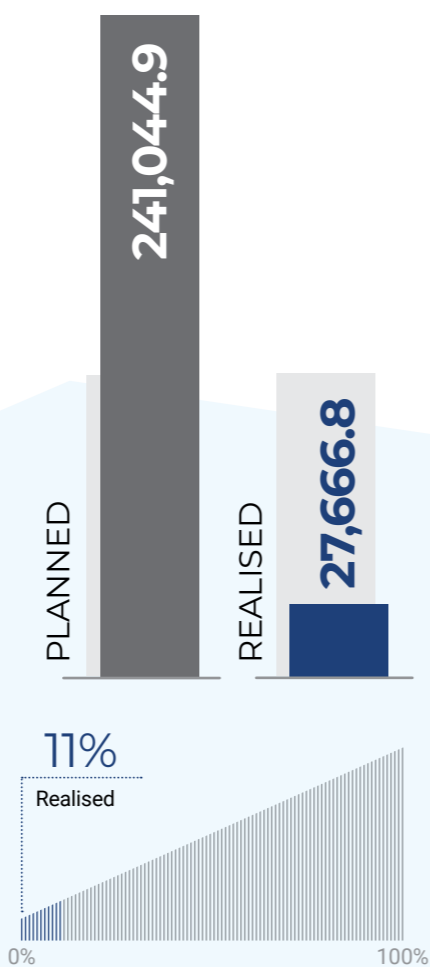


BUDGET IN THOUSANDS OF RSD

BUDGET FUNDS



DONOR FUNDS



PERFORMANCE BY INSTITUTIONS FOR THE PAR STRATEGY

Institution	Implemented	Not commenced or abandoned	In progress	Total	Percentage of implemented activities
MINISTRY OF PUBLIC ADMINISTRATION AND LOCAL SELF-GOVERNMENT	14	9	7	30	47%
MINISTRY OF FINANCE	16	10		26	62%
MINISTRY OF THE INTERIOR	1			1	100%
MINISTRY OF EUROPEAN INTEGRATION			1	1	0%
MINISTRY OF CONSTRUCTION, TRANSPORT AND INFRASTRUCTURE	1	1		2	50%
MINISTRY OF ECONOMY			1	1	0%
PUBLIC POLICY SECRETARIAT	4		1	5	80%
NATIONAL ACADEMY FOR PUBLIC ADMINISTRATION	4		1	5	80%
HUMAN RESOURCE MANAGEMENT SERVICE			3	1	0%
SELECTED LSGU	4		1	5	80%

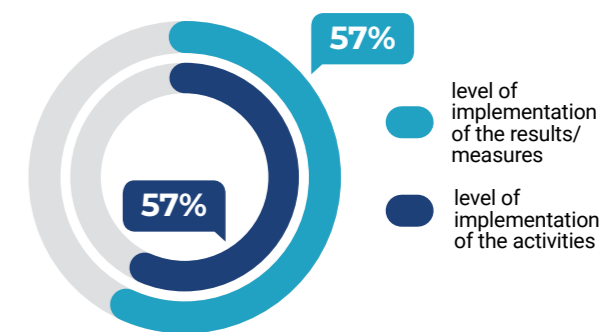
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SUMMARY OVERVIEW

The previous year, 2024, was a continuation of reform activities in the PAR Strategy, with a continued monitoring of progress through digital tools. The level of implementation of results (measures) of the PAR Strategy for the cited period is 57%, while the level of implementation of activities is 57%. The most important results were achieved in the field of Service delivery and digitalisation, where Serbia confirmed its leadership position in the region and approximated European standards. The improvement of the process allowed citizens a quicker and simpler access to services, with a reduced administrative burden. Nevertheless, a further progress in this field requires an improvement of the regulatory



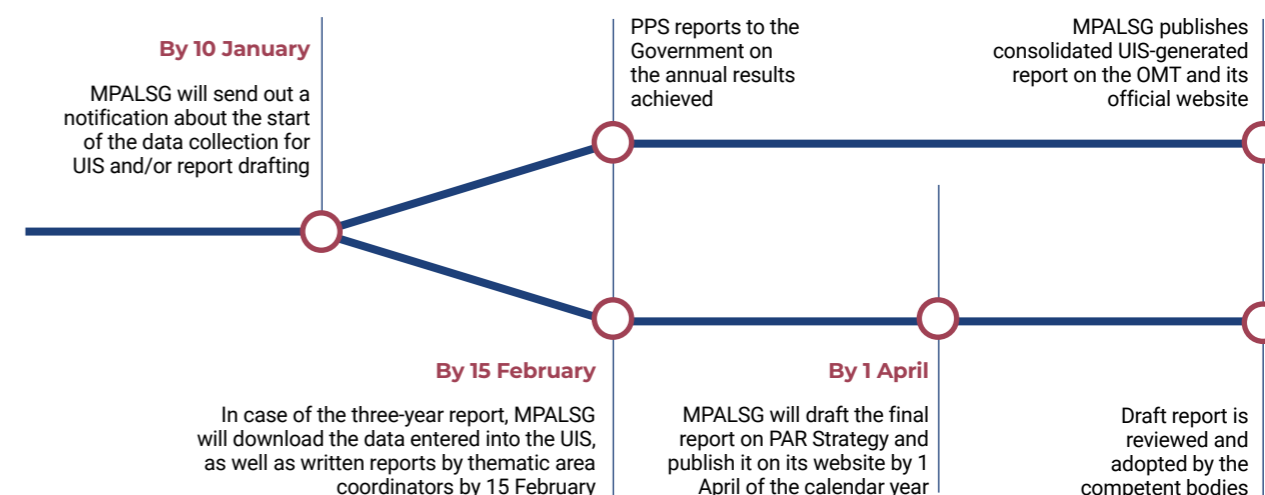
Data for the period from 1 January 2024 to 31 December 2024 were collected in January and February 2025 through the Unified Information System for Planning and Monitoring the Implementation of Public Policies (UIS) and are visible through the online application for monitoring PAR: <https://monitoring.mduls.gov.rs/>. The online application displays the data for the structure of the PAR Strategy 2021-2030, as the umbrella public policy document, and includes the Action Plan of the PAR Strategy (AP PAR) 2021-2025 in the field of Human Resource Management, Service Delivery, Responsibility and transparency, and three programmes in the field of public policy planning and coordination, public finance management, local self-government system reform. As regards Service Delivery, in addition to AP PAR, the ePaper Programme and the eGovernment Development Programme are also presented. The primary source of data is UIS, stipulated by the Law on Planning System of the Republic of Serbia, in which each body enters data from its competence on the implementation of activities/measures/objectives, along with financial data on planned, provided and spent funds for public policy documents.

Data for this report were collected for activities that had any quarter in 2024 for the implementation deadline. Pursuant to the Law on Planning System, statistics are presented for performance indicators, which may be: impact indicators (at the level of overall objective), outcome indicators (at the level of specific objectives) and result indicators (at the level of public policy measures). When measuring indicators, in those cases where no progress was expected in 2024 compared to the initial value, these indicators were not included in the aggregate statistics, but were presented transparently in the lists of indicators in this report. The methodology applied through UIS for all PPDs implies marking activities as *not commenced*, *commenced (in progress)* and *completed*. The same methodology was applied through data collection and processing for this report.

During the preparation of this Report, civil society organizations gathered within the Think of Europe Network, which is implementing the WEBER 3.0 Project, dedicated to monitoring Public Administration Reform in the Western Balkans (over fifty CSOs from the RS), are publishing a series of monitoring reports by thematic areas of Public Administration Reform, which can be found at the following link: <https://www.par-monitor.org/>. The key findings of the CSOs will be presented within the existing [coordination structure of the PAR Strategy, upon publication of the Draft Report](#). In addition, the publication of the Draft Report by 1st May of the current year has enabled all interested parties to submit comments, suggestions and objections to its content.

TIMEFRAME FOR REPORTING

taken from the PAR Strategy 2021–2030: "Monitoring and reporting"



framework and a better integration of new technological solutions into the public administration. As a part of the regular monitoring of the public administration reform, SIGMA implemented the monitoring of the status of public administration in Serbia in 2024, assessing the performance relative to the standards set by the Public Administration Principles. Another confirmation that Serbia is moving in the right direction are certainly the findings of the cited report, according to which Serbia has an advantage in the region in three of six areas, namely: Public administration reform strategic framework, Service delivery and digitalisation, Organisation, accountability and oversight. In the other three areas (Public policy development and coordination, Human resource management and Public finance management), Serbia's results are within the range of the regional average.¹

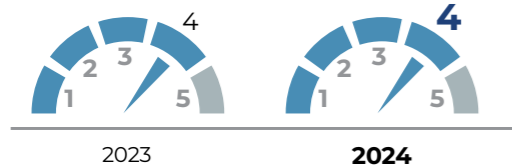
In the field of PAR in 2024, the results were not only appraised by the European Commission and SIGMA/OECD, but also internally. Thus, two impact assessments were conducted in 2024 (for the Regulatory Reform and Improved Public Policy Management Programme² and the Local Self-Government System Reform Programme). On the basis of assessments conducted, the new Action Plan 2024-2025 for the Local Self-Government System Reform Programme³ was adopted in October 2024, as was the Decision amending the Regulatory Reform and Improved Public Policy Management Programme with its AP 2024-2025,⁴ adopted in December 2024. In addition, the PFM Programme was amended in December 2023.⁵

The vision of the PAR Strategy to create an administration tailored to all of us in the next ten years is closer through the following results achieved in the previous year:

POLICY PLANNING AND COORDINATION:

The last year's good result was replicated, and the target value achieved in terms of the level of compliance and quality of policy planning → on the scale of 1-5, the rating of 4 was achieved, same as the last year.

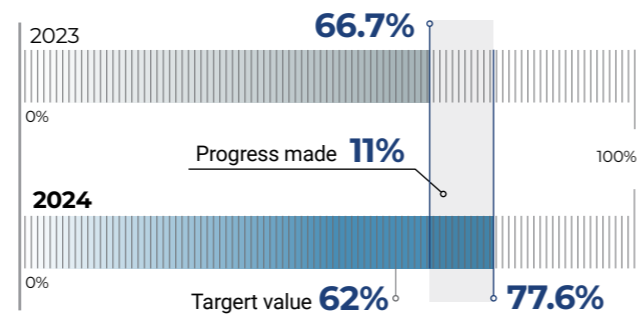
Degree of coherence and quality of policy planning on a scale of 1-5:



On the other hand, in terms of the World Bank regulatory quality indicator, a certain progress was achieved relative to the last year's results → the 2024 result was 56.6, while the 2023 result was 56.13, but it was, at the same time, below the planned level, since the 2024 target value was 64.

The positive trend in terms of the quality of impact assessments during the preparation of Regulations continued → 77.6% of adopted Regulations which required an impact assessment contained a complete impact assessment, considerably exceeding the 2024 target value of 62%, and achieving a progress of almost 11% relative to the previous year, when this value was 66.7%.

Quality of impact analysis carried out in the preparation of regulations:



As regards the quality of the impact assessment in the development of PPDs in terms of the capacities and adequate application of instruments for solid creation and monitoring of implementation of public policies and regulations, the positive trend started in 2021 continued, and, in accordance with it, all the PPDs adopted during the calendar year which required an impact assessment contain a complete or partial impact assessment. The most important result achieved for the purpose of increasing the stakeholder involvement in the early phases of the preparation of PPDs and regulations is reflected in the fact that a consultation process was conducted in the preparation of all the PPDs adopted over the previous three years, including the reporting year 2024. In the last two years, progress was also made as regards the implementation of consultations during the preparation of laws, in view of the increase of the share of adopted laws whose preparation included a consultation process. The 2022 result was 29%, the 2023 result was 52.9%, and the 2024 result was 58.3% (the planned share: 75%), where the achieved results were lower the planned ones. The eConsultations Portal continued to be the central online platform which SAB must use to conduct consultations and public debates, and which is increasingly used. The number of participants who submitted their comments through the eConsultations Portal rose from 5 (2023) to 50 (2024), while the number of comments which were submitted through the eConsultations Portal rose from 5 (2023) to 204 (2024).

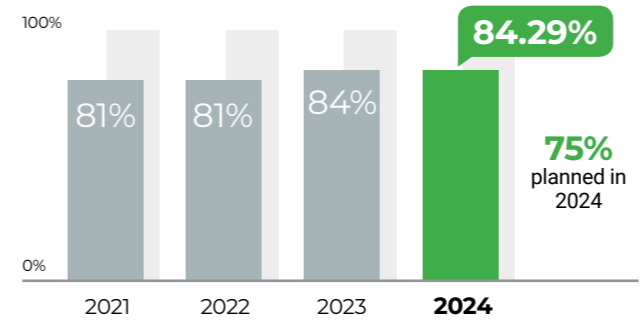
1 SIGMA Monitoring Report for 2024, available at: <https://www.sigmaweb.org/publications/monitoring-reports.htm>.
 2 Ex-post assessment covers the first two years of the implementation of the Programme, and is available at: <https://rsjp.gov.rs/cir/vesti-cir/usvojena-eks-post-analiza-programa-unapredjenja-upravljanja-javnim-politikama-i-regulatornom-reformom-za-period-2021-2025-godine-sa-akcionim-planom/> (in Serbian).
 3 Plan 2024-2025 for the implementation of the Programme for the Reform of the Local Self-Government System in the Republic of Serbia 2021-2025, available at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/drugiakt/2024/84/1> (in Serbian).
 4 Decision amending the Public Policy Management and Regulatory Reform Programme 2024–2025, available at: <https://rsjp.gov.rs/cir/vesti-cir/D1%83%D1%81%D0%B2%D0%BE%D1%98%D0%B5%D0%BD%D0%B0-%D0%BE%D0%B4%D0%BB%D1%83%D0%BA%D0%B0-%D0%BE-%D0%B8%D0%B7%D0%BC%D0%B5%D0%BD%D0%B0%D0%BC%D0%B0-%D0%BF%D1%80%D0%BE%D0%B3%D1%80%D0%B0%D0%BC%D0%B0-%D1%83/> (in Serbian).
 5 Decision amending and supplementing the Public Finance Management Reform Programme 2021–2025, available at: <https://www.mfin.gov.rs/sr/dokumenti2-1/program-reforme-upravljanja-javnim-finansijama-pfm-1> (in Serbian) and <https://www.mfin.gov.rs/en/documents2-2/public-financial-management-reform-program-pfm-2> (in English).

HUMAN RESOURCES MANAGEMENT:

The system has been developed, and various instruments are used for career development. Over 900 civil servants used the services of the Career Development Centre of the HRMS in 2024. The results were continuously recorded as regards the development of the professional development in public administration, as confirmed by the fact that, since the start of Implementation of the PAR Strategy, all target values for specific objectives and all the measures thereof were achieved for each individual year (2021-2024).

There has been a steady growth of the fulfilment of expectations of trainees by trainings which used innovative forms and methods of professional development, exceeding the target values

→ 81% in 2021 and 2022, 84% in 2023 and 84.29% relative to the planned 75% in 2024. Development of cooperation with higher education institutions to support schooling and/or additional education of staff for/in public administration.



Five state universities (in Belgrade, Kragujevac, Niš, Novi Sad and Novi Pazar) and 141 state bodies and LSGU bodies from 70 towns and municipalities, with almost 1,500 offered internships, take part in the implementation of the Cooperation Programme in Providing Public Administration Support to Higher Education Institutions in the Educational Process for 2024/2025.

DELIVERY OF PUBLIC SERVICES:

Multiple services at a click – the number of services realised at the e-Government Portal in 2024 exceeded the planned target (TV: 209 services, the achieved result was 340 services). There are multiple one stop shops (OSSs). By the end of 2024, 10 physical OSSs had been opened, of the total of 65). The quality management model was implemented in a number of state administration bodies earlier than it was planned: instead of the planned 8 SAB, 23 SAB have an active quality management tool and/or model. As a part of the support to the introduction of the European tool for quality management - CAF, the European Quality Label was awarded to the Republic Agency for the Peaceful Settlement of Labour Disputes in 2023, and to the Office for Combating Drugs and the Accreditation Body of Serbia in 2024.

6 <https://digital-strategy.ec.europa.eu/en/library/digital-decade-2024-egovernment-benchmark>

The number of streamlined administrative procedures for citizens and businesses (from 2021 to 2024) exceeded the planned value (the TV was 450, and the achieved value 556).



In 2024, 81 procedures were optimized, 109 were digitalised, and 39 procedures were cancelled. The PPS and the project Digital Transformation in Serbia - Contribution to the Green Agenda, which optimized and digitalised 32 services in the field of renewable energy, won the award for the Most Significant Innovation in the public administration in 2024, awarded by ReSPA for the most important innovations and achievements in modernization and transformation of public administration. The Registry of Administrative Procedures (RAP) is a one stop shop for all services of public administration bodies, which they deliver upon requests of citizens and businesses, at the national, provincial and local level <https://rap.euprava.gov.rs/privreda/home> (information on 3,300 administrative procedures under the purview of 190 bodies and organisations at the national and provincial level and 20 LSGU registries are available). The RAP won the European Public Sector Award (EPSA), awarded by the European Institute of Public Administration (EIPA) in the category of public administration innovations in 2024.

Coordinated actions of inspections, as well as exchange of information between inspections with a view to combating grey economy, are effective. In the field of inspection development, the focus was on preventive actions (6,312 official advisory visits were implemented in 2024).

According to the latest eGovernment Benchmark Report⁶, Serbia has made progress in all four areas of evaluation in the field of eGovernment (focus of e-services on users, transparency, key preconditions for the development of eGovernment, and cross-border services). With an average score of 61.5%, the Republic of Serbia is ahead of Albania, Romania, the Republic of North Macedonia and Montenegro in the region. The number of registries and other software solutions maintained in state data centres for data management and storing increased three-fold in 2024 (the TV was 105 and the achieved value 330), improving the security, availability and integrity of data in the state system. The percentage of users positively rating the user experience of services at the e-Government Portal indicates a high user satisfaction level (the target value was 30% of users positively rating their experience at the Portal, and the actual result in 2024 was 95%).

95% of users rated their experience on the Portal positively.

In addition, user support is provided for all existing services at the e-Government Portal, through the Contact Centre. The number of issued parameters for the mobile application ConsentID, which is used for two-factor authentication (2FA), exceeded the planned target (the TV was 61,000 parameters, and 1,128,385 were issued).

TV 61,000 parameters,
and 1,128,385 issued.

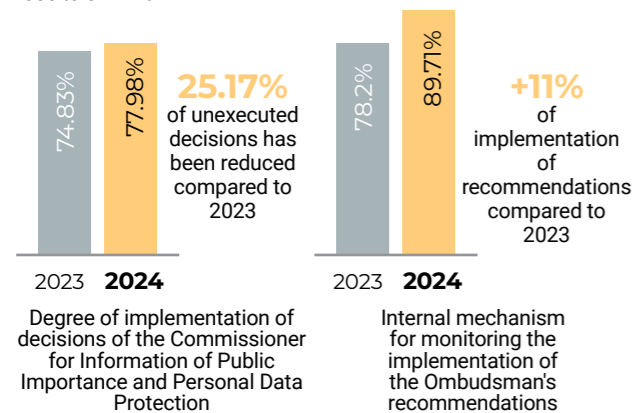
Users can, furthermore, issue their own qualified electronic document in Cloud, and can use it to quickly and simply electronically sign documents, using a mobile device, with no limitations in terms of time and place, and with no need to install any software for using the signature, or to own a smart card reader. SKIP IT, the free-of-charge access state centres in Belgrade and Niš, are successfully working on enhancing PAR capacities (448 trainings attended by 16,000 citizens in 2024).

448 trainings
attended by
≈ 16,000 citizens
in 2024

<http://skipcentar.rs/>

ACCOUNTABILITY AND TRANSPARENCY:

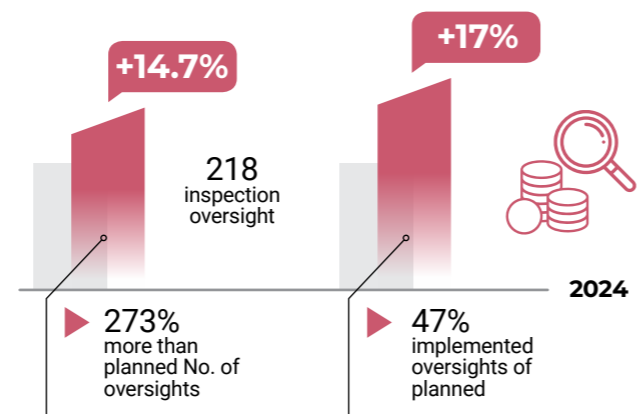
The percentage of enforcement of the decisions of the Commissioner for Information of Public Importance and Data Protection increased in 2024. While the enforcement of decisions of the Commissioner was 74.83% on average in 2023, in 2024 that percentage rose to 77.98%. The percentage of non-enforced decisions decreased relative to the previous year (25.17% in 2023), indicating that the Commissioner's new powers, primarily the possibility of submitting requests for initiating misdemeanour proceedings, were yielding results. In addition, due to the continued implementation of inspections of the application of regulations on the free access to information of public importance, as well as preventive and advisory actions of the Administrative Inspectorate, the percentage of enforcement of proposed/imposed measures in inspections in 2024 was at the all-time high (100%), exceeding the planned value of this indicator (88%). In addition, due to the established internal mechanism for monitoring of the enforcement of recommendations of the Protector of Citizens, as well as continued awareness raising activities, the percentage of fulfilment of recommendations in 2024 rose by 11% relative to the previous year. Namely, this percentage was 78.2% until 2023, and in 2024 it rose to 89.71%.



The Electronic People's Initiative service was created at the e-Government Portal. This service enabled citizens to electronically exercise their right to a people's initiative. Since 2024, this service has been available at: <https://euprava.gov.rs/narodna-inicijativa>. More and more authorities are publishing data on the Open Data Portal <https://data.gov.rs/sr/>. At the time of compilation of this report, 118 organisations are publishing 2999 data sets (which essentially means 5972 resources), and 42 examples of open data use have also been published. The Roadmap for Managerial Accountability was adopted in 2024. It contains a series of measures, including improvement of the delegation in ministries, coordination between the Government and ministries, reporting, systemic performance management, professional development of managers, as well as tools in the form of an electronic application which will enable managers an easier access to data of importance for management.

PUBLIC FINANCE MANAGEMENT:

Significant macroeconomic improvements were made, together with improving the medium-term planning system. The credit rating was increased, additionally confirming the stability of economy, while the share of the public debt in GDP was reduced, contributing to fiscal sustainability. Intensification of inspections contributed to a considerable improvement of control and transparency. In 2024, 18 inspections were conducted, which constituted a 14.7% growth relative to 2023, and 273% higher than the planned number of inspections. Of the number of received applications and requests for inspections, 47% resulted in planned and implemented inspections were implemented. This is 17% higher than the planned result.



These results indicate an enhancement of oversight mechanisms and more efficient monitoring of the consumption of public funds.

As regards public procurement, the system continued to be improved through development and publication of four new versions of the Public Procurement Portal. These versions enabled the expansion of features for contracting entities and tenderers, as well as higher transparency and efficiency in the public procurement process.

LOCAL SELF-GOVERNMENT SYSTEM:

The number of local self-government units that have established inter-municipal cooperation has increased, exceeding the indicator value

Share of local self-government unit that have established inter-municipal cooperation in the total number of local governments (%)

42% planned,
61% achieved.

The system of financing local self-government was improved by introducing local authorities into the SPIRI and ISKRA systems, trainings, drawing up medium-term plans, capital budgeting and establishment of public budget portals, as well as by improving financial management and control.

A new Action Plan for the period from 2024 to 2025 was adopted for the implementation of the Program for the Reform of the Local Government System in the Republic of Serbia for the period from 2021 to 2025, and the process of harmonizing the legal framework of the Republic of Serbia for local self-government with the principles of the European Charter of Local Self-Government continued through the preparation of the Draft Law on Amendments to the Law on the Ratification of the European Charter of Local Self-Government. In 2024, a project of inter-municipal cooperation was executed by establishing a joint office of the local Ombudsman in Niš and Gadžin Han. The project contributes to an improvement of the protection of the rights of citizens and strengthening the cooperation between these two municipalities. The 2024 annual Good Governance Award, for the application of the good governance principle for the preceding year, 2023, was given to: Ada (transparency and public participation), Pećinci (antidiscrimination), Niš (efficiency and effectiveness) and Bosilegrad (accountability and rule of law).

The biggest challenges are posed by a delay in the improvement of the normative framework due to the parliamentary elections, frequent changes of management and decision-makers, as well as the need for the implementation to be coordinated between multiple authorities while retaining the administrative silos culture in SAB. Establishment of the new National Assembly and of the new Government after the parliamentary elections (2 May 2024), as a result of which the National Assembly was not adopting laws during Q1 and Q2 2024, were among the causes why laws during the reporting year were prepared and adopted in short deadlines. These circumstances, together with still underdeveloped capacities of the competent proposers, were reflected in various aspects of the regulatory reform, primarily the quality of the regulatory impact assessment and the implementation of consultations during their preparation. Underdeveloped quality control of the implemented consultations, short deadlines for preparation of regulations and low awareness of importance and benefits of the participatory legislative process, are constantly contributing to the unsatisfactory level of public involvement in the preparation of regulations (consultations were implemented in the preparation of 58.3% of laws and 29.7% of Regulations in 2024), which affects the overall quality of the adopted acts. Due to the snap parliamentary elections and technical mandate of the Government (November 2023 - May 2024), there has been no shift in terms of reduction of the number of acting senior civil servants, which remains high, nor in terms of strengthening their professionalisation. The practice of non-adoption of an annual personnel plan results in a continuously low level of employment on the basis of the stated personnel needs of the authorities.

The 2024 challenge was also posed by the abuse of the right to access to information, which, in addition to the public budget expenditure, also results in severe intangible consequences, namely, that persons whose right to access to information is jeopardised are exercising their rights more slowly.

In addition, there are challenges posed by the lack of consensus or regulations in terms of defining the term "public services" and the public service standards which are the preconditions for mapping job positions, training employees who directly provide public services, improvement of the creation of new services or redesign of old ones. The practice of enabling accessibility of services is uneven, and information on services is insufficiently available and clear. Although there are good practices of customer support (Contact Centre of the eGovernment Portal, Contact Centre of National Inspections, etc.), there is a user ignorance of all the opportunities that have arisen in the meantime (OSSs, eConsultations, eSeals, etc...). In addition, there is no single system for monitoring, evaluating and reporting on the quality of public services provided, there are weak mechanisms for managing complaints, there is a lack of measurement and management of customer satisfaction, and there is a lack of coordination in service delivery.

In all areas, underdeveloped capacities for e.g. delivery of services and insufficiently developed and uneven capacities of state administration bodies in the field of public policy planning are stressed out.

KEY RESULTS IN 2024 THROUGH INDICATORS

AREA 1 PUBLIC POLICY PLANNING AND COORDINATION

1	Indicator	Target value 2024	Achieved value in 2024	Success/failure factors
✓	The share of adopted regulations containing complete impact assessments in the total number of adopted regulations requiring impact assessments, per calendar year	62%	77.6%	<ul style="list-style-type: none"> Development of SAB awareness of legal obligations, as well as all the advantages of conducting an regulatory impact assessment; Constant work on strengthening the capacity of SAB to conduct regulatory impact assessment; Available expert support from donor funds for the regulatory impact assessment being prepared.
✗	Total number of planning areas with revised and optimized planning framework (a clear hierarchical structure of PPDs established within planning areas)	12	4	<ul style="list-style-type: none"> Delay in adoption of a new decree which should govern the area of planning and related legal matters in a different and more precise manner than the existing normative solutions; Lack of SAB capacities for optimization of planning documents in fields within their purview; Planning areas are insufficiently well defined by the applicable normative framework, due to which it is very difficult to have one umbrella strategy.

AREA 2 HUMAN RESOURCE MANAGEMENT

2	Indicator	Target value 2024	Achieved value in 2024	Success/failure factors
✓	Fulfilment of trainees' expectations with training sessions in which innovative forms and methods of professional development were used	75%	84.29%	<ul style="list-style-type: none"> Continuous analysis of the needs of civil servants for professional development in order to improve all aspects of implementation; Creation of a professional development programme based on results of an evaluation (of the process and of effects) of the previous programmes, as well as through close communication and cooperation with the relevant SAB and other relevant partners; Continued development and introduction of innovative forms and methods of professional development in creation and implementation of programmes, as well as creation of innovative tools for browsing programme content in an efficient and simple way (akademija.info).
✗	Employment based on the expressed personnel needs of the body	35-40%	12.82%	<ul style="list-style-type: none"> Non-compliance of the Draft Personnel Plan with the financial plan; Employment conditioned by available financial resources; Delay in the implementation of the development of the uniform HRM information system (HRMIS) which would create the conditions for analytical approach to staff and its planning.

AREA 3 DELIVERY OF PUBLIC SERVICES

3	Indicator	Target value 2024	Achieved value in 2024	Success/failure factors
✓	Number of SAB which have already implemented the CAF or any other quality management tool in the course of one calendar year, on the basis of the corresponding legal framework	8	23	<ul style="list-style-type: none"> Promotion and coordination (e.g. open CAF Info Day was held); The European Quality Label was given to two more institutions – the Office for Combating Drugs and the Accreditation Body of Serbia; Training for quality management - CAF - was held.
✗	Percentage of civil servants and local self-government employees in service delivery jobs who successfully completed a training in the area of service delivery quality improvement (%)	49.5 - 55	0	<ul style="list-style-type: none"> The number of civil servants employed in service delivery jobs has not been mapped, as the term "service" has not been defined, so the percentage of trainees who have successfully completed the training in the field of improvement of service delivery quality cannot be measured.

AREA 4 ACCOUNTABILITY AND TRANSPARENCY

4	Indicator	Target value 2024	Achieved value in 2024	Success/failure factors
✓	Percentage of execution of proposed, i.e. instructed measures of inspectorial supervision over the application of the regulations on free access to public information (%)	88%	100%	<ul style="list-style-type: none"> Continued implementation of inspections of the application of regulations on free access to information of public importance; Preventive and advisory actions of the Administrative Inspectorate.
✗	EC's annual assessment of progress in the area of accountability (0 - No, 1 - Yes)	1	0	<ul style="list-style-type: none"> Frequent elections; Frequent changes of management and decision-makers; Need for the implementation to be coordinated between multiple bodies.

AREA 5 PUBLIC FINANCE MANAGEMENT

5	Indicator	Target value 2024	Achieved value in 2024	Success/failure factors
✓	General government debt-to-GDP (%)	51.7%	47.5%	<ul style="list-style-type: none"> Stable macroeconomic environment; Adequate fiscal policy.
✗	Average number of illegalities and irregularities per control in relation to the total number of controls	1	1.9	<ul style="list-style-type: none"> The outcome indicator has not been achieved, in view of the fact that 2024 is the second year of the centralised budget inspection.

AREA 6 LOCAL SELF-GOVERNMENT SYSTEM

6 	Indicator	Target value 2024	Achieved value in 2024	Success/failure factors 
 <p>Share of LSGU which have established inter-municipal cooperation in the total number of LSGU (%)</p>	 <p>33 - 42%</p> 	 <p>61%</p> 	 <ul style="list-style-type: none"> Implementation of public calls for allocation of funds within the Inter-municipal Cooperation Fund, realise by the MPALSG with the support of the Government of Switzerland; LSGU support for establishment and improvement of inter-municipal support within the budgetary fund of the MPALSG; Development of a model of inter-municipal cooperation with the SCTM support; Organising a workshop for LSGU representatives concerning inter-municipal cooperation (exchange of experience, lessons learnt, example of good practices). 	
 <p>Adopted amendments and supplements of the Law on the Ratification of the European Charter of Local Self-Government and an increased acceptance of the ECLSG by Serbia</p>	 <p>1</p> 	 <p>0</p> 	 <ul style="list-style-type: none"> The Draft Law supplementing the Law on the Ratification of the European Charter of Local Self-Government was prepared and submitted to the Government, and the Government defined the final Draft of the Law and submitted it to the National Assembly of the Republic of Serbia; <p>Amendments to the Law were not adopted due to the elections..</p>	



AREA 1



PUBLIC POLICY PLANNING AND COORDINATION

AREA 2

HUMAN RESOURCE
MANAGEMENT

AREA 3

DELIVERY OF PUBLIC
SERVICES

AREA 4

ACCOUNTABILITY AND
TRANSPARENCY

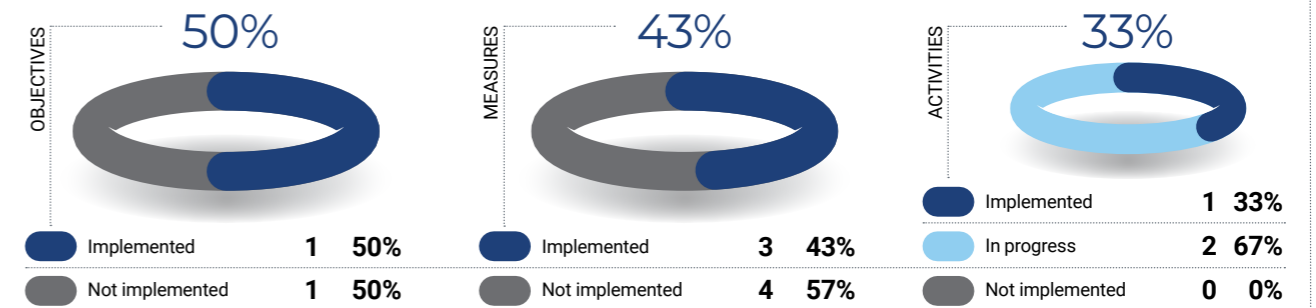
AREA 5

PUBLIC FINANCE
MANAGEMENT

AREA 6

LOCAL SELF-GOVERNMENT
SYSTEM

IMPLEMENTATION STATUS



* For the 3 programs, general goals became specific goals of the Strategy, and specific goals were calculated as the measures throughout the statistics of the PAR Strategy

THE OVERALL OBJECTIVE OF THE PROGRAMME: IMPROVED QUALITY OF PUBLIC POLICY DOCUMENTS AND REGULATIONS

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Regulatory quality indicator – World Bank ranking**	60.1 (2019)	64	56.6
Indicator of alignment and quality of policy planning (Scale (1–5))	0 (2021)	4	4

** The indicator measures the capability of the legislative and executive authorities to draw up, adopt and implement clear public policy documents and regulations, which enable and promote the private sector development and consist of 67 variables, of which 50 is assessed in the 0–100 interval (available at: <https://info.worldbank.org/governance/wgi/Home/Reports>). The indicator is published once a year, during the current year for the previous year.

SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

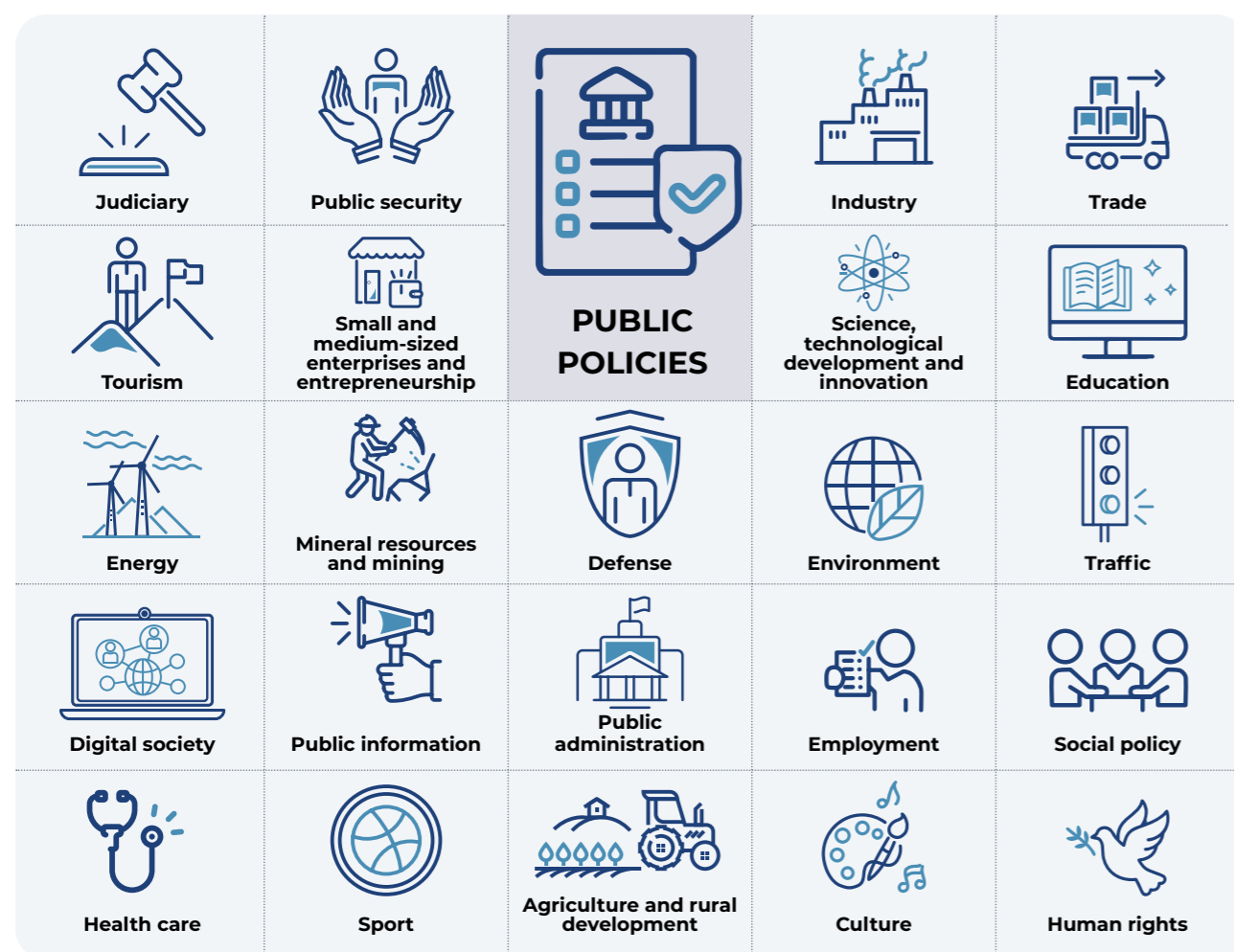
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Specific objective 1: Regulatory reform in the function of improving business environment and reduction of unnecessary burden for citizens and businesses			
The share of adopted laws containing complete impact assessments in the total number of adopted laws requiring impact assessments, per calendar year (%)	30.4	50	31.1
The share of adopted regulations containing complete impact assessments in the total number of adopted regulations requiring impact assessments, per calendar year (%)	58.3	62	77.6
Specific objective 2: Strengthening of capacities and application of tools for high-quality development and monitoring of public policies and regulations			
The share of adopted PPDs within a single calendar year, containing complete impact assessments, in the total number of adopted PPDs requiring impact assessments (%)	50	90	50
Specific objective 3: Effective public policy coordination			
The total number of planning areas with a revised and optimised planning framework (a clear hierarchical structure of PPDs established within planning areas)	1	12	4

SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

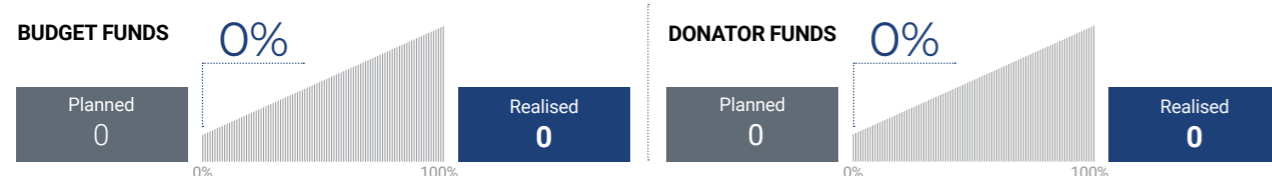
Specific objective 4: Increased involvement of the civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations

The share of adopted PPDs, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted PPDs in a calendar year (%)	100	100	100	
The share of adopted statutes, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted laws in a calendar year (%)	35.71	75	58.3	
The share of adopted regulations, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted regulations in a calendar year (%)	11.46	31	29.7***	

*** A 5% level of deviation from the target value will be deemed a success.



BUDGET IN THOUSANDS OF RSD



REGULATORY REFORM AND IMPROVED PUBLIC POLICY MANAGEMENT PROGRAMME 2021–2025

Improvement of the quality of PPDs and regulations, covered by Specific Objective 1 of the PAR Strategy, is further elaborated in the **Regulatory Reform and Public Policy Management Improvement Programme 2021–2025 with its Action Plan**,⁷ which, as a PPD which is lower in the hierarchy than the Strategy, defines the objectives, measures and activities for further development of this area.

Specific Objective 1 of the PAR Strategy, which is also the General Objective of the Programme, is to be achieved by **improving the business environment and reducing unnecessary burdens** for citizens and businesses (*Specific Objective 1 of the Programme*), **strengthening the capacities and applying instruments for good quality** drafting and monitoring the implementation of public policies and regulations (*Specific Objective 2 of the Programme*), establishing effective coordination of public policies (*Specific Objective 3 of the Programme*), as well as **increasing the participation of civil society, business and other stakeholders** in the early stages of preparation of public policies and regulations (*Specific Objective 4 of the Programme*).

RESULTS ACHIEVED IN 2024

Improvement of public policy management and regulatory reform continued with **variable results in 2024**. In terms of Specific Objective 1 of the Strategy, or the General Objective of the Programme, **the last year's good result was replicated, and the target value achieved in terms of the level of compliance and quality of policy planning** → on the scale of 1-5, the rating of 4 was achieved, same as the last year. On the other hand, **in terms of the World Bank regulatory quality indicator, a certain progress was achieved relative to the last year's results** → the 2024 result is 56.6, while the 2023 result was 56.13, but it was, at the same time, below the planned level, since the 2024 target value was 64. The uneven speed of reforms in this thematic area is also confirmed by the achieved values in terms of specific objectives of the Programme which were reached in 2024 as regards three of the seven indicators. The monitoring of the achievement of the indicators in terms of all the objectives of the Programme indicate that certain segments are progressing more efficiently (e.g. implementation of an impact assessment in the preparation of regulations, consultations about PPDs and consultations about regulations which have achieved the target values), while the majority of sub-areas are being reformed

more slowly than it was planned, and are not reaching the planned indicator values.

In view of these trends, and in order to ensuring the relevancy, efficiency, effectiveness and sustainability of the implementation of the Programme in the upcoming period, in 2024, the process of *ex-post* assessment of the Programme was first completed⁸ and the 2023 Annual Report on the implementation of the Action Plan of the Programme⁹ was compiled, and finally, in December 2024,

The Government of Serbia adopted the Decision amending the Programme, including amendments of its action plan.¹⁰

In addition to the above, the reporting year was also characterized by activities for drawing up regulations which should improve the normative framework for the regulatory impact assessment and compilation of PPDs, improve the existing regulations and encourage an acceleration of reforms both in terms of public policy management and in terms of the regulatory reform. **Draft versions of both regulations were prepared, and public debate processes were implemented**,¹¹ but they were not adopted until the end of 2024.¹² Delays in these amendments to the normative framework, which were initially planned in 2022,¹³ continuously affect the implementation of the Programme, in view of the fact that the achievement of the majority of the planned results is directly linked to the improvement of the legal framework.

As regards the achievement of results in 2024 in terms of the specific objectives of the Programme, it is obvious that **additional efforts are needed with a view to improving the business environment and reduction of the unnecessary burden on citizens and businesses through the regulatory reform** (*Specific Objective 1 of the Programme*), in view of the fact that the quality of the implemented impact assessments during the development of laws is still below the expected level → of the total number of adopted laws which required an impact assessment, 31.1% contained a complete assessment, which is considerably below the planned number (the 2024 target value was 50%), but is also a decline relative to 2023, when 39.6% of adopted laws had a complete impact assessment. This result was affected by the fact that the National Assembly was disbanded in November 2023 due to the parliamentary elections, and was not adopting any laws during Q1 and Q2 of 2024. In Q3 and Q4 of the observed year, when the new Assembly was established, laws were prepared and adopted in a

⁷ Regulatory Reform and Improved Public Policy Management Programme 2021–2025, with the Action Plan (*The Official Gazette of the Republic of Serbia*, Nos. 113/21 and 106/24). The revised Programme is available at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/drugiakt/2021/113/1> (in Serbian).

⁸ *Ex-post* assessment covers the first two years of the implementation of the Programme, and is available at <https://rsjp.gov.rs/cir/vesti-cir/usvojena-eks-post-analiza-programa-unapredjenja-upravljanja-javnim-politikama-i-regulatornom-reformom-za-period-2021-2025-godine-sa-akcionim-planom/>.

⁹ The 2023 Annual Report on the implementation of the Action Plan of the Regulatory Reform and Improved Public Policy Management Programme with its AP 2024-2025, available at: <https://rsjp.gov.rs/cir/vesti-cir/usvojen-godisnji-izveštaj-za-2023-godinu-o/>.

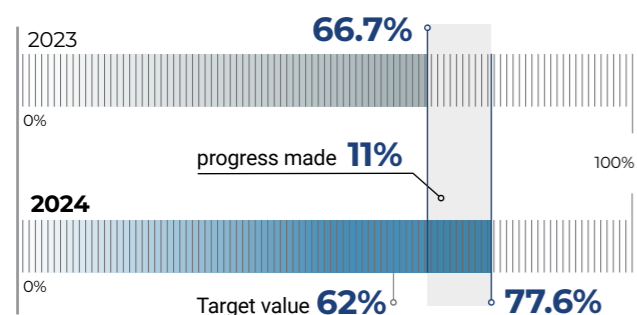
¹⁰ Decision amending the Regulatory Reform and Improved Public Policy Management Programme 2021–2025, available (in Serbian) at: <https://rsjp.gov.rs/cir/vesti-cir/usvojena-odluka-o-izmenama-programa-y/>.

¹¹ Draft Regulation on Regulatory Impact Assessment (in Serbian): <https://ekonsultacije.gov.rs/topicOfDiscussionPage/69/1>; Regulation on the Methodology of Compiling Public Policy Documents (in Serbian): <https://ekonsultacije.gov.rs/topicOfDiscussionPage/70/1>.

¹² During the period of the compilation of this report, the Government of Serbia, at its session held on 6 March 2025, adopted the Regulation on the Regulatory Impact Assessment and the Regulation on the Methodology of Compiling Public Policy Documents, but their effects will be reviewed in the 2025 annual report, as they were adopted during that year.

¹³ Amendments to the normative framework were first moved to 2023, and then additionally postponed due to parliamentary elections. During 2023, draft versions of both Regulations were prepared, and their preparation included consultation processes, but they were not finalized or adopted due to the new snap parliamentary elections and the technical mandate of the Government.

short term, which affected the quality of their preparation, including the quality of the impact assessment. On the other hand, **the positive trend in terms of the quality of impact assessments during the preparation of regulations continued** → 77.6% of adopted regulations which required an impact assessment contained a complete impact assessment, considerably exceeding the 2024 target value of 62%, and achieving a progress of almost 11% relative to the previous year, when this value was 66.7%. All of the above indicate that there is a still considerable room for improvement in terms of the regulatory reform, in view of the fact that a solid implementation of an impact assessment should contribute to the creation of normative solutions based on data and facts and different options, without any adverse effects on citizens and businesses.



The share of adopted regulations containing full impact assessment in the total number of adopted regulations for which it was necessary to carry out the impact assessment, during one calendar year

When it comes to conducting an impact assessment within the development of the PPD, which shows **strengthened capacity and implementation of instruments for quality development and monitoring of public policies and regulations** (*Specific Objective 2 of the Programme*), continued the positive trend started in 2021, in line with which **all the PPDs adopted during the calendar year which required an impact assessment, contained a complete or partial impact assessment**.¹⁴ However, while the above indicates a high level of implementation of legal norms, in the sense that the impact assessment of none of the adopted PPDs has been appraised as "incomplete", it is obvious that the quality of assessments is still uneven, i.e., that the capacities of the competent proposers should be further developed, so that a larger number of impact assessments would be appraised as "complete", and a lower number as "partial". This is indicated by the fact that the indicator target value for the Specific Objective 2 of the Programme was not reached for the fourth year in a row → instead of the planned 90%, 50% of the PPDs adopted in 2024 contained a complete impact assessment.

As regards **effective coordination of public policies** (*Specific Objective 3 of the Programme*), **the number of planning areas with a revised and optimised planning framework was increased** in view of the fact that an umbrella strategy for youth was adopted. Thus, the total number of optimized areas rose from 3 in 2023 to 4 in 2024 → the following areas have been optimized so far:

public administration, education, public information and youth. Nevertheless, the above result is below the desired, in view of the fact that 12 planning areas needed to be optimized by the end of 2024, which includes an established clear hierarchical structure of the PPDs in these areas. On the other hand, there is a positive **trend of decrease of the total number of PPDs** → from the initial number of PPDs, which was over 130, the number decreased to 75 (55 strategies, 20 programmes), which is lower than in 2023 by one PPD. Although the Regulation on the procedure of preparation of the Draft Development Plan of the Republic of Serbia was adopted in 2023,¹⁵ there was no significant shift in terms of the compilation of this umbrella document, the strategically most important development planning document.

After the establishment of the new Government in 2024, the Action Plan for the Implementation of the Government Programme 2024-2027 was prepared and adopted, which defines the objectives and planned results of the Government for the planning period in question, with clear performance indicators.

The Report on the results of the implementation of the previous Action Plan for the implementation of the Government Programme 2023-2026 was also compiled and published. Its data indicate that the Government, in spite of it shortened mandate, **achieved more than half of the results planned for 2023, or 53%, and created preconditions for a quick achievement of 29% more**. The above indicates a **high coordination at the highest, political level** as regards improvement of priority matters in various planning areas.

The most important result achieved towards **increasing the participation of stakeholders in early phases of the preparation of public policies and regulations** (*Specific objective 4 of the Programme*) is reflected in the fact that the

consultation process was implemented in the compilation of all PPDs adopted over the last three years, including the reporting year 2024.

In the last two years, progress was also made as regards the implementation of consultations during the preparation of laws, in view of the

increase of the share of adopted laws whose preparation included a consultation process.

¹⁴ According to the assessment of the PPS, of the total of 14 PPDs adopted by the Government of Serbia, an impact assessment was a legal obligation for 6 PPDs, of which 3 had a complete impact assessment (50%), and 3 had a partial one (50%). Data from the previous years: 2023 of the total of 12 PPDs adopted by the Government of Serbia for which an impact assessment was a legal obligation, 8 adopted PPDs had a complete impact assessment (66.7%), while 4 PPDs had a partial one (33.3%); 2022 = of the total of 10 PPDs adopted by the Government of Serbia for which an impact assessment was a legal obligation, 4 adopted PPDs had a complete impact assessment (40%), while 6 PPDs had a partial one (60%); 2021 - of the total of 16 PPDs adopted by the Government of Serbia for which an impact assessment was a legal obligation, 7 adopted PPDs had a complete impact assessment (43.75%), while 9 PPDs had a partial one (56.25%).

¹⁵ Regulation on the procedure of preparation of the Draft Development Plan of the Republic of Serbia (*The Official Gazette of the Republic of Serbia*, No. 554/23), available (in Serbian) at: <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/vlada/uredba/2023/54/1/reg>.

The 2022 result was 29%, the 2023 result was 52.9%, and the 2024 result was 58.3% (the planned share: 75%), where the achieved results were lower the planned ones. The indicator values at the level of regulations have been achieved, but they are still indicating a considerable space for improvement, in order to ensure that the implementation of consultations in the drafting of these by-laws is at a satisfactory level. In view of the fact that there were no changes of the normative framework in this area, its complexity and non-compliance, particularly as regards preparation of regulations, remained one of the key challenge and factors affecting the uneven results in 2024.

The eConsultations Portal continued to be the central online platform which SAB must use to conduct consultations and public debates, and which is increasingly used. The number of participants who submitted their comments through the eConsultations Portal rose from 5 (2023) to 50 (2024), while the number of comments which were submitted through the eConsultations Portal rose from 5 (2023) to 204 (2024). In addition, the Government adopted the Decision on the management and method of use of the eConsultations Portal,¹⁶ specifying the method of its functioning and its administra-

tion, as well as the indebtedness of the relevant SAB which are obliged to use it in their work, while the PPS created the Working Group for amending the legal framework of consultations and public debate. Finally, for the purpose of **development of awareness and dialogue on matters of common interest**, the Ministry for Human and Minority Rights and Social Dialogue continued to organise social dialogue where various social actors review the existing situation and propose solutions for matters of interest to citizens → the number of departments whose purview included topics covered by the social dialogue was exceeded in 2024, as the achieved result was 24, and the planned one was 16.¹⁷



CHALLENGES

- ▶ Establishment of the new National Assembly and of the new Government (completed on 2 May 2024), as a result of which the National Assembly was not adopting laws during Q1 and Q2 2024, were among the causes why **laws during the reporting year were prepared and adopted in short deadlines**. These circumstances, together with still underdeveloped capacities of the competent proposers, were reflected in various aspects of the regulatory reform, primarily the **quality of the regulatory impact assessment and the implementation of consultations during their preparation**.
- ▶ A delay in the improvement of the normative framework, which was planned through the adoption of the Regulation on Regulatory Impact Assessment and the Regulation on the Methodology of Compiling Public Policy Documents, significantly affected the total results of the implementation of the Programme in 2024, i.e. the achievement of progress in the overall thematic area.
- ▶ Underdeveloped quality control of the implemented consultations, short deadlines for preparation of regulations and low awareness of importance and benefits of the participatory legislative process, are constantly contributing to the unsatisfactory level of public involvement in the preparation of regulations (laws and regulations) (consultations were implemented in the preparation of 58.3% of laws and 29.7% of regulations in 2024) in spite of the progress achieved over the last two years), which affects the overall quality of the adopted acts.



RECOMMENDATION FOR 2025

Reporting authority:	Recommendation for 2025
PPS, Working Group for amending the legal framework of consultations and public debates	The Working Group for amending the legal framework of consultations and public debates should work on the preparation of an assessment of the existing normative framework and practice in the field of public participation in drafting of regulations and PPDs and propose further development directions.
PPS	Provision of methodological support to state administration bodies for optimization of planning areas in accordance with the Regulation on the Methodology of Compiling Public Policy Documents, with a view to reducing the total number of PPDs and improving the implementation and reporting on the implementation of public policies.
PPS	Improvement of the contents of ex-ante and ex-post regulatory impact assessment in accordance with amendments to the Regulation on the Regulatory Impact Assessment, for the purpose of improvement of a regulatory impact assessment.

¹⁶ Decision on the management and method of use of the eConsultations Portal (*The Official Gazette of the Republic of Serbia*, No. 75/24), available (in Serbian) at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/odluka/2024/75/2/reg>.

¹⁷ Data source is available (in Serbian) at: <https://pujpr-monitoring.mduls.gov.rs/statistike.html?tab=indikator&depth=3&sid=122251>.

AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2



HUMAN
RESOURCE
MANAGEMENT

AREA 3
DELIVERY OF PUBLIC
SERVICES

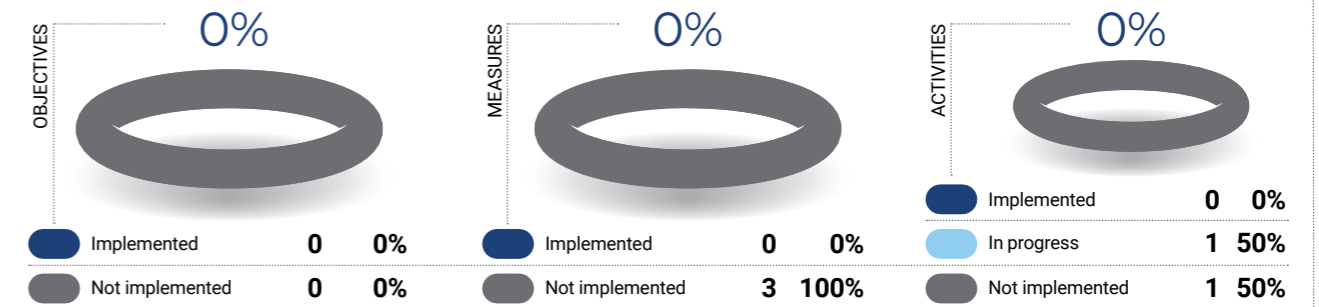
AREA 4
ACCOUNTABILITY AND
TRANSPARENCY

AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
LOCAL SELF-GOVERNMENT
SYSTEM

HRM AREA HAS 3 SPECIFIC OBJECTIVES.
STATISTICS PER OBJECTIVE:

IMPLEMENTATION STATUS



SPECIFIC OBJECTIVE 2 OF THE PAR STRATEGY:
IMPROVED RECRUITMENT PROCESS IN PUBLIC ADMINISTRATION

INDICATORS AT THE LEVEL OF OBJECTIVES

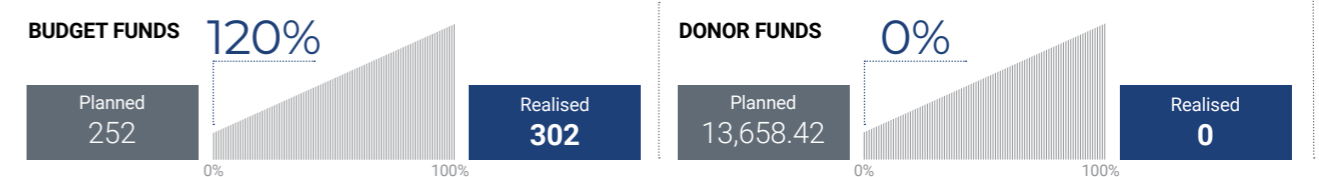
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Meritocracy and effectiveness of recruitment of civil servants (SIGMA principle)	3	4	*

Given that the SIGMA methodology has changed, the indicator is not measurable.

INDICATORS AT THE LEVEL OF MEASURES

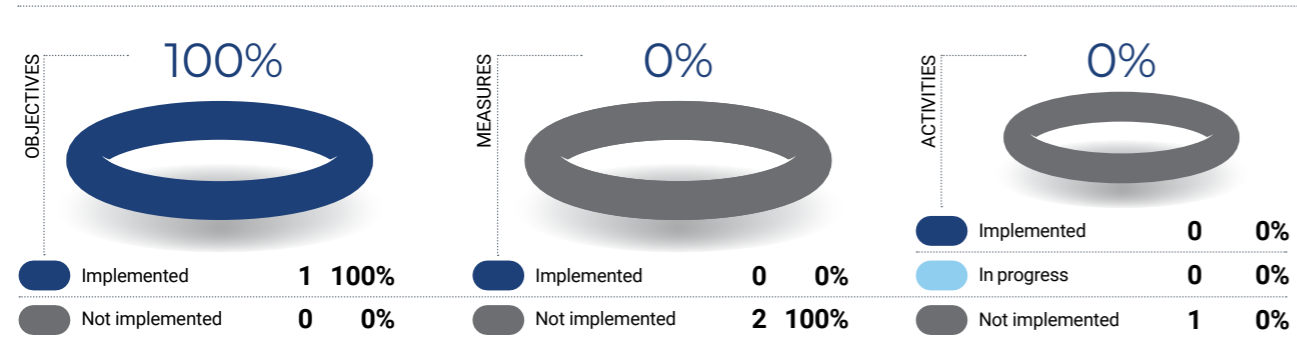
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 2.1: Improvement of personnel planning and promoting state administration as a desirable employer			
Recruitment based on stated personnel needs of bodies (%)	0 (2019)	35 - 40	12.82
Measure 2.2: Improvement of the selection process and the process of induction of new employees			
Degree to which the competency framework matches the public administration needs and core values	1	3	2
Measure 2.3: Improvement of the procedure for merit-based filling of senior civil service positions, and induction			
Percentage of senior civil service positions filled in accordance with the competency framework, compared to the total number of positions (%)	34	85.5 - 90	40

BUDGET IN THOUSANDS OF RSD



SPECIFIC OBJECTIVE 3 OF THE PAR STRATEGY:
EFFICIENT CAREER MANAGEMENT SYSTEM APPLIED IN PRACTICE

IMPLEMENTATION STATUS



INDICATORS AT THE LEVEL OF OBJECTIVES

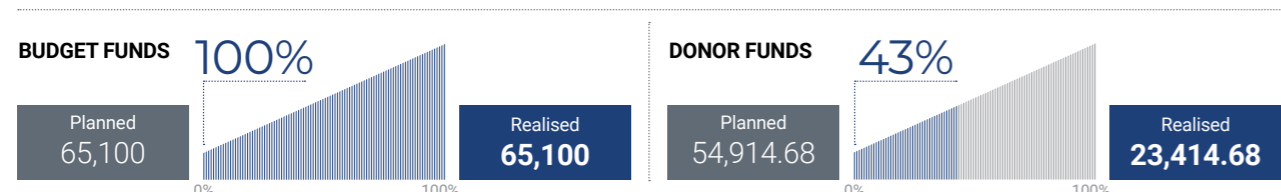
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Degree to which the career management system for the civil service is developed	1	3	4

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 3.1: Creating an environment to have efficient, innovative and motivated civil servants			
Giving performance appraisal ratings according to HRM standards (%)	75	50	74
Measure 3.2: Development of institutional and administrative capacities for human resource management			
Degree to which the organisation of personnel affairs in state administration bodies is standardised, and quality of personnel affairs	3	3	/*
Measure 3.3: Strengthening the professionalisation of the senior civil servants/managers			
Degree to which legal protection of senior civil servants/managers is ensured (based on five SIGMA sub-indicators)	13	13	**

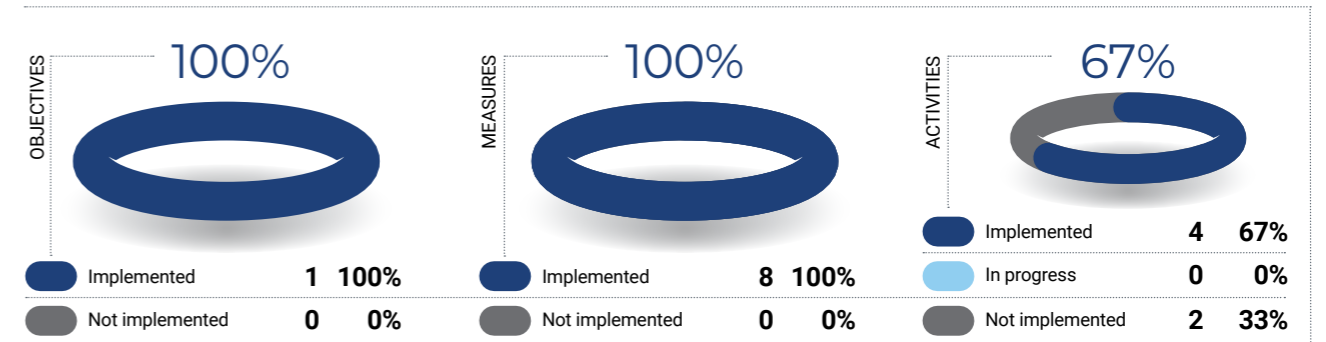
* The indicator was not measured for 2024 due to a delay in the application of the new Information System which would generate data for determination of the indicator values.
** On the basis of the 2024 SIGMS Report, it was ascertained that two of the five SIGMA indicators had been rated (in line with the old methodology). Namely: Category specificity and coverage of the senior civil service system: 8/11 and Stability in senior civil service positions: 11/20.

BUDGET IN THOUSANDS OF RSD



SPECIFIC OBJECTIVE 4 OF THE PAR STRATEGY:
A FUNCTIONAL AND INNOVATIVE SYSTEM OF PROFESSIONAL DEVELOPMENT AND PROFESSIONAL EXAMINATIONS IN PUBLIC ADMINISTRATION BASED ON THE ANALYSIS OF NEEDS FOR THE IMPROVEMENT OF EMPLOYEES' COMPETENCIES, KNOWLEDGE, SKILLS AND ABILITIES DEVELOPED AND IMPLEMENTED

IMPLEMENTATION STATUS



INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Degree to which the system of professional development and professional examinations in public administration is normatively and practically based on the analysis of needs for the improvement of employees' knowledge, skills or competencies	1	4	4

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 4.1: Improvement of the uniform system of professional development in state and LSGU bodies			
Degree of implementation of the quality system in the elements of professional development in public administration	1	5	5
Measure 4.2: Improvement of professional development programmes in state bodies and LSGU bodies and of the manner of their organisation and delivery			
Fulfilment of participants' expectations from training sessions where innovative forms and methods of professional development were applied (%)	0	75	84.29
Measure 4.3: Improvement of the normative framework governing professional development in public administration			
Quality of new regulations in the area of professional development (%)	0	72 - 80	72
Measure 4.4: Standardisation and establishment of a quality system in the area of professional development in public administration, with full application of ICT			
Number of business processes conducted with the use of information technologies	1	3	3

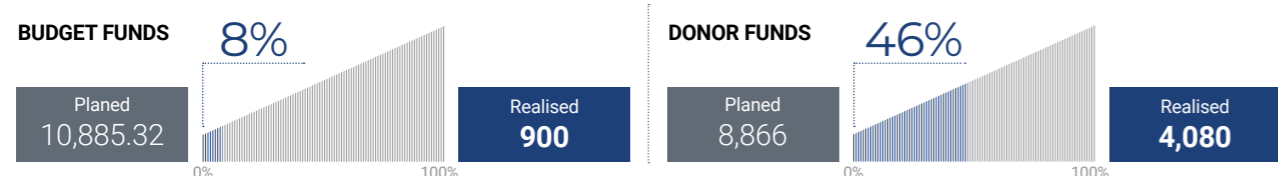
SPECIFIC OBJECTIVE 4 OF THE PAR STRATEGY:

A FUNCTIONAL AND INNOVATIVE SYSTEM OF PROFESSIONAL DEVELOPMENT AND PROFESSIONAL EXAMINATIONS IN PUBLIC ADMINISTRATION BASED ON THE ANALYSIS OF NEEDS FOR THE IMPROVEMENT OF EMPLOYEES' COMPETENCIES, KNOWLEDGE, SKILLS AND ABILITIES DEVELOPED AND IMPLEMENTED

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 4.5: Establishment of a system for planning and managing the process of lifelong professional development in public administration (lifelong professional development master plan)			
Degree of development a system for planning and managing the process of lifelong professional development	0 (2019)	0	0
Measure 4.6: Establishment of instruments for cooperation between institutions responsible for professional development of employees in state and other bodies			
Extent of development of the framework for cooperation between institutions in charge of the professional development of employees	0	1	1
Measure 4.7: Introduction of uniform criteria, benchmarks and standards in the field of professional examinations in the state administration system			
Extent of establishment of uniform standards concerning professional examinations in the public administration system	0 (2019)	12	15
Measure 4.8: Development of cooperation with higher education institutions to support schooling and/or additional education of staff for/in public administration			
Percentage of state administration bodies and units of local self-government participating in the student internship programme (%)	0	40	54

BUDGET IN THOUSANDS OF RSD



HUMAN RESOURCE MANAGEMENT

By means of the PAR Strategy 2021–2030, further reform steps are being taken in order to improve the function of human resource management (hereinafter: HRM) in the civil service system, which should be based on the principle of merit and lead to the establishment and strengthening of further professionalisation and depoliticization.

For that purpose, further development of HRM was planned through measures and activities oriented towards the **improvement of the recruitment process** in the public administration (*Specific Objective 2 of the PAR Strategy*), building of an efficient system for **career management which is applied in practice** (*Specific Objective of 3 of the PARS*), as well as development and implementation of a **functional and innovative system of professional development and professional examinations** in the public administration (*Specific objective 4 of the PARS*).

RESULTS ACHIEVED IN 2024

The indicator values achieved in 2024 indicate an **uneven progress in the area of HRM**. While the area of professional development and professional examinations continues to develop, results in terms of improvement of the recruitment process and building an efficient career management system are below the planned ones, primarily due to the delays in the implementation of some of the key activities (e.g. salary system reform, personnel planning, full functionality of the uniform HRM information system (HRMIS), filling of senior civil service job vacancies in accordance with the competence framework, etc.).

As regards **improvement of the recruitment process in public administration** (*Specific Objective 2 of the PAR Strategy*), the indicator target values were not achieved, which indicates that additional efforts need to be made so that reforms would yield the desired results. Namely, **the employment level, based on the personnel needs of SAB (Measure 2.1)** remained low, below the planned 2024 level → 40% was planned, 12.82% was achieved.

This kind of a result can primarily be linked to delays in the implementation of activities in this area such as adoption of personnel plans of SAB and ensuring full functionality of the HRMIS,¹⁸ whose implementation would create preconditions for an analytical access to personnel and personnel planning. On the other hand, within the same measure, **activities continued for the purpose of promotion of state administration as a desirable employer** → through social networks and blogs, the HRMS presented 3 SAB to the public, promote tender procedures in 7



Examples of promotion of public administration as a desirable employer

bodies, as well as benefits and other aspects of the work in the public administration; a public administration salary calculator has been created and published;¹⁹ an international conference with the focus on the exchange of experience in attracting talents was held,²⁰ etc. For the purpose of **improvement of the selection process and the process of induction of new employees (Measure 2.2)**, work **begun on improving the competence framework** of civil servants, including senior civil servants. Proposals were developed for audits of competences needed for civil servants in accordance with the modern trends in HRM, a survey on the involvement of civil servants was carried out for the first time,²¹ the Methodology for preparation of the Report on all HRM positions in SAB was compiled, and Pilot Report for 2023 was prepared. The HRMC opened 5 test centres throughout Serbia (in Novi Sad, Čačak, Niš, Kraljevo and Zaječar) so the implementation of an assessment of competences could be facilitated and made easier and more accessible to candidates outside Belgrade. In addition, efforts for enhancement of capacities for application of competence framework were made at the local level, so that 46 trainings were realised during 2024 (1,066 trainees – employees in personnel units and managers in the bodies of the Autonomous Province and LSGU). In spite of the above, the extent to which the competence framework suits the needs and key values of the work of the public administration → since 2021, the achieved extent is 2, where the target value reached in 2024 was 3. **Filling senior civil service job positions in accordance with the competence framework (Measure 2.3)** is still one of the key HRM segments → according to the 2024 data, 40% of the total number of filled job positions were filled after an open competition (the target value for 2024: 85.5-90%). The activity of the Special Working Group for monitoring and proposing measures relating to the management of senior civil service during 2024 due to the technical mandate of the Government (November 2023 - May 2024), i.e., there was no significant shift in the implementation of planned activities.²²

¹⁸ More information on HRMIS can be found below, within Measure 3.2.

¹⁹ The public administration salary calculator (in Serbian) is available at: <https://kutak.suk.gov.rs/kalkulator-plate>.

²⁰ More information (in Serbian) is available at: <https://www.suk.gov.rs/vest/2937/odrzana-prva-medjunarodna-konferencija-inovativne-strategije-za-privlacenje-talenata-unapredjenje-razvoja-i-kreiranje-inspirativnog-radnog-okruzenja.php>.

²¹ More information (in Serbian) is available at: <https://www.suk.gov.rs/vest/4068/put-do-efikasnije-drzavne-uprave-iz-perspektive-drzavnih-sluzbenika.php>.

²² In Measure 2.3, there is a delay in the implementation of activities of importance for improvement of the situation regarding filling senior civil service job vacancies in accordance with the competence framework. Namely: 2.3.1. Conducting an analysis of the legislative framework which governs the procedure and authorization for appointment of an acting senior civil servant, and proposed measures for improvement; 2.3.2. Amendments to the normative framework with respect to appointment of an acting senior civil servant, in accordance with the proposed measures for improvement; 2.3.3. Creating a mechanism of cooperation between institutions responsible for the senior civil service management policy; 2.3.4. Drafting of guidelines for improvements of acts on systematization with respect to the job descriptions and required competences for senior civil servants. More information on cited activities and their implementation (in Serbian) is available at: <https://srju-monitoring.mduls.gov.rs/statistike.html?tab=overall&depth=3&sid=242604>.

As regards the **building of an efficient career management system** (*Specific Objective 3 of the PARS*), the extent of development of the system of career management in the civil service exceeded the 2024 target value → the target value was 3, but the achieved value was 4, primarily in view of the fact that the HRMS developed various career development tools before the expiry of the planned deadline and is continuously using them – over 900 civil servants used services of the Centre for Career Development in 2024. With a view to creating an **environment for an efficient, innovative and motivated civil servant** (*Measure 3.1*), activities were launched for the purpose of development of possible career models and talent management system in the state administration by drawing up two studies with recommendations for implementation.



Services of the Centre for Career Development at the HRMS

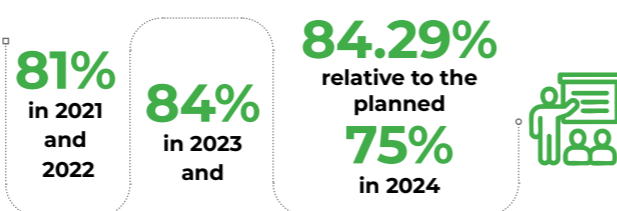
On the other hand, the planned public sector salary system reform was abandoned in 2024 due to a need to consider the possibilities for reform of this area from a different angle, in view of the many changes made to the salary system in the previous period. Different social circumstances (COVID-19 pandemic, fiscal consolidation, pay raise in the public sector, from the gradual "salary de-freezing" to their uneven growth and increase of the minimum labour price) affected the reconsideration of the key foundations in the systemic law, so that the expected reform processes would occur in accordance with the budgeting capabilities. After the software solution was finalized in 2023, activities continued with a view to establishing a fully functional HRMIS, which is essential for a further development of institutional and administrative capacities for HRM, particularly with respect to the **standardization of the organization of personnel units in state administration bodies and the quality of performance of personnel tasks** (*Measure 3.2*). In 2024, trainings of employees in personnel unit for using this information system started. So far, 60% of data on organizational schemes and job positions of these bodies have been entered.²³

In the domain of **strengthening of the professionalization of senior civil servants/managers** (*Measure 3.3*), the HMRS continued to provide an active support to the professional development of these categories of civil servants through a career advising procedure and by using all available tools → in 2024, 45 senior civil servants used the services of the Centre for Career Development. At the same time, activities continued within NAPA with a view to strengthening the capacities of senior civil servants through the implementation

of the "Training Programme for newly appointed senior civil servants", which was attended by 24 newly appointed senior civil servants, and the "Programme of continued improvement and development of senior civil servants", attended by 110 senior civil servants (32 more than in 2023). As regards managers in LSGU, **the 2024 Training Programme for Managers in Local Self-Government Units was improved by introducing two programming units** – the first programming unit consists of training programmes intended for managers and senior civil servants in LSGU, civil servants who have been assigned to job positions of managers of organisational units in city administration or municipal administration or urban municipality administration, and civil servants who are preparing to be assigned to job positions of managers in LSGU, while another programming unit was solely intended for managers and senior civil servants in LSGU. Although the previously listed activities are implemented continuously, there is still a delay in terms of drafting a strategic document on the management of senior civil servants with a roadmap for integration into regulations, which determines further directions of the reforms in the area in the subject.

Results have also been continuously yielded in terms of the **development of the system of professional development and professional examinations in public administration** (*Specific Objective 4 of the PARS*), as confirmed by the fact that, **since the start of implementation of the PAR Strategy, all target values for specific objectives and all the measures thereof were achieved for each individual year** (2021-2024).

This is supported by the fact that the fulfilment of expectations of trainees by trainings which used innovative forms and methods of professional development (Measure 4.2) exceeds the target values and is steadily growing →

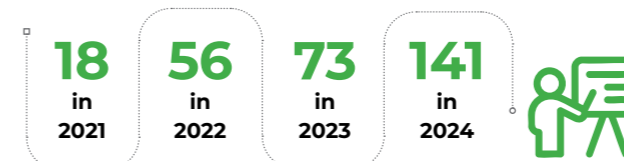


As a part of this measure, 135 trainings were implemented in 2024 using modern forms and methods of training, attended by 3.324 trainees, 64 training programmes were developed in the field of innovation and public services, and 76 in the field of digital transformation and data utilisation, and a special thematic area National security and security architecture was introduced, as an integral part of the NAPA training programmes for 2025.²⁴ These training programmes are implemented through a modernised training system or combined learning, which means the training is implemented in two phases: online training and consultations.

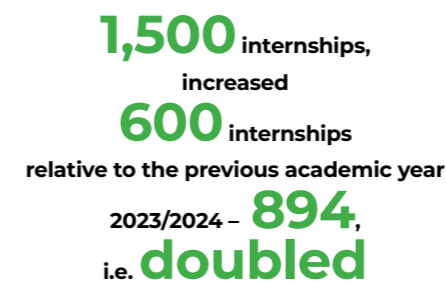
23 More information (in Serbian) is available at: <https://www.suk.gov.rs/vest/3984/sluzba-za-upravljanje-kadrovima-uspesno-zapocela-obuku-unosa-podataka-u-hrmis.php>.
24 NAPA training programmes for 2025 (in Serbian) are available at: <https://napa.gov.rs/tekst/49/godisnji-programi-obuka-naju.php>.

In addition to the above, linkage between the policy of enhancement of administrative capacities with the education system is particularly notable. It is implemented **through the development of cooperation with higher education institutions to support schooling and/or additional education of staff for/in public administration** (*Measure 4.8*). **Five state universities** (in Belgrade, Kragujevac, Niš, Novi Sad and Novi Pazar) and **141 state bodies and LSGU bodies from 70 towns and municipalities, with almost 1,500 offered internships**, take part in the implementation of the Cooperation Programme in Providing Public Administration Support to Higher Education Institutions in the Educational Process for 2024/2025.

Measure 4.8. has shown exceptional progress each year of its implementation → the number of involved state bodies and other bodies has been increased multiple times relative to 2021, when this activity started; the ration was doubled since 2023 –

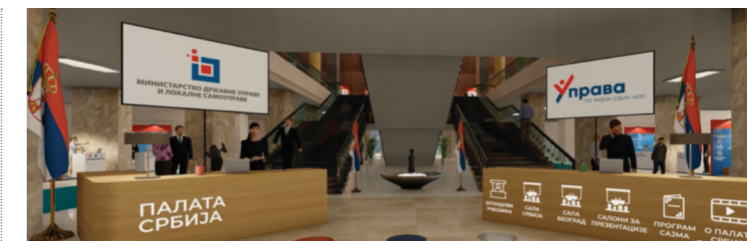


while the number of offered internships has been almost doubled relative to 2024/2025 amounts



relative to the academic year 2022/2023 - 794.

With a view to improving the effects of the new policy for enhancement of administrative capacities in the public administration, through support to the education of personnel for public administration and promotion of public administration as a desirable employer, as well as with a view to ensuring the sustainability of the established model, **the Government of Serbia, upon the request of**



Fourth Student Professional Practice in Public Administration Fair



the MPALSG, adopted a conclusion ensuring the conditions for the continued obligation to implement student internships in public administration bodies and LSGU bodies.²⁵

For the purpose of promotion of professional development and attracting personnel to work in public administration, on 4 December 2024, the **fourth Student Professional Practice in Public Administration Fair was held, financed by funds from the Budget of the Republic of Serbia, with no donor support, for the first time ever.**²⁶ The Fair has been traditionally held using a specially designed 3D platform, which enabled visitors to take part in all fair events, regardless of where they are located.²⁷ The Fair was attended by 141 state bodies and LSGU bodies from 70 towns and municipalities (**68 bodies and 37 LSGU more relative to the previous Fair, which was held in 2023**) and five state universities, while the Virtual Community of student internship in public administration²⁸ had over 10,000 visitors in the pre-Fair days and on the day when the Fair was held (3,000 more relative to the last year's Fair), with over 35,000 views (1,000 more than at the last year's Fair). In view of the fact that this event is a regional example of good practice, this Fair event was also attended by representatives of the European Institute of Public Administration (EIPA), the Regional School on Public Administration (ReSPA) and the Ministry of Public Administration of the Republic of North Macedonia. As in the previous years, the Fair was preceded by promotional activities, which included the promotion of the possibility to gain unique knowledge and skills and advantages provided by the work in the public administration, implemented through the virtual community of student internship in public administration, the MPALSG website and social networks, and 18 forums and panels held at the faculties of the universities participating in this process,

25 Upon a request of the MPALSG, the Government adopted Conclusion 05 No: 612-4917/2024 of 6 June 2024, which, inter alia: accepts the Report on the implemented activities relating to the development of tools for cooperation with higher educational establishments, for the purpose of support for the education of personnel for public administration; orders the ministries, administrative bodies in the system of ministries, special organisations, Government services and expert services of administrative districts to ensure participation in cooperation programmes for provision of public administration support to higher education establishments in the education process for each academic year; recommends to bodies of local self-government units to ensure participation in cooperation programmes for provision of public administration support to higher education establishments in the education process for each academic year.

26 For more information about the fair Student Professional Internship in Public Administration 2024/2025, go to: <https://mduls.gov.rs/saopstenja/odrzan-cetvrti-sajam-studentske-strucne-prakse-u-javnoj-upravi/>.

27 At the Fair, through a 3D platform, students and other visitors had an opportunity to learn about all public administration bodies and their offered internships – at virtual booths of public administration bodies, through brochures, at forums and panels, as well as to take part in chat rooms with representatives of their universities and bodies which are offering trainings for professional development for that university. Events from the Fair can be accessed at <https://sajamstrucneprakse.collectivibe.com/>.

28 The virtual community of student professional internship in public administration is available at: <https://strucnapraksa.mduls.gov.rs/>.

in direct contract with the students.²⁹ Finally, within the same measure - Measure 4.8, **all students who are doing internships are provided access to NAPA online trainings**, which made it possible for the 2024 Programme for students in internships in state bodies and other bodies to be executed in an online format, which is particularly suited to this category of young people.³⁰

In 2024, activities were continued as regards working on **improvement of the normative framework governing professional development in public administration (Measure 4.3)**, which should result in new legal solutions in this area. Findings of the *ex-ante* assessment of the laws governing this area of professional training in state bodies, as well as LSGU bodies, which were implemented in 2023³¹ indicated a need to revise the Law on Civil Servants by introducing criteria, benchmarks and standards for introduction of the process of continued professional development with mandatory elements, i.e. to define the steps in the process of standardization and implementation of the master plan for lifelong professional development in state bodies. The normative solutions needed to include the results of the **Comparative Study on lifelong professional development of the employees of the public administration in representative legal systems, with proposed recommendations for Serbia (Measure 4.5)**, which was executed in the second half of 2024, which resulted in a delay in the implementation of planned activities in terms of the formulation of amendments and supplements of the laws governing the area of professional development in state bodies and LSGU bodies.



Meeting of Trainers (NAPA, October 2024)

All business processes in the NAPA were digitalised (Measure 4.4.), which entails a process of determining the needs for professional development accreditation of implementers, the process of conducting internal competitions, the process of training, keeping central records of programmes, accreditation of special programmes, which allows the functions and services provided by NAPA to be much more efficient.

In 2024, the NAPA reached the number of
100,000 trained employees
since its establishment in 2018

<https://napa.gov.rs/vest/6933/nacionalna-akademija-za-javnu-upravu-obucila-100-000-sluzbenika.php>

At an initiative of the joint body for improvement of the cooperation of institutions which had tasks of building of capacities and professional development within their purview – **Network of Schools (Measure 4.6)**³² **training programmes were successfully implemented in multi-sector areas of professional development**, which were attended by civil servants, employees of LSGU, employees of centres for social welfare, judges, assistant judges, prosecutors, assistant prosecutors and other representatives of target groups. A Meeting of Trainers (implementors of trainings) accredited by the NAPA and the Judicial Academy was held, and experiences and examples of good practice in development of trainers were exchanged. Activities within the Meeting of Trainers are one of the mechanisms of quality assurance of the work of the NAPA and the Judicial Academy.³³ As regards the **introduction of uniform criteria, benchmarks and standards in the area of professional examinations (Measure 4.7)**, work continued on the preparation of laws which uniformly govern the area of professional examinations in the public administration system³⁴ and a study on the optimization of business processes in this area was drawn up, with identified key aspects for introduction of an ICT system of professional examinations for the purpose of streamlining and efficiency of procedures being implemented.

²⁹ The virtual community of student professional internship in public administration regularly published relevant news items, information on internships and achieved direct communication with students through the option Q&A. By the end of 2024, the Virtual Community had 2,089 regular/registered members 65,977 visitors, 245,878 views, 624,766 events. The MPALSG website and social networks enabled sharing of information on all of the most important steps in the calendar of activities (roadmap) of student internships in public administration. A total of 18 public forums and panels were held at the faculties of the universities participating in this process – 5 at the University of Belgrade, 3 at the University of Kragujevac, 5 at the University of Niš, 4 at the University of Novi Sad, and a joint forum was also held for all departments of the State University of Novi Pazar.

³⁰ More information is available at: <https://napa.gov.rs/vest/5946/obuke-nacionalne-akademije-za-javnu-upravu-od-sada-dostupne-ucesnicima-studentske-strucne-prakse.php>.

³¹ For these purposes, *ex-ante* assessments of the Law on Civil Servants, Law on the National Academy for Public Administration and the Law on Employees in Autonomous Provinces and Local Self-Government Units in 2023.

³² Agreement on cooperation in promotion and encouragement of inter-sectoral professional development in state bodies and other bodies, was signed in 2023 by the MPALSG, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of the Interior, the NAPA and the Judicial Academy, whose representatives comprise the Network of Schools. More information on the Agreement is available at: <https://mduls.gov.rs/saopstenja/ministar-martinovic-sporazumom-o-saradnji-formira-se-zajednicko-interesorno-telo-mreza-skola/?script=cir>. The 2024 Annual Programme, which further defines the plan of activities for the year, is available at: <https://mduls.gov.rs/saopstenja/pocela-sa-radom-mreza-skola/>.

³³ More information is available at: <https://napa.gov.rs/vest/6942/susreti-trenera-u-akademiji.php>.

³⁴ In 2023, an *ex-ante* assessment of laws which uniformly define the area of professional examinations in the public administration system, as well as the Starting Points for preparation of the Draft Law on Professional Examinations, which were the subject of public consultations. More information (in Serbian) is available at: <https://mduls.gov.rs/obavestjenja-obavestjenje-o-pocetku-izrade-nacrta-zakona-o-strucnim-ispitima/?script=cir>.



CHALLENGES

- ▶ **The practice of not adopting an annual personnel plan** for ministries, special organisations, Government services and expert services of administrative districts, including non-adoption of the 2024 Personnel Plan (as planned by the AP PARS 2021-2025), together with the practice of **approving new employments in line with already approved budgetary funds and delays in ensuring full operability of the HRMIS**, results in a continuously **exceptionally low employment relative to the expressed personnel needs of bodies** - 14% in 2021, 18.7% in 2022, 14.25% in 2023 and 12.82% in 2024, were the target values for Measure 2.1. were not achieved for any of the four listed years (*Specific Objective 2*).
- ▶ Due to the snap parliamentary elections and the technical mandate of the Government (November 2023 - May 2024), **the work of the Special Working Group for monitoring and proposing measures relating to the management of senior civil service was decelerated during 2024**, and for that reason, the strategic document on senior civil service management with a roadmap for integration into regulations is still to be realised. As this document should provide solutions for existing challenges and directions of further development, **there has been no progress in terms of reduction of the number of acting senior civil servants, which remains high, or in terms of enhancement of their professionalisation** (*Special Objective 2 – Measure 2.3. and Specific Objective – Measure 3.3*).
- ▶ Although important steps were made in that direction, full operability of the HRMIS is yet to be established, which **hinders data collection and affects the availability of data which are required for a clear insight and analysis of the situation in the area of HRM** after a multi-annual application of regulations based on the competences system.



RECOMMENDATIONS

Reporting authority:	Recommendation for 2025
HRMS	Ensure full operability of the HRMIS, including its connection to other relevant systems (CPR, NAPA, eGovernment and CROSO), which would create conditions for an analytical approach to personnel and personnel planning and improve the level of employment on the basis of expressed personnel needs of the bodies.
MPALSG	Create an <i>ex-post</i> assessment of the existing normative framework which governs the procedure and method of implementation of open competition procedures in CSOs and performance evaluation, with recommendations for further improvement.
NAPA, MPALSG	Continue to systematically strengthen the capacities of employees in AP and LSGU bodies for the implementation of the competency framework.
NAPA, MPALSG	Establishment of cooperation between special expert bodies with a view to improving multi-sectoral forms of professional development.

AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2
HUMAN RESOURCE
MANAGEMENT

AREA 3



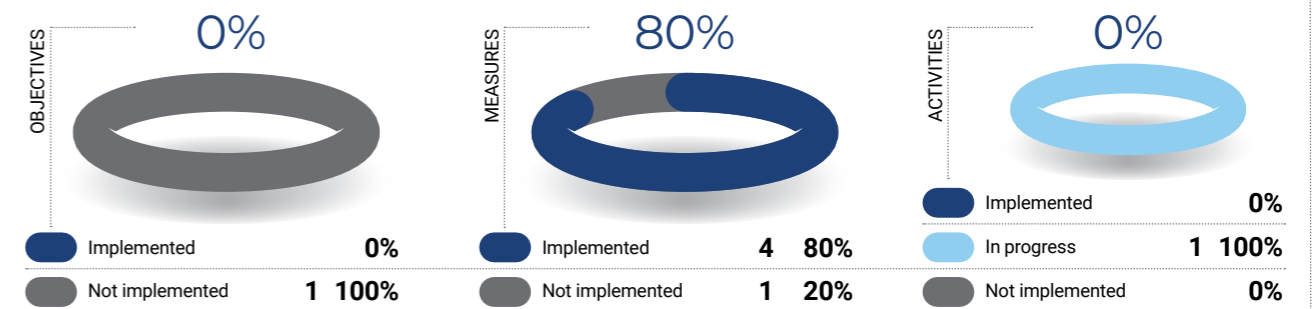
DELIVERY OF
PUBLIC SERVICES

AREA 4
ACCOUNTABILITY AND
TRANSPARENCY

AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
LOCAL SELF-GOVERNMENT
SYSTEM

IMPLEMENTATION STATUS



SPECIFIC OBJECTIVE 5 OF THE PAR STRATEGY:

PUBLIC ADMINISTRATION PROVIDES SERVICES IN AN EFFICIENT AND INNOVATIVE MANNER MATCHING THE NEEDS OF END USERS AND ENHANCES THEIR USER EXPERIENCE

INDICATORS AT THE LEVEL OF OBJECTIVES

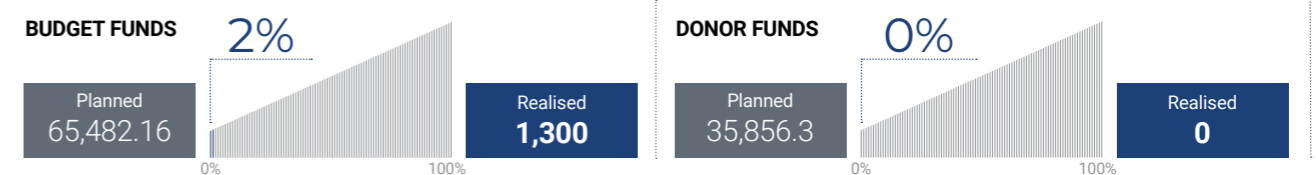
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
SIGMA's average score for service delivery for all four pillars (Grade 0-5)	3 (2019)	/	*
The GDP share of the administrative burden of citizens and businesses (%)	3.26 (2018)	3.08 - 2.8	/

* In view of the fact that the SIGMA methodology has been applied, the indicator is not measurable

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 1.5.1: Promoted development of new and optimisation of existing services tailored for end users			
Number of streamlined administrative procedures of citizens and businesses	125	450 - 500	556
Number of one-stop shops set up in LSGU	14	30.6 - 34	65
Measure 1.5.2: Raising human and technical-technological capacities of public administration for service delivery to end users			
Percentage of civil servants and local self-government employees in service delivery jobs who successfully completed a training in the area of service delivery quality improvement (%)	0	49.5 - 55	-
EU Benchmark for e-Government – key prerequisites put in place (Index 0-100)	5	67.5 - 75	62.5
Measure 1.5.3: Improved system of service quality control and quality assurance			
Number of SAB which have already implemented the CAF or any other quality management tool in the course of one calendar year, on the basis of the corresponding legal framework	0	8	23

BUDGET IN THOUSANDS OF RSD



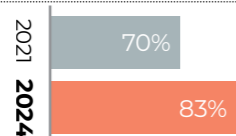
DELIVERY OF PUBLIC SERVICES

The ultimate goal of the area *Service delivery* is an administration which efficiently and innovatively delivers services that meet the needs of end users and improves their user experience. To achieve Specific Objective 5, the following measures are to be implemented: Improvement of the **development of user-oriented services** by improving the process of development and optimization of the existing services; Raising **human and technical-technological capacities** of public administration for delivering user-oriented services; Improved **system of service quality control and quality assurance**.

RESULTS ACHIEVED IN 2024

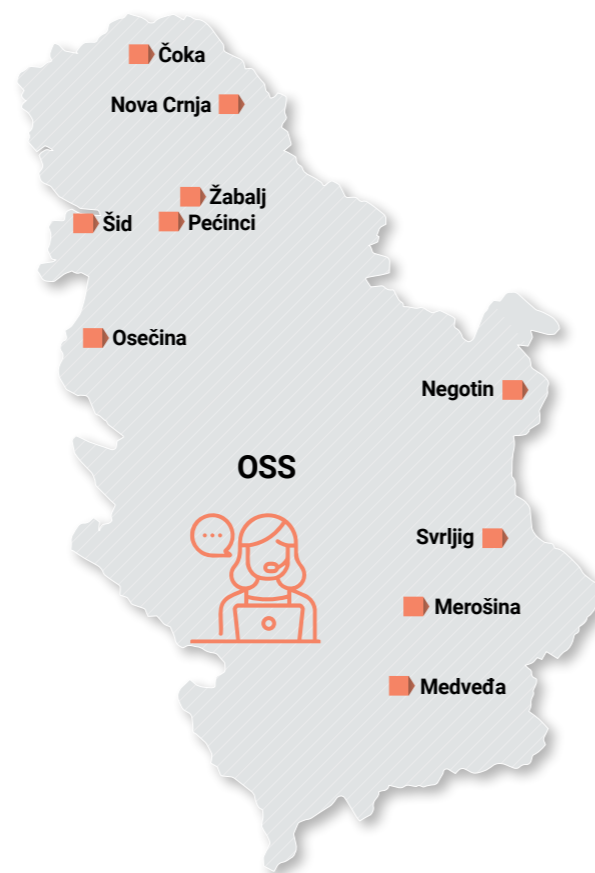
Within the framework of Specific Objective 5, the indicator concerning the average rating of the SIGMA monitoring in the area Service delivery for all four measurement columns, it is not measurable per the old methodology, as the methodology has been changed. Nevertheless, on the basis of the SIGMA monitoring report on the PAR progress in Serbia in 2025, we would like to note the following results:

- ▶ The overall quality of public services in Serbia improved in the previous period. Digitalisation and streamlining of public services have been progressing adequately, with programmes such as e-Paper
- ▶ Availability of online services increased from 70% in 2021 to 83% of GDP in 2024.
- ▶ High level of integration of services in 5 life events: unemployment, birth, death, change of domicile, starting a business.
- ▶ Solid strategic framework and level of implementation (82%).
- ▶ Considerable share of digitalised registries (78%) and rules which are in accordance with international standards.
- ▶ Excellent legal framework of interoperability.



The indicator concerning the share of administrative burden of citizens and businesses in the GDP is not available due to a delay in the calculation data analysis (this will be measured in 2025).

As regards the measure concerning improvement of the development of services tailored for end users by improving the process of development of new and optimisation of existing services,



▶ 10 opened in 2024 from the total No. of opened OSSs

10 OSSs, of the total of 65

had been opened by the end of 2024. Citizens from **Žabalj, Medveđa, Merošina, Negotin, Nova Crnja, Osečina, Pećinci, Svrlijig, Čoka** and **Šid** now deal with institutions at the one stop shop. Thanks to the OSSs, citizens were given an opportunity to submit applications, obtain needed information and, after cooperation between institutions and authorities, receive the appropriate decisions, all in one place. Also,

the number of streamlined administrative procedures

for citizens and businesses exceeded the planned value the target value was 450, and the

achived value 556,

For more information, see the section "[e-PAPER](#)".

As regards the measure which concerns increase of human and technical-technological capacities of public administration for service delivery to end users, the indicators have not been achieved. Namely, as the number of civil servants employed in service delivery jobs has not been mapped, the percentage of trainees who have successfully completed the training in the field of improvement of service delivery quality cannot be measured. On the other hand, the number of people who attended these trainings in 2024 dropped relative to the previous year (in 2023: 3649; 1706 in 2024).

The indicator of the measure concerning improvement of the system of service quality control and quality assurance has been met. The quality management model was implemented in a number of state administration bodies earlier than it was planned: instead of the planned 8 SAB, 23 SAB have an active quality management tool and/or model. As a part of the support to the introduction of the European tool for quality management - CAF, the European Quality Label was awarded to the Republic Agency for the Peaceful Settlement of Labour Disputes in 2023, and to the Office for Combating Drugs and the Accreditation Body of Serbia in 2024. The Centre for Demining completed its evaluation of the CAF-PEF, which is a part of the process for obtaining the European Quality Label. In January 2024, an open CAF Info Day was held in Novi Sad. At the event, the Common Assessment Framework (CAF) was presented to central institutions as well as local self-government units, and an exchange of experiences was enabled between institutions which had already implemented this quality management model. In addition to representatives of national institutions of the Republic of Serbia and representatives of local self-government units, the event was also attended by the most renowned experts from the European Institute of Public Administration (EIPA), as well as the European CAF Centre, the Organisation for Economic Co-operation (OECD), the Regional School on Public Administration (ReSPA), the Austrian Centre for Public Administration Research (KDZ) and experts from the country and the region. All the necessary information is available at the MPASLG website, at the page about quality management - CAF (<https://caf.mduls.gov.rs/>).

As regards the Programme for Suppression of the Gray Economy 2023-2025 (*The Official Gazette of the Republic of Serbia*, No. 21/23)³⁵ with respect to inspections, a coordinated action of the tourism inspection and the market inspection was carried out in the area of unregistered hospitality establishments which were advertised on the website www.selo.rs. In 2024, the tourism inspection carried out 40 inspections of hospitality establishments (such as guesthouses (community-based tourism) and households (rural tourism) which were advertised at the website www.selo.rs and which were found to have been carrying out the hospitality activity without the decision on categorisation. Administrative and penal measures were undertaken, and 40 decisions were adopted on the prohibition of hospitality activity, and the same number of requests for initiation of misdemeanour proceedings was also submitted. The market inspection carried out 1 inspection at the request of the tourism inspection. Four administrative measures were imposed, and were eliminated within the legal deadline. As a result of this supervision, the identification document obtained during the registration of hospitality workers to eTourist must be entered at the website www.selo.rs so that this website would only advertise persons who legally conduct the activity.



As regards the Programme for Suppression of the Gray Economy 2023-2025 (*The Official Gazette of the Republic of Serbia*, No. 21/23), As regards preventive inspection work, 6,312 official advisory visits were made in 2024. The inspections which regularly make official advisory visits are: forestry and hunting inspection, educational, market, tourism, health, sanitary, utility, environmental, road transport, state road inspection and agricultural inspection. No official advisory visits in the reporting period were made by: tax inspection, budget inspection, administration for the prevention of money laundering, geodetic inspection, administrative inspectorate, phytosanitary inspection, inspection for radiation and nuclear safety and security, inspection for medicines and medical devices, social protection inspection, cultural inspection.



With respect to capacity enhancement: the MPASLG administers the Serbian-Korean Information and Access Centre (SKIP centre) <http://skipcentar.rs/> In 2024, the SKIP centre held



248 trainings
which were attended by
12,965 citizens

(since the establishment of the Centre, during the seven years of its existence, over 4,500 trainings were held, attended by 90,000 citizens). The achieved results of the SKIP centre in Belgrade, which has, three times in a row, been pronounced the best one in the global network of information access centres, serve as the basis for an expansion of the cooperation with NIA, which has resulted in an opening of a new information access centre in Serbia, in the city of Niš. The mission of the centre in Niš is realised through educational programmes and activities which are free of charge and available to everyone. Over 200 events, trainings, lectures, workshops, roundtables and seminars were held in 2024. The services of the centre were, prior to its opening, used only by approximately

3,000 users,
of which about
68% women and 32% men,

covering a wide population of different demographic structures, from the youngest, students of elementary and secondary schools, through university students and persons employed in the public and private sector, to the oldest pensioners.

³⁵ <https://www.mfin.gov.rs/sr/dokumenti2-1/program-za-suzbijanje-sive-ekonomije-2023-2025-godine-slubeni-glasnik-rs-br-212023-1>.



CHALLENGES

- ▶ In 2024, in collaboration with GIZ, the Proposal was made for elaboration of the Methodology for determination of job positions and number of employees working on the tasks relating to the provision of public services, for the purpose of collection of necessary data for implementation of the Analysis of Availability and Structure of Human Capacities in the Public Administration and Local Self-Government for Delivery of Public Services. Questions have been defined for the HRMIS, as well as for the application developed by the HRMS for local self-government units, where data will be entered by personnel units relating to the performance of tasks of the delivery of public services. Nevertheless, this activity is only the first step. A special challenge is the fact that the term “service” is not clearly defined, and job positions for service delivery are not mapped, which is why there is a delay in the implementation of this activity.
- ▶ One of the key aspects of the improvement of service delivery is measurement of user satisfaction. The technical specification for creation of a platform which will enable measurement of user satisfaction at one stop shops (OSSs) was drawn up in Q2 2024. Adequate software and IT equipment needs to be supplied for the realisation. Another challenge is to ensure support for this system which will improve the quality of public services and strengthen the capacities of local self-governments to adopt decisions which are based on data and opinions of citizens.
- ▶ Activities such as drafting of guidelines for the conduct of inspectors, analysis of typical job positions in the field of work of “inspection tasks”, as well as an analysis of external registers for linking with E-Inspector, were not realised in 2024, due to a lack of human capacities.



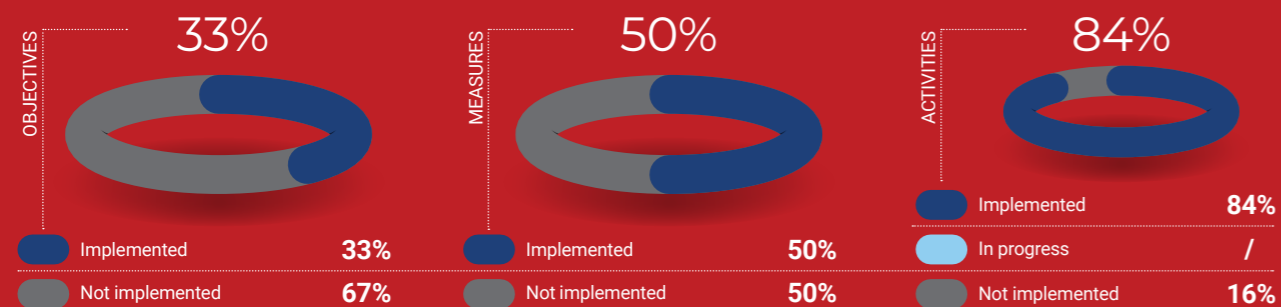
RECOMMENDATIONS

Reporting authority:	Recommendation for 2025
HRMS	The HRMIS needs to be developed, with respect to the data collection for an analysis of the availability and structure of human capacities for public service delivery, and data need to be collected for an analysis through the HRMIS software, for state administration bodies, as well as through the application for local self-government units, and an Analysis of Availability and Structure of Human Capacities in the Public Administration and Local Self-Government for Delivery of Public Services needs to be drawn up.
MPALSG	The platform for measurement of end user satisfaction needs to be further developed at the one stop shops (OSSs).
MPALSG	Ex-post and ex-ante assessments of the Law on Inspection Supervision and new functional analyses of inspections need to be created, and working groups need to work more intensely on overcoming various challenges in terms of the coordination of the work of inspections.



E-PAPER

IMPLEMENTATION STATUS



RESULTS ACHIEVED IN 2024

The results of the reform so far within the ePaper Programme are: an analysis of over 2,000 administrative procedures, optimization of 556 administrative procedures, cancellation of 53 procedures and digitalization of 208 public administration services, which brought

savings of over
3.7 billion RSD
per year for economic operators.



Downloaded: <https://www.eipa.eu/award-ceremony/>



Downloaded: <https://epapir.rs/jp.gov.rs/>

In 2024, 81 procedures were optimized through the ePaper Programme, 109 were digitalised, and 39 procedures were cancelled. The PPS and the project Digital Transformation in Serbia - Contribution to the Green Agenda, which optimized and digitalised 32 services in the field of renewable energy, won the award for the Most Significant Innovation in the public administration in 2024, awarded by the Regional School on Public Administration (ReSPA) for the most important innovations and achievements in modernization and transformation of public administration.

Savings of time and money, together with the optimization and digitalization, enable simpler business operations with minimum costs and with no surplus documentation. At the same time, business environment is more stable, possibilities of corruption and grey economy reduced, the quality of services provided by public administration bodies is enhanced, and a more responsible and modern administration is created.



CHALLENGES

- There are no standards in the delivery of services of the public administration, and there are no established indicators for measuring the quality of delivered services.
- Users are often not included in the creation of new services or redesign of the existing ones.



RECOMMENDATIONS

Reporting authority:

Recommendation for 2025

PPS

Establishment of standards in the delivery of services of the public administration and establishment of indicators for measuring the quality of delivered services.

PPS

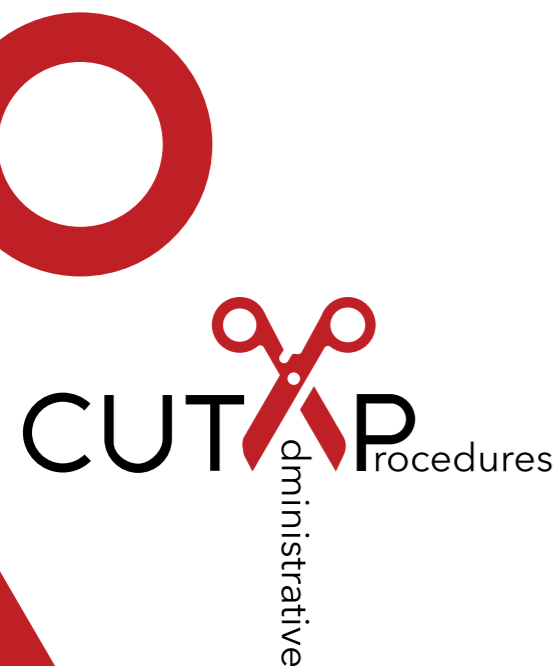
Development of a methodology and instructions for inclusion of users into the creation and redesign of services.

A comprehensive reform which was presented within the ePaper Programme (Simplification of administrative procedures and regulations) strives to contribute to the establishment of a modern, transparent and efficient public administration.

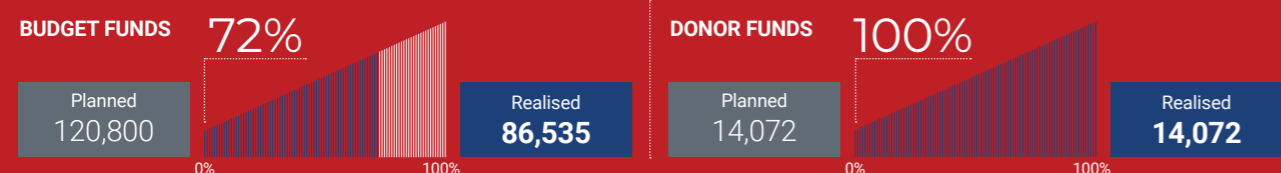
Through the ePaper Programme, the Public Policy Secretariat of the Republic of Serbia has established and is managing the Registry of Administrative Procedures (RAP), a one shop stop for all services of public administration bodies, which they are delivering upon requests by citizens and businesses, both at the national, provincial and local level <https://rap.euprava.gov.rs/privreda/home>. The RAP provides information on over 3,300 administrative procedures within the purview of 190 bodies and organisations at the national and provincial level, while over 20 registries of LSGU are available to users.

The RAP Portal is user-oriented, provides all required information to its users on the method

how they can exercise any of their rights or meet an obligation. The RAP won the European Public Sector Award (EPSA), awarded by the European Institute of Public Administration (EIPA) in the category of public administration innovations in 2024.

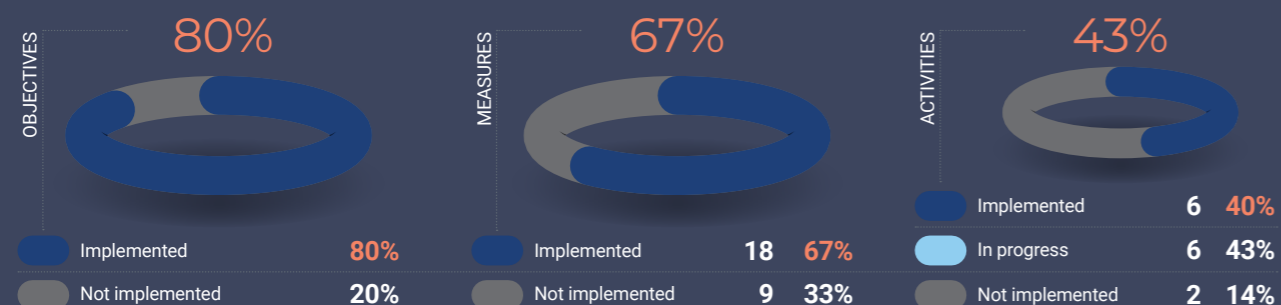


BUDGET IN THOUSANDS OF RSD



E-GOVERNMENT DEVELOPMENT PROGRAMME 2020–2025

IMPLEMENTATION STATUS



INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Overall Serbia's result within the EU eGovernment Benchmark Report: eGovernment Benchmark Report (%)	48.6	56	61.5

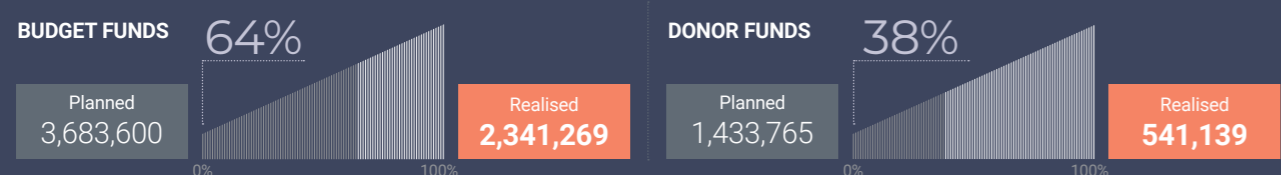


The e-Government Development Programme of the Republic of Serbia and the Action Plan for its implementation (The Official Gazette of the Republic of Serbia, No. 33/23)³⁶ is envisaged in the **PAR Strategy 2021 – 2030** and builds on the results of the previous Programme for the period 2022 – 2022. This ensures a continuous activity of the Government of the Republic of Serbia on the modernization of public administration and improvement of eGovernment.

The specific objectives of the Programme are: Developing **infrastructure** in eGovernment and ensuring **interoperability**, Improvement of **legal certainty** in the use of eGovernment, Increase of **availability** of eGovernment to citizens and businesses through **improvement of user services** and **Opening of data** in public administration.

³⁶ <https://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/vlada/drugiakt/2023/33/1/reg>.

BUDGET IN THOUSANDS OF RSD



RESULTS ACHIEVED IN 2024

According to the latest eGovernment Benchmark Report,³⁷ Serbia has made progress in all four areas of evaluation in the field of eGovernment (focus of e-services on users, transparency, key preconditions for the development of eGovernment, and cross-border services).

With an average score of
61.5%
Republic of Serbia

is ahead of Albania, Romania, the Republic of North Macedonia and Montenegro in the region.

The target values of the Programme for 2023 have been achieved in terms of indicators at the level of three specific objectives (Specific objective 1, 3 and 4).

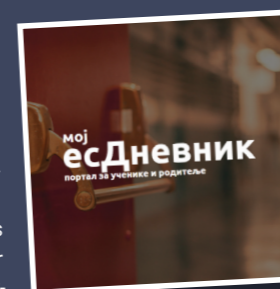
In 2024, amendments and supplements to the Law on Electronic Government were drafted with a view to aligning it with Directive (EU) 2019/1024, primarily in terms of dynamic research data sets, as well as data sets of special importance for re-use, transparency of the conditions, and/or the licence which governs data re-use.



An indicator concerning the number of bodies which perform office operations only through the Dispatch has not been fully achieved. The target value was 350, and 220 was achieved, although 400 instances for using the Dispatch were raised in 2024.

The number of registries and other software solutions maintained in state data centres for data management and storing increased three-fold in 2024 (the target value was 105, and the achieved value 330), improving the security, availability and integrity of data in the state system. Also, the number of services realised at the e-Government Portal in 2024 exceeded the planned target (TV: 209 services, the achieved result was 340 services).

The percentage of users positively rating the user experience of services at the e-Government Portal indicates a high user satisfaction level: the target value was 30% of users positively rating their experience at the Portal, and the actual result in 2024 was 95%. In addition, user support for all existing services at the e-Government Portal is provided through the Contact Centre. This support does not include just the services



Taken from the Instagram profile of the Office ITE

at the Portal, but also such users who, through their account at the eID Portal, also subscribe to other systems, such as e-invoice, Moj esdnevnik and E-agrar. The Contact Centre thus became a key resource for providing support to users and facilitating access to various digital services. The number of processed inquiries in the Contact Centre reached 680,129, an increase relative to the planned number of 522,500.

The percentage of health institutions connected to the Unified Information and Communication eGovernment Network has been growing. The ITE Office successfully launched the project of linkage and migration of local health systems and laboratory systems to the State Data Centre in Kragujevac. The plan envisaged that 2.5% of health institutions would be connected to this network. Instead, 8.6% of them are. So far, the first 30 health institutions have been connected to the new eHealth network.

The number of issued parameters for the mobile application ConsentID exceeded the planned target

the TV was **61,000**
parameters and
1,128,385 were issued.

³⁷ <https://digital-strategy.ec.europa.eu/en/library/digital-decade-2024-egovernment-benchmark>.

Users can, furthermore, issue their own qualified electronic document in Cloud, and can use it to quickly and simply electronically sign documents, using a mobile device, with no limitations in terms of time and place, and with no need to install any software for using the signature, or to own a smart card reader. Parameters for activation of the mobile application ConsentID are issued free of charge, in person, at over 1,000 counters throughout Serbia.



CHALLENGES

- ▶ Although it had been envisaged that the number of legal acts resulting from the use of the software solution E-Inspector by the inspection authorities which are delivered into the Single Virtual Mailbox for eGovernment users shall be 30,000 in 2024, no acts from E-Inspector were delivered to virtual mailboxes, although it was attempted in 25 cases. The link between E-Inspector and e-Delivery is not working.
- ▶ The goal of the expansion of possibilities of launching and conducting court proceedings through the eCourt application is to significantly improve and modernise the judicial system, which enables a faster, more transparent and more efficient activity of the courts. The planned target value of 16 was not achieved due to a delay of the project of introducing the case management system into the judicial system.
- ▶ Another challenge is an insufficient number of bodies which were provided support for opening and/or re-use of open data. The planned target of 50 bodies was not achieved, and 15 bodies received support, which indicate a need for an improvement of the support process and higher involvement of relevant bodies. This insufficiency may cause a deceleration of efforts for higher transparency and availability of data, which is crucial for progress of e-Government.



RECOMMENDATION

Institution	Recommendation for 2025
MPALSG	In 2024, activities need to be coordinated with the inspections, with a view to determining which options in the Dispatch use and require integration so that a functional connection between e-Delivery and E-Inspector would be made (through the Dispatch). For this purpose, it is necessary to create a detailed analysis of this procedure in collaboration with the ITE Office, as well as with the inspections.
Ministry of Justice	It is necessary to improve and expand the functions of the application eCourt with a view to ensuring higher efficiency of judicial procedures. Also, it is necessary to organise regular trainings for all users of the application, as well as to provide technical support in the case there are any problems with the use of the system. A possibility of a faster implementation of new functions and integration with other state systems and judicial systems needs to be considered, so that the application would be more useful and comprehensive for all participants in the procedure.
MPALSG	New strategies and approaches, which will ensure higher inclusion and support to the bodies for opening and re-use of data, need to be explored, and the needed human capacities should be ensured. Namely, it is necessary to organise and thoroughly plan trainings for civil servants who will be in charge of data opening in their institutions, as well as implement education on the importance and benefits brought by data opening in the context of transparency and efficiency of the public administration.



AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2
HUMAN RESOURCE
MANAGEMENT

AREA 3
DELIVERY OF
PUBLIC SERVICES

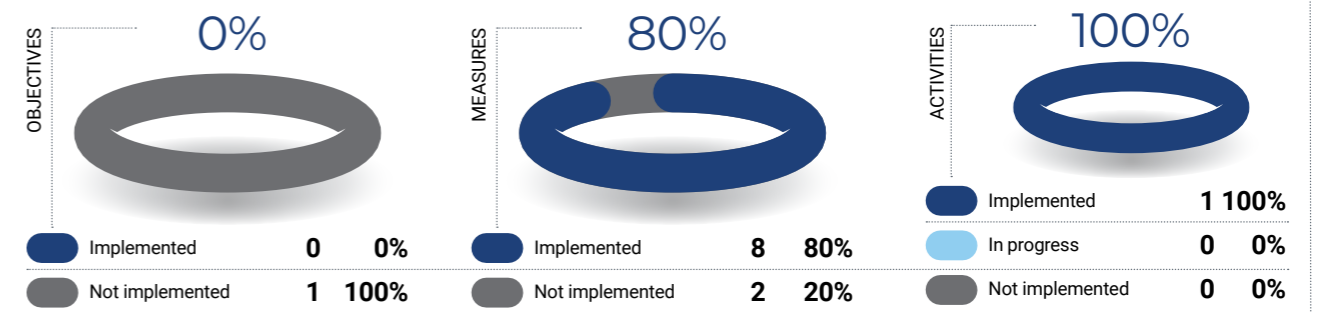
AREA 4

ACCOUNTABILITY
AND TRANSPARENCY

ОБЛАСТ 5
PUBLIC FINANCE
MANAGEMENT

ОБЛАСТ 6
LOCAL SELF-
GOVERNMENT SYSTEM

IMPLEMENTATION STATUS



SPECIFIC OBJECTIVE 6:

INCREASED LEVEL OF ACCOUNTABILITY AND TRANSPARENCY AT ALL LEVELS OF THE GOVERNMENT

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
EC's annual assessment of progress in the area of accountability (0 – No, 1 – Yes)	0	1	0*
SIGMA indicator: accessibility of public information (Point/30)	0	/	**

* EC Report: The accountability of the administration still needs to be improved. There was no progress in resolution of systemic organisational problems of the administration, such as overlapping roles and unclear reporting lines, as well as a limited application of the concept of managerial accountability.

** In view of the fact that this is a SIGMA indicator which was defined prior to the change of data collection methodology, and that, prior to the drafting of the 2024 Report, the SIGMA methodology was changed - which also meant that the indicators were changed - the value of this indicator cannot be measured).

INDICATORS AT THE LEVEL OF MEASURES (1/2)

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 6.1: Establishment of systemic solutions for managerial accountability in public administration bodies			
Percentage of state administration bodies with officials authorised to conduct administrative proceedings and decide in administrative matters (%)	23	35	85
Percentage of state administration bodies, independent bodies and LSGU bodies with officials who attended training on managerial accountability (%)	0	0	16
Measure 6.2: Improvement of the vertical and horizontal system of supervision and monitoring of work in public administration (established mechanism for performance management of public administration bodies)			
Percentage of priority objectives from the Action Plan for the Implementation of Government Programmes related to state administration bodies, which were taken into account in preparation of own (mandatory) medium-term plans (%)	0 (2019)	40	62.5%
Percentage of state administration bodies, independent state bodies and LSGU with managers have attended a training on a unique performance management methodology (%)	0	3	22
Measure 6.3: Strengthening integrity and ethical standards in public administration			
Percentage of state administration bodies and independent state bodies which organise and implement training in ethics and integrity for their managers and employees (%)	0	50	***

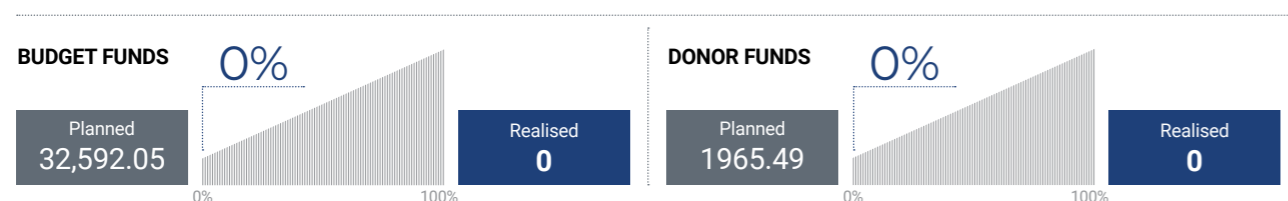
*** All public authorities are obliged to implement the training Ethics and Integrity, in accordance with the Law on Prevention of Corruption. The training is implemented in three-year cycles, which is followed by a year-long break, for the purpose of evaluation of the previous cycle and preparation of the next one. Taking that into account, public authorities were not obliged to attend the training Ethics and Integrity in 2024, i.e., there was a one-year break in that period.

INDICATORS AT THE LEVEL OF MEASURES (2/2)

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 6.4: Promoting proactive disclosure of data held by public administration bodies			
Number of public administration bodies and other holders of state bodies which/who publish open data on the Open Data Portal	45 (2019)	140	117
Percentage of state administration bodies and LSGU bodies whose employees attended training in open data standards and the Open Data Portal (%)	0	20	21
Measure 6.5: Improving reactive transparency, acting according to regulations within the purview of independent state bodies, i.e. according to the recommendations of independent state bodies			
Percentage of execution of proposed, i.e. instructed measures of inspectoral supervision over the application of the regulations on free access to public information (%)	65 (2019)	88	100
Percentage of execution acts of the Commissioner for information of Public Importance and Personal Data Protection (%)	65 (2019)	76	77.98
Percentage of executed documents by the Protector of Citizens (%)	81.43 (2019)	89	89.71



BUDGET IN THOUSANDS OF RSD



ACCOUNTABILITY AND TRANSPARENCY

SPECIFIC OBJECTIVE 6

Measures and activities within Specific Objective 6 are aimed at creating an appropriate environment and preconditions for progress in the area of accountability and transparency. As regards managerial accountability, activities are aimed at creating analyses, mapping the situation in the public administration and formulating concrete recommendations for three key elements (delegation of responsibilities, clear lines of accountability between institutions, and measuring the performance at the institutional level), which should be accompanied by appropriate modifications of the legal framework. In addition, preconditions are to be created for establishing an efficient ethical infrastructure in the public administration, e.g. a more efficient system for prevention of corruption in public administration bodies, as well as improvement of proactive and reactive transparency and conduct of public administration bodies in line with the regulations from the purview of independent state bodies.

For the purpose of creating preconditions for progress in this area, steps were undertaken with a view to strengthening the capacities of managers, which is also indicated by the exceeded target values of indicators concerning the percentage of SAB, independent state bodies and LSGU whose managers attended both trainings on the application of the managerial accountability principle (in 2024, the target value was 0, achieved value 16%, and the training was completed by 75 managers from 37 out of the 221 different bodies) and trainings on the application of the uniform methodology for performance management (in 2024, the target value was 0, achieved value was 22%, and the trainings were attended by 113 managers from 49 out of the 221 different bodies). Also, in view of the achieved indicator values from the previous years (as regards trainings on the application of the managerial accountability principle, the achieved indicator value in 2022 was 2.63%; in 2023, it was 6.64%; while the achieved values for trainings on the application of the uniform methodology for performance management in 2022 were 1.38%; in 2023 they were 14.22%), the number of bodies/managers who attend these trainings can be said to be constantly growing.

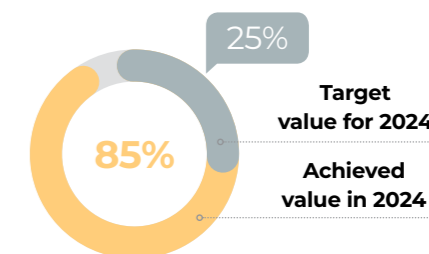
RESULTS ACHIEVED IN 2024

As regards the improvement of accountability and transparency of the public administration towards end users, limited results were achieved in the reporting period, with better performance in the area of transparency.

As regards the area of managerial accountability which includes establishment of systemic solutions for managerial accountability in public administration bodies and the mechanism for performance-based management in public administration bodies, in spite of certain steps towards the reinforcement of this concept, the achieved results cannot be considered sufficient, in view of the lack of any significant progress, and the target value of the progress indicator has not been achieved.

In view of the fact that the extent of implementation of activities in this area is smaller than planned, (approximately 20%), the Working Group for Managerial Accountability in the Public Administration was created in September 2023³⁸ and it developed the Roadmap for Managerial Accountability (including performance management), with a plan of activities which redefines activities stipulated in the Action Plan. The Roadmap for Managerial Accountability was adopted in 2024 in the Government Conclusion.³⁹ It contains a series of measures, including improvement of the delegation in ministries, coordination between the Government and ministries, reporting, systemic performance management, professional development of managers, as well as tools in the form of an electronic application which will enable managers an easier access to data of importance for management. This Roadmap is to be, in a specific way, integrated as an integral part of the Strategy through the new AP 2026-2030.

As in the previous years, the target value of the indicator of the percentage of bodies where authorised officials have been assigned to conduct an administrative procedure and make decisions in administrative matters, was considerably exceeded (the 2024 target value was 25%, and the achieved value 85%).



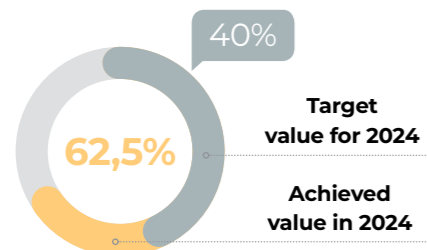
Of the total of 59 state administration bodies (ministries, special organisations and Government services), 50 bodies have assigned their employees to conduct an administrative procedure and make decisions in administrative matters. The results achieved in the application of the concept of delegation in 2024 were achieved due to the previously undertaken awareness raising activities, a large number of implemented trainings which were attended by employees in all job positions and the promotion of the Law on General Administrative Procedure. Other than the above, special laws prescribe the obligatory conduct of authorised persons (Law on Free Access to Information of Public Importance, Law on Personal Data Protection, Law on Inspection Supervision).

Percentage of priority objectives from the Action Plan for the implementation of Government Programmes (APIGP) relating to SAB which were taken into account in preparation of medium-

³⁸ Decision on the establishment of the Working Group for managerial accountability in the public administration (The Official Gazette of the Republic of Serbia, No. 79/23), available (in Serbian) at: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/odluka/2023/79/6>.

³⁹ Government Conclusion 05 Number.12089/2024-2 of 26 December 2024.

term plans of entities responsible for medium-term planning. Over the previous three years, this percentage has been continuously growing, and the achieved value in 2024 was 62.5%, while the planned value was 40%. The increase of the indicator value in 2024 was a consequence of the activities of the two ministries which developed their medium-term plans, whose activities were covered to a considerable degree in the APIGP, which increased the compliance of the objectives defined in the APIGP with the measures stipulated in the medium-term plans of these institutions (the Ministry of Construction, Transport and Infrastructure and the Ministry of Education).



With a view to strengthening the ethical infrastructure in SAB, after the creation of the Study on the Induction of Officers for Ethics and Integrity in four SAB (MPALSG, NAPA, the Ministry of Human and Minority Rights and Social Dialogue, and the Ministry of Mining and Energy), with the support of the UNODC. During the one-year duration of the Pilot Project in these selected SAB, officers for ethics and integrity were designated, and they completed the trainings and developed a work plan. Activities of the officers for ethics and integrity are linked to the adoption, implementation and



reporting on the implementation of integrity plans, management of the conflict of interest of employees, acting in line with the rules on internal whistleblowing, handling complaints to the work of bodies and employees, monitoring of the application of the Code of Conduct of

Civil Servants in the state body, promotion of ethical conduct in the state body, education of the employees of the state body on issues of ethics and integrity, etc. On the basis of experiences gained during the implementation of the Pilot Project, the Final Report is to be adopted, which will, inter alia, contain recommendations for expansion of this practice and possibilities of induction of these employees in all SAB of the Republic of Serbia.

In addition, **enhancement of capacities of the employees of the public administration in the area of ethical standards and integrity continued.** As a part of trainings for the trainers, a new group of 10 educated implementers of trainings on ethics and integrity was trained (from public enterprises, institutions, the administrations of the City of Čačak and the Municipality of Gornji Milanovac). A tailor-made training titled "Ethics and integrity" was also created and held for 34 employees of the SAI. In May, a training titled "Ethics and integrity" was held, as well as the training titled "Solving ethical dilemmas", which was attended by 15 senior civil servants.

The percentage of enforcement of the decisions of the Commissioner for Information of Public Importance and Data Protection increased in 2024. While the enforcement of decisions of the Commissioner was 74.83% on average in 2023, in 2024 that percentage rose to 77.98%. Of the total 554 decisions adopted by

the Commissioner in 2024 in reference to complaints of persons requesting information, in which the Commissioner ordered public authorities to make information available to them, the authorities did not observe the decisions in 122 cases, i.e. 22.02%. The percentage of non-enforced decisions decreased relative to the previous year (25.17% in 2023), indicating that the Commissioner's new powers, primarily the possibility of submitting requests for initiating misdemeanour proceedings, were yielding results. In 2024, the Commissioner submitted 54 requests for launching a misdemeanour procedure against managers of public authorities for failing to act upon the decision of the Commissioner. However, since the majority of the capacities of the Commissioner was still used for solving problems relating to the misuse of rights in 2024, the percentage of decisions which haven't been executed is still high. In order for the Commissioner to use their capacities for administrative execution of their decisions to the desired extent, it is necessary to solve problems of the misuse of rights in a systemic manner, primarily through modifications of the regulatory framework. In 2024, the Commissioner also imposed the first fines in accordance with the Law amending and supplementing the Law on Free Access to Information of Public Importance, which entered into force on 17 February 2022 (two decisions on fines in the amount of 50,000 RSD each were adopted).

With a view to enabling citizens of Serbia to more easily exercise their rights, as defined in the Law on Free Access to Information of Public Importance and the Law on Personal Data Protection, after offices were opened outside of the seat of the Commissioner for Information of Public Importance and Data Protection, in Novi Sad (in December 2022) and Niš (2023), and achieved significant results (permanent services provided to citizens and daily communication with them, solving cases concerning access to information of public importance and protection of personal data, promotion of the rights which are within the purview of the Commissioner on various occasions, all in accordance with the instruction and coordination of the Commissioner, to whom the Offices, as organisational units, directly answer), the **third office in Kragujevac** was opened and started working on 11 December 2024.



In the context of Law on Free Access to Information of Public Importance, the number of entities covered by this law who publish an information bulletin in a machine-readable format continued to grow. At the time when this report was compiled, 7,218 entities covered by this law were publishing an information bulletin in the Single Information System of the information bulletin of the Commissioner, which is an increase from 7,034 in 2023.

Due to the continued implementation of inspections of the application of regulations on the free access to information of public importance, as well as preventive and advisory actions of the Administrative Inspectorate, the percentage of enforcement of proposed/imposed measures in inspections in 2024 was at the all time high (100%), exceeding the planned value of this indicator (88%).

In addition, due to the established internal mechanism for monitoring of the enforcement of recommendations of the **Protector of Citizens**, as well as continued awareness raising activities, the percentage of fulfilment of recommendations in 2024 rose by 11% relative to the previous year. Namely, this percentage was 78.2% until 2023, and in 2024 it rose to 89.71%.



In 2024, efforts were made to fulfil obligations defined in the fifth **Action Plan for the implementation of the OGP initiative in the Republic of Serbia 2023-2027**. In accordance with the schedule for the fulfilment of these obligations, the service **Electronic Popular Initiative** was created at the e-Government Portal. This service enabled citizens to electronically exercise their right to a popular initiative. Since 2024, this service has been available at: <https://euprava.gov.rs/narodna-inicijativa>. As a part of this service, an overview of all submitted initiatives is enabled, sorted to ongoing (active) initiatives and completed initiatives.

In addition, efforts were invested in the fulfilment of the obligation whose final implementation will enable persons with disabilities to find various information of importance for everyday life, in a simple, accessible and easily understandable manner, through the **Map of support to persons with disabilities**. The Ministry of Labour, Employment and Social Affairs, the Business Registers Agency and the National Employment Service, coordinated by the MPALSG, collected, standardised and published the data at the

Open Data Portal, with a considerable support of the ITE Office, which used the published data to create a **visual solution**. To facilitate access to relevant information for this group of our fellow citizens, as well to make the information more easily accessible to all those who are involved in everyday activities of the persons with disabilities, or who work on improving their status and quality of life, data on certain mechanisms and entities which may be addressed for support have been collected together in one place for the first time.

More and more authorities are publishing data on the Open Data Portal. At the time of the compilation of this report, 118 organisations are publishing 2,999 data sets (which essentially means 5,972 resources), and **42 examples** of open data use were also published.



CHALLENGES

- ▶ In spite of certain efforts, parliamentary elections, frequent changes of management and decision-makers, as well as the need for the implementation to be coordinated by multiple bodies, resulted in a considerable delay in terms of creation of appropriate environment and preconditions for progress in the area of managerial accountability and performance-based management. Taking all the circumstances into account, the Roadmap for Managerial Accountability was adopted, as a key element for further progress in this area, which essentially redefines the activities stipulated in the Action Plan, whose implementation will start in 2025.
- ▶ After the deletion of the concept of misuse of the right from the LFAI⁴⁰ and after the Administrative Court reached a view with respect to the remuneration of representation expenses in the proceedings upon appeal at the 105th session of all judges, held on 21 June 2022, there was widespread misuse of the right to access to information, which, in addition to enormous and unnecessary expenses from the public budget, also results in many other severe intangible consequences, namely, the fact that many persons, particularly journalists, who have had their right to access to information jeopardised, are exercising their right much slower and with much more difficulty,



RECOMMENDATIONS

Reporting authority:	Recommendation for 2025
Working Group for Managerial Accountability/SAB	Start with the implementation of the Roadmap for Managerial Accountability and the undertaking of the planned activities.
MPALSG	Intensify efforts with respect to defining clear lines of accountability within the public administration system.
MPALSG	Complete the implementation of the Pilot Project for determination of officers for ethics and integrity and compile the Report on the implemented Project with Recommendations.
Commissioner for Free Access to Information of Public Importance and Personal Data Protection	Create a handbook/guidelines for managers on positive effects of making the activity of public administration bodies, and the creation of the Information Bulletin of the public administration bodies, much more public.
MPALSG/Commissioner for Free Access to Information of Public Importance and Personal Data Protection	Solve the problem of a systemic misuses of requests for free access to information of public importance.

40 Law amending and supplementing of the LFAI (The Official Gazette of the Republic of Serbia, No. 105/21)

AREA 1
PUBLIC POLICY
PLANNING AND
COORDINATION

AREA 2
HUMAN RESOURCE
MANAGEMENT

AREA 3
DELIVERY OF PUBLIC
SERVICES

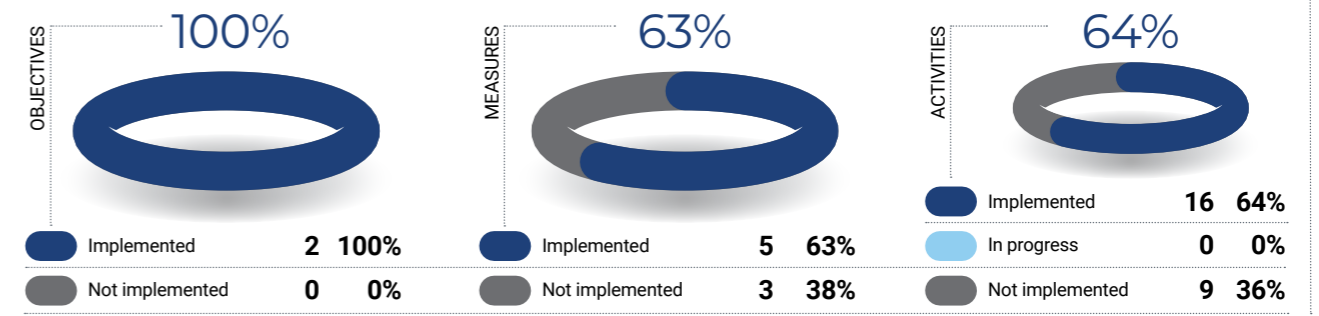
AREA 4
ACCOUNTABILITY AND
TRANSPARENCY

AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6
LOCAL SELF-
GOVERNMENT SYSTEM



IMPLEMENTATION STATUS



INDICATORS AT THE LEVEL OF OBJECTIVES

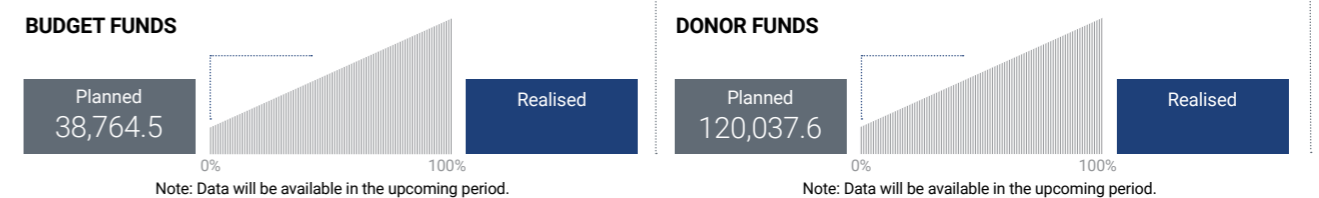
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Real growth of the Gross Domestic Product (GDP) (%)	0	3.5	3.9
General government debt-to-GDP (%)	59	51.7	47.5

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Public service delivery performance data (PEFA: 4 - A, 3.5 - B+, 3 - B, 2.5 - C+, 2 - C, 1.5 - D+, 1 - D, 1 - D*)	2.5	-	*
Actual revenues and expenditures of the general government budget at annual level are within the range of 5% of those projected in the fiscal strategy (%)	5 (2019)	In the range of 5	In the range of 5
Average duration of an open procedure	52	45	42
Annual cost of public debt servicing (interest payment - net amount) as % of the GDP (%)	1,9	2,1	1.8
Average number of illegalities and irregularities per control in relation to the total number of controls	2	1	1.9
Percentage of accepted and implemented recommendations which an audit body issues to subjects of indirect EU funds management (%)	0	58.5 - 65	66
PIFC-related progress identified in the EC progress report on the Republic of Serbia for a specific year (EC's assessment following the General Assessment of Preparedness value scale: 1 - Early stage of preparedness, 2 - Some level of preparedness, 3 - Moderate preparedness, 4 - Good level of preparedness)	3 moderate preparedness	Moderate preparedness	Moderate preparedness
Financial report prepared and presented to the Ministry of Finance of the Republic of Serbia in accordance with Cash Basis IPSAS	0	1	0
Number of reviewed audit reports	194	223.25 - 235	0

* The outcome indicator was not to be monitored in 2024.

BUDGET IN THOUSANDS OF RSD



PUBLIC FINANCE MANAGEMENT

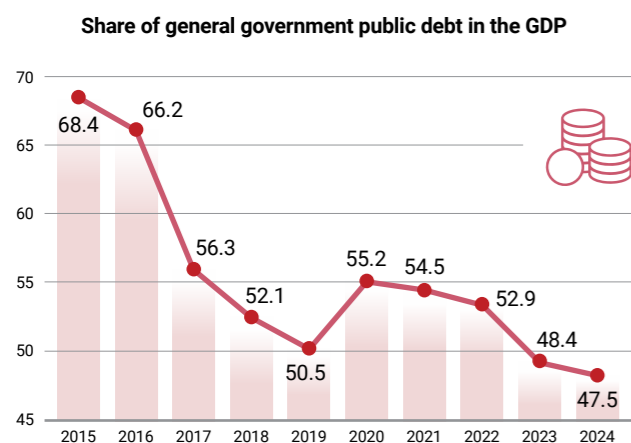
Overall objective of the Public Finance Management Reform Programme 2021 – 2025 (hereinafter: PFMRP): Achieving a sustainable budget with stable public debt compared to GDP through better financial management and control, audit process and linking budget planning with Government policies is defined through six specific objectives: Improved capacities for budgetary planning and public investment management and monitoring of fiscal risks; Efficient collection and management of budgetary resources; Improvement of budgetary discipline and more transparent utilisation of public funds; Improvement of the application of the system of public internal financial control in the public sector; Improved accountancy in the public sector through the application of International Public Sector Accounting Standards (IPSAS); Strengthening of the external supervision of public finances.



RESULTS ACHIEVED IN 2024

In 2024, effect indicator values were achieved at the level of the overall objective of the PFMRP 2021-2025, witnessed by a **real growth of the GDP**, which was 3.9% in 2024, which is 1.4% higher than the previous year, and 0.4% higher than the 2024 target value. The general government debt is at the level of 47.5%, while the target value was 51.7% indicating a **drop of the share of the public debt in GDP** by 4.2%, or 4.8% relative to 2013.

The credit rating agency S&P Global Ratings increased the credit rating of the Republic of Serbia to the investment rating for the first time, which is the best performance indicator of the **continued implementation of responsible macroeconomic policy**.



Graph 1: Share of general government public debt in the GDP⁴¹

The central government level incurred a fiscal deficit in the amount of 212 billion RSD, or 2.2% of the GDP, which is lower than planned.

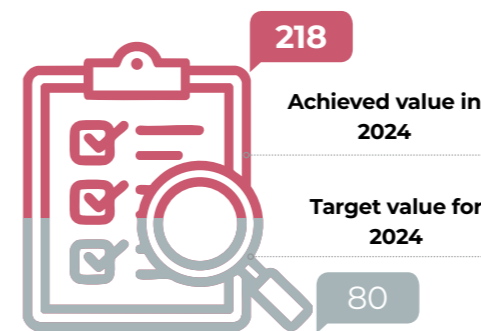
In 2024 the process of medium-term planning, as a tool for establishment of an efficient creation and linking of the budget

with adopted public policies, was further improved, and **the trend of increasing the number of prepared medium-term plans continued**. In the planning cycle 2024-2026, 28 medium-term plans were adopted by entities responsible for medium-term planning, more than last year, when 26 medium-term plans were adopted. As regards medium-term planning at the local level for the planning cycle 2024-2026, 18 LSGU adopted their medium-term plans, while 26 LSGU had done it in the preceding cycle, which indicates a necessity of further support and additional efforts on the alignment and linking of medium-term planning with the programme budget at the local level.

As regards public procurement, **four new versions of the Public Procurement Portal were developed and published** in 2024, with a view to expanding the functionalities for contracting entities and tenderers, as well as enhancement of capacities concerning the application of the Law on Public Procurement and the use of the Public Procurement Portal by organising trainings on various topics, with a special emphasis on the public procurement which includes the environmental (green public procurement) and social aspect, and on the partnership for innovation.

In 2024, the budgetary inspection conducted a total of **218 inspections**, which constituted a **14.7% growth relative to 2023**, and was **273% higher than the planned number of inspections**.

Of the number of applications, petitions, complaints and requests for inspections received in 2023, **47% resulted in planned and implemented inspections were implemented**. This is **17% higher than planned**.



Graph 2: Total number of conducted inspections in 2024⁴²

The department of the Central Harmonisation Unit **intensified the communication with users of public services** (hereinafter: UPS), providing advisory support and encouraging their mutual linking with a view to improving the PFC and the IA functions. The system

of internal financial control of and internal audit was strengthened by improving the questionnaires, allowing for a more precise identification of weaknesses in organisations, and contributing to high efficiency in risk management.

The **Treasury Department** continued to implement the Public Sector Accounting Improvement Plan, contributing to a gradual harmonisation of the national accounting legislation with the international standards. The Committee for monitoring of the application of the International Public Sector Accounting Standards enabled a more efficient supervision and more active monitoring of the application of these standards, which improved the alignment with the best international practice.

The **State Auditing Institution (SAI)** achieved four of the five result indicators in 2024. During the year, 339 audit reports were compiled, additionally increasing the number of business audits within the framework of the 2024 Annual Audit Programme of the SAI, specifically for 33 reports, which is almost 10% more than last year.

CHALLENGES

- ▶ Lack of administrative capacities
- ▶ Lack of financial resources for realisation of activities financed by donor aid

RECOMMENDATION

Reporting authority:	Recommendation for 2025
MoF	Additional strengthening of administrative capacities by recruiting new, highly competent personnel, as well as through professional development of the current employees
MoF	Identify potential challenges in the realisation, taking into account that the current year is the last year of the execution of the existing Programme, and that a large number of activities are to be realised.

41 Draft Report on the execution of the Public Finance Management Reform Programme 2021-2025 for 2024, at: https://www.mfin.gov.rs/upload/media/38w1Fb_6800ef4296be0.pdf.

42 Draft Report on the execution of the Public Finance Management Reform Programme 2021-2025 for 2024 at: https://www.mfin.gov.rs/upload/media/38w1Fb_6800ef4296be0.pdf.

AREA 1
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ACCOUNTABILITY AND
TRANSPARENCY

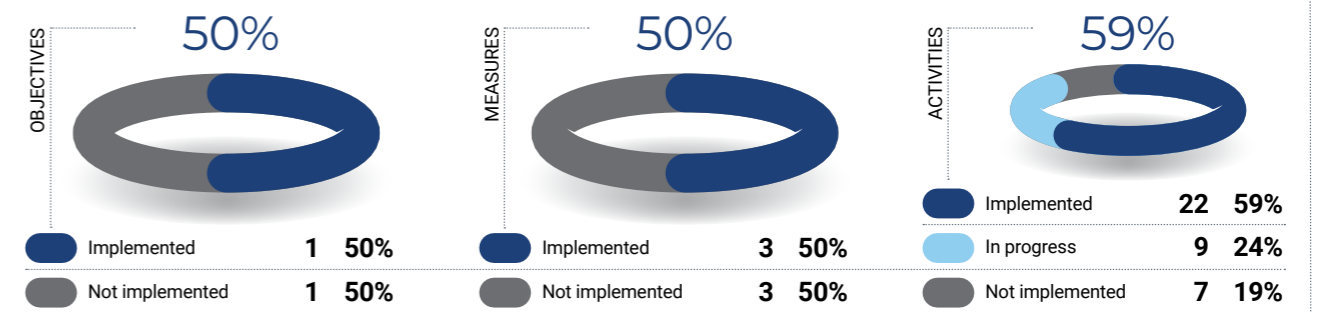
AREA 5
PUBLIC FINANCE
MANAGEMENT

AREA 6



LOCAL
SELF-GOVERNMENT
SYSTEM

IMPLEMENTATION STATUS



SPECIFIC OBJECTIVE 8:

ESTABLISHED SYSTEM OF LOCAL SELF-GOVERNMENT THAT ENABLES EFFECTIVE AND SUSTAINABLE EXERCISE OF CITIZENS' RIGHTS TO LOCAL SELF-GOVERNMENT

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Compliance of the local self-government system with the key principles of the European Charter of Local Self-Government (Composite scale (1-5))	3	3-4	3
Share of LSG expenditures and consolidated public expenditures in the Republic of Serbia (%)	14.75 (2019)	16 - 17	11.7
The capacity of LSGU to implement the principles of good governance (%)	39 (2018)	/	*
Availability and quality of implementation of priority public services by LSG (Composite scale (1-10))	0	/	*

INDICATORS AT THE LEVEL OF MEASURES (1/2)

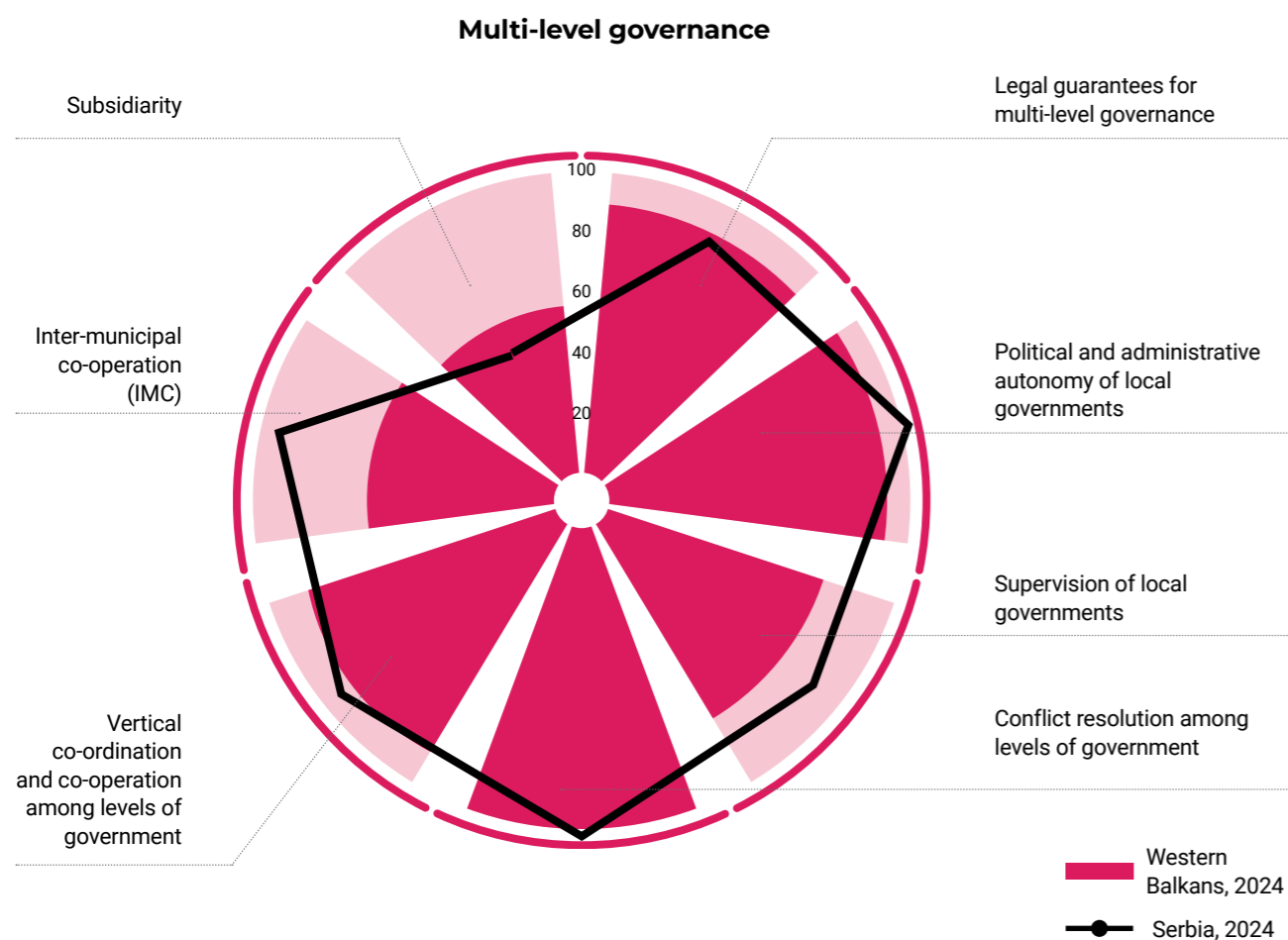
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Improvement of the status and responsibilities of the local self-government			
Extent of ratification of the ECLSG (Composite scale (1-5))	3	3-4	3
Average index value in selected areas: 1) accountability; 2) transparency, openness and participation	43 (2018)	/	*
The share of adopted laws in the total number of adopted laws which concern local self-government to a larger degree, which were prepared with the participation of LSGU	3	/	*
Indicators at the level of measures: Improvement of the system of financing of the local self-government			
Share of LSG tax revenues in total tax revenues in the Republic of Serbia (%)	10.12	11.7	10.3
Share of capital expenditures in total expenditures of local self-government (%)	15.54 (2019)	17.2	18
Share of LSGU which have adopted medium-term plans (%)	0	30	12.4

* The value was not measured in 2024.

INDICATORS AT THE LEVEL OF MEASURES (2/2)

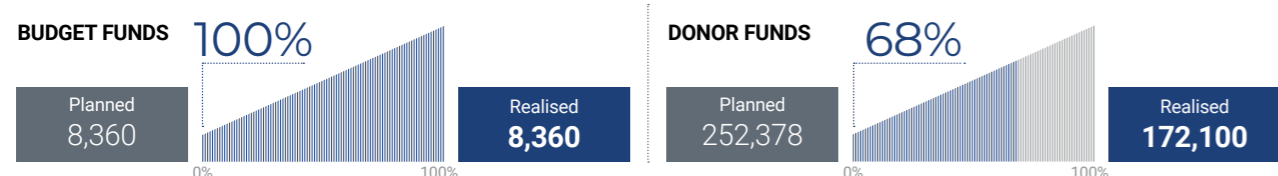
Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Improved organisation and capacities of the local self-government			
LSGU capacity for HRM in local administration (%)	51	/	*
Share of LSGU which have established inter-municipal cooperation in the total number of LSGU (%)	27	42	61
Improvement of the quality and availability of services of local administration bodies, utility services and services of public institutions			
Established baseline values for improvement of user satisfaction with local services*	-	1	0

* The value was not measured in 2024.



Downloaded from: <https://par-portal.sigmaweb.org/areas/2004/indicators/2053?country=SRB>.

BUDGET IN THOUSANDS OF RSD



LOCAL SELF-GOVERNMENT SYSTEM (2021-2025)

Realisation of Specific Objective 8 of the PAR Strategy; The local self-government system, through the Programme for the Reform of the Local Self-Government System 2021-2025,⁴³ is defined by four specific objectives: **Improvement of the status and responsibilities** of the local self-government; **Improvement of the system of financing** of the local self-government; **Improved organisation and capacities** of the local self-government; **Improvement of the quality and availability of services** of local administration bodies, utility services and services of public institutions.

In view of the fact that the Programme for the Reform of the Local Self-Government System was intended for the period from 2021 to 2025, and that the Action Plan was in force until 2023, the **new Action Plan for the period 2021-2025** was adopted in October 2024.⁴⁴ In addition, in 2024 and 2025, the focus was on the improvement of the quality and availability of services of local administration bodies, utility services and public institutions; continued alignment of the legal framework with the European Charter of Local Self-Government; development of eGovernment and digital services at the local level; reform of the system of financing of local self-government and support to fiscal decentralization; support to the organisational and functional transformation of the local self-government; and intensification of the development of internal financial control in the public sector.

RESULTS ACHIEVED IN 2024

In 2024, there was a **continuation of the process of alignment of the legal framework** of Serbia on local self-government with the principles of the European Charter of Local Self-Government through a prepared Draft Law amending the Law on the ratification of the European Charter of Local Self-Government (submitted to the National Assembly of the Republic of Serbia for adoption). The European Charter of Local Self-Government defines local self-government as the right and capability of local authorities to, in accordance with the legal frameworks, independently regulate and manage certain public affairs, bearing the responsibility and acting in the interests of the local population.

By adopting amendments and supplements of the Rulebook on the method and criteria of allocation of funds for financing of development support programmes and the functioning of the local self-government system, local self-governments were enabled to compete for financial support with a view to establishing and improving inter-municipal support (IMS),⁴⁵ creating a sustainable framework for its further development. In 2024, a **project of inter-municipal cooperation was executed** by establishing a joint office of the local Ombudsman in Niš and Gadžin Han, with the support of the Government of Switzerland, "Local Self-Government for the 21st century". The project **contributes to an improvement of the protection of the rights of citizens and strengthening the cooperation** between these two municipalities.



Roundtable on the Draft Action Plan of the Programme for the Reform of the Local Self-Government System, 22 February 2024

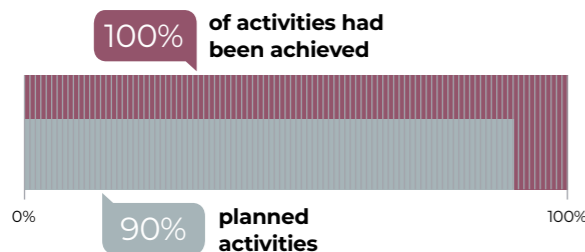
Within Measure 1.4 – Enhancing the participation of local self-government (LSG) in the process of drafting national regulations and public policies, in 2024, as in 2023, the target value of the indicator was exceeded. The indicator refers to the share of laws related to LSGs for which information was provided through the Standing Conference of Towns and Municipalities (SCTM) system for informing local self-governments, in relation to the total number of laws concerning LSGs (%). The planned target was 90%, while the achieved result was 100%. The SCTM system (Law Alert) has contributed to greater involvement of LSGs in the implementation of regulations and public policies by improving their awareness of the content of key new laws or amendments included in national documents relevant to the functioning of local governments. Nevertheless, it is necessary to further improve the mechanisms for the systematic participation of LSGs in the development of laws and policies relevant to this level of government. Measure 1.4 focuses on strengthening the role of LSGs in the preparation of regulations and pub-

⁴³ Programme for the Reform of the Local Self-Government System 2021–2025 (*The Official Gazette of the Republic of Serbia*, No. 73/ 21, available at (in Serbian): <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/drugiakt/2021/73/1/reg>.

⁴⁴ Action Plan 2024-2025 for the implementation of the Programme for the Reform of the Local Self-Government System in the Republic of Serbia 2021-2025, <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/drugiakt/2024/84/1>.

⁴⁵ A new quality of the development of inter-municipal cooperation in Serbia – financial support through the Programme for development of Local Self-government, SCTM, 14 August 2024, <https://www.skgo.org/vesti/detaljno/3376/novi-kvalitet-u-razvoju-medjuopstinske-saradnje-u-srbiji-finansijska-podrska-kroz-program-za-razvoj-lokalne-samouprave>.

lic policies that directly affect them, as also defined in the Law on Local Self-Government. The SCTM system enabled 100% of laws related to LSGs to be accessible via the Law Alert system, surpassing the planned target of 90%.



The 2024 annual Good Governance Award in 2024 for the preceding year, 2023, was given to: Ada (transparency and public participation), Pećinci (antidiscrimination), Niš (efficiency and effectiveness) and Bosilegrad (accountability and rule of law).⁴⁶ The MPALSG ensured a fund of 8.36 million RSD, and winners in 4 categories of good governance were awarded with sets of technical equipment in the value of 5 million RSD, given by the SCTM (from the financial resources of the Programme “Partnership for Good Local Government”, implemented by the SCTM with the support of the Government of Switzerland.

Specific objective 1.2. Improvement of the system of financing of the local self-government, indicator: The share of tax revenues of the local self-government in the total tax revenues in the Republic of Serbia did not reach the target value in 2024.

The improvement of the system of financing of the local self-government received considerable attention in 2024 through the following undertaken steps:



- A legal framework reform was implemented by introducing the local authorities into the SPIRI and ISKRA systems and by amendments of the Budget System Law.
- The capacity of the local tax administration (LTA) has been improved – during 2024, two cycles of regional thematic meetings were held for all LTAs (within the SCTM Network for LTA), with the support of the “Partnership for Good Local Governance” Program (implemented by the SCTM) and the “Accountable Local Finances and Citizen Involvement” – MLD III Program (implemented by Helvetas), both supported by the Government of Switzerland. In addition, continuous advisory support was provided throughout the year through the SCTM’s E-Question service.
- The process of budget planning and transparency of local finance was improved. The direct technical support for user LSGU, which had been selected in an open competition, focused on the compilation of medium-term plans, capital budgeting and establishment of public budget portals (PBP). The support was finalized within the framework of the EU Pro-

gramme Exchange 6 through the SCTM (with a total of 21 LSGU supported in their compilation of a medium-term plan, i.e. 20 LSGU were supported through the cycles of management of capital projects in 20 LSGU for establishment of PBP, for the entire Programme (mainly during the period 2022-2024).

- Financial management and control was introduced/improved. In the area of internal financial control at the local level, direct expert support to the LSGU was mostly successfully completed by the end of 2024, within the framework of the EU Programme Exchange 6 for the introduction/improvement of financial management and control (FMC – 5 user LSGU), i.e., internal audit (IR – 6 user LSGU), and support was also provided in 10 (other) user LSGU within phase three of the Local Government Finance Reform Project (RELOF 3, Swiss Confederation), specifically for FMC, IT and application of the external audit findings (the support that will continue in 2025). Horizontal support for all LGUs was implemented during 2024, in coordination between MoF/Central Harmonisation Unit and the MPALSG, SCTM and the RELOF 3 Project. The emphasis was on the topics within IR, in view of the previously initiated adjustments of the legal framework in this area (amendments of the Rulebook on Internal Audit in 2023). Thus, in workshop activities with the local self-governments, coordinate by the competent institutions, matters of equal organisational and material status of the internal audit in the LSGs were considered from the viewpoint of the applicable legal regulations, as well as various practices present in LSGU. A portion of the resulting proposals regarding specifications of the organisational independence of the IR in the LSGU, and direct accountability to the mayor/municipal president, was integrated through amendments and supplements of the Budget System Law in late 2024, and LSGU support for operationalisation of these amendments and supplements continues in 2025.
- Improvement of development planning at the local level was supported throughout 2024 by guiding and advising cities and municipalities through the PPS and SCTM, in accordance with applicable regulations and methodologies. More direct support for the preparation of development plans was completed in 9 LSGs through the EU Exchange 6 Program (a total of 21 LSGs across the entire program). The coverage of LSGs with valid development plans in accordance with the Law on the Planning System is satisfactory, amounting to 82.1% (119 out of 145 LSGs), which is also higher than the target value set for 2024 (70% of LSGs). Within the EU Exchange 6 Program, a pilot process for reporting on the performance of development plan implementation was conducted in 3 LSGs (selected through the 2024 competition). In the upcoming period, general guidelines will be developed for all LSGs regarding the preparation of these reports (mandatory reporting after three years from the adoption of the LSG’s development plan).
- Improving the quality and accessibility of services that are the focus of Specific Objective 1.4 and that constitute the core responsibilities of local self-governments (LSGs) relates to the desired improvements in the performance of local administrative authorities, public institutions, as well as the provision of utility ser-

vices. An exceptionally large number of participants from the local level (around 2,800 employees) was recorded across a total of 17 training sessions aimed at strengthening capacities for the use of the LSG Administrative Procedures Register. By the end of the year, important amendments to the Law on Utility Services were adopted, thereby creating the preconditions for further operationalization of systemic reforms in utility services and activities. In the field of local economic development (LED), satisfactory results and more advanced indicator values were achieved with regard to the share of LSGs that have adopted LED programs (30% achieved compared to the targeted 20%) as well as public-private partnership projects (71% achieved compared to the targeted 58%), which also represents an example of successful synergistic action through the engagement of competent national stakeholders and the well-considered direction of project support toward cities and municipalities.



CHALLENGES

- ▶ Work on the amendments to the Law on Local Self-Government was hindered due to frequent election cycles of the Law on Local Self-government was difficult due to frequent election cycles, which decelerate the legal process. One of the current challenges is the applicable legal solution, which does not allow this potential and the capacities of the local self-government to be fulfilled in procedures of drawing up regulations and public policies at the central level, specifically those that concern the local self-government.
- ▶ Ratification of the European Charter of Local Self-Government, through adoption of the Law supplementing the Law on the ratification of the European Charter of Local Self-Government, is difficult due to frequent elections..
- ▶ Local self-governments are facing challenges in planning and efficient collection of tax revenue, which are the original revenue of LSGU. This results in a lack of funds, and affects their financial stability.

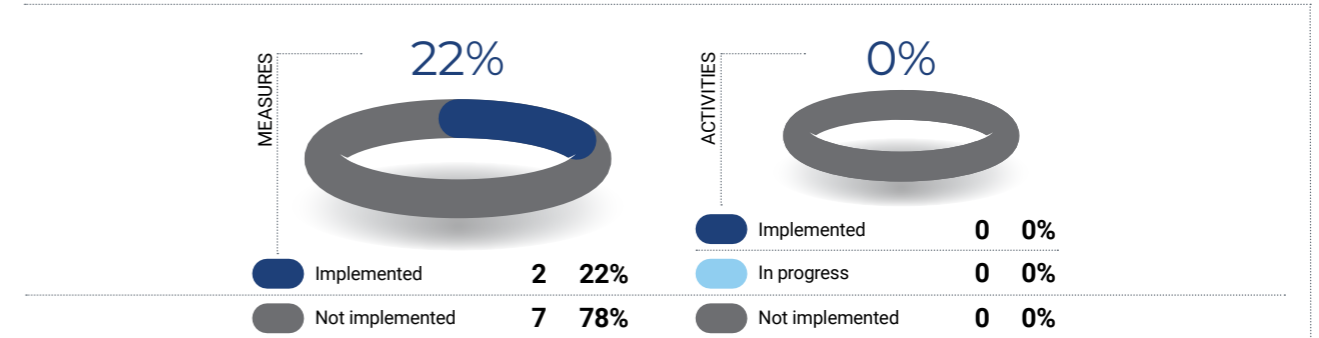


RECOMMENDATIONS

Reporting authority	Recommendation for 2025
MPALSG	In collaboration with the SCTM, a draft version of the amendments and supplements of the Law on Local Self-government was created in 2024, for the purpose of development of new modalities of management of the process of entrusting or transferring competences, improvement of the supervisory function of local assemblies, regulating inter-municipal cooperation within the competences of local self-government and strengthening of the capacities of local self-government units. The law was not adopted due to the 2024 elections. In 2025, a Special Working Group needs to be created for the purpose of drawing up the final version of the law, which will be submitted to the Government for adoption.
MPALSG	For the purpose of continuing the ratification of the European Charter of Local Self-Government, the Draft Law supplementing the Law on the Ratification of the European Charter of Local Self-Government was prepared and submitted to the Government, and the Government defined the final Draft of the Law and submitted it to the National Assembly of the Republic of Serbia. In the forthcoming period, amendments to the law need to be adopted.
MoF	It is necessary to provide support to local self-governments, with a view to improving the planning and collection of tax revenue. Many of them are already implementing procedures of forced collection, which requires additional time to ensure the stability and sustainability of these revenues.

⁴⁶ Rulebook on Amendments and Supplements to the Rulebook on the Method and Criteria for the Allocation of Funds for Financing Programs Supporting the Development and Functioning of the Local Self-Government System, MPALSG, <https://mduls.gov.rs/obavestjenja/pravilnik-o-izmenama-i-dopunama-pravilnika-o-nacinu-i-kriterijumima-raspodele-sredstava-za-finansiranje-programa-podrske-razvoju-i-funkcionisanju-sistema-lokalne-samouprave/?script=lat>.

IMPLEMENTATION STATUS



SPECIFIC OBJECTIVE 1.9: COORDINATION AND COMMUNICATION

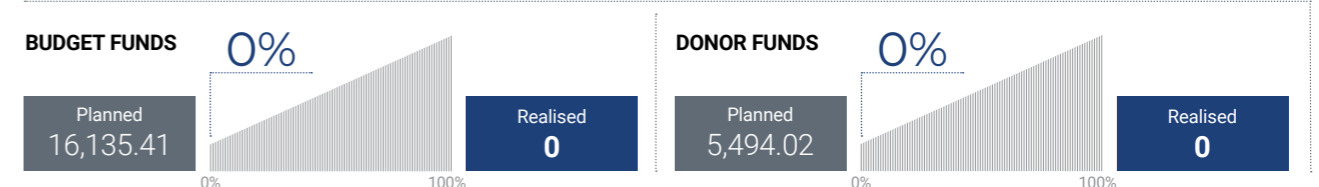
INDICATORS AT THE LEVEL OF MEASURE

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Number of public policy documents pertaining to PAR, the monitoring results of which are available through the OMT	1	5	6
Annual operational plan for PAR communication by the Coordination body in place	0	1	1
Level of fulfilment of annual operational plans for PAR communication (%)	0	80	-
Proportion of SAB and LSGU that publish PAR-related information in a standardised manner on the e-Notice Board (%)	25		*
Total number of trained public relations and human resource management staff in SAB and LSGU	15.54 (2019)	500	330
Number of affirmative and neutral posts (feature stories) about the public	1,178	1,568	-
Presence of PAR topics on institutions' websites and social media pages / profiles	146	194	-
Proportion of citizens who are informed about the results of the public administration reform (%)	0	35	-

* Abandoned.

COORDINATION AND COMMUNICATION OF PAR STRATEGY IMPLEMENTATION

BUDGET IN THOUSANDS OF RSD



STRUCTURES AND MECHANISMS FOR COORDINATION AND MONITORING OF PAR STRATEGY IMPLEMENTATION

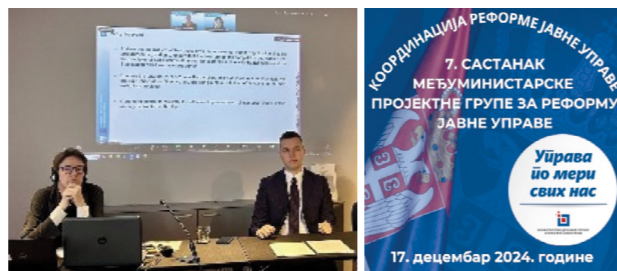
The operational plan for management, coordination and communication of the implementation of the PAR Strategy provides for five measures, two in the area of management and coordination (Measure 1: Ensure efficient coordination and monitoring of PAR Action Plan measures and activities, Measure 2: Ensure efficient coordination of donor support to PAR), and three in the area of communication and visibility: (Measure 3: Establishing a functional coordination mechanism for planning, implementation and monitoring of PAR communication at the national level, Measure 4: Harmonisation, standardisation and continuous PAR communication in public administration, Measure 4: Increasing visibility and communication of the PAR process and results).

COORDINATION RESULTS:

Within the coordination structure for monitoring of reporting and evaluation of the public administration reform process, continuous work on improving the public administration system continued in 2024. At the administrative level, the **Inter-Ministerial Project Group (IMPG)**⁴⁷ held three meetings, of which one electronically. The good practice of presenting results and challenges by thematic areas was continued. In that context, preliminary monitoring results were presented by SIGMA experts. The achieved results confirm that Serbia has an advantage in the region in this area, and serve as a basis for further improvement of the public administration system.



At the political level, a session of the **Public Administration Reform Council**⁴⁸ (PAR Council) was held in 2024. The Conclusion on the adoption of the 2022 Annual Report and the Conclusion on the adoption of the 2023 Annual Report on the implementation of the PAR Strategy were adopted at the session. The Council also adopted the Spoken Information on the start of the compilation of a new Action Plan 2026-2030 for the implementation of the PAR Strategy, as well as the Information on the first tranche and the status of indicators within the Sector Budget Support for the PAR sector and public finance management.



The **Inter-Ministerial Project Group** held three meetings, and the findings of the SIGMA monitoring were presented at the most recent meeting.

Online Monitoring Tool for monitoring PAR results (OMT) <https://monitoring.mduls.gov.rs/> functions as a tool for presentation and analysis of collected data which are used in annual reports for the PAR Strategy and its accompanying programmes. This application is regularly updated with new data and current information, which ensures transparency in the monitoring and reporting process, as well as continued availability of relevant data to all stakeholders.

CHALLENGES

- ▶ Constant changes to the management and leadership, and insufficient awareness on the importance of coordination of the reform

RECOMMENDATION

Reporting authority:	Recommendation for 2025
MPALSG	As regards coordination, activities concerning the enhancement of the numbers and capacities of the units in charge of coordination, monitoring and evaluation (e.g. through an increase of the number officers, trainings for monitoring, evaluation and reporting, etc.).

47 <https://monitoring.mduls.gov.rs/struktura/medjuministarska-projektna-grupa.html>.

48 <https://monitoring.mduls.gov.rs/struktura/savet-za-reformu-javne-uprave/225156/odrzana-cetvrta-sednica-saveta-za-reformu-javne-uprave.html>.

COMMUNICATION ACTIVITIES DURING 2024

STRATEGIC COMMUNICATION RELATING TO PAR



PAR Strategy 2021–2030 and the accompanying Action Plan 2021–2025. (umbrella document, which defines the area of communication relating to PAR)



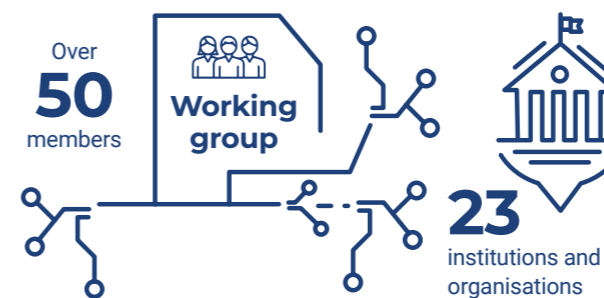
Annual operational plan for communication related to PAR (Special Working Group for Communication Planning and Coordination).

COMMUNICATION RESULTS:

COORDINATION MECHANISM FOR PAR-RELATED COMMUNICATION



In accordance with the strategic framework, there is a national coordination mechanism for planning, implementation and monitoring of communication on the public administration reform – Special Working Group for Communication Activities Planning and Coordination.⁴⁹ This working group, which has over 50 members from 23 institutions and organisations and functions as a network of PRs for public administration reform is in charge of the drawing up and implementation of a communication plan, with a view to improving citizens' awareness, encouraging a positive perception and better understanding of the effects of the reform. In this context, the online meeting held in March 2024 adopted the Annual Operational Plan for 2024, which defined concrete steps and activities in the area of the communication of the public administration reform.



PAR-RELATED INTERNAL COMMUNICATION – STANDARDISATION OF PAR-RELATED COMMUNICATION

RESULTS:

Efforts were made to improve the communication capacities of the employees in public institutions and LSGU with a view to improving their capability to efficiently communicate reform processes. In 2024, a total of 330 employees of the public administration attended at least one of the above trainings from the training programme titled Successful Communication, which was, in collaboration with the EU project "Visibility and Communication of Public Administration Reform", uploaded to the online platform of the National Academy for Public Administration. This constitutes growth relative to the previous year, when the trainings were attended by 313 trainees, which indicates an interest and need for improvement of communication skills in the public sector.



Number of Online Training Participants

Name of training	GENDER		Total
	Man	Woman	
Public appearance	29	79	108
Communication on social networks:	34	65	99
Crisis communication	15	36	51
Communicator	11	27	38
Public administration - Efficient services for citizens and businesses	13	21	34
Total	102	228	330

49 Decision No. 119-01-244/21-01 of 7 March 2023.

EXTERNAL COMMUNICATION ON PAR

RESULTS:

Increasing visibility and communication of the PAR process and results

In accordance with the PAR Annual Operational Communication Plan and in cooperation with several public administration bodies during 2024, a media campaign entitled "Public Administration Reform is..." was implemented in 2024.



ONE-STOP SHOP



Opening, tour and promotion of One Stop Shops as results of the public administration reform

CHALLENGES

- ▶ Lack of monitoring of the implementation of the 2024 Operational Plan.
- ▶ Institutions are still, in the traditional manner, oriented towards the concept of "allocation of competences", which is a challenge when it comes to the implementation of joint informational and educational campaigns

RECOMMENDATIONS

Reporting authority:	Recommendations for 2025
MPALSG	Restore the operational mechanism of the Working Group for communication by quarters for completion of activities and better monitoring of the execution of the Operational Plan for Communication
MPALSG, members of the Working Group	Intensify good practices of promoting the reforms planned in the PAR Strategy and the results of its implementation together with the administrative bodies

CAMPAIGN "GOVERNMENT AT A CLICK"

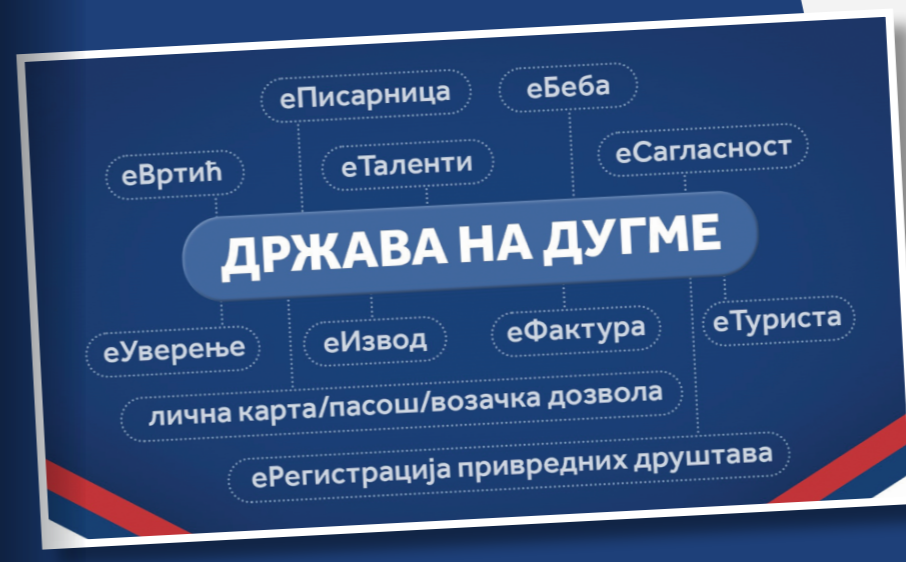
In 2024, the comprehensive campaign "Government at a Click" (*Država na dugme*) was implemented. A promotional video was recorded for it, and posters, flyers and leaflets were created for promotion in institutions and administrative bodies at the national and local level.



Screenshots of the promotional video: **Government at a Click**



The video is available at the YouTube channel of the MPALSG, at: <https://www.youtube.com/watch?v=LihjGCwkv&t=40s>.



Screenshots of the promotional video: **Government at a Click**

Waiting in lines and wasting time is history! You can now submit applications from the comfort of your own home, monitor the course of the resolution of the case, and receive documents directly into your virtual mailbox.



What is the eDispatch Office? The eDispatch Office (*ePisarnica*) is a service at the e-Government Portal (euprava.gov.rs) which enables electronic exchange of data and documents between citizens or businesses and administration bodies:

- Submitting requests and documents electronically at any time – through computers, mobile telephones or tablets.



- Monitoring the status of a case through a unique identification number.
- Electronic communication with the competent authorities from the beginning to the end of the process.
- Delivery of acts in the electronic form into your virtual mailbox at the e-Government Portal.



• Browsing over **2,000** proceedings by key words – easy, fast and simple.



To use the eDispatch Office, you need to be an e-Citizen. If you are not, you need to visit the nearest municipal/city administration or a post, and collect the parameters for the application, free of charge. You will subsequently be able to apply for the services by using the mobile application ConsentID. [ID](#)



The eDispatch Office was first presented in the media in May, when the Minister of Public Administration and Local Self-government was a guest at the public broadcasting service, where she announced the start of the campaign "Government at a Click".

The new electronic service at the e-Government Portal titled **eDispatch Office** was officially launched on 29 July 2024, when it was presented to the media and citizens who had come to submit their applications at the desks of the Urban Municipality of New Belgrade in the traditional manner.

EXTERNAL COMMUNICATION ON PAR

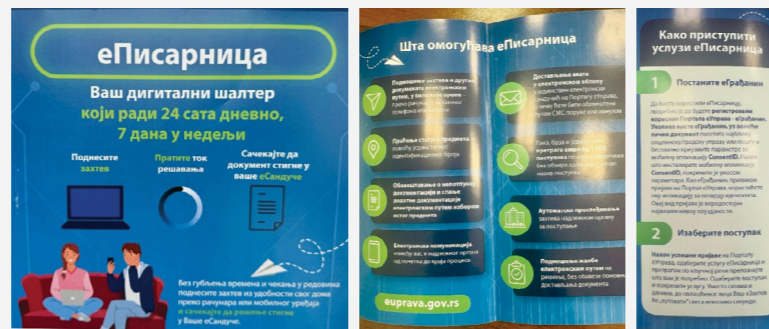
The eDispatch Office service was promoted on 29 July 2024 in the Urban Municipality of New Belgrade



The event was covered by the media⁵⁰



Since its start to the end of 2024, the new service at the e-Government Portal was continuously presented to citizens during visits to local self-government units and one stop shops, where the promotional materials were distributed to citizens.



Since the introduction of eDispatch Office, a significant number of procedures has been initiated, indicating its increasing use in administrative processes.

The total number of users who submitted cases (before 89 bodies) through the eDispatch Office, is

2,961

where the majority were economic operators, followed by citizens.



These data indicate a significant level of digitalisation of administrative procedures and streamlining of the communication with the public administration, which contributes to a more efficient and transparent activity of the administrative bodies.

5
THE FIVE MOST USED SERVICES OF THE EDISPATCH OFFICE ARE:



- Customs authorities outside of working hours;
- A licence for import/export of fluorinated gases or products and equipment which contain fluorinated gases or ozone-depleting substances;
- Issuance of international veterinary certificates;
- Issuance of approvals and attestations;
- Petitions by citizens.

⁵⁰ <https://www.rts.rs/lat/vesti/drustvo/5498805/predstavljena-e-pisarnica---gradjani-mogu-da-zavrse-vise-od-2000-poslova-onlajn.html>;
https://rtv.rs/sr_lat/drustvo/u-opstini-novi-beograd-promovisana-usluga-drzava-na-dugme_1558247.html;
<https://novibeograd.rs/u-opstini-novi-beograd-predstavljen-digitalni-program-usluga-za-gradjane-pisarnica-i-episarnica/>;
<https://duhblokova.com/sr/otvorena-e-pisarnica-u-opstini-novi-beograd/>;
<https://nbgdvesti.rs/foto-u-opstini-novi-beograd-predstavljen-digitalni-program-usluga-za-gradjane-pisarnica-i-episarnica/>;
<https://www.rts.rs/lat/vesti/drustvo/5498805/predstavljena-e-pisarnica---gradjani-mogu-da-zavrse-vise-od-2000-poslova-onlajn.html>;
<https://www.pravniportal.com/nova-elektronska-usluga-episarnica/>;
<https://www.021.rs/story/Info/Biznis-i-ekonomija/382999/Pokrenuta-ePisarnica-Vise-od-2000-poslova-sada-moze-da-se-obavi-onlajn.html>;
<https://kcnonline.rs/promovisana-e-pisarnica/>;
<https://www.tanjug.rs/beograd/vesti/102520/u-opstini-novi-beograd-promovisana-usluga-drzava-na-dugme/vest>.



PERCEPTION OF CSOs*




THEMATIC AREA	PERCEPTION OF CSOs	
	Results	Perception - Areas for Improvement
Level of Implementation of the Public Administration Reform (PAR) Strategy 2024		<ul style="list-style-type: none"> - A higher level of achievement of outcomes is observed, in relation to measures and activities indicating challenges planning. It is necessary to improve the linkage between activities, measures, and outcome indicators, particularly in the preparation of the Action Plan (AP) 2026-2030.
Policy planning and coordination	A consultative process was conducted for all public policy documents adopted in the past three years, including 2024.	<ul style="list-style-type: none"> - Data on the number of engaged individuals, associations, and other stakeholders, as well as on submitted, accepted, and rejected contributions and the reasons for their rejection, are missing. - It is necessary to more clearly demonstrate the authorities' proactiveness in organizing consultations.
	Adoption of the Action Plan for the Implementation of the Government Programme 2024-2027.	<ul style="list-style-type: none"> - The adoption of the Action Plan for the implementation of the Government Programme, following the formation of a new Government, does not constitute a reform-oriented activity nor a result of the PAR cycle, but rather represents the application of regulations and, therefore, it is not necessary to highlight it in the Annual Report.
	Quality of regulatory impact assessment implementation	<ul style="list-style-type: none"> - Увести, кроз планиране измене прописа, јединствену бинарну оцену анализе ефеката прописа („спроведена у потпуности“ / „није спроведена“) ради шире и доследније примене, као и унапређења квалитета.
Human Resources Management		<ul style="list-style-type: none"> - It is necessary to provide a clearer explanation of the reasons for delays in key activities: the adoption of staffing plans by state administration bodies and ensuring the full functionality of the HRMIS. - It is necessary to provide a more detailed explanation of the factors and causes of resistance to professionalisation and depoliticisation (Risk 5), as well as to clearly identify whether the resistance originates at the political or administrative level, given that this phenomenon stands in contradiction with the proclaimed vision of a citizen-oriented public administration.
Delivery of public services	<ul style="list-style-type: none"> - 95% of user satisfaction with services on the e-Government portal. 	<ul style="list-style-type: none"> - The data source on user satisfaction should be a publicly available document, with a reference provided in the Annual Report. - It is necessary to more clearly demonstrate the link between inspection oversight and the implementation of the PAR Strategy and reform results, as it is currently not evident how regular control activities contribute to the objectives in this area.

* Perception of CSOs* is compiled based on contributions and comments from representatives of CSOs - MPG members, as well as CSOs that are members of the WEBER National Working Group for Serbia (<https://www.par-monitor.org/members/>).

Accountability and Transparency	<ul style="list-style-type: none"> - In the context of Law on Free Access to Information of Public Importance, the number of entities covered by this law who publish an information bulletin in a machine-readable format continued to grow 	<ul style="list-style-type: none"> - It is necessary to improve the accessibility of the Information Booklet by adding clear user instructions, as the current calendar-based download model is not sufficiently intuitive.
Public Finance Management		
Local Self-Government System	<ul style="list-style-type: none"> - The local self-government financing system has been improved through the integration of local authorities into the SPIRI and ISKRA systems, the provision of training, the preparation of medium-term plans, the introduction of capital budgeting, the establishment of public budget portals, as well as through the strengthening of financial management and control. 	<ul style="list-style-type: none"> - It is necessary to specify which public budget portals are in question, and for which local self-government units, and to provide direct links within the Annual Report.

RISKS WHICH HAVE MATERIALIZED, AND THE MEASURES UNDERTAKEN

horizontally for the implementation of the PAR Strategy

<p>The most important anticipated risks are grouped in the previous period (Addendum 6 of the PAR Strategy)⁵¹</p>	<p>Materialization and measures undertaken for mitigation</p>
<p>Snap parliamentary elections may result in a deceleration of reforms and affect their efficient coordination at the political level.</p>	<p>The risk materialized.</p>  <p>During the implementation so far (2021-2024), snap parliamentary elections were held twice (in April 2022 and in December 2023), which resulted, both times, in a technical mandate of the Government that lasted multiple months, as well as changes to the structure of state administration bodies and the management of certain institutions. In view of the above, the legislative activity was considerably reduced, which resulted in a delay, even in 2024, in the adoption of regulations which are of importance for the implementation of reforms and which is a basis for other activities. In addition, the activity of the PAR Council, which constitutes the political level of coordination, has slowed down (see the part of the Report on the PAR coordination).</p> <p>In these circumstances, for fear of a significant delay in reforms, considerable efforts were invested so that the administrative level of the PAR coordination would progress in the usual manner (see the part of the Report on the PAR coordination), which is confirmed by the realisation of the annual reporting process for 2023, and the compilation of two impact assessments in 2024 (for the Regulatory Reform and Improved Public Policy Management Programme and for the Local Self-Government System Reform Programme), as well as meetings of the IMPG in 2024. Also, amendments of the Programme and adoption of the AP for three PAR programmes (AP 2024-2025 of the Local Self-Government System Reform Programme, adopted in October 2024, the Decision amending the Regulatory Reform and Improved Public Policy Management Programme with the AP 2024-2025, adopted in December 2024, and amendments to the PFM, adopted in December 2023), in spite of the materialization of the risk, ensure the coordination and continuity of planning in areas covered by these documents.</p>
<p>Possibility of a deceleration of the reform processes due to lack of human capacities (numerical shortage of employees, lack of analytical capacities, lack of capacities in IT and normative area, etc.).</p>	<p>The risk materialized.</p>  <p>Constant development of the professional development system and work on the enhancement of the existing capacities through the NAPA training programmes, implementation of student internships, promotion of state administration as a desirable employer, efforts with respect to strengthening of capacities for application of the competence framework at the local level (see the thematic area HRM), and the use of available expert support in areas where there are no sufficient capacities, are some of the measures undertaken to mitigate the consequences of the lack of human capacities.</p>
<p>The same legal deadlines for reporting on the implementation of hierarchically lower and higher (umbrella) PPDs, within the same planning area, complicate and slow down the process of data collection and reporting. Resistance of officers in collecting and analysing data for PPDs, complicating and slowing down the reporting process for PPDs.</p>	<p>The risk materialised to an extent.</p>  <p>The LPS provides for identical deadlines (120 days from the start of each calendar year) for compilation and publication of annual reports on the implementation of all the PPDs, regardless of the established hierarchy in the planning area. For this reason, reporting processes for umbrella PPDs in the area were made more complicated and difficult, which is visible in the example of the preparation of a unified report on implementation of the PARS, including all three programmes, taking into account that an identical deadline is prescribed for the Strategy (as the umbrella document, higher in the hierarchy of PPDs) and programmes (as lower in the hierarchy of PPDs).</p> <p>In terms of the undertaken measures, there is a practice (as in the case of the PARS) for an umbrella PPD to define intermediate dates for collection of data on the implementation of hierarchically lower PPDs (three programmes in the case of the PARS), leaving a legal deadline for publication of a unified report of 120 days from the start of the calendar year.</p>

⁵¹ The risks are defined at the level of measures and activities in Addendum 6 of the PAR Strategy, but as the majority of risks are repeated in various measures and activities, this report groups the risks in several groups of similar risks in 2024. The table shows only such risks that have fully or partially materialised.



The risk materialized.



The materialization of risks is visible in the constantly low level of employment based on the personnel needs of the public administration bodies (14% in 2021, 18.7% in 2022, 14.25% in 2023, 12.82% in 2024), and a failure to achieve the target values for all four observed years at the level of Measure 2.1). Their resolution is additionally complicated by an extension of the limitations regarding new employments.

Extension of limitations regarding new employments in the public administration by the end of 2026,52 together with the dependency of the employment on available financial resources and the practice of non-adoption of personnel plans, may endanger the personnel planning in accordance with the real needs.

In 2023, the piloting of the new procedure for data collection, in a new planned framework for personnel planning through newly defined forms, was completed. Delays were made in the establishment of the HRMIS: work on the development of software has been completed, and the system is expected to be ready for production soon (see [Measure 3.2](#) in the thematic area HRM). To enable its full application and integration into the normative framework, the Government of Serbia adopted the Regulation on Central Personnel Registry, in accordance with which the HRMIS is being introduced. ⁵² In the upcoming period, when the appropriate personnel planning methodology will be defined, the process of personnel planning will be piloted through the HRMIS.

In addition, the medium-term plans link, among other reform activities, the identified need to strengthen the capacity of institutions through staffing and medium-term expenditure frameworks. Based on the analysis of institutional capacities, medium-term plans are made, which are the basis for drafting priority areas of financing (PAF) and financial plan proposals, in accordance with the Law on Budget System and the Regulation on Methodology for Drafting Medium-Term Plans.

The risk materialized.



Filling job vacancies of senior civil servants in accordance with the competence framework, for the second year in a row, is having results below the planned level ([Measure 2.3](#)). In 2024, 40% of the total number of filled job vacancies of senior civil servants were filled after the implemented open competition (planned >90%), 45% in 2023, while this percentage in 2022 was 46% (planned >60%).

Resistance to professionalisation and depoliticisation, as well as resistance to changes within the system, may make it difficult to change the normative framework that would improve the process of appointment to office by reducing political influence on the civil service system.

In 2024, a new Special Working Group was created for monitoring and proposing measures relating to the management of senior civil service, and its membership was expanded with representatives of the General Secretariat of the President of the Republic of Serbia and the National Assembly. The MPALSG, in collaboration with SIGMA, analysed the situation relating to senior civil servants, with respect to their coverage, recruitment and selection, resolution and coordination and communication of all relevant participants in that process, while the HRMS conducted a thorough needs assessment for competences of senior civil servants, and developed a proposal of two possible competence framework. The findings of the above assessments were represented and discussed at the meetings of the Special Working Group. The draft version of an innovative strategic document for management of senior civil servants, prepared by the MPALSG, was made available to the SWG, which will review it and subsequently define a draft document with measures required to improve the management of senior civil servants.

The risk materialised to an extent.



In 2024, the implementation of the Plan of development of digitalization in the area of finance 2021-2025, as a strategic framework for improvement of the connectivity of the IT systems, was continued. Multiple projects regarding digitalization are being implemented. In the upcoming period, efforts for alignment of the IT system will continue.

Inadequate, mutually unconnected and incompatible IT systems in the area of public finance.

⁵² The Law amending and supplementing the Budget System Law (*The Official Gazette of the Republic of Serbia*, No. 92/2023), Article 1, the deadline was extended (to 31 December 2026), when public funds beneficiaries were allowed to, without any special permits and approvals in the current calendar year, employ, permanently or temporarily, in the capacity of intern, up to 70% of the total number of persons whose temporary employment has finished, on any kinds of grounds, during the preceding calendar year (subtracted by the number of new permanent or temporary employees in their capacity as interns in that calendar year). Decisions on the new permanent or temporary employments in the capacity of intern, which exceed this percentage, are still made by a Government body (Committee for New Employments), with a prior opinion of the Ministry of Finance.



ACTIVITIES UNDERTAKEN FOR THE IMPLEMENTATION OF THE RECOMMENDATIONS FOR 2024, BY THEMATIC AREAS



THEMATIC AREA 1, PUBLIC POLICY PLANNING AND COORDINATION

Reporting authority:	Recommendation for 2024	Acting upon recommendation
PPS	Starting with the uneven results of the implementation of the Programme so far, which mostly deviate from the planned results, the Programme needs to be amended and supplemented (revised) in order to intensify the reforms and contribute to its more efficient implementation by the end of the period of its execution in 2025 , in accordance with the findings of the previously implemented ex-post impact assessment.	IMPLEMENTATION STATUS: Partially implemented <input type="checkbox"/> DESCRIPTION: On the basis of the findings of the implemented ex-post assessment, the Government of Serbia adopted the Decision amending the Programme, including the amendments of the accompanying Action Plan, in December 2024. ⁵³
PPS	After the establishment of the new Government, efforts are to be considerably intensified for the purpose of creation and adoption of amendments of the normative framework, i.e. finalisation and adoption of the Regulation on the Regulatory Impact Assessment and the Regulation on the Methodology of Compiling Public Policy Documents.	IMPLEMENTATION STATUS: Partially implemented <input type="checkbox"/> DESCRIPTION: Draft versions of both Regulations were prepared, and public debate processes were implemented, ⁵⁴ but they were not adopted until the end of 2024.
MHMRSD, PPS, SORS, GS, MPALSG	With a view to making considerable progress in terms of stakeholder involvement in the preparation of PPDs and regulations and monitoring of their effects (Specific Objective 4 of the Programme), the following actions need to be implemented: ▶ conduct a thorough analysis of the existing normative framework and practices in this area , which should serve as a basis for undertaking further steps, including new normative solutions. ▶ continue undertaking activities with a view to improving the functionalities of the eConsultations Portal, and in particular with respect to its promotion and enhancement of capacities for its use.	IMPLEMENTATION STATUS: Partially implemented <input type="checkbox"/> DESCRIPTION: ▶ The PPS created a Working Group for amendment of the legal framework for consultations and public debates , comprised of the representatives of the relevant SAB and CSOs, which should first conduct an assessment of the existing normative framework, and subsequently review and propose further development directions. ▶ The existing functionalities of the eConsultations Portal were improved and new ones were developed and commissioned on 11 June 2024. ▶ These functionalities enable LSGU to conduct consultations and public debates on regulations and planning documents in the same way as CSOs do. More precise reporting is also enabled, which streamlined the fulfilment of legal obligations in terms of reporting on the quality of implemented consultations and public debates. ▶ The improvement of the Portal was promoted through 10 local Internet media. Two trainings on the use of the Portal were also held for 12 LSGU. The promotion was implemented with the support of the organisation HELVETAS.

⁵³ Ex-post impact assessment of the Programme: <https://rsjp.gov.rs/cir/vesti-cir/usvojena-eks-post-analiza-programa-unapredjenja-upravl%27d1%98anja-javnim-politikama-i-regulatornom-reformom-za-period-2021-2025-godine-sa-akcionim-planom/> (in Serbian), Decision amending the Programme (in Serbian), available at: <https://rsjp.gov.rs/cir/vesti-cir/usvojena-odluka-o-izmenama-programa-y/>.

⁵⁴ Draft Regulation on Regulatory Impact Assessment (in Serbian): <https://ekonsultacije.gov.rs/topicOfDiscussionPage/69/1>; Regulation on the Methodology of Compiling Public Policy Documents (in Serbian): <https://ekonsultacije.gov.rs/topicOfDiscussionPage/70/1>.



THEMATIC AREA 2, HRM

Reporting authority:	Recommendation for 2024	Acting upon recommendation
HRMS, MPALSG	With a view to aligning he personnel planning and financial planning in state administration bodies and improvement of the employment level on the basis of expressed personnel needs of the bodies, it is necessary to, as soon as possible, ensure full operability of the HRMIS and complete the drafting of the Regulation on the Preparation of the Personnel Plan, to create the normative and technical conditions for application of the new personnel planning methodology.	IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/> DESCRIPTION: ▶ The HRMIS was commissioned through the local CSO network, and the employees of the HRMS are finishing the process of creation of draft organisational charts and entering job positions into the HRMIS. Trainings of personnel units started, together with the use of this information system. ▶ Work continued on the preparation of a draft Proposal of the Regulation on the Preparation of the Personnel Plan in state bodies. However, the Regulation was not adopted, in view of the fact that, due to the implementation of innovative personnel planning, which entails alignment between personnel planning and financial planning, it is necessary to establish full operability of the HRMIS with personnel records modules and systematization, as well as to link it to the ISKRA system. Work will be continued on the preparation of a methodology for innovative personnel planning and the Regulation, in accordance with the activities which will be envisaged in the new Action Plan 2026-2030.
MPALSG, Special Working Group for monitoring and proposing measures relating to the management of senior civil service	Intensify activities for drawing up a draft version of a strategic document which sets out further directions of the development of senior civil servants , including locating the problems, advantages and weaknesses of the present legal framework and its application.	IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/> DESCRIPTION: ▶ The activity of the Special Working Group for monitoring and proposing measures relating to the management of senior civil service, which is to create a strategic document with further directions of development in this area, was slowed down during 2024, due to the snap parliamentary elections and the technical mandate of the Government. The new Special Working Group was selected after the creation of the new Government. In 2024, it held two meetings. The Working Group is still to complete its work on the recommendations relating to vertical and horizontal coverage of senior civil servants, the manner of selection procedure, particularly for multiannual senior civil servants, better coordination in their management, timeliness of the filling of job vacancies, adequacy of the competence framework, and vacancies of the senior civil service positions.
NAPA, MPALSG	Systematically strengthen the capacities of employees in AP and LSGU bodies for the implementation of the competency framework.	IMPLEMENTATION STATUS: Implemented for 2024, as this is a recommendation implemented in continuity <input checked="" type="checkbox"/> DESCRIPTION: ▶ After the adoption of amendments and supplements to the Law on Employees in the Autonomous Provinces and Local Self-Government Units and the new Regulation on the implementation of Internal and Public Vacancies in the Bodies of the Autonomous Provinces and LSGU, which started to apply on 1 January 2024, the MPALSG, in collaboration with the Standing Conference of Towns and Municipalities (SCTM), took part in the compilation of the Handbook for the implementation of Open Competition Procedures for Filling Job Vacancies in the Bodies of LSGU and in the compilation of the Guidelines for Evaluation of Behavioural Competences. With a view to strengthening the capacities of the LSGU for preparation of the competence framework, the SCTM implemented four regional trainings for using the HRMS platform for checking general functional competences, and organised ten regional accredited trainings on "Conducting competence-based interviews" and eight regional accredited trainings "Regulations and procedures in the employment process" and the training "Methods and techniques for selection of candidates". ▶ Also, the SCTM, in collaboration with the MPALSG, created the Guidelines for prevention of conflict of interests in open competition procedure for filling job vacancies in the bodies of LSGU, as stipulated in the National Anti-Corruption Strategy 2024-2028.



THEMATIC AREA 3, SERVICE DELIVERY

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MPALSG	Improvement of functionalities of the Contract Centre of national inspections is carried out through further direct connecting of the Contact Centre and elnspector. Thus, a more intense use of elnspector by inspections is supported. All complaints from the Contact Centre are then sent to elnspector through appropriate inspections, which further handle complaints and perform supervision through this system. All this contributes to further digitalisation of the activity of inspections.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ The Contact Centre and elnspector were connected for 10 national inspections, but the implementation was stopped due to the activation of the Dispatch Office, which is now a mandatory link between these two software programmes.</p>
MPALSG	Drawing up Draft Amendment to the Law on Electronic Government for the purpose of proactive alignment with Directive 2019/1024 of the European Parliament and of the Council of 20 June 2019 on open data and the re-use of public sector information, which will improve the legal framework which regulates open data and the re-use of data, and align it with the newest tendencies in the EU.	<p>IMPLEMENTATION STATUS: Implemented in 2024 <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ In 2024, amendments and supplements to the Law on Electronic Government were drafted with a view to aligning it with Directive (EU) 2019/1024, primarily in terms of dynamic research data sets, as well as data sets of special importance for re-use, transparency of the conditions, and/or the licence which governs data re-use.</p>
MPALSG	With a view to improving the existing legal framework which regulates inspections, the Law on Inspection Supervision needs to be amended and supplemented.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ The recommendation was not implemented and was carried over to 2025. In 2024, the Draft Law amending and supplementing the Law on Inspection Supervision was prepared, but no public debate was implemented, and the Law was not sent to undergo further procedure..</p>
MPALSG	In view of the fact that, in collaboration with SIGMA, the assessment "Roadmap for improvement of the standard of service delivery" was conducted, a methodology for measuring the results/performance of providers of public services needs to be established in the upcoming period.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p>
MPALSG	In view of the fact that, in the upcoming period, the software and hardware solution for measuring user satisfaction with the delivered public administration services in all OSSs will be piloted, an appropriate software and hardware solution needs to be established, on the basis of these results, in all LSGU, for the purpose of measuring user satisfaction of the end users with the delivered public administration services.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ The technical specification for creation of a platform which will enable measurement of user satisfaction at one stop shops (OSSs) was drawn up in Q2 2024.</p>

Reporting authority:	Recommendation for 2024	Acting upon recommendation
PPS	Sign and publish administrative requests at the portal of the Registry of Administrative Procedures, in order to make them publicly available to all economic operators, and thus make it possible for them to quickly and easily find the required information.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ The Registry of Administrative Procedures contains over 2,500 signed administrative requests (of the total number of 3,530), but they are not publicly available. Due to the specificity of administrative requests, a certain improvement of the Registry of Administrative Procedures is required, as it would make it possible to display these requests in a user-friendly way.</p>
PPS	An amendment to the legal framework in accordance with the recommendations of the assessment for determination of the optimal institutional framework for implementation of the policy of public service delivery, coordinated optimization and digitalization of administrative procedures.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ With the support of the EU4BE project, an initiative was submitted for an analysis of the institutional framework for creation of services and quality control, but, due to the World Bank procedures, there was a delay in the selection of the Contractor.</p>
PPS	A continuation of the optimization and digitalization of the frequent and expensive procedures, which will contribute to a creation of more affordable conditions for doing business, saving time and money.	<p>IMPLEMENTATION STATUS: Implemented <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ This is a continuous activity. ▶ The values envisaged for 2024 were achieved.</p>
ITE Office	For the purpose of efficiency of the activities of the public administration bodies, increase the number of bodies which use the information system eDispatch Office, and train the personnel in charge of working in this software solution.	<p>IMPLEMENTATION STATUS: Implemented in 2024 <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ The number of bodies which conduct their office operations only through the eDispatch Office was increased in 2024, while the online training for Electronic Office Operations in 2024 was completed by 134 trainees. The online trainings (13) were attended by 285 employees who wanted to successfully use the knowledge gained.</p>
Republic Geodetic Authority	For the purpose of a quicker and simpler communication between the RGA and the state bodies and organisations, economic operators and citizens, implement the Integrated System for the Real Estate Cadastre and Registration (ISKN) throughout the territory of the Republic of Serbia.	<p>IMPLEMENTATION STATUS: Implemented <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ In 2024, the implementation of the ISKN was carried out in 7 SKNs in the Republic of Serbia.</p>
ITE Office, MPALSG	Public administration bodies need to be provided support and concrete instructions for the application of the existing regulatory framework on open data, and to raise the level of knowledge for the application of the existing standards in various areas of open data (such as the standards for open data in the area of the GTFS and the Open Contracting Data Standards - OCDS, etc.). The existing regulations also need to be aligned with the Directive (EU) 2019/1024, which will improve the legal framework which regulates open data and re-use of data and align it with the newest tendencies in the EU.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ In 2024, the Draft Amendments and Supplements to the Law on Electronic Government was drawn up. It was aligned with the Directive (EU) 2019/1024. After the adoption of the Draft Law, the Draft Regulation amending and supplementing the Regulation on the Mode of Operation of the Open Data Portal will be drawn up. In addition, two trainings were held as webinars, and were attended by 118 trainees from 48 different bodies.</p>

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MPALSG	The software solution elnspector needs to be updated in 2024, in order to increase the number of legal acts originating from the activity of inspection bodies and submitted through the single virtual mailbox for eGovernment users.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ In 2024, there was no delivery of acts from elnspector into virtual mailbox, although it was attempted in 25 cases. The link between E-Inspector and e-Delivery is not working.</p>

THEMATIC AREA 4, ACCOUNTABILITY AND TRANSPARENCY

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MoF, Working Group for Managerial Accountability	Revise/update the Roadmap for Managerial Accountability and start the undertaking of the planned activities.	Conclusion of the Government 05 Number: 12089/2024-2 of 26 December 2024 adopted the Roadmap for Managerial Accountability.
MPALSG	Intensify efforts with respect to defining clear lines of accountability within the public administration system, as well as defining the term "public administration" and its coverage.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ The Catalogue of Bodies, which consists of the set of organisational entities in the form of a codebook, is currently being developed. The Catalogue of Bodies is expected to be in production in Q2 of 2025.</p>
MPALSG	Implement the Pilot Project for induction of the officers for ethics and integrity in the state administration bodies relating to the adoption, implementation and reporting on the implementation of integrity plans, management of the conflict of interest of employees, acting in line with the rules on internal whistleblowing, handling complaints to the work of bodies and employees, monitoring of the application of the Code of Conduct of Civil Servants in the state body, promotion of ethical conduct in the state body, education of the employees of the state body on issues of ethics and integrity, etc. After the completion of the project, recommendations on possibilities of induction of these officers in all state administration bodies need to be defined.	<p>IMPLEMENTATION STATUS: Implementation is in progress <input checked="" type="checkbox"/></p>
Commissioner for Free Access to Information of Public Importance and Personal Data Protection	Create a handbook/guidelines for managers on positive effects of making the activity of public administration bodies, and the creation of the eInformation Bulletin of the public administration bodies, much more public.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ In the reporting period, the Law amending and supplementing the Law on Free Access to Information of Public Importance was being drawn up. Thus, this Handbook needs to be compiled after the adoption of this Law, in accordance with the amendments thereof.</p>

THEMATIC AREA 5, PFM

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MoF	Additional strengthening of administrative capacities by recruiting new, highly competent personnel, as well as through professional development of the current employees.	<p>IMPLEMENTATION STATUS: Partially implemented <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ Limited resources, administrative procedures and the timetable of the employment process affected a full implementation of this measure..</p>

THEMATIC AREA 6, LOCAL SELF-GOVERNMENT SYSTEM

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MPALSG	Adoption of amendments and supplements to the Law on Local Self-government.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ In 2024, a draft version of the amendments and supplements to the Law on Local Self-government was prepared, but due to the elections, the Working Group was not created.</p>

THEMATIC AREA 7, COMMUNICATION AND COORDINATION

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MPALSG	As regards coordination, activities concerning the enhancement of the numbers and capacities of the units in charge of coordination, monitoring and evaluation (e.g. through an increase of the number of officers, trainings for monitoring, evaluation and reporting, etc.).	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ Insufficient awareness on the importance of the process of strengthening the capacities in the area of coordination, monitoring and evaluation.</p>
MPALSG	Continue with the good practice to review, discuss and report on the progress at the meetings of the coordination structure, in line with the consolidated recommendations.	<p>IMPLEMENTATION STATUS: Implemented <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ Progress in line with the consolidated recommendations was reviewed in accordance with the established practice.</p>
MPALSG	A more frequent meetings mechanism on all levels needs to be planned, with more operational agendas.	<p>IMPLEMENTATION STATUS: Partially implemented <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ The timetable and content were considerably affected by the period of technical mandate and by changes in the management.</p>

Reporting authority:	Recommendation for 2024	Acting upon recommendation
MPALSG and members of the WG	Continue and intensify the initiated good practices to promote individual reforms, planned by the PAR Strategy or originating by the implementation of the PAR Strategy, jointly as reforms within the PAR.	<p>IMPLEMENTATION STATUS: Partially implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ The Operational Plan for Communication, which provided for joint activities, was adopted, but there was no adequate coordination.</p>
MPALSG	For the website www.rju.gov.rs to continue functioning, a mechanism for submission of PAR related information to the MPALSG is to be established within the WG.	<p>IMPLEMENTATION STATUS: Not implemented <input type="checkbox"/></p> <p>DESCRIPTION: ▶ There were technical problems for uploading information to the PAR website.</p>
MPALSG and members of the WG	With a view to overcoming challenges regarding the lack of donor support, establish a tighter cooperation within the network of PRs, and practice reliance on own capacities in the realisation of media campaigns.	<p>IMPLEMENTATION STATUS: Implemented <input checked="" type="checkbox"/></p> <p>DESCRIPTION: ▶ Communication of reforms relied on own capacities this year, although the reach was limited.</p>
MPALSG, members of the WG, NAPA	In the area of internal communication, special attention is to be paid to planning and implementation of activities and mechanisms which would be aimed at internal transfer of messages, exchange of information, coordination of activities in concrete reform areas (formal and informal networks of officers in individual reform areas, internal platforms for information and exchange of information, knowledge and experience, as well as tools for better informing the officials on the public administration reform). In addition, encourage officials to attend the trainings created at the NAPA platform.	<p>IMPLEMENTATION STATUS: Partially achieved <input type="checkbox"/></p> <p>DESCRIPTION: ▶ More employees (330) relative to 2023 (313) were attended the online trainings at the NAPA platform, intended for official who work on the PR, for the purpose of improvement of knowledge and skills concerning communication of reform. ▶ Internal exchange of information between PRs was not improved</p>



LIST OF INDICATORS

SO1 | Improved quality of public policy documents and regulations

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Regulatory quality indicator – World Bank ranking**	60.1 (2019)	64	56.6
Indicator of alignment and quality of policy planning (Scale (1–5))	0 (2021)	4	4

** The indicator measures the capability of the legislative and executive authorities to draw up, adopt and implement clear public policy documents and regulations, which enable and promote the private sector development and consist of 67 variables, of which 50 is assessed in the 0–100 interval (available at: <https://info.worldbank.org/governance/wgi/Home/Reports>). The indicator is published once a year, during the current year for the previous year.

SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Specific objective 1: Regulatory reform in the function of improving business environment and reduction of unnecessary burden for citizens and businesses			
The share of adopted laws containing complete impact assessments in the total number of adopted laws requiring impact assessments, per calendar year (%)	30.4	50	31.1
The share of adopted regulations containing complete impact assessments in the total number of adopted regulations requiring impact assessments, per calendar year (%)	58.3	62	77.6
Specific objective 2: Strengthening of capacities and application of tools for high-quality development and monitoring of public policies and regulations			
The share of adopted PPDs within a single calendar year, containing complete impact assessments, in the total number of adopted PPDs requiring impact assessments (%)	50	90	50
Specific objective 3: Effective public policy coordination			
The total number of planning areas with a revised and optimised planning framework (a clear hierarchical structure of PPDs established within planning areas)	1	12	4
Specific objective 4: Increased involvement of the civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations			
The share of adopted PPDs, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted PPDs in a calendar year (%)	100	100	100
The share of adopted statutes, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted laws in a calendar year (%)	35.71	75	58.3
The share of adopted regulations, during the preparation of which a consultative process took place in accordance with the LPS, in the total number of adopted regulations in a calendar year (%)	11.46	31	29.7***

*** A 5% level of deviation from the target value will be deemed a success.

SO2 | Improved recruitment process in public administration

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Meritocracy and effectiveness of recruitment of civil servants (SIGMA principle)	3	4	*

* Given that the SIGMA methodology has changed, the indicator is not measurable.

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 2.1: Improvement of personnel planning and promoting state administration as a desirable employer			
Recruitment based on stated personnel needs of bodies (%)	0 (2019)	35 - 40	12.82
Measure 2.2: Improvement of the selection process and the process of induction of new employees			
Degree to which the competency framework matches the public administration needs and core values	1	3	2
Measure 2.3: Improvement of the procedure for merit-based filling of senior civil service positions, and induction			
Percentage of senior civil service positions filled in accordance with the competency framework, compared to the total number of positions (%)	34	85.5 - 90	40

SO3 | Effective career management system applied in practice

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Degree to which the career management system for the civil service is developed	1	3	4

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 3.1: Creating an environment to have efficient, innovative and motivated civil servants			
Giving performance appraisal ratings according to HRM standards (%)	75	50	74
Measure 3.2: Development of institutional and administrative capacities for human resource management			
Degree to which the organisation of personnel affairs in state administration bodies is standardised, and quality of personnel affairs	3	3	/*
Measure 3.3: Strengthening the professionalisation of the senior civil servants/managers			
Degree to which legal protection of senior civil servants/managers is ensured (based on five SIGMA sub-indicators)	13	13	**

* The indicator was not measured for 2024 due to a delay in the application of the new Information System which would generate data for determination of the indicator values.

** On the basis of the 2024 SIGMS Report, it was ascertained that two of the five SIGMA indicators had been rated (in line with the old methodology). Namely: Category specificity and coverage of the senior civil service system: 8/11 and Stability in senior civil service positions: 11/20.

SO4 | Functional and innovative system of professional development and professional exams in public administration based on training needs analysis regarding knowledge, skills and abilities of employees developed and applied

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Degree to which the system of professional development and professional examinations in public administration is normatively and practically based on the analysis of needs for the improvement of employees' knowledge, skills or competencies	1	4	4

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 4.1: Improvement of the uniform system of professional development in state and LSGU bodies			
Degree of implementation of the quality system in the elements of professional development in public administration	1	5	5
Measure 4.2: Improvement of professional development programmes in state bodies and LSGU bodies and of the manner of their organisation and delivery			
Fulfilment of participants' expectations from training sessions where innovative forms and methods of professional development were applied (%)	0	75	84.29
Measure 4.3: Improvement of the normative framework governing professional development in public administration			
Quality of new regulations in the area of professional development (%)	0	72 - 80	72
Measure 4.4: Standardisation and establishment of a quality system in the area of professional development in public administration, with full application of ICT			
Number of business processes conducted with the use of information technologies	1	3	3
Measure 4.5: Establishment of a system for planning and managing the process of lifelong professional development in public administration (lifelong professional development master plan)			
Degree of development a system for planning and managing the process of lifelong professional development	0 (2019)	0	0
Measure 4.6: Establishment of instruments for cooperation between institutions responsible for professional development of employees in state and other bodies			
Extent of development of the framework for cooperation between institutions in charge of the professional development of employees	0	1	1
Measure 4.7: Introduction of uniform criteria, benchmarks and standards in the field of professional examinations in the state administration system			
Extent of establishment of uniform standards concerning professional examinations in the public administration system	0 (2019)	12	15
Measure 4.8: Development of cooperation with higher education institutions to support schooling and/or additional education of staff for/in public administration			
Percentage of state administration bodies and units of local self-government participating in the student internship programme (%)	0	40	54

SO5 | Public administration provides services which meet the needs of end users and improve their user experience, in an efficient and innovative way

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
SIGMA's average score for service delivery for all four pillars (Grade 0-5)	3 (2019)	/	*
The GDP share of the administrative burden of citizens and businesses (%)	3.26 (2018)	3.08 - 2.8	/





* Due to changes in the SIGMA methodology, the indicator is not measurable.

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 1.5.1: Promoted development of new and optimisation of existing services tailored for end users			
Number of streamlined administrative procedures of citizens and businesses	125	450 - 500	556
Number of one-stop shops set up in LSGU	14	30.6 - 34	65
Measure 1.5.2: Raising human and technical-technological capacities of public administration for service delivery to end users			
Percentage of civil servants and local self-government employees in service delivery jobs who successfully completed a training in the area of service delivery quality improvement (%)	0	49.5 - 55	-
EU Benchmark for e-Government – key prerequisites put in place (Index 0-100)	5	67.5 - 75	62.5
Measure 1.5.3: Improved system of service quality control and quality assurance			
Number of SAB which have already implemented the CAF or any other quality management tool in the course of one calendar year, on the basis of the corresponding legal framework	0	8	23












E-PAPER

INDICATORS AT THE LEVEL OF OBJECTIVES

	Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)	
	UN INDEX	0.8514	0.8714	0.854	
	Reduction in the share of administrative expenses	2,95 (2021)	2.80	2.91	
	User satisfaction level (%)	0	60	67*	



* 67% of visitors to the Administrative Procedures Registry Portal rated their experience with a 5 during their visit to the Portal.

INDICATORS AT THE LEVEL OF MEASURES














	Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)	
Measure 1.1.1: Indicator					
	Analysis of the institutional framework	No	Yes	No	
	Working groups formed	No	Yes	No	
Measure 1.1.2: Optimisation/indicator					
	Number of optimised procedures	379 (2022)	480	556	
Measure 1.1.3: Digitalisation/indicator					
	Number of digitalised procedures	64 (2022)	150	208	
	Number of digitalised business episodes	0	10	0	
Measure 1.1.4: Functionality of RAP improved					
	Percentage of administrative requests available on the RAP Portal	0	70	0	
	Percentage of SAB procedure available on RAP Portal	60	90	100	
Measure 1.1.5: Improvement of human capacity and improvement of visibility					
	Improvement of human capacity and improvement of visibility	965	1,050	2,758	
	Increase in number of visits to the RAP portal	28,000	25%	29,135	
	Growth in the number of procedures initiated through the RAP portal	0	25	/	

eGOVERNMENT DEVELOPMENT PROGRAM

INDICATORS AT THE LEVEL OF OBJECTIVES

	Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)	
	Serbia's overall score from the EU eGovernment Benchmark Report: eGovernment Benchmark Report (%)	48.6	56	61.5	

INDICATORS AT THE LEVEL OF MEASURES

	Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)	
Specific objective 1: Development of e-Government infrastructure and ensuring interoperability					
	Number of state administration bodies, AP and LSGUs that store their registers and other software solutions in state data management and storage centres	36	50	68	
	Number of bodies that download data from the Central Population Register, Real Estate Cadastre, Business Register and Address Register via the Government Service Bus	435	500	500	
	% of healthcare institutions connected to the Unified Information and Communication Network of e-Government	0	2,5	8.06	
Measure 1.1: Improvement of the State Data Management and Storage Centres in Belgrade and Kragujevac					
	Number of registers and other software solutions maintained in state data management and storage centres	83	105	330	
Measure 1.2: Improvement of e-procedures of authorities using eID system, e-Registry Office, e-Payment, e-Delivery and e-Archive					
	Number of bodies that perform office operations exclusively through the Register Office	0	350	220	
	Number of bodies whose existing software solutions are connected to the Register Office and e-Archive	0	5	5	
	Number of state administration bodies that use collaboration services	21	28	28	
Measure 1.3: Establishing new and improving existing registers and records in e-form as a support to development of e-Government services					
	Number of established and improved electronic records (registries)	35	37	37	
Measure 1.4: HR capacity building of public administration for the establishment and implementation of IT in e-Government					
	Number of employees in IT officer positions	6,402	6,600	-	
	Number of employees trained to work in a digital environment, by bodies and LSGUs in which they are employed	1,200	1,200	-	
	Number of employees in IT officer positions in state administration bodies	610	655	-	
	Number of employees in IT officer positions in local self-government bodies	470	500	-	

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)	
Measure 1.5: Improvement of information security and standards				
% of institutions which have an established and functional information security system and which meet information security standards (ISO 27001 and ISO 20000 Act on Information Security adopted) compared to the regular and extraordinary inspections implemented in one calendar year	95	100	100	
% of institutions which have an established and functional information security system and which meet information security standards (Disaster Recovery Plan adopted) compared to the regular and extraordinary inspections implemented in one calendar year	90	100	100	
Number of civil servants that have completed cyber exercises in public administration	150	210	210	
Specific objective 2: Improving legal certainty in using e-Government				
Number of acts generated in the work of inspection bodies in the e-inspector software solution delivered to a unified e-mailbox of e-Government service users	17,532	30,000	0	
% of cases managed exclusively in electronic form in relation to all cases in the calendar year	0	25	26	
Measure 2.1: Ensuring effective protection of digital rights of e-Government users				
Further expansion of the possibility of electronic initiation and conduct of court proceedings for participants in the proceedings using the e-court application	1	16	0	
% of judges in the RS who were trained at the Judicial Academy for working in a digital environment compared to the total number of judges in the RS	15	28,5 - 30	0	
Measure 2.2: Improvement of delivery in e-Government				
Number of state bodies delivering to the Unified e-mailbox	13	95 - 100	95	
Specific objective 3: Increasing the availability of e-Government to citizens and businesses by improving customer services				
EU e-Government Benchmark – Key Catalysts dimension (Index points)	54	57 - 60	63	
EU e-Government Benchmark – User Centred dimension (Index points)	77	85	89,4	
Local eGovernment Index (LEI)	25	34 - 35	-*	

* The Report will be published in the 3rd quarter of 2025.

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)	
Measure 3.1: Improvement of the e-Government Portal and other software solutions				
Number of submissions sent via the e-Government Portal in one calendar year	1,215,767	1,890,000 - 1,800,000	2,971,767	
% compliance of the e-Government Portal functionality with accessibility standards	75	88.2 - 90	89	
Number of services provided via the e-Government Portal in one calendar year	210	209 - 220	340	
% of users who positively rate the user experience for services on the e-Government Portal	0	28.5 - 30	95	
Measure 3.2: Providing support to e-Government users				
Number of services that have user support via the Contact Centre	250	285 - 300	358	
Number of user inquiries processed in the Contact Centre	432,143	522,500 - 550,000	680,129	
Measure 3.3: Affirmation of e-Government (raising awareness of civil servants and citizens about the importance of digitalization and strengthening trust in e-services)				
Total number of registered users on the Electronic Identification Portal (eid.gov.rs)	1,405,460	2,470,000 - 2,600,000	2,437,457	
Number of parameters issued for the ConsentID mobile application (number of registered users using the high-trust scheme)	24,280	61,750 - 65,000	1,128,385	
Specific objective 4: Data opening in public administration				
Number of resources available on the Open Data Portal	5,995	6,840 - 7,200	7,149	
Number of visits on the Open Data Portal special	285,795	301,500 - 335,000	315,799	
Measure 4.1: Ensuring the implementation of the open data legislative framework				
Number of bodies that share/ publish open data on the Open Data Portal	83	109.25 - 115	111	
Measure 4.2: Support to open data usage				
Number of organised hackathons, datathons, open data weeks and open data challenges in one calendar year	10	19.8 - 20	15	
Number of bodies that have been supported for opening and/or reusing open data	28	49.5 - 50	15	
Measure 4.3: Introduction of the "smart city" concept				
Number of local self-government units for which an analysis of readiness for implementation of the „smart city“ concept has been conducted	0	1	3	

SO6 | Improved level of accountability and transparency at all levels of government

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
EC's annual assessment of progress in the area of accountability (0 – No, 1 – Yes)	0	1	0*
SIGMA indicator: accessibility of public information (Point/30)	0	/	**

* EC Report: The accountability of the administration still needs to be improved. There was no progress in resolution of systemic organisational problems of the administration, such as overlapping roles and unclear reporting lines, as well as a limited application of the concept of managerial accountability.

** In view of the fact that this is a SIGMA indicator which was defined prior to the change of data collection methodology, and that, prior to the drafting of the 2024 Report, the SIGMA methodology was changed - which also meant that the indicators were changed - the value of this indicator cannot be measured).

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Measure 6.1: Establishment of systemic solutions for managerial accountability in public administration bodies			
Percentage of state administration bodies with officials authorised to conduct administrative proceedings and decide in administrative matters (%)	23	35	85
Percentage of state administration bodies, independent bodies and LSGU bodies with officials who attended training on managerial accountability (%)	0	0	16
Measure 6.2: Improvement of the vertical and horizontal system of supervision and monitoring of work in public administration (established mechanism for performance management of public administration bodies)			
Percentage of priority objectives from the Action Plan for the Implementation of Government Programmes related to state administration bodies, which were taken into account in preparation of own (mandatory) medium-term plans (%)	0 (2019)	40	62.5%
Percentage of state administration bodies, independent state bodies and LSGU with managers who have attended a training on a single performance management methodology (%)	0	3	22
Measure 6.3: Strengthening integrity and ethical standards in public administration			
Percentage of state administration bodies and independent state bodies which organise and implement training in ethics and integrity for their managers and employees (%)	0	50	***
Measure 6.4: Promoting proactive disclosure of data held by public administration bodies			
Number of public administration bodies and other holders of state bodies which/who publish open data on the Open Data Portal	45 (2019)	140	117
Percentage of state administration bodies and LSGU bodies whose employees attended training in open data standards and the Open Data Portal (%)	0	20	21
Measure 6.5: Improving reactive transparency, acting according to regulations within the purview of independent state bodies, i.e. according to the recommendations of independent state bodies			
Percentage of execution of proposed, i.e. instructed measures of inspectorial supervision over the application of the statute on free access to public information (%)	65 (2019)	88	100
Percentage of execution acts of the Commissioner for information of Public Importance and Personal Data Protection (%)	65 (2019)	76	77.98
Percentage of executed documents by the Protector of Citizens (%)	81.43 (2019)	89	89.71

*** All public authorities are obliged to implement the training Ethics and Integrity, in accordance with the Law on Prevention of Corruption. The training is implemented in three-year cycles, which is followed by a year-long break, for the purpose of evaluation of the previous cycle and preparation of the next one. Taking that into account, public authorities were not obliged to attend the training Ethics and Integrity in 2024, i.e., there was a one-year break in that period.

SO7 | Achieving a sustainable budget with stable public debt compared to GDP through better financial management and control, audit process and linking budget planning with Government policies and priorities

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Real growth of the Gross Domestic Product (GDP) (%)	0	3.5	3.9
General government debt-to-GDP (%)	59	51.7	47.5

INDICATORS AT THE LEVEL OF MEASURES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Public service delivery performance data (PEFA: 4 – A, 3.5 – B+, 3 – B, 2.5 – C+, 2 – C, 1.5 – D+, 1 – D, 1 – D*)	2.5	-	*
Actual revenues and expenditures of the general government budget at annual level are within the range of 5% of those projected in the fiscal strategy (%)	5 (2019)	In the range of 5	In the range of 5
Average duration of an open procedure	52	45	42
Annual cost of public debt servicing (interest payment – net amount) as % of the GDP (%)	1,9	2,1	1.8
Average number of illegalities and irregularities per control in relation to the total number of controls	2	1	1.9
Percentage of accepted and implemented recommendations which an audit body issues to subjects of indirect EU funds management (%)	0	58.5 - 65	66
PIFC-related progress identified in the EC progress report on the Republic of Serbia for a specific year (EC's assessment following the General Assessment of Preparedness value scale: 1 – Early stage of preparedness, 2 – Some level of preparedness, 3 – Moderate preparedness, 4 – Good level of preparedness)	3 moderate preparedness	Moderate preparedness	Moderate preparedness
Financial report prepared and presented to the Ministry of Finance of the Republic of Serbia in accordance with Cash Basis IPSAS	0	1	0
Number of reviewed audit reports	194	223.25 - 235	0

* The outcome indicator was not to be monitored in 2024.

SO8 | Establishment of the local self-government system which enables efficient and sustainable realization of citizens' rights to local self-government

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Compliance of the local self-government system with the key principles of the European Charter of Local Self-Government (Composite scale (1-5))	3	3-4	3
Share of LSG expenditures and consolidated public expenditures in the Republic of Serbia (%)	14.75 (2019)	16 - 17	11.7
The capacity of LSGU to implement the principles of good governance (%)	39 (2018)	/	*
Availability and quality of implementation of priority public services by LSG (Composite scale (1-10))	0	/	*

INDICATORS AT THE LEVEL OF MEASURES (1/2)

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Improvement of the status and responsibilities of the local self-government			
Extent of ratification of the ECLSG (Composite scale (1-5))	3	3-4	3
Average index value in selected areas: 1) accountability, 2) transparency, openness and participation	43 (2018)	/	*
The share of adopted laws in the total number of adopted laws which concern local self-government to a larger degree, which were prepared with the participation of LSGU	3	/	*
Indicators at the level of measures: Improvement of the system of financing of the local self-government			
Share of LSG tax revenues in total tax revenues in the Republic of Serbia (%)	10.12	11.7	10.3
Share of capital expenditures in total expenditures of local self-government (%)	15.54 (2019)	17.2	18
Share of LSGU which have adopted medium-term plans (%)	0	30	12.4
* The value was not measured in 2024.			
Improved organisation and capacities of the local self-government			
LSGU capacity for HRM in local administration (%)	51	/	*
Share of LSGU which have established inter-municipal cooperation in the total number of LSGU (%)	27	42	61
Improvement of the quality and availability of services of local administration bodies, utility services and services of public institutions			
Established baseline values for improvement of user satisfaction with local services*	-	1	0
* The value was not measured in 2024.			

SO9 | Management and coordination, communication and visibility

INDICATORS AT THE LEVEL OF MEASURE

Indicator	Baseline value (2020)	Target value (2024)	Achieved value (2024)
Number of public policy documents pertaining to PAR, the monitoring results of which are available through the OMT	1	5	6
Annual operational plan for PAR communication by the Coordination body in place	0	1	1
Level of fulfilment of annual operational plans for PAR communication (%)	0	80	-
Proportion of SAB and LSGU that publish PAR-related information in a standardised manner on the e-Notice Board (%)	25		*
Total number of trained public relations and human resource management staff in SAB and LSGU	15.54 (2019)	500	330
Number of affirmative and neutral posts (feature stories) about the public	1,178	1,568	-
Presence of PAR topics on institutions' websites and social media pages / profiles	146	194	-
Proportion of citizens who are informed about the results of the public administration reform (%)	0	35	-

* Abandoned.

LIST OF ABBREVIATIONS

ACA	Anti-Corruption Agency
AI	Administrative Inspection
AP	Action Plan
AP23	Chapter 23 Action Plan
APIGP	Action Plan for the Implementation of the Government Programme
BRA	Business Registers Agency
BV	Baseline value
CAF	Common Assessment Framework (Quality Management)
CHU	Central Harmonisation Unit
Cont.	Continuous(ly)
COSO	COSO, US standard/model for internal control and five interlinked components that comprise internal control control environment, risk assessment, control activities, information and communication, and monitoring activities.
CPE	Commissioner for the Protection of Equality
CROSO	Central Register of Mandatory Social Insurance
CSO	Civil society organisation
DTASNA	Department for Technical and Administrative Services of National Authorities
EC	European Commission
ERP	Economic Reform Programme
EU	European Union
EU IPA	EU Instrument for Pre-Accession Assistance
EUR	Euro
FA	Functional analysis
FMC	Financial Management and Control
G2B	Government-to-Businesses, exchange of services and information between government and businesses
G2C	Government-to-Citizens, exchange of services and information between government and citizens
G2G	Government-to-Government, exchange of services and information among government services
GDP	Gross Domestic Product
GIZ	German Corporation for International Cooperation
GS	General Secretariat of the Government
HCSC	High Civil Service Council
HRM	Human Resource Management
HRMIS	IT system for HRM at HRMS
HRMS	Human Resource Management Service
IA	Internal audit
ICT	Information and Communication Technology
ILM	Internal Labour Market

IMF	International Monetary Fund
IMPG	Inter-Ministerial Project Group
IS	Information system
ISPRWG	Information System for planning and reporting on the work of the Government
IT	Information technology
ITE	Office for IT and eGovernment
LGAP	Law on General Administrative Procedure
LSG	Local Self-Government
LSGU	Local self-government units
LTA	Local Tax Administration
MEI	Ministry of European Integration
MHMRS	Ministry of Human and Minority Rights and Social Dialogue
MoF	Ministry of Finance
MoI	Ministry of the Interior
MoLESVA	Ministry of Labour, Employment, Veteran and Social Affairs
MPALSG	Ministry of Public Administration and Local Self-government
MTBF	Medium-Term Budgetary Framework - Fiscal Strategy
NAPA	National Academy for Public Administration
NBS	National Bank of Serbia
NES	National Employment Service
NPAA	National Plan for Adoption of Acquis
OECD	Organisation for Economic Co-operation and Development
OGP	Open Government Partnership
OSS	One-stop shop
PA	Public administration
PAP	Public administration principles
PAR	Public Administration Reform
PAR AP	Action Plan for the Implementation of the Public Administration Reform Strategy of the Republic of Serbia
PBP	Public budget portals
PDIF	Pension and Disability Insurance Fund
PEFA	Public Expenditure and Financial Accountability Assessment
PFB	Public Funds Beneficiaries
PIFC	Public Internal Financial Control
PFM	Public Finance Management Reform Programme
PPD	Public Policy Document
PPO	Public Procurement Office
PPS	Public Policy Secretariat
RAP	Registry of Administrative Procedures

RGA	Republic Geodetic Authority
RS	Republic of Serbia
RSD	Serbian dinar
SAB	State administration body (bodies)
SAI	State Auditing Institution
SBS	Sector Budget Support, EU's results-based financing mechanism
SCTM	Standing Conference of Towns and Municipalities
SDC	Swiss Agency for Development and Cooperation
SIGMA	Support for Improvement in Governance and Management with the OECD
SKIP	Serbian-Korean Information access centre
SORS	Statistical Office of the Republic of Serbia
TA	Tax Administration
ToR	Terms of Reference
TV	Target value
UIS	United Nations Development Programme
UNDP	United Nations Development Programme
USD	US Dollar
WB	World Bank



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ЗА ТЕБЕ**

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