



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

This project is funded  
by the European Union



#EY  
ЗА ТЕБЕ

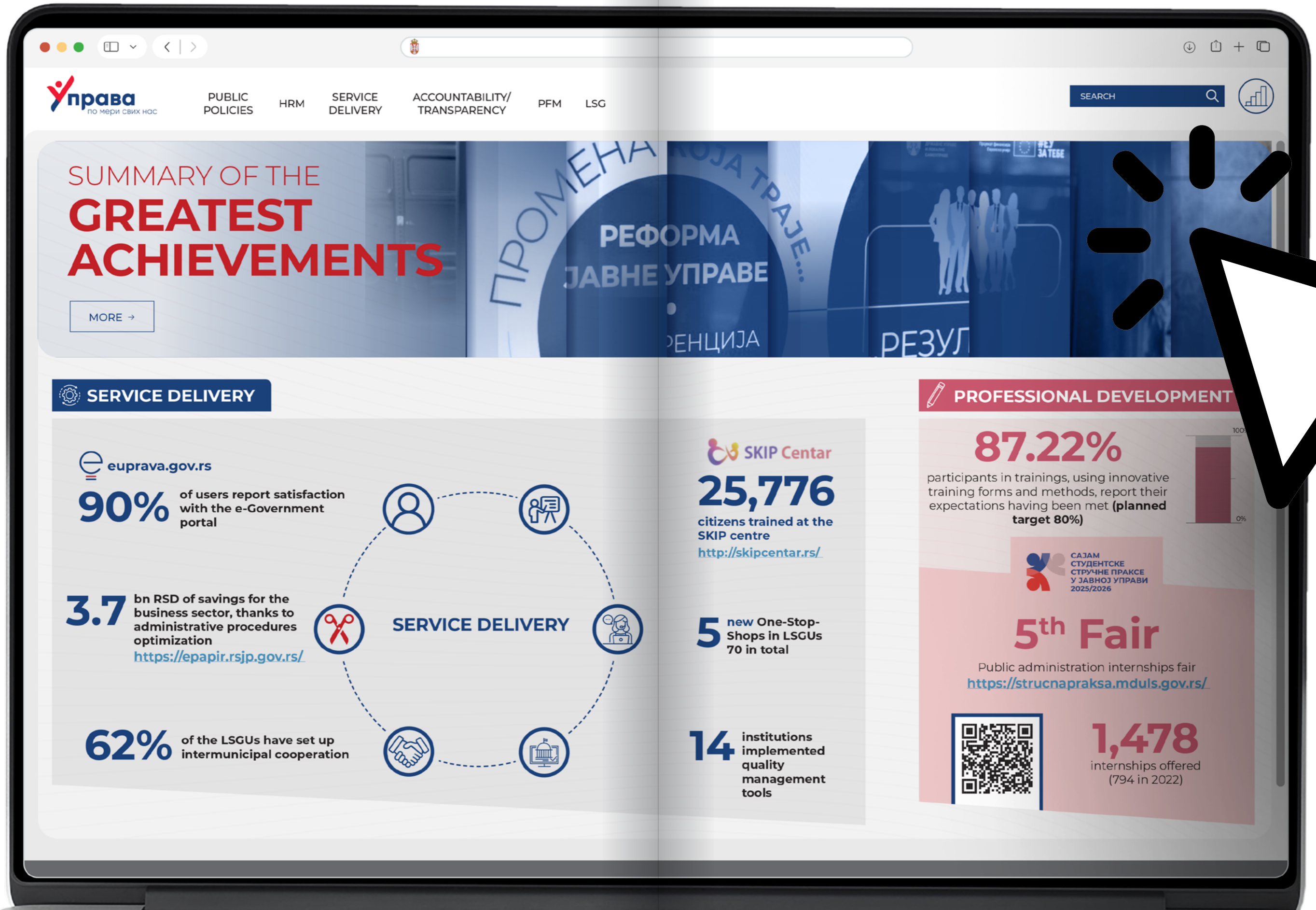
# ANNUAL REPORT 2025

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



APRIL 2026





PUBLIC POLICIES

HRM

SERVICE DELIVERY

ACCOUNTABILITY/ TRANSPARENCY

PFM

LSG

SEARCH



# SUMMARY OF THE GREATEST ACHIEVEMENTS

MORE →

## SERVICE DELIVERY

euprava.gov.rs

**90%** of users report satisfaction with the e-Government portal

**3.7** bn RSD of savings for the business sector, thanks to administrative procedures optimization  
<https://epapir.rsjp.gov.rs/>

**62%** of the LSGUs have set up intermunicipal cooperation



SKIP Centar

**25,776** citizens trained at the SKIP centre  
<http://skipcentar.rs/>

**5** new One-Stop-Shops in LSGUs  
70 in total

**14** institutions implemented quality management tools

## PROFESSIONAL DEVELOPMENT

**87.22%**

participants in trainings, using innovative training forms and methods, report their expectations having been met (planned target 80%)

САЈАМ СТУДЕНТСКЕ СТРУЧНЕ ПРАКСЕ У ЈАВНОЈ УПРАВИ 2025/2026

**5<sup>th</sup> Fair**

Public administration internships fair  
<https://strucnapraksa.mduls.gov.rs/>

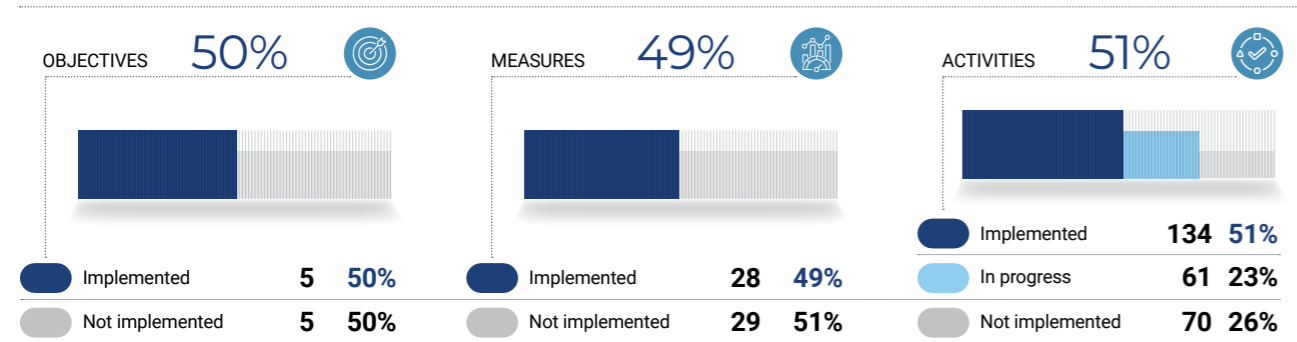


**1,478** internships offered (794 in 2022)

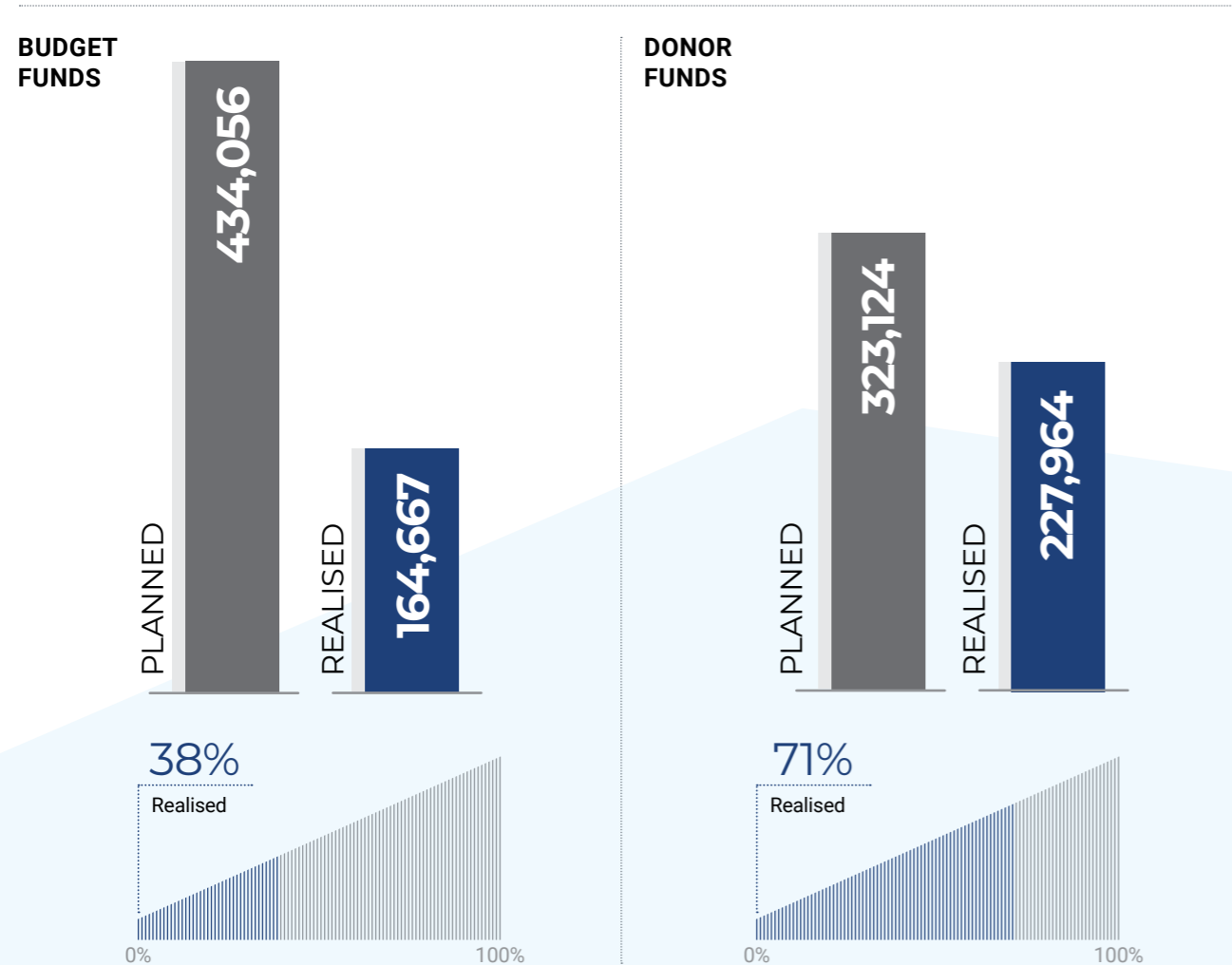
# 2025 STATISTICS

## FOR THE PAR STRATEGIES WITH 3 PROGRAMMES

### IMPLEMENTATION STATUS



### BUDGET IN THOUSANDS OF RSD



### PERFORMANCE BY INSTITUTIONS FOR THE PAR STRATEGY

Institution	Implemented	Not commenced or abandoned	In progress	Total	Percentage of implemented activities
PERFORMANCE BY INSTITUTION FOR THE PARS AP	13	11	15	39	33%
MINISTRY OF FINANCE	0	0	7	7	0%
MINISTRY OF INTERIOR	1	0	0	1	100%
OFFICE FOR INFORMATION TECHNOLOGIES AND E-GOVERNMENT	1	1	0	2	50%
NATIONAL ACADEMY OF PUBLIC ADMINISTRATION	12	0	1	13	92%
HUMAN RESOURCES MANAGEMENT SERVICE	2	0	1	3	67%
PUBLIC POLICY SECRETARIAT OF THE REPUBLIC OF SERBIA	10	0	2	12	83%
STATE ADMINISTRATION BODIES	0	0	4	4	0%
COMMISSIONER FOR INFORMATION OF PUBLIC IMPORTANCE AND PERSONAL DATA PROTECTION	1	0	1	2	50%

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Table showing the results achieved in 2025 in the implementation of the Public Policy Management and Regulatory Reform Programme

### ANNEX 3

Table showing the results achieved in 2025 in the implementation of the Local Self-Government System Reform Programme

### ANNEX 4

Table showing the results achieved in 2025 in the implementation of the e-Government Development Programme

### ANNEX 5

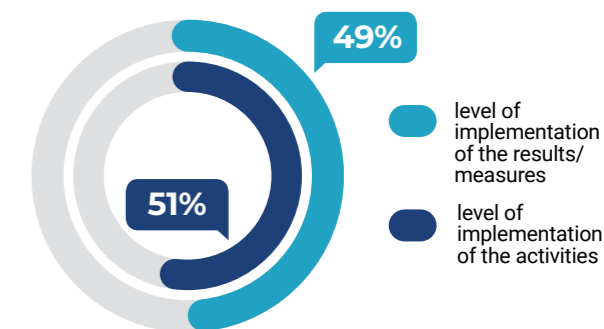
Table showing the results achieved in 2025 in the implementation of the e-Paper Programme

### ANNEX 6

Table showing the results achieved in 2025 in the implementation of the Public Finance Management Reform Programme

# SUMMARY OVERVIEW

The previous year, 2025, combined a continuation of reform activities within the PAR Strategy with a parallel development of new public policy documents in the field of PAR for the upcoming period, 2026-2030. The level of implementation of PAR Strategy results (measures) for this period was **49%**, while the activity implementation level was **51%**. The most important results were achieved in the field of Service Delivery and Digitalisation, where Serbia confirmed its leadership position in the region, approaching European standards. Process improvement allowed citizens a quicker and simpler access to services, with a reduced administrative burden. Nevertheless, further progress in this field requires improvement of the regulatory framework and a better integration of new technological solutions into the public administration.



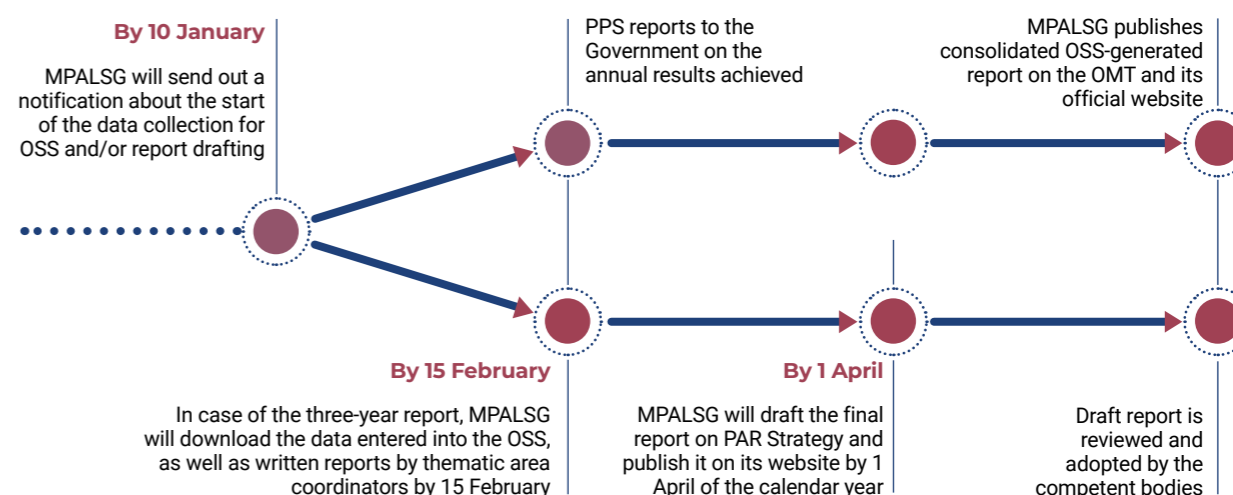
Data for the period from 1 January 2025 to 31 December 2025 were collected in January and February 2026 through the Information system for the planning, monitoring of the implementation, coordination of public policies and reporting and are visible through the online application for PAR monitoring: <https://monitoring.mduls.gov.rs/>. The online application shows data for the PAR Strategy 2021-2030 structure, as the umbrella public policy document, and includes the Action Plan for the PAR Strategy (PARS AP) 2021-2025 in the field of Human Resources Management, Service Delivery, Accountability and Transparency, and three programmes in the fields of Public Policy Planning and Coordination, Public Finance Management, and Local Self-government System Reform. In the field of Service Delivery, in addition to PARS AP, the e-Paper Programme and the e-Government Development Programme are presented. The data is primarily sourced from the OSS, which has been established pursuant to the Law on Planning System of the Republic of Serbia, in which each body enters data from its purview on the implementation of activities/measures/objectives, along with financial data on funds planned, provided and expended for public policy documents.

Data for this report were collected for the activities that had any quarter in 2025 as their 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 2025 compared to baseline, 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 OSS for all PPDs envisages assessing activities as *not commenced*, *commenced (in progress)* and *completed*. The same methodology was applied through data collection and processing for this report.

The practice so far has included consultations with civil society organisations after the publication of the first draft report, i.e. after 1 May 2026, both as part of coordination mechanisms through which reports are corrected and adopted (CSO representatives are included at the **political and administrative level of PAR Coordination**), as well as by giving every citizen the possibility to comment on the draft by publicly publishing the Draft Report.

### TIMEFRAME FOR REPORTING

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

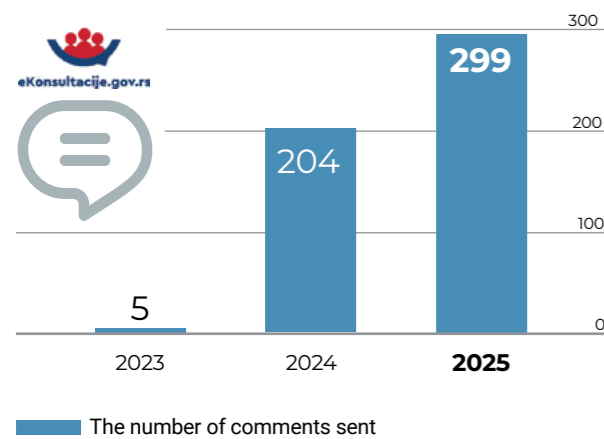


**The vision of the PAR Strategy, of creating administration tailored to all of us, is now nearer thanks to the following results achieved in the previous year:**

**POLICY PLANNING AND COORDINATION:**

The normative framework pertaining to impact assessment, both during the preparation of legislation and PPDs and during the evaluation of their performance, has been improved. Progress has been made in the quality of impact assessment conducted during the preparation of legislation → of the total number of laws adopted in 2025 that needed impact assessment, 42.37% contained a full assessment, which is an increase from 31% in 2024. The number of optimized planning areas continued to grow in 2025, reaching a total of 6 (public administration, education, public information, employment, industry and small and medium enterprises and entrepreneurship), which is two areas more than in the previous year. A positive result can be seen in the continued decreasing trend of the total PPD number → from the initial number of PPDs, which was over 100 prior to the beginning of the planning system reform, the number of PPDs in force decreased to 60 (41 Strategies, 15 Programmes and 4 PPDs excluded pursuant to Art. 49 and 50 of the LPS) in 2025, as well as compared to 75 PPDs (55 Strategies, 20 Programmes) in force in 2024. The most important result achieved for the purpose of increasing the stakeholder involvement in the early phases of preparation of PPDs and regulations continues to be the high percentage of consultations conducted in the course of PPD development – the consultation process was implemented in the development of all PPDs adopted in the last three years, including the reporting year, 2025.

The e-Consultation Portal continued serving as the central platform through which the state Administration Bodies (SABs) are obliged to conduct consultations and public debates, and it is increasingly used → while the number of participants who had submitted their comments through the Portal in the last three years varies, from 5 (2023) to 50 (2024) to 34 (in 2025), the number of comments submitted grows, from 5 (2023), to 204 (2024) to 299 (2025).

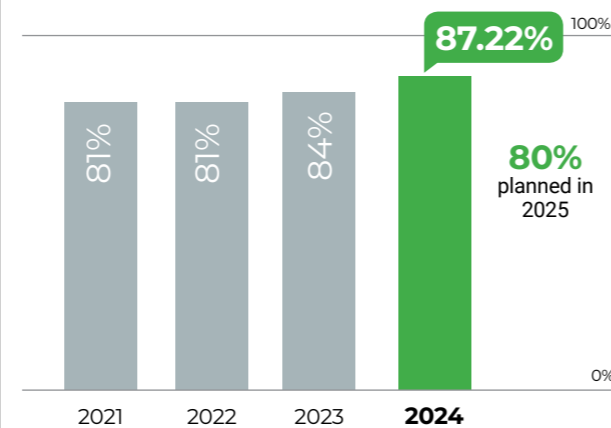


**HUMAN RESOURCES MANAGEMENT:**

To continue the development of transparency and efficiency in employment, and increase the attractiveness of the public administration as an employer, the normative framework pertaining to public administration recruitment has been improved. Draft proposals have been developed for typical jobs performed in eight special public administration domains, together with separate special functional competencies of civil servants, for the following domains: HRM; Policy Development, Monitoring and Evaluation; Communication and Visibility; Drafting of Legislation; Public Procurements; Financial Performance; Internal Control; and Administrative Proceedings. The system has been developed, and different tools are used for career development – over 1000 civil servants used the HRMS's Centre for Career Development in 2025, which is 100 more than in the previous year. The professional development system in public administration continues to evolve, as seen by the fact that from the beginning of PAR Strategy implementation, all targets at the level of the specific objective and all measures within it have been met for each individual year (2021-2024), except for one measure in 2025. In 2025, the normative framework regulating professional development in public administration was improved with the adoption of the Law on Additions and Amendments to the Law on Civil Servants, which links attending professional development trainings with work performance evaluation and career advancement of civil servants.

**The level to which trainings, in which innovative forms and methods of professional development were used, met the participants' expectations exceeds target values and is continually growing:**

→ 81% in 2021 and 2022, 84% in 2023, 84.29% in 2024 and 87.22% – compared to the planned 80% – in 2025. All business processes in NAPA have been digitalised. With additional improvements each year, stable cooperation with higher education institutions has been continued, in order to support education/additional education of employees for the public administration → the number of participating state and other public bodies has increased multifold compared to 2021, when this activity started: 18 in 2021, 143 in 2025, while the number of internship positions opened almost doubled compared to 2022/2023: from 794 in 2022/2023 to 1,478 positions in 2025/2026.



**PUBLIC SERVICE DELIVERY:**

In 2025, the processes of optimisation and digitalisation of administrative procedures, improvement of the e-Government portal features, as well as the development of the electronic services system – including e-Delivery and e-Payments – greatly contributed to the achieved results. The e-PAPER programme particularly contributed to lowering the administrative load, with over 600 procedures simplified,

which exceeded the planned values, saving the businesses over

**3.7 bn dinars**  
annually.

In addition, the international recognition of the RAP Portal, as one of the best European projects in the field of digital transformation, confirms the quality and significance of the implemented reforms. In the field of service accessibility improvement, the OSS network expansion continued with

**5 new OSS**  
locations opened in 2025



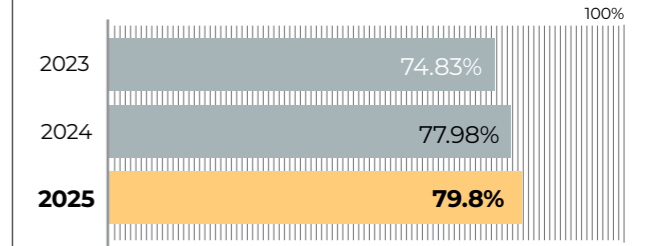
This model allows citizens a more efficient exercise of their rights and obligations in a single location, with higher coordination between institutions and implementation of contemporary digital solutions. In the human resources development field, even though there are no systemic records of employees engaged in service delivery, a mild decrease in the number of training participants has been observed in 2025. At the same time, new tools have been established to monitor human resources capacities, setting up the foundation for future HRM improvements.

Indicators in the area of quality management have exceeded expectations – more than double the planned number of institutions apply quality management models.

In addition, international recognition and the application of the CAF model confirm the progress in this field. In the domain of digital inclusion and citizen capacity building, the SKIP centre continued its intensive activities, implementing 600 training courses, attended by 25,776 citizens. This greatly contributes to a wider application of digital services and the development of a digital society. Overall, the implemented activities contributed to a more efficient, transparent and user-oriented public administration, with clear positive impacts on citizens and businesses.

**ACCOUNTABILITY AND TRANSPARENCY:**

In 2025, the percentage of enforcement of the decisions of the Commissioner for Information of Public Importance and Personal Data Protection has grown. While the enforcement rate for the Commissioner's decisions in 2023 amounted, on average, to 74.83%, and 77.98% in 2024, this rate has increased to 79.8%.



The trend of growth in the number of bodies publishing their Performance Report in a machine-legible format continues. Currently, this number is 7,328, which represents a continued growth compared to the previous years (7,034 in 2023, 7,218 in 2024). A Person With Disabilities (PWD) Support Map has been published on the Open Data Portal (<https://euprava.gov.rs/osi>). This interactive visualisation of data allows persons with disabilities to find the relevant information on individual mechanisms and "instances" they can turn to for support, in a single location, in an accessible and easy to understand manner. Citizens have been given the possibility of a more transparent monitoring of several environmental areas (waste management plans, landfills, and allergenic pollen in the air) through a simple and easy to understand visualisation of data that had previously been standardised in line with EU standards and published in a machine-readable format on the Open Data Portal. The National Price Platform (<https://data.gov.rs/sr/reuses/cenovnici-poredbi/>) has been launched, where data on prices of products in 27 retail chains in the Republic of Serbia, in 23 product categories, are available to the citizens. The data is publicly available to download and re-use. In 2025, an increasing number of bodies are publishing data on the Open Data Portal <https://data.gov.rs/sr/>.

**At the time of writing, 155 organisations were publishing 3,412 datasets (amounting to 6,589 resources) and 74 use cases have been published for the open data use.**

**PUBLIC FINANCE MANAGEMENT:**

The macroeconomic stability has been preserved, with the public debt decreasing to **44.4%** of GDP and investment credit rating preserved, while GDP growth failed to meet the planned level. Progress has been made in medium-term investment planning and management, as well as in public procurement transparency.

**Decrease of public debt  
in 2025 to  
44.4%**

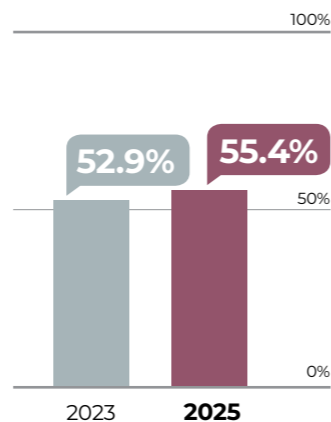


**Budgetary inspection has significantly exceeded its supervision plan, contributing to the strengthening of controls.**

Still, challenges remain in the filed of auditor recommendations, implementation of IPSAS standards and improvement of internal financial control system.

**LOCAL SELF-GOVERNMENT SYSTEM:**

The capacity of LSGs for the implementation of good governance principles has been improved, from 52.9% (in 2023) to 55.4% in 2025.



Four annual awards for the application of the good governance principle have been awarded: Sokobanja (efficiency and effectiveness), Zaječar (transparency and public participation), Veliko Gradište (accountability and rule of law) and Raška (equality and anti-discrimination). When it comes to the improvement of the position and accountability of local self-government, significant steps have been made in 2025 to harmonise the legislative framework in the Republic of Serbia with the principles of the European Charter on Local Self-Government, with the adoption of 3 additional provisions from Section One of the Charter (27 of 30 provisions ratified).

**The share of LSGs that have set up intermunicipal cooperation, in the total number of LSGs has increased to**

**62%**

The share of LSGs that have established intermunicipal cooperation has increased to 62% of the total number of LSGs. In the preceding period, intermunicipal cooperation has led to the achievement of legal security impacts, through the use of standardized sector agreement models that avoid legal gaps and clearly define the responsibilities of each of the LSGs. Higher administration efficiency has been achieved through the establishment of joint services (local ombudsman, inspection), which allow smaller municipalities to operate in a professional manner that they could not afford on their own. Human resources optimisation was achieved through unification of professional capacities, which resolves the issue of a lack of specific profiles of employees in local self-governments. Standardisation of services was also achieved, being that the citizens in all partner municipalities receive the same quality, and the same procedure for the exercise of their rights.

## CHALLENGES

The biggest challenges come from the delays in normative framework improvement due to cabinet reshuffle, frequent changes in leadership and decision-makers, as well as the need for implementation through coordination of multiple bodies, while simultaneously maintaining the administrative silo structure in SABs. These circumstances, together with the still underdeveloped capacities of the competent proposers, have reflected on different aspects of regulatory reform, primarily on the quality of regulatory impact assessment and the implementation of consultations in their drafting. Insufficiently developed quality control for the implemented consultations, insufficient knowledge of the legal framework, short deadlines for the preparation of legislation and lack of awareness on the importance and benefits of the participatory process all have an impact on the fact that the public participation in the development of legislation (laws and regulations) is not at a satisfactory level (in 2025, the consultations have been implemented during the development of 51.3% of laws and 31% of regulations).

The practice of not adopting the annual human resources plan for ministries, special organisations, Government services and expert services of administrative districts, including the lack of adoption of the Human Resources Plan for 2024, 2025 and 2026, together with the practice of approving new employments in line with the already approved budgetary funds and delays in ensuring full HRMIS operability, all result in a continued exceptionally low employment relative to the bodies' expressed needs for employees – 14% in 2021, 18.7% in 2022, 14.25% in 2023, 12.82% in 2024 and 12.42% in 2025. No progress has been made with regards to reducing the number of senior civil servants appointed to the "acting" status, which remains high, or with regards to enhancing their professionalisation. The work of the Special Working Group for for monitoring and proposing measures relating to the management of senior civil servants slowed down during 2025, which is why the strategic document on senior civil service management with a roadmap for integration into regulations has not yet been finalised. Due to the formation of a new Cabinet and the accompanying personnel changes, the establishment of a new Special Working Group for the improvement of the senior civil service is underway.

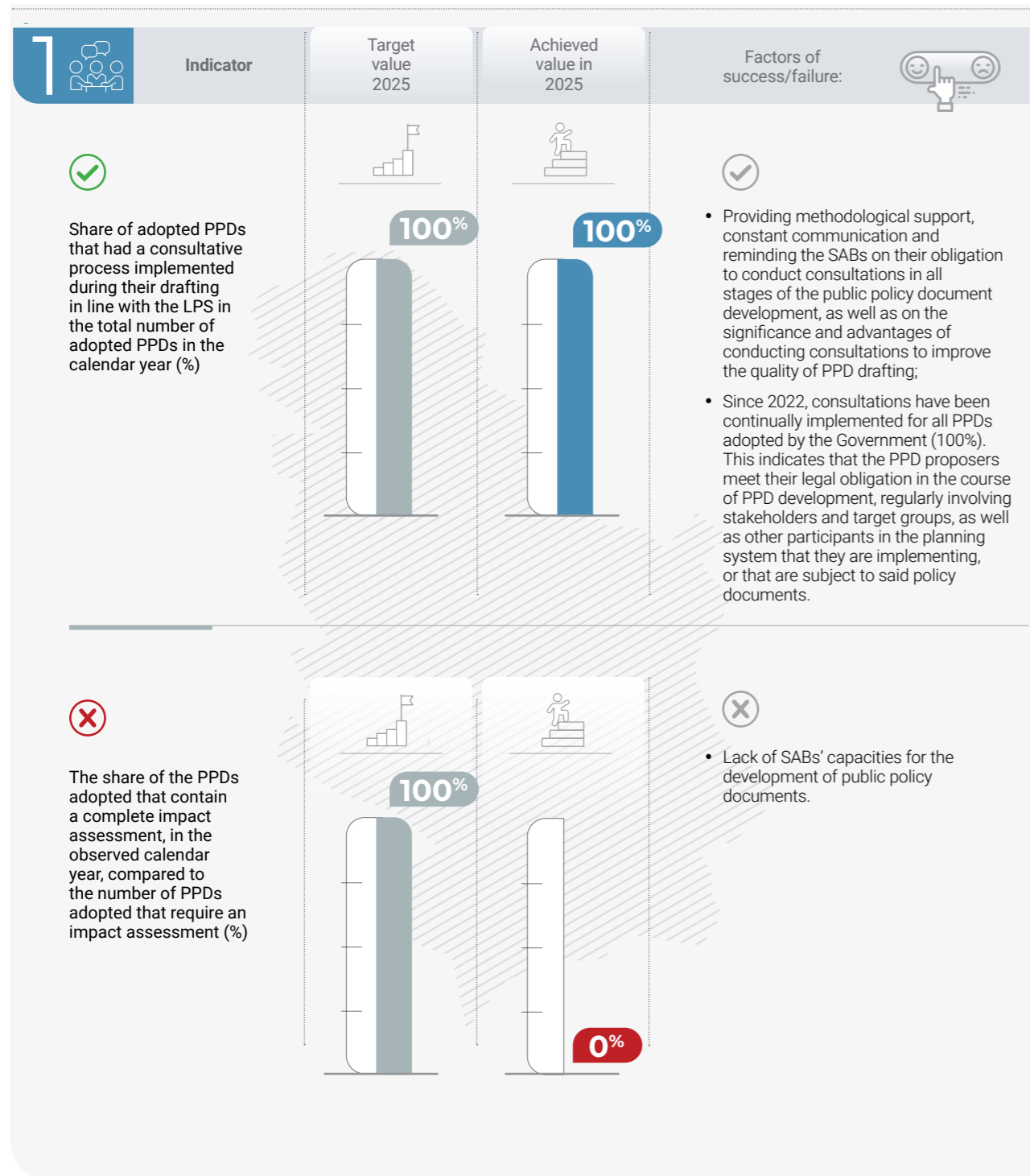
Another challenge in 2025 came from the abuse of right to access to information, which, in addition to expenditures from the public budget, also results in many other severe intangible consequences, namely, in the fact that persons whose right to access to information is jeopardised, are finding it much more difficult and far slower to exercise their rights. The situation has not changed compared to 2024, except that the number of pending cases has increased in 2025, as some have been carried over. For expenditures related to administrative proceedings initiated due to administrative silence, paid out based on the decisions made by the competent courts, a total of 9,945,519.30 dinars have been paid out in 2025, three times more than the sum paid out in 2024.

In addition, there are challenges due to the lack of consensus or regulations regarding the definition of the term and standards of public services, which are the preconditions for job position mapping, training of employees directly delivering public services, as well as for the improvement of the creation of new, or redesign of existing services. The service accessibility practices are not uniform, while the information on services are insufficiently available and clear. Although there are good customer support practices (Contact Centre of the e-Government Portal, Contact Centre of the National Inspections, etc.), the users are unfamiliar with all of the opportunities that have been established in the meantime (OSSs, e-Consultations, intramunicipal cooperation etc.). In addition, there is no single system for monitoring, evaluating and reporting on the quality of the delivered public services, the mechanisms for complaint management are weak, there is a lack of customer satisfaction measurement and management, as well as a lack of coordination in service delivery.

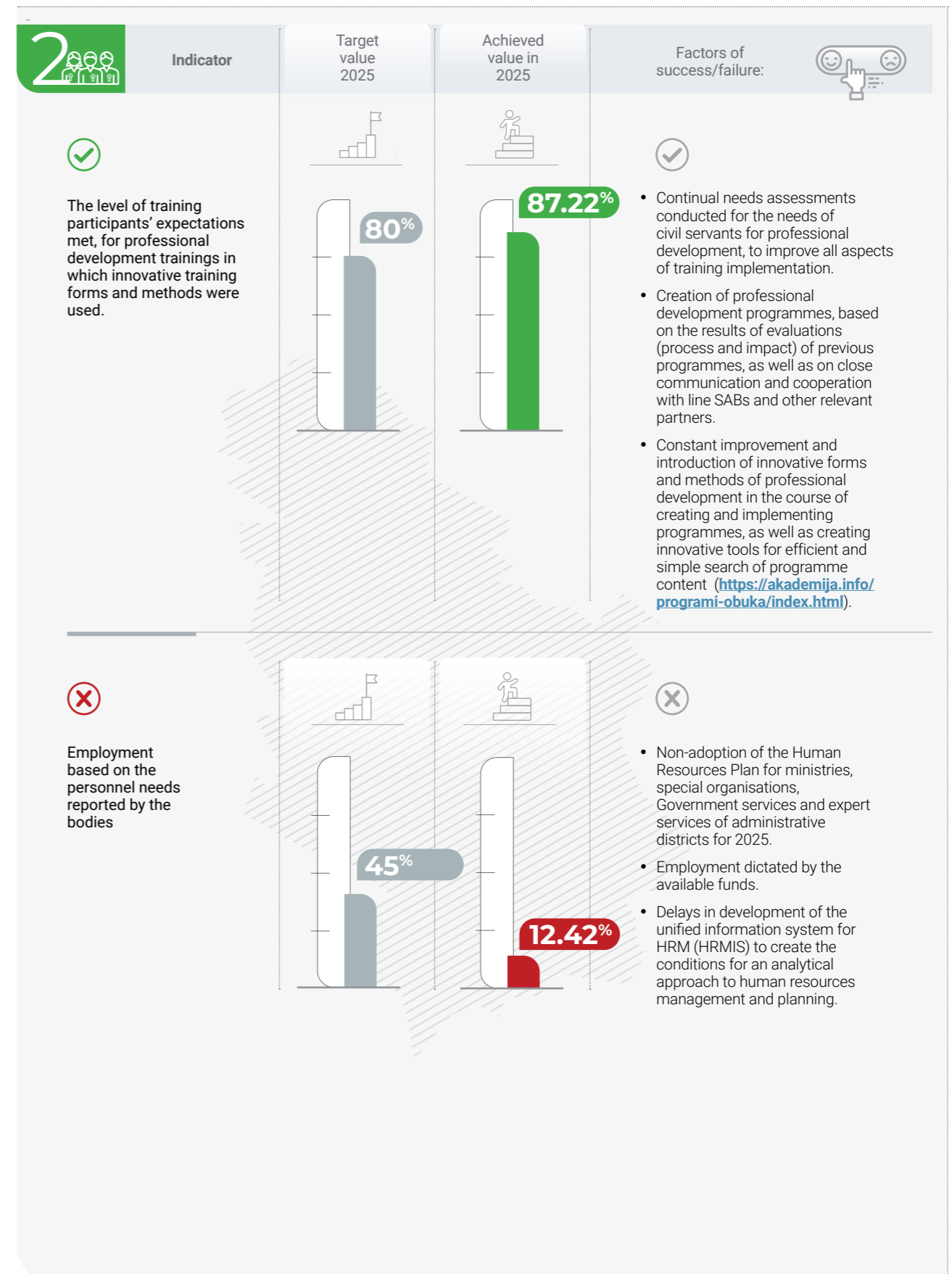
In all areas, there is an underlying problem of insufficiently developed capacities for service delivery, professional IT support, as well as insufficiently developed and unevenly distributed capacities of the state administration bodies for public policy planning, to name a few.

# KEY RESULTS IN 2025 THROUGH INDICATORS

## AREA 1 | PUBLIC POLICY PLANNING AND COORDINATION



## AREA 2 | HUMAN RESOURCES MANAGEMENT



### AREA 3 | PUBLIC SERVICE DELIVERY

3	Indicator	Target value 2025	Achieved value in 2025	Factors of success/failure:
✓	Number of one-stop-shops established in LSGs (number)	35-39	70	<ul style="list-style-type: none"> <li>Clearly defined objectives and continued support to public administration reform contributed to exceedance of the planned results.</li> <li>A high level of local self-government engagement and focus on the needs of citizens accelerated the opening of a larger number of one-stop-shops.</li> </ul>
✗	The percentage of employees of public administration and local self-government employed in service delivery tasks, which have successfully completed training in service delivery quality improvement (%)	63-70	-	<ul style="list-style-type: none"> <li>The number of civil servants employed on service delivery has not been mapped being that the term of "service" has not been defined, making it impossible to measure the percentage of those who had successfully completed training in service delivery quality improvement.</li> </ul>

### AREA 4 | ACCOUNTABILITY AND TRANSPARENCY

4	Indicator	Target value 2025	Achieved value in 2025	Factors of success/failure:
✓	Percentage of priority objectives from the Action Plans for the Implementation of Government Plans (APIGP) pertaining to SABs, which have been taken into account in the development of medium-term plans by the bodies obliged to develop medium-term plans	45	66.7%	<ul style="list-style-type: none"> <li>The increase of this indicator was affected by the fact that the SABs whose results are highly represented in the APIGP have also developed medium-term plans and contribute to the achievement of objectives.</li> </ul>
✗	Annual progress assessment of the EC in the field of accountability (0 - no, 1 - yes)	1	0	<ul style="list-style-type: none"> <li>Frequent elections</li> <li>Frequent changes in leadership and decision-makers</li> <li>Need for implementation to be organised through coordination of multiple bodies</li> </ul>

### AREA 5 | PUBLIC FINANCE MANAGEMENT

5	Indicator	Target value 2025	Achieved value in 2025	Фактори (не)успеха
✓	Share of the general government debt in GDP (%)	50.7%	44.4%	<ul style="list-style-type: none"> <li>Adequately implemented fiscal policy.</li> </ul>
✗	Average number of breaches of law and irregularities, per control, related to the total number of controls performed	1	1.58	<ul style="list-style-type: none"> <li>Although certain progress has been observed compared to the previous year, the results still indicate an insufficient improvement.</li> </ul>

AREA 6 | LOCAL SELF-GOVERNMENT SYSTEM

6	Indicator	Target value 2025	Achieved value in 2025	Factors of success/failure:
✓	LSG capacity for the implementation of good governance principles (%)	52 - 55%	55.4%	<ul style="list-style-type: none"> <li>At the end of 2025, performance in good governance was measured using the Good Governance Index. The measurement showed a growth of LSGU capacity in the field of good governance, which can be attributed, to a significant degree, to continual attention of competent institutions to these topics, horizontal capacity building on an annual level and guiding the instructions for improvement, but also to donor support in providing expertise to the LSGs in working on individual aspects of good governance.</li> </ul>
✗	Share of LSG expenditures in consolidated expenditures in the Republic of Serbia (%)	17-18%	10.9%	<ul style="list-style-type: none"> <li>A lower share of local self-government expenditures is the consequence of the funding for priority and capital-intensive investments being taken over by the national level, together with the implementation of fiscal discipline improvement measures, expenditure control measures and measures for limiting local self-government borrowing.</li> </ul>





# AREA 1

## PUBLIC POLICY PLANNING AND COORDINATION

AREA 2  
HUMAN RESOURCES MANAGEMENT

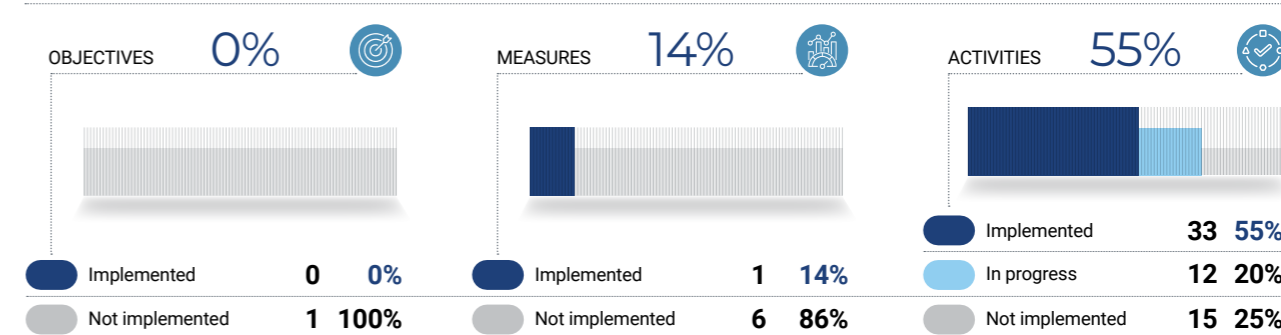
AREA 3  
PUBLIC SERVICE DELIVERY

AREA 4  
ACCOUNTABILITY AND TRANSPARENCY

AREA 5  
PUBLIC FINANCE MANAGEMENT

AREA 6  
LOCAL SELF-GOVERNMENT SYSTEM

### IMPLEMENTATION STATUS



### PROGRAMME GENERAL OBJECTIVE | IMPROVED QUALITY OF PUBLIC POLICY DOCUMENTS AND LEGISLATION

#### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Regulatory quality indicator – World Bank ranking (number)*	60.1 (2019)	65	–**
The indicator of policy harmonisation and planning quality (Scale (1-5))	0 (2021)	5	3

\*The indicator measures the ability of the legislative and executive government to develop, adopt and implement clear public policy documents and legislation, which enable and promote the development of the private sector. The indicator consists of 67 variables, of which 50 are assessed on a 0-100 scale (available at: <https://info.worldbank.org/governance/wgi/Home/Reports>). The indicator is published once per year, in the current year for the previous year.  
\*\* The most recent available data is for 2024, available at: <https://www.worldbank.org/en/publication/worldwide-governance-indicators/interactive-data-access>. The data for 2025 shall be available at the end of 2026.

#### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

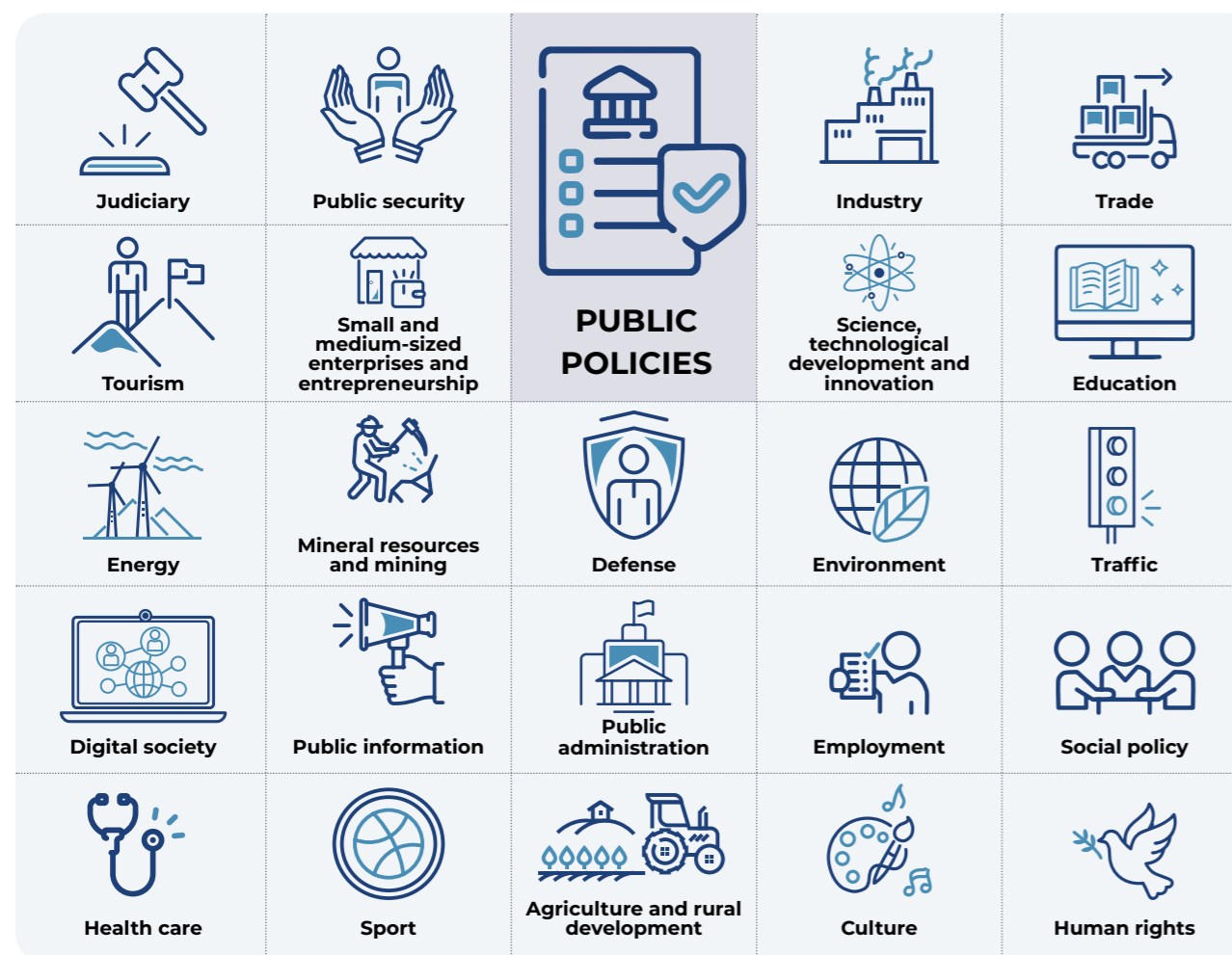
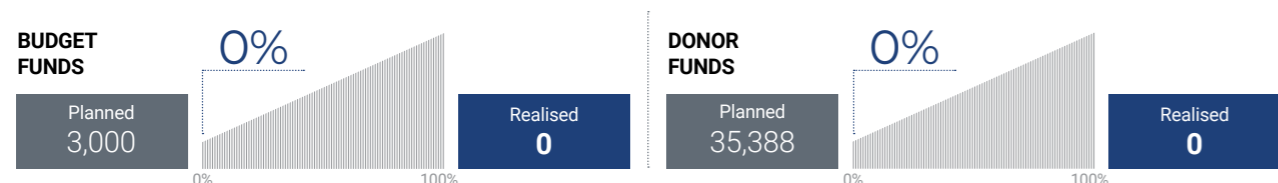
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Specific Objective 1:</b> Regulatory reform with a view of improving business environment and reducing the unnecessary burden for citizens and businesses			
The share of adopted laws containing complete impact assessments, relative to the total number of adopted laws requiring impact assessment, in the calendar year (%)	30.4	52	42.37
The share of adopted laws containing complete impact assessments, relative to the total number of adopted laws requiring impact assessment, in the calendar year (%)	58.3	64	58.54
<b>Specific Objective 2:</b> Capacity building and application of tools for high-quality development and enforcement monitoring of public policies and regulations			
The share of the PPDs adopted that contain a complete impact assessment, in the observed calendar year, compared to the number of PPDs adopted that require an impact assessment (%)	50	100	0
<b>Specific Objective 3:</b> 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) (number)	1	All	6

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
<b>Specific Objective 4:</b> Increased involvement of the civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations				
Share of adopted PPDs that had a consultative process implemented during their drafting in line with the LPS in the total number of adopted PPDs in the calendar year (%)	100	100	100	
Share of adopted legislations that had a consultative process implemented during their drafting in line with the LPS relative to the total number of adopted legislations in the calendar year (%)	35.71	76-80	51.3	
Share of adopted regulations that had a consultative process implemented during their drafting in line with the LPS in the total number of adopted regulations in the calendar year (%)	11.46	34.2-36***	30.1	

\*\*\* Deviation from the target value of up to 5% shall be assessed as a success.

## BUDGET IN THOUSANDS OF RSD



# REGULATORY REFORM AND IMPROVED PUBLIC POLICY MANAGEMENT PROGRAMME 2021-2025

Improvement of PPD and legislation quality, encompassed by the Specific Objective 1 of the PAR Strategy, is further elaborated in the **Regulatory Reform and Improved Public Policy Management Programme 2021-2025 with its Action Plan**,<sup>1</sup> which, as a lower-level PPD than the Strategy, defines the objectives, measures and activities for further development of this area.

their incompleteness (being that the consultations had not been reformed through the aforementioned normative activities), as well as the need to adopt legislation within short deadlines, have had a negative impact on performance at the level of Programme specific objectives, with the target level achieved in one out of seven indicators in 2025. Monitoring indicator achievement at the level of all Programme objectives indicates that the majority of subareas are undergoing slower reforms than planned, and that the target values for indicators continue not to be achieved.

To ensure relevance, efficiency, effectiveness and sustainability of Programme implementation in the upcoming period, the process of ex-post analysis of the Programme (Draft Report on the Regulatory Reform and Improved Public Policy Management Programme 2021-2025) has been finalized. At the same time, throughout the year, the focus was on the development of a Draft Regulatory Reform and Improved Public Policy Management Programme 2026-2030, with the Action Plan for its implementation, the adoption of which was in the final stages at the time of writing of this Report.<sup>3</sup>

The reporting year of 2025 was marked by the **improvement of the normative framework with the adoption of the Regulation on Regulatory Impact Assessment**<sup>4</sup> and the **Regulation on the Methodology of Public Policy Documents Drafting**.<sup>5</sup> This regulates, in more detail, the obligations prescribed in the Law on Planning System of the Republic of Serbia, which pertain to the implementation of a regulatory impact assessment both during the drafting of PPDs as well as during the evaluation of their performance. Separating the regulatory impact assessment from the PPD drafting methodology facilitates the work of civil servants drafting legislation, or PPDs, as this gives them clearly defined and separate requirements for the legislative impact assessment compared to PPD. In addition to the above, the Regulation on Regulatory Impact Assessment prescribes in more detail the requirements for an ex-ante regulatory impact assessment; in line with those requirements, a new report template has been developed, along with precise requirements for the implementation and reporting for an ex-post impact assessment, as well as regulatory performance evaluation. The Regulation on the Methodology of Public Policy Documents Drafting from 2025 improved the planning system by providing better defined steps in the situation analysis, in defining objectives, considering options and in impact assessment, as well as through more detailed standards for strategy, programme and action plan structure. In particular, a system of defining and connecting planning areas has been introduced, which reinforces intersectoral coordination and allows for a more overseable public policy planning, monitoring and reporting.

The plan is that the Specific Objective 1 of the PAR Strategy, which is simultaneously the General objective of the Programme, be implemented through the improvement of the business environment and reduction of the undue burden on citizens and businesses (*Specific Objective 1 of the Programme*), through capacity building and application of tools for high-quality development and enforcement monitoring of public policies and regulations (*Specific Objective 2 of the Programme*), through the establishment of an effective public policy coordination (*Specific Objective 3 of the Programme*), as well as through increased involvement of the civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations (*Specific Objective 4 of the Programme*).

## THE RESULTS ACHIEVED IN 2025

Improvement of public policy management and regulatory reform continues the trend of **moderate progress in 2025**. In terms of Specific Objective 1 of the Strategy, or the General Objective of the Programme, the planned targets have not been achieved. With regards to the indicator "Legislation quality indicator - World Bank ranking", the value achieved in 2024 was 56.1, which is the most recent available data<sup>2</sup>; this is a mild drop compared to 2023, when it was at 56.2. For the indicator of "Policy harmonisation and planning quality" (scale 1-5), level 3 was achieved in 2025, whereas in the previous year it was at 4. This stems from the fact that the Government Operational Plan for 2025 has not been adopted, so the subindicator pertaining to the harmonisation of central-level planning documents was marked with zero points.

The delays in the implementation of reform activities (adoption of the Regulation on Regulatory Impact Assessment and the Regulation on the Methodology of Public Policy Documents Drafting), and

1 Regulatory Reform and Improved Public Policy Management Programme 2021-2025, with the Action Plan ("Official Gazette of the RS", no. 113/21 and 106/24). The revised Programme is available at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/drugiakt/2021/113/1>.

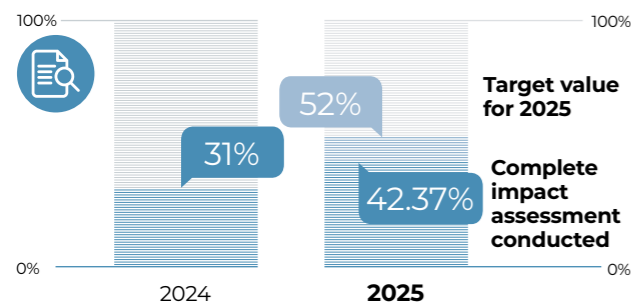
2 <https://www.worldbank.org/en/publication/worldwide-governance-indicators/interactive-data-access>

3 <https://ekonsultacije.gov.rs/topicOfDiscussionPage/483/4>

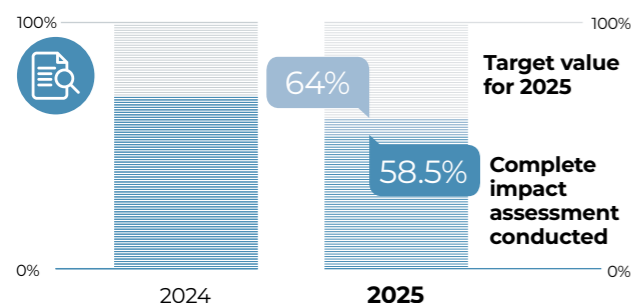
4 Regulation on Regulatory Impact Assessment ("Official Gazette of the RS" no. 20/25), available at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/uredba/2025/20/4/reg>

5 Regulation on the Methodology of Public Policy Documents Drafting ("Official Gazette of the RS" no. 20/25), available at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/uredba/2025/20/5/reg>

When observing the results achieved at the level of Programme specific objectives, it has been noted that **additional efforts are needed to improve the business environment and decrease undue burden on citizens and businesses through regulatory reform** (*Specific Objective 1 of the Programme*), bearing in mind that the quality of the impact assessments conducted in the process of drafting legislation is still below the expected level → of the total number of adopted laws that required an impact assessment, 42.37% contained a full impact assessment, which is significantly below the planned value (target value for 2025 was 52%), but there is still an **increase compared to 2024**, when 31% of the adopted laws contained a full impact assessment.



This result is also affected by the fact that the National Assembly had been in session the entire previous year, which decreased the need for legislation to be drafted with short deadlines, i.e. which had a positive effect on the impact assessment quality. On the other hand, **the positive trend and progress in impact assessment quality has stopped, in terms of impact assessments conducted as part of drafting Regulations** → 58.5% of the regulations that required an impact assessment contained a complete impact assessment, which failed to meet the target value for 2025 of 64% and which represents a drop of almost 20% compared to the previous year.



The Government's need for the adoption of a large number of regulations within a short time-frame caused a drop in the impact assessment quality and poorer compliance with the regulation adoption procedures. All of the above shows that there is still significant room for improvement in terms of regulatory reform, as well as that better results can be expected in the upcoming period as the Regulation on Regulatory Impact Assessment comes into force. On the other hand,

6 According to the assessment of the PPS, in 2024, out of 14 PPDs adopted by the Government, there was a legal obligation of conducting a regulatory impact assessment for 6 PPDs; 3 of the adopted PPDs had a complete impact assessment (50%) and 3 had a partial one (50%). Data for the previous years: 2023 – out of 12 PPDs adopted by the Government that were legally required to include a regulatory impact assessment, 8 adopted PPDs had a complete impact assessment (66.7%), while 4 PPDs had a partial assessment (33.3%); 2022 – out of a total of 10 PPDs adopted by the Government with a legal requirement for an impact assessment, 4 PPDs had a complete impact assessment (40%) and 6 had a partial one (60%); 2021 – of a total of 16 PPDs adopted by the Government with a legally prescribed impact assessment, 7 PPDs had a complete impact assessment (43.75%) and 9 had a partial impact assessment (56.25%).

7 Regulation on the procedure for the preparation of the Draft Development Plan of the Republic of Serbia ("Official Gazette of the RS" no. 55/23 and 33/25), the document is available at: <https://pravno-informacioni-sistem.rs/eli/rep/sgrs/vlada/uredba/2023/54/1/reg>

it must be noted that the reform results are highly affected by the rate of adoption of new legislation, as well as the regularity of operation of the National Assembly, which is impacted by frequent electoral cycles, limiting adequate planning for legislation drafting and reflecting on the impact assessment quality.

When it comes to **availability and quality of the implemented PPD impact assessments** (*Specific Objective 2 of the Programme*), a negative result has been observed in 2025: out of five PPDs adopted by the Government that legally required an impact assessment, four contained a partial impact assessment, one an insufficient impact assessment, while there were no PPDs with a full impact assessment. This is a deviation from the previous trend, spanning several years, in which all PPDs adopted from 2021 to 2024 that required an impact assessment had contained either a full or a partial impact assessment.<sup>6</sup> Capacities of the competent proposers for PPD drafting need to be built so that a higher number of PPD impact assessments would be evaluated as "complete" and fewer as "partial" or "insufficient". This can also be seen in the fact that the target value for the indicator at the level of the Specific Objective 2 of the Programme has not been met fifth year in a row<sup>7</sup> instead of the planned 100%, 0% of the PPDs adopted in 2025 contained a full impact assessment.

In the domain of **effective public policy coordination** (*Specific Objective 3 of the Programme*), the total number of optimized areas in 2025 was 6, namely: public administration, education, public information, employment, industry and small and medium enterprises and entrepreneurship. A positive result can be seen in the trend of **decreasing the total number of PPDs** → from the initial number of PPDs, which was over 100 prior to the beginning of the planning system reform, the number of PPDs in force decreased to 60 (41 Strategies, 15 Programmes and 4 PPDs excluded pursuant to Art. 49 and 50 of the LPS) in 2025, as well as compared to 75 PPDs (55 Strategies, 20 Programmes) in force in 2024. To accelerate and increase the efficiency of the drafting process for the Draft Development Plan of the Republic of Serbia, additions and amendments to the Regulation on the procedure for the preparation of the Draft Development Plan of the Republic of Serbia were adopted,<sup>7</sup> changing the organisational structure for the management of this process.

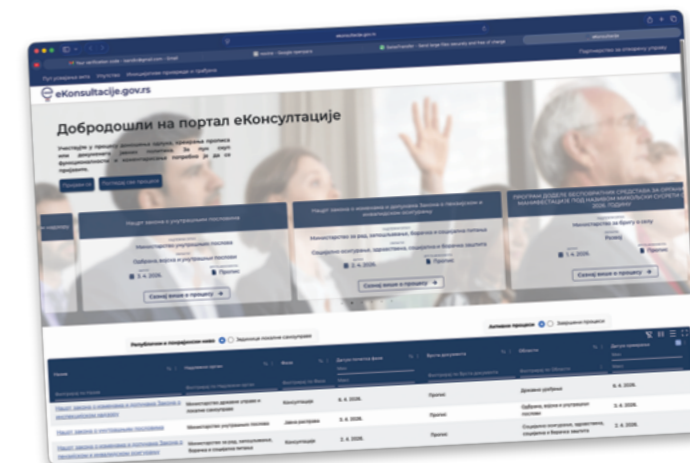
Efficient coordination at the highest, political level, when it comes to the improvement of priority issues within different planning areas, has been confirmed by the adoption of the new **Action Plan for the Implementation of the Government Programme 2025-2027**, after the formation of the new Government in April 2025.

The most significant result that was achieved with regards to the **increase of stakeholder involvement in the early phases of preparation of public policies and regulations** (*Specific Objective 4 of the Programme*) continues to be **the high percentage of implementation of the consultative process in the development of PPDs – the consultative process was implemented in the development of all PPDs**

**adopted in the last three years, including the reporting year of 2025.** After three years of progress in the period 2022-2024 in terms of the implementation of consultations in the process of drafting laws, there was a drop in 2025 (from 58.3% in 2024 to 51.3% in 2025); it must be noted that the results achieved have constantly been below the planned level.

With a slight progress compared to the previous year, when there had been a consultative process implemented for 29.7% of the adopted regulations, the value for this indicator has not been met in the reporting year (planned: 36%, achieved: 31%) which indicates that there is significant room for improvement in order to reach a satisfactory level for the implementation of consultations in the development of this type of by-law. Since there had been no changes to the normative framework in this field, its complexity and lack of harmonisation, especially when it comes to the drafting process, has remained one of the key challenges and factors that affect the presented results.

The **"e-Consultation portal"** continued serving as the central online platform through which the SABs are obliged to conduct consultations and public debates. While the number of participants who had submitted comments through the e-Consultations Portal in the last three years has varied – from 5 (2023) to 50 (2024) to 34 (in 2025), **the number of comments submitted grows – from 5 (2023), 204 (2024) to 299 (in 2025)**; the legal framework regulating the implementation of public debates has been partially amended through the Amendments to the Rules of Procedure of the Government adopted in November 2025, which brought the approval of the public debate programmes to the level of the Government.



## CHALLENGES

- ▶ Adoption of a large number of legislation with short deadlines has a negative impact on adequate planning of the legislation, the quality of the regulatory impact assessment and the use of available tools for its implementation.
- ▶ Insufficiently developed quality control for the implemented consultations, insufficient knowledge of the legal framework, short deadlines for the preparation of legislation and lack of awareness on the importance and benefits of the participatory process all have an impact on the fact that the public participation in the development of legislation (laws and regulations) is not at a satisfactory level (in 2025, the consultations have been implemented during the development of 51.3% of laws and 31% of regulations).

## RECOMMENDATION

Reporting authority:	Recommendation for 2026
PPS	Introduction of a <i>chatbot</i> to support PPD creation
MPALSG	Analysis and recommendations for improving the exercise of civil servants' competencies in the field of research and analytical tasks
PPS	Preparation and publication of the annual report on the consultations and public debates conducted in 2025, in line with the available data
PPS	Development of a web application to test the impact on micro, small and medium businesses and entrepreneurs, as well as completion of a manual for ex-ante and ex-post regulatory impact assessment.



SPECIFIC OBJECTIVES  
**2-4**

AREA 1  
PUBLIC POLICY  
PLANNING AND  
COORDINATION

AREA 2  
HUMAN  
RESOURCES  
MANAGEMENT

AREA 3  
PUBLIC SERVICE  
DELIVERY

AREA 4  
ACCOUNTABILITY  
AND TRANSPARENCY

AREA 5  
PUBLIC FINANCE  
MANAGEMENT

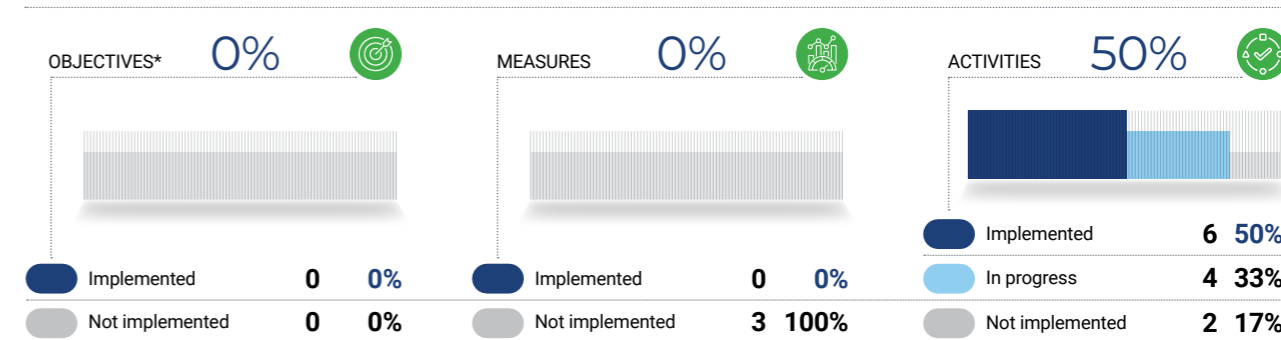
AREA 6  
LOCAL SELF-  
GOVERNMENT SYSTEM



**HRM AREA HAS 3 SPECIFIC OBJECTIVES.**

STATISTICS PER OBJECTIVE:

IMPLEMENTATION STATUS



\*Note: The indicator at the Specific Objective level was not measurable in 2025.

**SPECIFIC OBJECTIVE 2 PARS |**  
IMPROVED RECRUITMENT PROCESS IN PUBLIC ADMINISTRATION

INDICATORS AT THE LEVEL OF OBJECTIVES

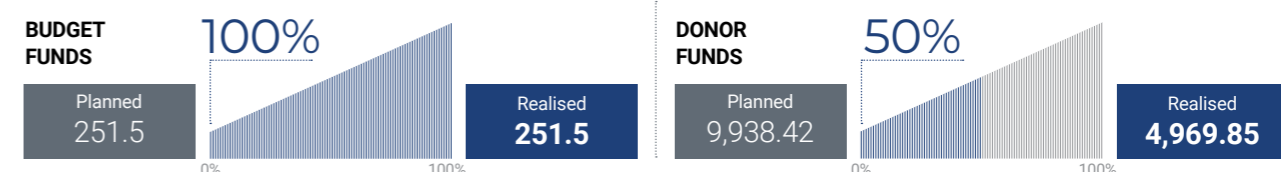
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Meritocracy and effectiveness of recruitment of civil servants (SIGMA principle) (Number)	3	4	—*

\* In view of the fact that this is an indicator monitored in SIGMA reports, and that the SIGMA data collection methodology for compilation of the 2024 Report and the indicators themselves were changed, it cannot be ascertained with certainty whether this target was achieved.

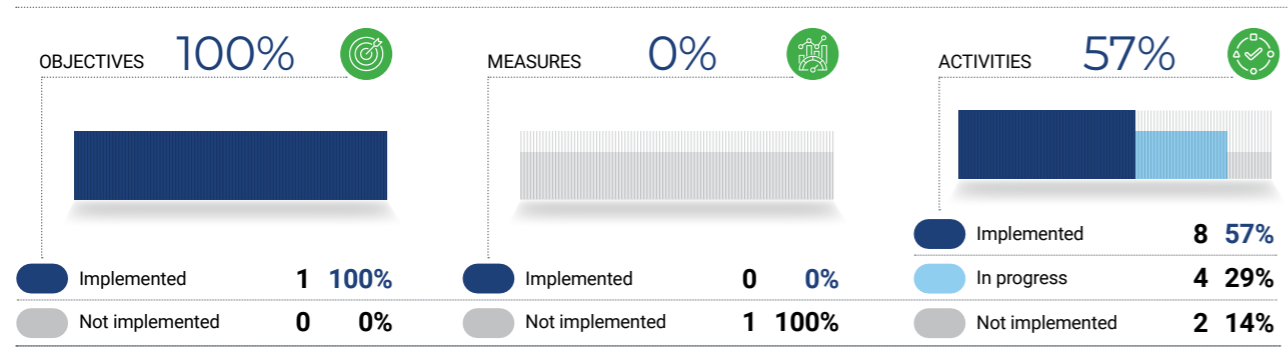
SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 2.1:</b> Improvement of staff planning and promoting public administration as a desirable employer			
Employment based on staffing needs reported by the bodies (%)	0 (2019)	40-45	12.42
<b>Measure 2.2:</b> Improvement of the selection process and the employee induction process			
Degree to which the competency framework matches the public administration needs and core values (Number)	1	4	2
<b>Measure 2.3:</b> Improvement of the procedure for merit-based filling of senior civil service positions, and employee induction			
Percentage of senior civil service positions filled in accordance with the competency framework, relative to the total number of positions	34	95	34.51

BUDGET IN THOUSANDS OF RSD



### IMPLEMENTATION STATUS



#### SPECIFIC OBJECTIVE 3 PARS | EFFICIENT CAREER MANAGEMENT SYSTEM APPLIED IN PRACTICE

##### INDICATORS AT THE LEVEL OF OBJECTIVES

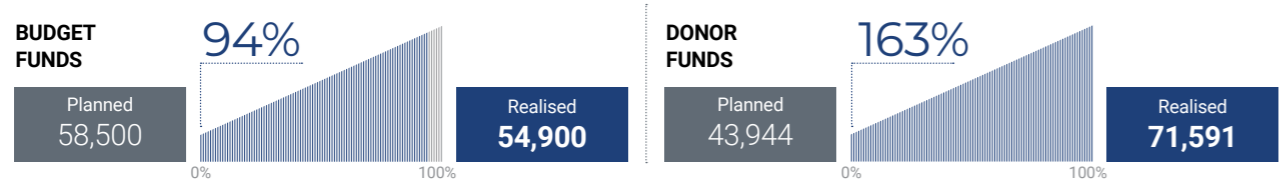
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Degree to which the career management system for the civil service is developed (Number)	1	4	4

##### SPECIFIC OBJECTIVES OF THE PROGRAMME

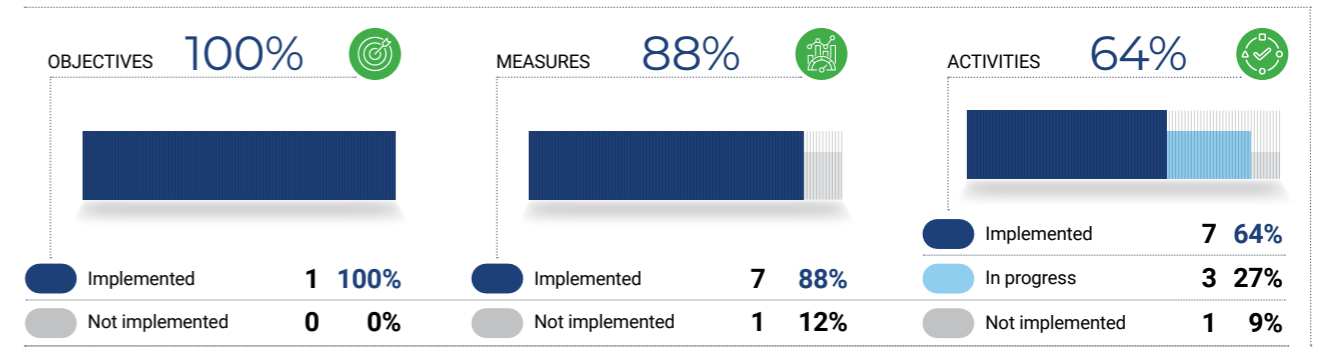
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 3.1:</b> Creating an environment conducive to efficient, innovative and motivated civil servants			
The performance appraisal ratings are distributed according to HRM standards (%)	75	40-45	77
<b>Measure 3.2:</b> Development of institutional and administrative capacities for human resources management			
Degree to which the organisation of human resources units in public administration bodies is standardised, and the quality of human resources management function (Number)	0	3	—*
<b>Measure 3.3:</b> 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) (Number)	11	13	—**

\* The indicator was not measured for 2025 due to a delay in the application of the new Information System which would generate data needed for indicator assessment.  
\*\* In view of the fact that this is an indicator monitored in SIGMA reports, and that the SIGMA data collection methodology for compilation of the 2024 Report and the indicators themselves were changed, it cannot be ascertained with certainty whether this target was achieved.

##### BUDGET IN THOUSANDS OF RSD



### IMPLEMENTATION STATUS



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

##### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
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 (Number)	1	4	4

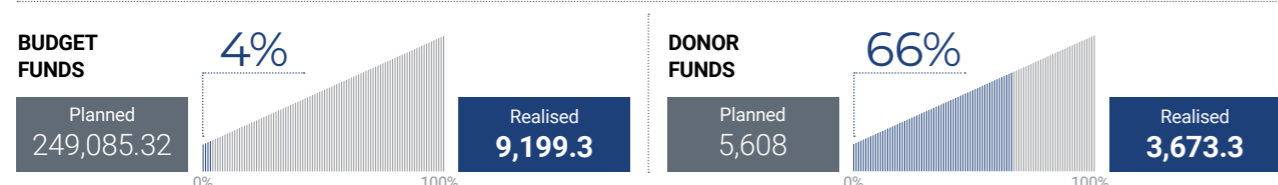
##### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 4.1:</b> Improvement of the uniform system of professional development in government and LSGU bodies			
Degree of implementation of the quality system within professional development in public administration (Number)	1	5	5
<b>Measure 4.2:</b> Improvement of professional development programmes in government and LSGU bodies and of the manner of their organisation and delivery			
The level of training participants' expectations met, for trainings in which innovative professional development training forms and methods were used (%)	0	80	87.22
<b>Measure 4.3:</b> Improvement of the normative framework governing professional development in public administration			
Quality of new regulations in the area of professional development (%)	0	81-90	73
<b>Measure 4.4:</b> 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	4	4

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
<b>Measure 4.5:</b> 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 (Number)	0 (2019)	1	1	
<b>Measure 4.6:</b> Establishment of instruments for cooperation between institutions responsible for professional development of employees in government and other bodies				
Extent of development of the framework for cooperation between institutions charged with the professional development of employees (Number)	0	1	1	
<b>Measure 4.7:</b> Introduction of uniform criteria, benchmarks and standards in professional examinations in the public administration system				
Extent of establishment of uniform standards concerning professional examinations in the public administration system (Number)	0 (2019)	12	15	
<b>Measure 4.8:</b> Development of cooperation with higher education institutions to support schooling and/or additional education of public administration staff				
Percentage of government and local self-government bodies participating in the student internship programme	0	45-50	56	

## BUDGET IN THOUSANDS OF RSD



## HUMAN RESOURCES MANAGEMENT

Through the implementation of the PAR Strategy 2021–2030, further reform steps are being taken to improve the HRM function in the civil service system, which should be based on merit and lead to the establishment and strengthening of further professionalisation and depoliticization.

For that purpose, further HRM development was planned through measures and activities aimed at improving the recruitment process in the public administration (*Specific Objective 2 of the PARS*), building an efficient career management system that is applied in practice (*Specific Objective of 3 of the PARS*), as well as at the 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*).

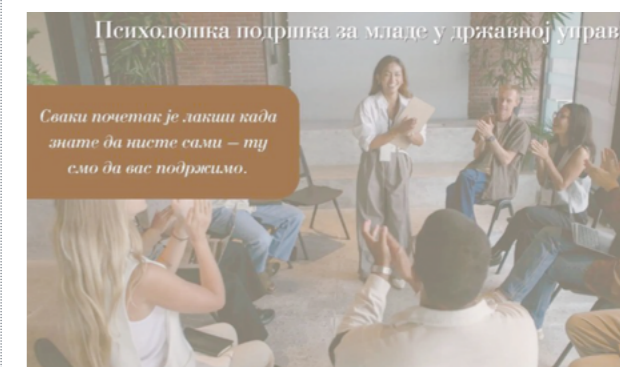
### THE RESULTS ACHIEVED IN 2025

In the field of HRM, the trend of **uneven results accompanied by partial progress** continued in 2025 as well. The subarea of professional development and professional examinations continued its growth and development trend, while the results in recruitment improvement and development of an efficient career management system are below the planned level, primarily due to a lack of implementation of key reform activities in this field (e.g., abandoning the salary system reform, delays in the establishment of human resource planning and ensuring full functioning of the uniform information system for human resources management – HRMIS, low percentage of senior civil servants positions filled in line with the competence framework etc).

When it comes to **recruitment in public administration** (*Specific Objective 2*), the normative framework has been improved to further develop transparency, efficiency and attractiveness of the public administration as an employer. Starting from SIGMA recommendations, the additions and amendments to legislation have brought about the following improvements:<sup>8</sup>

- extension of the deadline for the submission of application for public competitions from 8 to 15 days, allowing for greater accessibility and larger candidate pool;
- introduction of the obligation for the announcement of the public competition to contain the information on the basic salary, manner of submitting an application, as well as on the manner of delivery of the decision on the selection of candidates, to ensure that potential candidates are as informed as possible on all relevant data related to the competition and the position it pertains to;

- introduction of a mandatory verification of at least one functional competence when entering in fixed-term employment;
- the option of electronic delivery was introduced for the decision on the rights and duties derived from the employment relationship of civil servants;;
- Improvement of the operation of competition committees (mandatory participation of a psychologist in assessing competencies);
- optimisation of the competence check (avoiding doubling checks, possibility of digital knowledge checks through simulations, decreasing the need for individual interviews with all candidates and contributing to the efficiency of procedures; in addition, the possibility of forming databases for typical tests to check individual functional competencies, by work areas and by job positions, has been introduced);
- a more efficient manner has been envisaged for the delivery of decisions on entry into employment, namely by publication on the body's website and the announcement board, to inform the public and the candidates who had taken part in the selection procedure on the results of the competition, and on their right to appeal.



"Youth for youth – Supporting the first steps in public administration"

However, the failure to adopt a Human Resources Plan for the Ministries, special organisations, Government services and expert services of administrative districts for 2025, as well as delays in providing full functionality of the HRMIS that would create the preconditions for an analytical approach to human resources and their planning, has a constant effect on the low **level of employment based on SABs human resources needs (Measure 2.1)** → in 2025, 45% was planned and 12.42% achieved.

Within the same measure, HRMS continued activities promoting public administration as a desirable employer through targeted campaigns promoting individual bodies on social networks and benefits, career opportunities and public competitions.

<sup>8</sup> The Law on Civil Servants (Official Gazette of the RS no. 79/05, 81/05 - correction, 83/05 - correction, 64/07, 67/07 - correction, 116/08, 104/09, 99/14, 94/17, 95/18, 157/20, 142/22, 13/25 - CC, 19/25, 109/25, 9/26)

As a result of these activities, the number of competition announcements increased by 70%, the average number of applications per position by 37.5% and promotional content interactions increased by more than 14,000 percent. In addition, a pilot program entitled "Youth for youth – Supporting the first steps in public administration", within which 52 participants (students, interns, volunteers and employees in public administration) took part in 6 psychological workshops and 24 individual meetings with HRMS psychologists, developing the skills of working in administration. The degree to which the competence framework corresponds to the needs and key values of work in public administration is in stagnation → since 2021, the achieved level is 2, with failure to meet the target value in 2025 which was 4. The work on improving the competence framework for civil servants continues, including the senior civil servants, to **improve the selection process and the employee induction (Measure 2.2)**. Draft proposals have been developed for typical jobs performed in eight specific public administration domains, namely: Human Resources Management; Policy Development, Monitoring and Evaluation; Communication and Visibility; Drafting of Legislation; Public Procurements; Financial Performance; Internal Control; and Administrative Proceedings, while the review of other job families is expected in the course of 2026. A public consultation process was conducted with regards to the compiled proposals for typical jobs and accompanying special functional competencies of civil servants. Work on the elaboration of ex-post analyses of laws and bylaws on the method and manner of conducting competition procedures and evaluation of work performance in SABs, aimed at developing a proposal for the improvement of the normative framework, is nearing completion. When it comes to capacity building for the members of competition committees and human resources management units, with regards to the application of contemporary selection methods, in 2025 there were three online trainings available – Methods and techniques of selecting employees, completed by 39 participants, The modern concept of human resources management in LSGU, which was completed by 29 participants, and Processes and procedures in civil servant employment, completed by 25 participants. The trend of not reaching target values continues when it comes to **filling positions for senior civil servants in line with the competence framework (Measure 2.3)**, which remains one of the key segments in HRM that requires a particular acceleration of activities → according to the data for 2025, 34.51% of the total number of filled positions was filled following a competition (target value for 2025: 90.25–95%). No significant progress has been made in implementing activities pertaining to the proposal and implementation of measures regarding senior civil servants management.



HRMS developed and is using various career management instruments on a growing number of civil servants before the deadline – over 1000 civil servants used the HRMS's Centre for Career Development in 2025, about 100 more than in the previous year – which contributed to maintaining a high degree of **development of the civil servants career management system (Specific Objective 3 of the PARS)** → the value achieved in 2025 is 4, which was also the

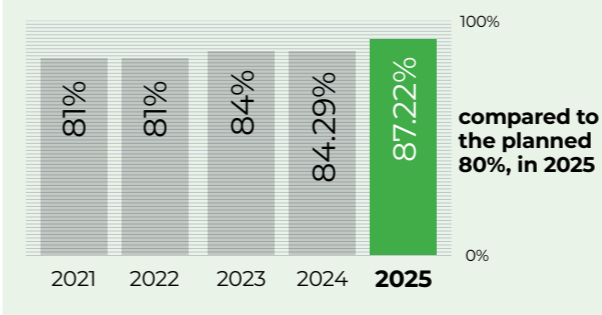
target value, as well as the result in 2024. With regards to creating an environment conducive to efficient, innovative and motivated civil servants (Measure 3.1), the distribution of the work performance evaluation outcomes is still significantly higher than planned → 77% of the civil servants had their work performance in 2025 evaluated with the highest marks, and the target value was 47.25-40%, with the lower value being preferable. Analytical work has been completed on the development of possible career models and a talent management model through the elaboration of two studies with recommendations for implementation, as well as on a comparative analysis on the measures undertaken by EU member states to create conditions for civil servants to initiate changes and innovation in public administration. The key challenge when it comes to **the development of institutional and administrative capacities for HRM (Measure 3.2)** is reflected in the fact that the HRMIS information system is still not fully functional despite some activities having been undertaken in the reporting year – over 90% of the data on organisational charts, job positions in individual bodies and close to 35% of final job descriptions and competency templates have been entered. In addition, the software solution itself has undergone some improvements, through the creation of a web service for seamless operation of e-Sick Leave, creation of template legal documents pertaining to labour law has continued, as has the adjustment of the system to the amendments in the legislative framework and employment process. In the domain of **strengthening the professionalisation of senior civil servants/managers (Measure 3.3)**, no results have been achieved in defining the policies and future directions of senior civil servant management, or in integrating them into legislation. At the same time, within NAPA, 18 newly appointed senior civil servants attended the *Training programme for newly-appointed senior civil servants*, while 259 of them attended the *Continual professional development programme for senior civil servants* (149 more than in 2024). The training programme for managers in LSGs is continually improved – in 2025, NAPA developed and the Government adopted the Training programme for managers in LSGs for 2026, containing 7 new trainings.

**The system of continual professional development and professional examinations in public administration (Specific Objective 4 of the PARS)** continues to evolve more efficiently than other HRM subareas, with the continuity of results – **since the beginning of PAR Strategy implementation, all targets at the level of the specific objective have been met**, and all measures within it for each individual year (2021-2025) have been implemented, except for one measure in 2025.



Central annual Network of Schools event, December 2025

NAPA, as the central institution of the professional development system in the public administration has been recording **continual growth in terms of meeting the expectations of participants in the trainings in which innovative forms and methods of professional development were used (Measure 4.2)** →



Within the aforementioned measure, in 2025, 148 trainings were organised using contemporary forms and methods (13 more than in 2024) with the participation of 4,161 participants (837 more than in 2024), 50 training programmes were organised in the field of innovation and public services and 98 in the field of digital transformation and data use. In addition, within the Civil Servant Training Programme for 2025, a special programming area was developed entitled *National security and security architecture*, containing 12 trainings.<sup>9</sup> These training programs were implemented using different forms of continual professional development: in-person trainings, online trainings,

modernised training systems of hybrid learning that comprises the implementation of training in two stages: online and through consultations. In terms of **improvement of the uniform professional development system (Measure 4.1)**, NAPA has continued supporting SABs and LSGs in the professional development process, from assessing the needs for professional development to developing particular training and evaluation programmes – in 2025, 10 online individual questionnaires were developed to ascertain the needs of public administration bodies, and manuals to facilitate the preparation of professional development programmes were elaborated.<sup>10</sup>

During the reporting year, **the normative framework regulating professional development in public administration was improved (Measure 4.3)** with the adoption of the Law on Additions and Amendments to the Law on Civil Servants<sup>11</sup> which links attending trainings with work performance evaluation and career advancement of civil servants. In addition, additions and amendments were adopted to the Regulation on accreditation, manner of engagement and fees of professional development programme providers and implementors,<sup>12</sup> which significantly improve the process of accreditation for training providers and their status in the professional development system in public administration, with the final objective of ensuring the conditions to attract future and motivate existing lecturers and other training providers to take part in its implementation, i.e. in the creation of a stable, high quality structure of lecturers and other training providers in the longer term. Finally, a Draft law on professional examinations was prepared, with the aim of **introducing uniform criteria, benchmarks and standards in professional examinations in the public administration system (Measure 4.7)**.

<sup>9</sup> NAPA training programs for 2025 are available at the following link: <https://napa.gov.rs/tekst/49/godisnji-programi-obuka-naju.php>.

<sup>10</sup> Manuals 1. Водич за припрему програма стручног усавршавања запослених у јавној управи, 2. Исходи учења у стручном усавршавању запослених у јавној управи и 3. Облици, методе и технике спровођења програма стручног усавршавања.

<sup>11</sup> Law on additions and amendments to the Law on Civil Servants ("Official Gazette of the RS" number 109/25)

<sup>12</sup> Regulation on accreditation, manner of engagement and fees of professional development programme providers and implementors in public administration ("Official Gazette of the RS" no. 90/18, 71/19 and 6/26)

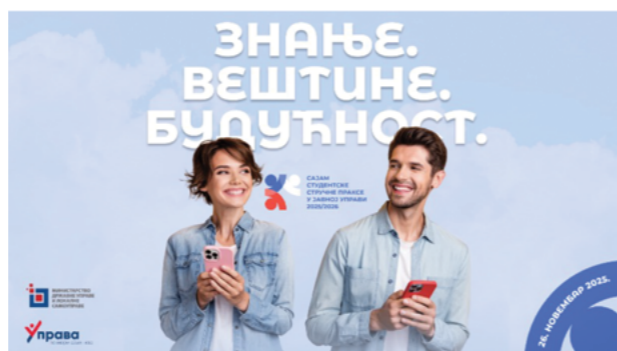
All business processes in NAPA have been digitalised (Measure 4.4), which encompasses assessing needs for continual professional development, provider accreditation, implementation of an internal competition, training implementation, maintaining the central register of programmes and accreditation of specific programmes, which allows for a higher efficiency in functions and services provided by NAPA.

In addition to the regular activities of the Network of Schools (Measure 4.6),<sup>13</sup> in 2025, a central annual event of the Network of Schools,<sup>14</sup> was held for the first time, organised by MPALSG, with almost 300 participants from government bodies, LSGU bodies, courts and public prosecutors' offices, which had a significant impact on visibility and promotion of intersectoral professional development and networking of different categories of employees, appointed persons and senior civil servants in all government and other bodies, who had not had a chance thus far to improve their knowledge and skills in multi-sectoral topics through joint professional development programmes. Within the central event, the lecturers of the Diplomatic Academy held a training dedicated to the Basics of Protocol, which had generated a lot of interest during the process of needs assessment for intersectoral professional development for 2025.

With additional improvements every year, the **stable cooperation with institutions of higher education to support schooling/additional education of public administration employees (Measure 4.8)** continued, contributing to creating a link between the policy of administrative capacity building and the educational system. *The Programme of cooperation in providing public administration support to institutions of higher education in the educational process for the academic school year of 2025/2026* is organised by 5 public universities (in Belgrade, Kragujevac, Niš, Novi Sad and Novi Pazar) and **143 government bodies and LSGU bodies from 70 towns and municipalities, offering almost 1,500 internship positions.**

Within Measure 4.8, exceptional progress has been observed compared to the first year of implementation → **the number of participating state administration and other bodies has increased multifold compared to 2021, when this activity started:** -18 in 2021, 143 in 2025, while **the number of internship positions opened almost doubled compared to 2022/2023:** from 794 in 2022/2023 to 1,478 positions in 2025/2026.

**The Fifth Fair of Public Administration Internships**, was held on 26 November 2025, to promote professional development and attract employees to work in public administration.<sup>15</sup> The fair has been traditionally organised using a specially designed 3D platform that has allowed visitors to participate in all events at the fair, regardless of where they were. In this way, the students and other visitors had the opportunity to get acquainted with all public administration bodies and their internship offers – at the virtual booths of the bodies, through brochures, at round tables and panels, but they were also able to get information on internships from the AI assistant. The virtual community of the student internships in public administration had over 12,000 visitors in the days leading up to, and on the day of the fair (2,000 more than last year's fair), and 264 newly registered members.<sup>16</sup>



The Fifth Fair of Student Internships in Public Administration

<sup>13</sup> The Agreement on cooperation in promotion and stimulation of intersectoral professional development in government and other bodies was signed in 2023 by MPALSG, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Interior, NAPA and Judicial Academy, the representatives of which comprise the Network of Schools. Further details on this Agreement are available at: <https://mduls.gov.rs/saopstenja/ministar-martinovic-sporazumom-o-saradnji-formira-se-zajednicko-interresorno-telo-mreza-skola/?script=cir>.

<sup>14</sup> More on the Central annual event of the Network of Schools is available at: <https://mduls.gov.rs/saopstenja/ministarka-drzavne-uprave-i-lokalne-samouprave-svezana-paunovic-otvorila-je-danas-prvi-centralni-godisnji-dogadjaj-mreze-skola-odrzan-u-palati-srbija/?script=cir>

<sup>15</sup> Further information on the Fair of Student Internships in Public Administration 2025/2026 and the archive of all fairs held so far are available at the website of the Virtual Community of Student Internship in Public Administration, at <https://strucnapraksa.mduls.gov.rs/>.

<sup>16</sup> Through the Virtual Community of Student Internship in Public Administration, relevant news and internship information were published regularly, and direct communication with the students was established through the Q&A option. By the end of 2025, the Virtual Community had 2,157 regular/registered members, of which 500 were registered in 2025, 83,051 visitors, of which 21,419 in 2025, with 245,878 views and 624,766 "events".



## CHALLENGES

- ▶ The practice of not adopting the annual human resources plan for ministries, special organisations, Government services and expert services of administrative districts, including the lack of adoption of the Human Resources Plan for 2024, 2025 and 2026 (as planned in the PARS AP 2021-2025), together with the practice of approving new employments in line with the already approved budgetary funds and delays in ensuring full HRMIS operability, results in a continued exceptionally low employment relative to the bodies' expressed staffing needs – 14% in 2021, 18.7% in 2022, 14.25% in 2023, 12.82% in 2024 and 12.42% in 2025, with a failure to achieve the target values at the level of Measure 2.1 for all these four years (*Specific Objective 2*).
- ▶ The work of the Special Working Group for monitoring and proposing measures relating to senior civil servants management slowed down during 2025, which is why the strategic document on senior civil service management with a roadmap for integration into regulations has not yet been finalised. Due to the formation of a new Cabinet and the accompanying personnel changes, the establishment of a new Special Working Group for the Improvement of the Senior Civil Service, which will be chaired by the Minister of Public Administration, is underway. Bearing in mind that the process of creating a working group is in progress, new proposals have not yet been considered, but will rather be the subject of deliberations of this working group once it has been established. Since this document is aimed at offering solutions for the existing challenges and directions of future development, there has been no progress in the reduction of the number of senior civil servants appointed into the "acting" status, which remains high, or in the enhancement of their professionalisation (*Specific Objective 2 – Measure 2.3 and Specific Objective 3 – Measure 3.3*).
- ▶ Although the work continues 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 HRM situation after several years of application of regulations based on the competences system.



## RECOMMENDATION

Reporting authority:	Recommendation for 2026
MPALSG	Development of a draft new methodology for human resources planning based on strategic needs of public administration bodies and the necessary competencies, in line with the budget plan
MPALSG	Elaboration of the competence levels for civil servants in selected areas of work and definition of types of jobs in the areas of work
MPALSG	Elaboration of a proposal for measures to improve senior civil servants management
MPALSG	Conceptual development of a master plan for life-long professional development in public administration
HRMS	To further develop the HRMIS information system, the process of entering rulebooks on internal organisation and job catalogue with all job positions, necessary requirements and other prescribed data should be completed, as well as the entry of all employees with all the relevant data; the process of strengthening the SABs' capacities for the use of this system through trainings organised by NAPA should commence.
HRMS	Introduce the application of the 360 degrees tool for the needs of middle management development planning.
HRMS	Establishment of a Centre for Career Orientation within the public administration, including setting up a database of potential candidates according to different scientific fields, areas of work, level and type of education and other relevant criteria, to improve human resources planning efficiency and to form timely insights into the available human resources potentials.
NAPA	Implementation of the concept of development monitoring and evaluation of lecturers and other training providers in line with the established ISO 9001.2015 procedures.
NAPA	Establishment of a Quality Management Centre with the aim of improved management of the continual professional development system in public administration.



SPECIFIC OBJECTIVE

5

AREA 1  
PUBLIC POLICY  
PLANNING AND  
COORDINATION

AREA 2  
HUMAN  
RESOURCES  
MANAGEMENT

AREA 3  
PUBLIC SERVICE  
DELIVERY

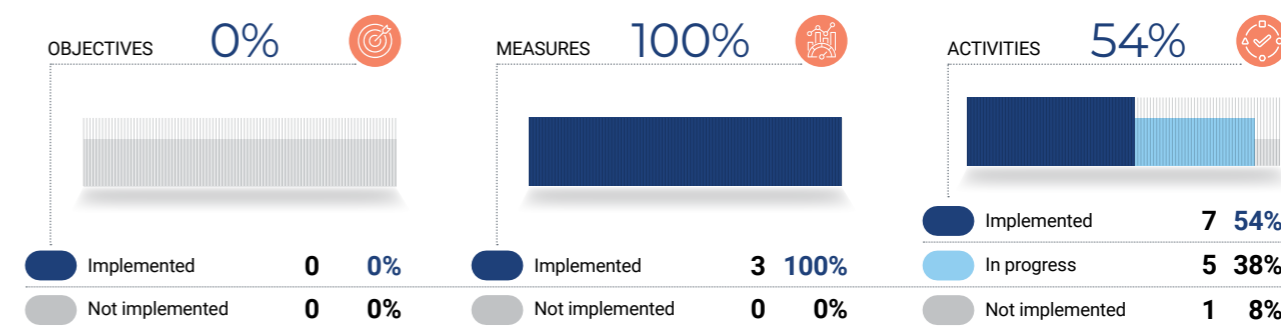
AREA 4  
ACCOUNTABILITY  
AND TRANSPARENCY

AREA 5  
PUBLIC  
FINANCE  
MANAGEMENT

AREA 6  
LOCAL SELF-  
GOVERNMENT  
SYSTEM



## IMPLEMENTATION STATUS



### SPECIFIC OBJECTIVE 5 PARS |

PUBLIC ADMINISTRATION DELIVERS SERVICES IN AN EFFICIENT AND INNOVATIVE MANNER RESPONDING TO THE NEEDS OF END USERS AND ENHANCING THEIR USER EXPERIENCE

### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
SIGMA's average score for service delivery for all four pillars (Grade 0-5)	3 (2019)	4-5	-*
The GDP share of the administrative burden of citizens and businesses (%)	3.11 (2018)	3.02-2.75	-**

\* Since the SIGMA methodology has changed, the indicator is not measurable.  
\*\* The indicator pertaining to the share of the administrative burden on citizens and businesses in GDP is currently not available. The calculated administrative expenditure for 2024 is 2.7. The data for 2025 shall be available in the second half of 2026.

### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

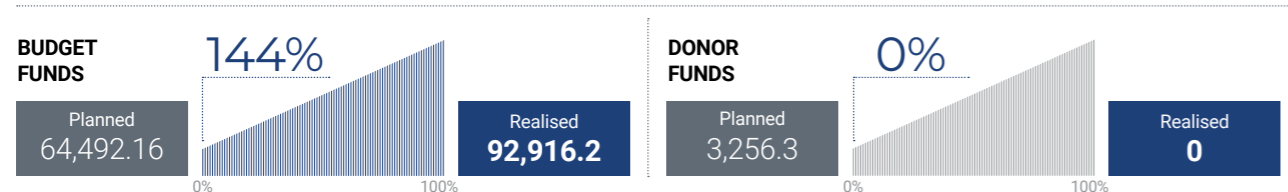
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 1.5.1:</b> Improved development of services tailored to end users through the enhancement of the process for developing new and optimising existing services			
Number of simplified administrative procedures for citizens and businesses (Number)	125	495-550	608
Number of one-stop shops established in LSGs	14	35-39	70
<b>Measure 1.5.2:</b> Increasing human and technical-technological capacities of public administration for service delivery to end users			
Percentage of employees of state administration and local self-government employed in service delivery tasks, which have successfully completed training in service delivery quality improvement (%)	0	63-70	-***
EU benchmark of electronic governance – existence of key preconditions (Index 0-100)	35	81-90	-****

\*\*\* The number of participants in these trainings in 2025 is 1,503. This cannot be expressed in percentages as it is not known how many employees there are employed on these tasks in total.  
\*\*\*\* The European Commission has stopped measuring this indicator for candidate and potential candidate countries.

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 1.5.3:</b> Improved system of service quality control and quality assurance			
Number of SABs that have already implemented the CAF or any other quality management tool in the course of one calendar year, on the grounds of the appropriate legal framework (Number)	0	10	14

## BUDGET IN THOUSANDS OF RSD



## SERVICE DELIVERY

The ultimate outcome in Service delivery is aimed at building a public administration that responds to the needs of the end users in an effective, contemporary and innovative way, while simultaneously improving the entire user experience.

To achieve Specific Objective 5, implementation of a set of measures has been planned, including: further development and improvement of user-oriented services by improving the process of their development and optimization of the existing solutions; improving human and technical-technological capacities of public administration for the delivery of user-oriented services; as well as improvement of the service quality control mechanisms and quality assurance systems.

### THE RESULTS ACHIEVED IN 2025

Within Specific Objective 5, the indicator pertaining to the average SIGMA monitoring grade in the Service delivery field, for all four pillars of measurement, is not measurable using the old methodology since the methodology has changed. The indicator pertaining to the share of the administrative burden on citizens and businesses in GDP is currently not available. The amount of 2.7 pertains to the calculated administrative expenditure as a share of GDP in 2024. The data for 2025 shall be available in the second half of 2026. Being that the Statistical Office of the Republic of Serbia has revised the GDP in 2025, the values for the calculated share of administrative expenditures in GDP have also been revised, and the revised amount has been presented herein. In addition, the number of simplified administrative procedures for citizens and businesses has exceeded the planned value (target value (TV) was 495-550, and the achieved value is 608); for more detail, see section „E-PAPER”.

Concerning the measures related to the improved development of user-tailored services through the enhancement of the process of developing new and optimising existing services, 5 one-stop shops (OSSs) were opened in 2025 (total of 70). Citizens from Bački Petrovac, Veliko Gradište, Despotovac, Kovin and Požarevac can now take all of their dealings with institutions to a one-stop shop. Thanks to the OSSs, the citizens can submit applications, obtain necessary



One-stop shop

information and, once the bodies and administrations have completed their cooperation pertaining thereto, get the appropriate decisions, all in a single location. One-stop shops are a visible proof of public administration reform that allows citizens to exercise their rights in a single location, with support from trained staff and using contemporary digital solutions, and to complete their administrative tasks without having to visit several institutions. The purpose of this model is to bring the administration closer to the population, make it more available, transparent and citizen-oriented.



Joint event - presentation of the results achieved by OSSs, organised by MPALSG and UNDP, 24 November 2025

When it comes to the measure directed at strengthening human and technical-technological capacities of public administration in delivery of services to end users, it should be noted that the number of civil servants engaged on service delivery is not systemically recorded. It is therefore impossible to determine the percentage of those who had successfully undergone training in service delivery quality improvement. However, the available data show that the number of participants in these trainings has decreased in 2025 compared to the previous year - from 1,706 in 2024 to 1,503 in 2025.

HRM has developed an application for SABs and LSGs, to enter data on employees engaged on public service delivery. Based on the data entered into the application, an analysis of human resources availability and structure within public administration and local self-government for public service delivery was elaborated, using a representative sample of 21 LSGs and 29 SABs.

The indicator of the measure pertaining to the improved system of service quality control and quality assurance has been achieved. The quality management model was implemented in more state administration bodies than planned: instead of the planned 10 SABs, 14 have some of the tools and models of quality management active.

Instead of the  
planned  
**10**

**14**  
have some of the quality  
management tools and  
models active



e-Government for All Project

Within the support for the introduction of the European tool for quality management in public administration – CAF, three institutions in the Republic of Serbia have been awarded the CAF quality mark: The Office for Combating Drugs, Mine Action Centre and Accreditation Body of Serbia, while four institutions currently have the mark CAF Effective User, among which is the Agency for Peaceful Settlement of Labour Disputes of the Republic of Serbia, as the first institution in the country to be awarded this label. The Office for Combating Drugs has implemented the CAF model successfully for the second time. In addition, at the Tenth European CAF Event, held in Warsaw on 10 April 2025, the prestigious award “Golden 18” for HRMS’s CAEfficiency was awarded—the national platform for CAF, recognised as an example of innovation in the public sector. All necessary information can be found on MPALSG website, on the page dedicated to quality management –CAF (<https://caf.mduls.gov.rs/>).



Trainings at the SKIP centre

In the field of building citizens’ capacities, MPALSG manages the Serbian-Korean Information Access Centre (SKIP Centre), which is a unique Centre in the Republic of Serbia intended for the organisation of free trainings for citizens in the field of ICT and innovative technologies. Throughout 2025, SKIP Centre organised 600 trainings attended by 25,776 citizens. From its foundation, over the course of eight years of operation, more than 6000 trainings with over 120,000 participants were organised, clearly confirming the continued growth of interest and significance of this centre for digital empowerment of the population. Through a systemic organisation of free training plans, the SKIP centre provides strong support to e-governance development, contributing to improving the citizens’ digital competencies and their abilities to use contemporary electronic

services. In this way, the Centre plays a key role in increasing the general digital literacy level and building capacities of the society to function in a contemporary digital environment.



The awarded for CAEfficiency, presented to HRMS by EU CAF



## CHALLENGES

- ▶ The activity that pertains to the establishment of a centre for service delivery monitoring, control and quality assurance has not been implemented, due to the insufficiently clearly defined institutional model, complexity of normative changes and limited administrative and financial capacities. An additional challenge came from a lack of agreement regarding the level of independence and manner of funding the future centre.
- ▶ The methodology for service development and improvement through involvement of end users represents the foundation for its further application in institutional practice. Bearing in mind that different tools are used to collect user experiences, service development using this method can last longer, which can present a challenge; thus, it is necessary to plan for the time needed to develop high quality user-oriented services. An additional challenge comes from the need to manage changes with regards to public administration employees.

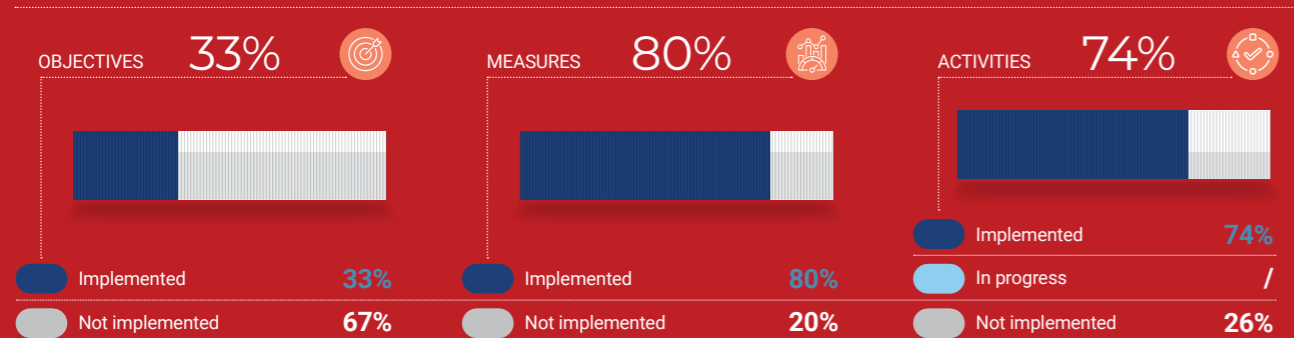


## RECOMMENDATION

Reporting authority:	Recommendation for 2026
MPALSG	In the upcoming period, the status, competencies and operation of the centre for service delivery monitoring, control and quality assurance need to be normatively regulated, with precise definition of its functionalities. Adequate human resource and financial capacities need to be provided, and standardised methodologies and indicators for service quality need to be developed. In addition, it is recommended that a mechanism be established for monitoring the implementation of the centre’s recommendations and regular public reporting on performance, in order to enhance accountability and transparency.
MPALSG	Implementation of training and adequate preparation of a team that will be charged with the development of new, or redesign of the existing services are recommended to successfully complete the next stage of digitalisation of select services in 2026. Special attention should be paid to defining and practical application of progressive and innovative tools that allow for systemic involvement of end users in the service development process.
MPALSG	Timely planning of the time and resources needed for the application of the developed methodology and innovative tools in the digitalisation process is also recommended. This will ensure that the services are created in line with the actual needs of the users, which will contribute to their higher quality, efficiency and usability.

## E-PAPER

### IMPLEMENTATION STATUS



**e П П П И Р**  
Поједностављање  
административних  
поступака  
и  
регулативе

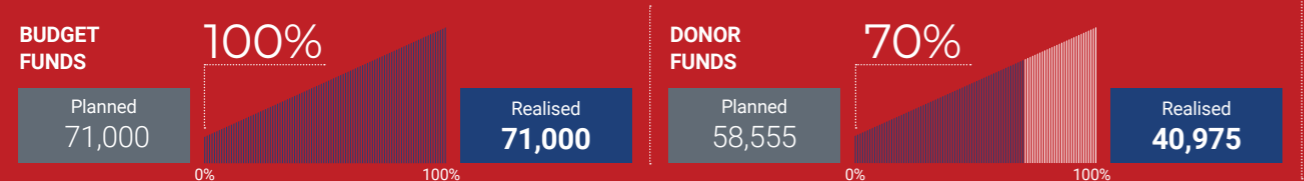
A comprehensive reform presented within the e-Paper Programme (Simplification of administrative procedures and regulations) strives to contribute to the establishment of a modern, transparent and efficient public administration.

Through the e-PAPER Programme, the PPS 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, at the national, provincial and local level <https://rap.euprava.gov.rs/privreda/home>. The RAP provides information on over 7,600 administrative procedures within the purview of 191 bodies and organisations at the national and provincial level, while over 94 registries of LSGs 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 their obligations. The RAP was selected among the 3 best projects in Eu-



### BUDGET IN THOUSANDS OF RSD



rope, at the prestigious European competition "European Award for Entrepreneurship Promotion 2025" in the category "Support to Digital Transition".<sup>17</sup>

### THE RESULTS ACHIEVED IN 2025

The results of the reform within the e-PAPER programme so far include an analysis of over 2000 administrative procedures, optimisation of 608 administrative procedures, cancellation of 85 procedures and digitalisation of 219 public administration services, which has saved the businesses over 3.7 bn dinars at the annual level. In 2025 alone, through the e-PAPER programme, 37 procedures were optimised, 14 were digitalised, 12 were cancelled, while 25 business episodes were developed, of which 17 were selected for digitalisation.

Savings in terms of time and money, together with optimisation and digitalisation, allow for simpler business operation with minimal expenditures and without excessive documentation. At the same time, the business environment is more stable, the possibilities for corruption and grey economy are decreased, the quality of services provided by public administration bodies is enhanced and a more accountable and modern government is created.



### CHALLENGES

- ▶ Lack of unique, reliable and internally harmonised records for non-tax revenues, as well as limited interoperability between the existing systems, make transparency more difficult and prevent the introduction of unified electronic payments for taxes and fees for citizens and businesses.
- ▶ To exercise a right or meet an obligation, the citizens and businesses often have to acquire several different documents from the purviews of several bodies.



### RECOMMENDATION

Reporting authority:

Recommendation for 2026

PPS

Establishing unique and interoperable records for non-tax revenues as a basis for enabling electronic payments for all taxes and fees for citizens and businesses in the Republic of Serbia.

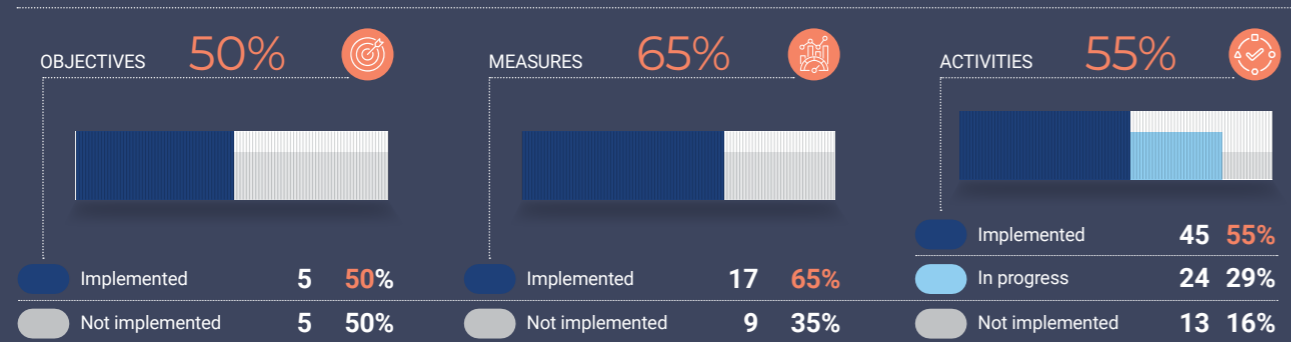
PPS

Creation and digitalisation of administrative procedures using the principle of businesses episodes.

<sup>17</sup> <https://rsjp.gov.rs/cir/vesti-cir/portal-registra-administrativnih-po-5/>

## PROGRAMME OF E-GOVERNMENT DEVELOPMENT FOR THE PERIOD 2023 – 2025

### IMPLEMENTATION STATUS



"House of e-Government"

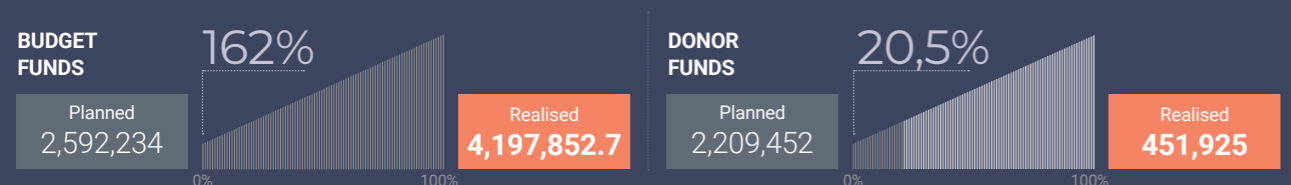
The Programme of Electronic Governance Development in the Republic of Serbia with its implementation Action Plan ("Official Gazette of the RS" number 33/23)<sup>18</sup> has been envisaged by the PAR Strategy for the period 2021-2030 and builds on the results from the previous Programme for the period 2020-2022. This ensures the continuity of Serbian Government's activities on modernisation of the public administration and improvement of e-government.



Specific Objectives of the Programme are: Development of **infrastructure** in e-Government and ensuring **interoperability**, Improvement of **legal certainty** in the use of e-Government, Increase of **availability** of e-Government to citizens and businesses through **improvement of user services** and **Opening of data** in public administration.

<sup>18</sup> <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/drugiakt/2023/33/1/reg>

### BUDGET IN THOUSANDS OF RSD



## THE RESULTS ACHIEVED IN 2025

The number of registers and other software solutions managed in government centres for data management and storage has significantly surpassed the planned scope, reaching 280 compared to the planned 120. This indicates intensified digitalisation of business processes and growing needs of public administration bodies for centralised data management. Increase of the number of registers contributes to better data availability and exchange, but at the same time, it imposes the need for further strengthening of infrastructural, security and human resources capacities.

The indicator relating to the number of bodies performing their office operations solely through the Registry Office has not been fully achieved – the target value was 432, and 200 was reached, despite 432 instances for the use of Registry Office raised in 2025.

The number of established and improved records in the electronic format in 2025 was somewhat below planned (37 of the planned 40). This deviation is the consequence of a shift in priorities in activity implementation, with the focus being placed on the development of e-services, connecting the existing records and setting up automatic data exchange. This approach is aimed at improving the functionality and interoperability of the system, as well as at direct improvement of quality of services for citizens and businesses.

The percentage of users that rate their user experience for the services at the e-Government portal as positive indicates high user satisfaction:

TV: **50%**  
of users positively rating their experience at the Portal,  
the achieved value reached  
**90%** in 2025.

This result confirms that the improved functionalities of the Portal, simplification of procedures and better customer support have achieved significant effects. For all existing services on the e-Government Portal, support through the Contact Centre has been provided. In addition, the Contact Centre provides support to the users who are logging into other systems such as the e-Invoice, My e-Class Register and e-Agrar. This allows for integrated and continual user support, which is another contribution to the positive user experience and the efficiency of electronic services. In addition, the Centre provides information and technical assistance in real time, allowing for quick troubleshooting, and decreases the requirement for personal attendance at service counters, significantly improving the availability and quality of public services. The number of inquiries processed by the Contact Centre has reached 796,209, which is an increase compared to the planned 600,000.

The number of resources available on the Open Data Portal has not reached the planned range, due to the implemented upgrade

<sup>19</sup> <https://www.predsednik.rs/lat/pres-centar/vesti/otvaranje-kuce-euprave-i-digitalnog-centra-lozionica-33567>  
20 e-Gate – AI Digital Assistant available to the citizens on the e-Government portal, June 2025

and technical update of the Portal. With these activities, the data that were no longer valid, complete or relevant were removed, meaning that over 1,200 resources have been deleted. Although it had been originally planned to have the number of available resources in the range between 7,600 and 8,000, the current number of 6,589 resources is the result of a meticulous database cleaning. This ensures a higher level of quality, accuracy and reliability of the published data, in line with the open data and good governance principles.



The number of parameters issued for the ConsentID mobile app exceeded the target:

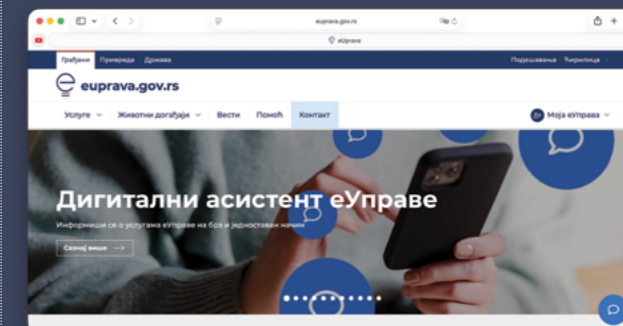
TV was set at **75,000** parameters,  
and **1,427,420** were issued,

pointing to a high application use and great user interest for the digital tools for consent management, which confirms the success of its implementation and its relevance for the citizens.

The number of bodies that were supported in opening and/or reuse of open data has exceeded the planned target. Instead of 62 envisaged bodies, 139 bodies were supported. The activities included technical support, data publication advice and support in reuse of existing records. This ensured that more bodies had functional and up-to-date open data

The "House of e-Government" was officially opened on 7 October 2025, in a modern facility of 11,000 m<sup>2</sup>. This Centre serves as the hub for innovations, civil servants training and development of new digital solutions.<sup>19</sup>

The AI Digital Assistant was deployed on the e-Government Portal in June 2025. This solution, based on the advanced language model of OpenAI, allows citizens to ask questions using natural language and get immediate answers on administrative procedures.<sup>20</sup>



## SUPERCOMPUTER AND AI INFRASTRUCTURE:

**Phase 1** (implemented in 2025): Six NVIDIA DGX H200 systems have been installed in the National Data Centre, with a total performance of 32 PetaFLOPS, valued at

**5 million euros**

**Phase 2** (planned for 2026): The procurement of a system containing 640 NVIDIA Grace Hopper superchips valued at 36 million euros, which will position Serbia as the leader in AI infrastructure in South-East Europe.<sup>21</sup>

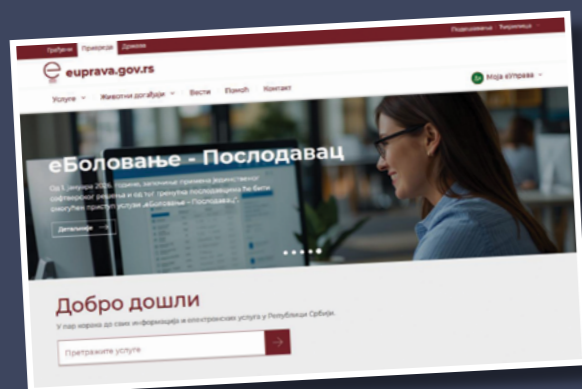
In 2025, there were significant legislative activities aimed at improving the legal framework in the field of digitalisation, information security and use of contemporary technologies. The adopted legislation are aimed at harmonising the national legislation with European Union standards as well as at creating the conditions for the further development of digital economy and public administration modernisation.

The Government of the Republic of Serbia adopted the Strategy of Artificial Intelligence Development for the period from 2025 to 2030 on 10 January 2025. This strategic document sets out the key directions of artificial intelligence development and use in Serbia.

Special emphasis was placed on ethical and responsible use of technologies based on artificial intelligence, employee expertise development, as well as on encouraging innovation and use of AI solutions in businesses and public sector. The Law on information security was adopted on 22 October 2025. This law improves the normative framework in the field of cybersecurity, and is completely harmonised with the European NIS2 Directive. The adoption of this law significantly improves the level of protection and cyber resilience of the



critical infrastructure, public administration bodies and other entities of importance for the functioning of the society and the economy. The Law regulating the system of electronic sick leave (eSick Leave) was adopted on 3 December 2025. Implementation of this law is aimed at complete digitalisation of the procedure for opening a medical leave and issuing medical certificates. With the introduction of this system, the need to submit documents to employers in hard copy is eliminated, simplifying the administrative procedures and increasing the efficiency in communication between health institutions, employees and employers.



<sup>21</sup> AI Serbia – the National AI Platform: Supercomputer phase 1 (32 PFLOPS) and phase 2 (640 Grace Hopper chips)



## CHALLENGES

- Although it was envisaged that the number of documents arising from the work of inspections in the software solution e-Inspector, and submitted to the Unique Electronic Mailbox for the users of e-Government would reach 35,000 in 2025, there has been no submission from the e-Inspector into the electronic mailboxes, despite 25 attempts. The link between the e-Inspector and e-Delivery system does not work. The e-Inspector system is technically linked to the mailbox of the competent MPALSG, and actual senders in this system are different ministries and inspections that operate within them. This complexity of the roles has created the need for additional harmonisation regarding the labelling of senders and assigning competencies within the new delivery system.
- Following the successful implementation of the IS for the utility cadastre, the technical specification for the development of the IS software for infrastructure facilities was finalised in December 2025. This represents the second subsystem IS for the cadastre of underground and infrastructure facilities. The complexity of the solution and requirements that the IS for infrastructure facilities must meet within the GCIS demanded additional time, so that all technical and process details needed for the achievement of the defined objectives could be worked out.
- Achieving balance between the quantitative objectives (the number of resources published) and demands for high quality and accuracy of the data, as well as for keeping the data up-to-date, are key challenges. Maintaining continuity in valid data submission by different institutions and their regular technical harmonisation with the standards of the Open Data Portal can affect the timeline for the achievement of the planned indicators.



## RECOMMENDATION

Reporting authority:

Recommendation for 2026

MPALSG

In 2026, further coordination of activities with inspections is needed, to determine which options in the Registry Office are being used and which are the necessary integrations to establish a functional link between the e-Delivery and e-Inspector (through the Registry Office). For this purpose, a detailed analysis of this procedure must be performed in cooperation with the ITE and the inspections.

REPUBLIC  
GEODETTIC  
AUTHORITY

The procurement procedure for the development of the IS for infrastructure facilities needs to be efficiently implemented by the end of 2026 within the REMP 2 Project. For that purpose, the monitoring over the implementation of the contracted activities on the development of the IS for the cadastre of infrastructure facilities needs to be improved by the end of 2026, and additional resources should be provided, as needed, within the REMP 2 Project, to establish an integrated GCIS solution within the envisaged timeframe.

ITE

To overcome the aforementioned challenges, it is recommended that clearly defined procedures and standards for the preparation, submission and updating of data by the institutions be established. Coordination between the competent bodies and institutions submitting data needs to be additionally improved, and continual expert and technical assistance needs to be provided for the harmonisation of this data with the Open Data Portal standards. In addition, the recommendation is to organise regular trainings for representatives of institutions, introduce mechanisms for quality control of data prior to their publication, as well as to set up a system for monitoring and regular reporting on the achievement of planned indicators, so that sustainability, accuracy and timeliness of the published data are ensured.



SPECIFIC OBJECTIVE

6

AREA 1  
PUBLIC POLICY  
PLANNING AND  
COORDINATION

AREA 2  
HUMAN  
RESOURCES  
MANAGEMENT

AREA 3  
PUBLIC SERVICE  
DELIVERY

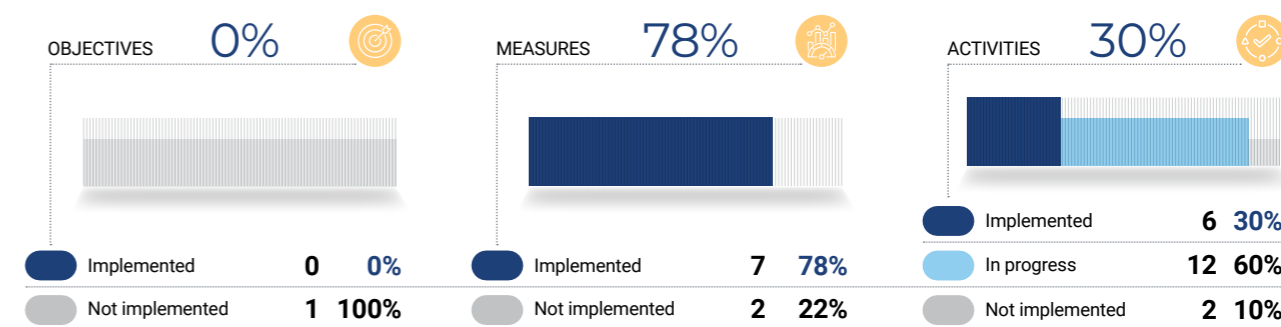
AREA 4  
ACCOUNTABILITY  
AND TRANSPARENCY

AREA 5  
PUBLIC FINANCE  
MANAGEMENT

AREA 6  
LOCAL SELF-  
GOVERNMENT  
SYSTEM



## IMPLEMENTATION STATUS



\* Note: one indicator at the level of objectives was not measurable in 2025  
\*\* Note: one indicator at the level of measures was not measurable in 2025

## SPECIFIC OBJECTIVE 6 PARS | IMPROVED ACCOUNTABILITY AND TRANSPARENCY AT ALL LEVELS OF GOVERNMENT

### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
EC's annual assessment of progress in the area of accountability (0 - No, 1 - Yes)	0	1	0***
Accessibility of public information, SIGMA indicator (Point/30)	21 (2017)	28-30	-****

\*\*\* EC Report: Accountability of the government is yet to be improved. Serbia has not achieved progress in resolving systemic organisational problems of the administration, such as overlapping roles and unclear reporting lines.  
\*\*\*\* In view of the fact that this is a SIGMA indicator which had been defined prior to the change of data collection methodology, and that the SIGMA methodology and indicators themselves were changed prior to the drafting of the 2024 Report, the value of this indicator cannot be measured.

### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

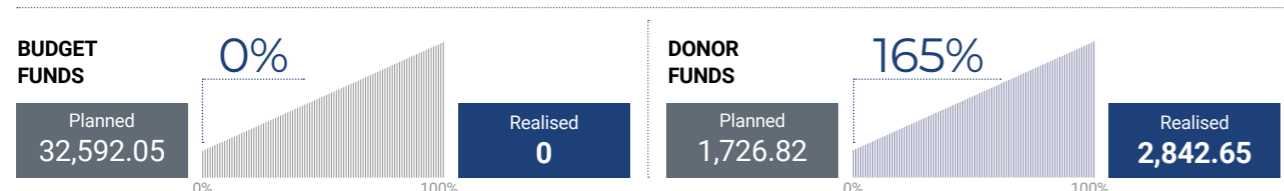
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 6.1:</b> Establishment of systemic solutions for managerial accountability in public administration bodies			
Percentage of SABs with officials authorised to conduct administrative proceedings and decide in administrative matters (%)	23	42.75-45	87
Percentage of SABs, independent bodies and LSGU bodies with officials who attended training on the implementation of the principle of managerial accountability (%)	0	5	18
<b>Measure 6.2:</b> Improvement of the vertical and horizontal system of supervision and monitoring of work in public administration (established mechanism for performance-based management of public administration bodies)			
Percentage of priority objectives from the APIGP pertaining to SABs, which have been taken into account in the development of medium-term plans by the bodies obliged to develop medium-term plans	0 (2019)	45	66,7
Percentage of SABs, independent state bodies and LSGU bodies with officials who attended training on the implementation of the single performance management methodology (%)	0	5	26

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
<b>Measure 6.3:</b> Strengthening integrity and ethical standards in public administration				
Percentage of SABs and independent state bodies which organise and implement training in ethics and integrity for their managers and employees (%)	0	47.5-50	83	
<b>Measure 6.4:</b> Promoting proactive disclosure of data held by public administration bodies				
Number of public administration bodies and other holders of public authority that share/publish open data on the Open Data Portal	45 (2019)	152-160	155	
Percentage of SAB and LSGU bodies whose employees attended training in open data standards and the work with the Open Data Portal	0	23.75-25	18	
<b>Measure 6.5:</b> 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. imposed measures as part of inspection oversight over the enforcement of legislation on free access to public information (%)	75 (2019)	88.2-90	—****	
Percentage of enforcement for the acts of the Commissioner for Information of Public Importance and Personal Data Protection	65 (2019)	78.4-80	79.8	
Percentage of Ombudsman's acts enforced (%)	81.43 (2019)	89.38-91.2	86.74	

\*\*\*\* Administrative inspectors did not conduct inspections of the enforcement of legislation regulating free access to public information in 2025.

## BUDGET IN THOUSANDS OF RSD



## ACCOUNTABILITY AND TRANSPARENCY

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.

Regarding managerial accountability, activities are aimed at drafting analyses, mapping the current 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.

### THE RESULTS ACHIEVED IN 2025

In this reporting period, limited results have been achieved with regards to improving public administration transparency and accountability to end users, with improved performance in the transparency domain.

When it comes to managerial accountability that encompasses establishment of systemic solutions for managerial accountability in public administration bodies and mechanisms for performance-based management in public administration bodies, despite certain steps towards strengthening of this concept, the achieved results cannot be considered sufficient bearing in mind the absence of significant progress; therefore, the target value for the progress indicator has not been achieved.

In terms of implementation of the Roadmap for Managerial Accountability (adopted in December 2024 through the Conclusion of the Serbian Government),<sup>22</sup> which redefines the activities planned in the Action Plan, during the reporting period, work has been undertaken on the elaboration of a Manual for Accountable Management intended for the management (persons appointed by the Government and the National Assembly – for instance for ministers, state secretaries, senior civil servants, directors of organisations in the public sector and members of supervision boards). It has been planned that the Manual be delivered along with the Appointment Decision. This Manual shall, *inter alia*, contain directions for accountable management, as well as for performance-based management. It is expected that this Manual shall be adopted in 2026.

In addition, work continued on the elaboration of the Guidelines for the establishment of analytical units in public administration bodies

aimed at helping public administration bodies understand the purpose and function of analytical units and to set them up in a sustainable, practical and functional way. Guidelines were adopted in January 2026<sup>23</sup> followed by the piloting of this process (piloting has been planned to take place in three ministries: Ministry of Family Welfare and Demography, Ministry of Public Administration and Local Self-government and Ministry of European Integration.

To create the preconditions for progress in this field, steps have been taken to **strengthen managerial capacities**, as can be seen in the exceeded target values for the indicators pertaining to the percentage of SABs, independent state bodies and LSGs with managers who had attended both the trainings on the implementation of managerial accountability principles (in 2025, the target value was 5% and 18% were reached, the training was attended by 262 participants from 45 of 256 different bodies), and the trainings on the implementation of the single methodology for performance management (in 2025, the target value was set at 5% and 26% were achieved, with 172 participants, from 67 of 256 different bodies, taking part in training) Considering the results achieved in the previous years, it can be said that the improvement of managerial capacities in this field has shown continual growth (the achieved results for the indicator pertaining to the trainings for the application of the managerial accountability principle: in 2022, 2.63%, in 2023, 6.64%, in 2024, 16%, while the achieved results for the trainings on the implementation of a single methodology for performance management were: in 2022 1.38%, in 2023 14.22% and in 2024, 22%).

In addition, when it comes to the concept of **delegating tasks, in 87% of the public administration bodies, officials have been authorised to conduct administrative proceedings and decide in administrative matters** (%). Like in the previous years, the target value (45%) for the indicator pertaining to the percentage of bodies with officials authorised to conduct administrative proceedings and decide in administrative measures has been significantly exceeded again in 2025, reaching 87%. Of the total number of 78 state administration bodies (ministries, special organisations and Government services), 68 bodies have appointed employees charged with administrative proceedings and deciding in administrative matters.

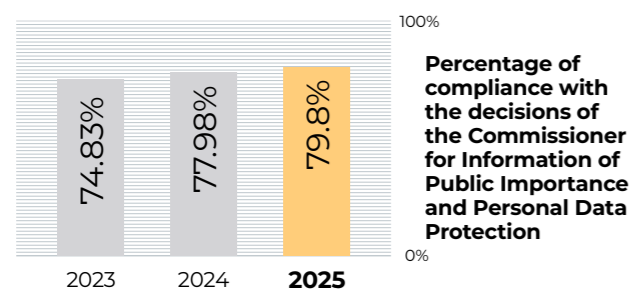
Compared to the planned indicator value regarding the percentage of priority objectives from the Action Plan for the Implementation of the Government Plan (APIGP) pertaining to SABs, which had been taken into consideration in the elaboration of medium-term plans by those bodies obliged to perform medium-term planning (45%), based on analysing a total of 29 medium-term plans, it was determined that there is an overlap with 16 of a total of 24 priority objectives from the APIGP 2025-2027, which is 66.7%. The increase of this indicator was affected by the fact that the medium-term plans had also been adopted by the state administration bodies whose results are highly represented in the APIGP and which contribute to the achievement of objectives. This percentage has been continually growing in the last three years (in 2023, this percentage was 57.89% and in 2024, 62.5%).

<sup>22</sup> Government Conclusion 05 no.12089/2024-2 dated 26 December 2024

<sup>23</sup> Government Conclusion 05 no. 337-75/2026-1 dated 29 January 2026

To reinforce the ethical structure inside the SABs, following the elaboration of the Study on the introduction of an ethics and integrity officer, in this reporting period the **implementation of a Pilot project on the introduction of an ethics and integrity officer** was completed with support from UNODC, and a Final Report was prepared to summarise the experiences gained in its implementation (observations and information pertaining to the selection, training and work of ethics and integrity officers), and recommendations were provided for the introduction of these officers into all state administration bodies. The findings on the level of ethical infrastructure already established in SABs have been presented in the Study on the introduction of ethics and integrity officers in SABs. The results were obtained based on the answers of the bodies to the questionnaires that had been sent, and recommendations were formulated for systematising and integrating diverse tasks related to corruption prevention and integrity strengthening in state administration bodies (managing conflicts of interest, internal whistle-blowing, integrity plan, handling complaints related to the operation of the body and of the employees, monitoring adherence to the Code of Conduct of Civil Servants within the body, promoting ethical behaviour in the body, education of SAB's employees on the matters of ethics and integrity, etc.) The one-year Pilot Project focused on coordination in terms of adoption, implementation and reporting on the implementation of integrity plan, managing the employee's conflict of interest, acting in accordance with the rules regulating internal whistle-blowing, acting on complaints with regards to the operation of the SAB and the employees, monitoring adherence to the Code of Conduct of Civil Servants within the SAB, promoting ethical behaviour in the SAB, education of SAB's employees on the matters of ethics and integrity, etc. The Pilot Project was implemented in four SABs (MPALSG, NAPA, Ministry of Human and Minority Rights and Social Dialogue and Ministry of Mining and Energy). During its implementation in the selected SABs, ethics and integrity officers were designated, which then went through a series of trainings for ethics and integrity officers, organised in cooperation with the NAPA.

In 2025, the percentage of enforcement of the decisions of the Commissioner for Information of Public Importance and Personal Data Protection continued to grow. While the enforcement rate for the Commissioner's decisions in 2023 amounted, on average, to 74.83%, and 77.98% in 2024, this rate has increased to 79.8% in 2025



Out of a total of 604 Decisions adopted by the Commissioner in 2025 in response to complaints from information seekers, ordering the authorities to make the information available to them, the SABs failed to comply in 122 cases, or 20.2%.

To make it easier for the Serbian citizens to exercise their rights prescribed in the Law on Free Access to Information of Public Importance and Law on Personal Data Protection, three branch offices of the Commissioner for Information of Public Importance and Personal Data Protection have been opened in the previous period, in Novi Sad (in December 2022), Niš (2023) and Kragujevac (2024).

The offices continuously deliver services to citizens and maintain daily communication with them, and they resolve matters pertaining to the field of access to information of public importance and personal data protection. The number of resolved cases and their structure, in terms of the cases handled by the employees of branch offices of the Commissioner (regardless of the location where the case was received): in Novi Sad, 169 cases (36 in the field of free access, of which 9 complaints and 133 in the field of personal data protection, of which 84 inspections and 7 complaints); in Niš, 483 cases (360 in the field of free access, of which 345 complaints, 122 in the field of personal data protection, of which 50 inspections and 3 from both competencies of the Commissioner); in Kragujevac, 391 cases (116 in the field of free access, of which 115 complaints and 275 in the field of personal data protection, of which 47 inspections).



In the context of the Law on Free Access to Information, the number of public authorities with the obligation to issue a Performance Report has been increased substantially, and the authorities were given a year, from the date of enactment, to elaborate their Reports within the Unified Information System. **The trend of growth in the number of bodies publishing their Performance report in a machine-legible format continues, among the bodies with the obligation to publish a Performance Report.** Currently, this number is 7,328, which represents a continued growth compared to the previous years (7,034 in 2023, 7,218 in 2024).

In 2024, efforts were also made on implementing the obligations defined in the **Action Plan for the implementation of the OGP initiative in Serbia for 2023-2027.**

In line with the planned implementation timeline, a **Map of Support for Persons With Disabilities (PWD)** was developed and published at the **Open Data Portal** (<https://euprava.gov.rs/osi>). This interactive visualisation of the data that was collected, standardised and published in the open format by MOLEVSA, BRA and the National Employment Service, with substantial support of the ITE and MPALSG coordination, allows persons with disabilities to find relevant information on individual mechanisms and "instances" that PWDs can turn to for support in a single location, in an accessible and easy to understand format. Through simple access, with no need for prior registration or login, the users can find information on different mechanisms of support available throughout the Republic of Serbia.



Despite the fact that the target value (160) for the indicator pertaining to the number of public administration bodies and other holders of public authority that share/publish open data on the Open Data Portal has not been reached (155), the increase of their number is noticeable. At the time of writing, 155 organisations are publishing data in open format, which is an increase compared to previous years (111 in 2023, 117 in 2024). In addition, the number of published datasets shows continuous growth, with 3412 datasets and 6589 resources published at the moment. The number of open data examples is also growing (currently at 74, which is a significant increase compared to the previous year when there were 42).

Citizens have been given the possibility of a more transparent monitoring of several environmental areas (waste management plans, landfills, and allergenic pollen in the air) through a **simple and easy to understand visualisation** of data that had previously been standardised in line with EU standard and published in a machine-readable format.

On the Open Data Portal, there are prepared, standardised, published and visualised data on:

- Local and regional waste management plans <https://data.gov.rs/sr/datasets/planovi-upravljan-ja-otpadom/>, SEPA website: <https://sepa.gov.rs/planovi-otpad/>
- Engineered and non-engineered landfills and dumpsites <https://data.gov.rs/sr/datasets/deponije-sanitarne-nesanitarne-i-divlje/>, SEPA website: <https://sepa.gov.rs/deponije/>
- Allergenic pollen in the air <https://data.gov.rs/sr/datasets/polen-objedinjeni-podatsi-od-2016-godine/>, SEPA website: <https://app.powerbi.com/view?r=eyJrIjoiZjhhNzQ0YTEtNmJmZi00MzE5LWJkNDctZDkxYjc4YjliMTgxlidCI6ImU-50DY5ZDIILTVMtYtNDE1Ni04OWlwLWQ1MTYzMGZmNzAwMCI6ImMiOjI9>



The **National Price Platform** (<https://data.gov.rs/sr/reuses/cenovni-ci-po-uredbi/>) has been launched, where data on prices of products in 27 retail chains in the Republic of Serbia, in 23 product categories, are available to the citizens. On this platform, the citizens can monitor the price trends compared to the reference period, including selecting increase, decrease or maintenance of product prices, as well as historical data by product, brand and bar-code. The data is publicly available to download and re-use, significantly enhancing transparency and public information.



To improve budget transparency, the **Budget Portal Platform** (<https://budzet.mfin.gov.rs/sr-cir/home>), has been established on the MoF's website, aimed at allowing citizens a more detailed insight into the national budgetary preparations and getting them actively involved in its creation. There are several sections on this interactive portal: budget literacy, with informative texts that explain the key budget terms, processes and rules; the "submit a proposal" section, where citizens can easily submit a proposal on the projects to be included in the budget; the "guide through the budget" section, with interactive maps, budget overview, information on where the money is coming from, what funds are being used for, the amount of taxes, excise taxes, allocations for highways, pensions etc. The portal also has a digital assistant that uses artificial intelligence, to support citizens by answering their questions.

## CHALLENGES

Despite certain efforts, parliamentary elections, frequent changes in leadership and decision-makers, as well as the need for implementation to be organised through coordination of multiple bodies, have all led to significant delays when it comes to creating an appropriate setting and preconditions for progress in the field of managerial accountability and performance-based management, i.e., to a more substantial implementation of activities from the Roadmap for Managerial Accountability. When it comes to the abuse of rights provided by the Law on Free Access to Information of Public Importance, the situation has not changed compared to 2024, except that the number of pending cases has increased in 2025, as some have been carried over. For expenditures related to administrative proceedings initiated due to administrative silence, paid out based on the decisions made by the competent courts, a total of 9,945,519.30 dinars have been paid out in 2025, three times more than the sum paid out in 2024.

## RECOMMENDATION

Reporting authority:	Recommendation for 2026
MPALSG	In line with EC recommendations, correlate the Roadmap for Managerial Accountability with the new Action Plan for the implementation of the PAR Strategy for 2026-2030.
MPALSG/Commissioner for Information of Public Importance and Personal Data Protection	Resolving the issue of systemic abuse of requests for free access to information of public importance



SPECIFIC OBJECTIVE

7

AREA 1  
PUBLIC POLICY  
PLANNING AND  
COORDINATION

AREA 2  
HUMAN  
RESOURCES  
MANAGEMENT

AREA 3  
PUBLIC SERVICE  
DELIVERY УСЛУГА

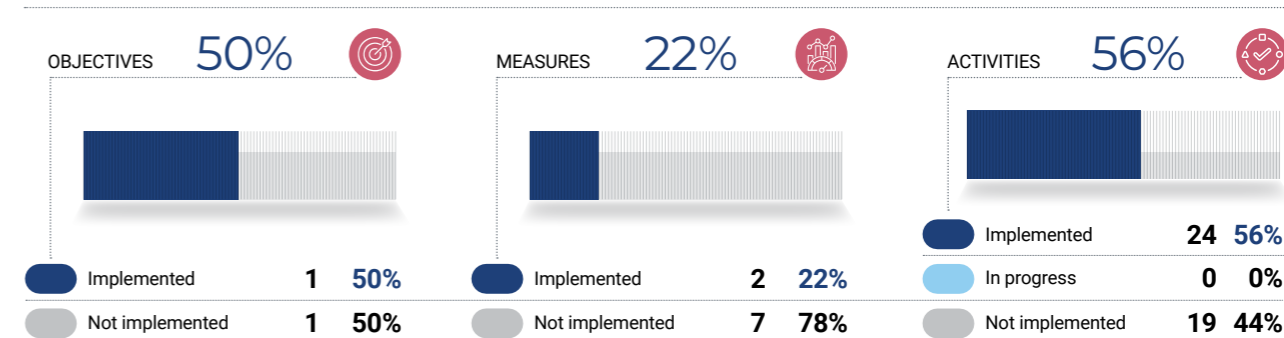
AREA 4  
ACCOUNTABILITY  
AND TRANSPARENCY

AREA 5

PUBLIC FINANCE  
MANAGEMENT

AREA 6  
LOCAL SELF-  
GOVERNMENT  
SYSTEM

## IMPLEMENTATION STATUS



## SPECIFIC OBJECTIVE 7 PARS |

### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Real growth of the gross domestic product (GDP) (%)	0	4	2
Share of the general government debt in GDP (%)	59	50.7	44.4

### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Information on performance in terms of public service delivery (PEFA: 4-A, 3.5-B+, 3-B, 2.5-C+, 2-C, 1.5-D+, 1-D, 1-D*)	C+	B	B
Real revenues and expenditures of the general government budget at the annual level are within 5% from those envisaged in the fiscal strategy (%)	5 (2019)	5	Revenues higher by 5.9% Expenditures higher by 8.3%
Average duration of an open procedure (number)	52	44	42
Annual expenditures for public debt servicing (payment of interests – net amount) as % of GDP	1.9	2.1	1.9
Average number of breaches of law and irregularities, per control, related to the total number of controls performed	2	1	1.58
Percentage of accepted and implemented recommendations which an audit body issues to subjects of indirect EU funds management (%)	0	70	50

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
PIFC-related progress identified in the EC progress report on the Republic of Serbia for the particular 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	Good level of preparedness	Moderate preparedness
Financial report prepared and presented to the Ministry of Finance of the Republic of Serbia in accordance with Cash Basis IPSAS (Number)	0	1	0
Number of reviewed audit reports	194	245	5

Note: The data will be available in the upcoming period.

Note: The data will be available in the upcoming period.

**Finance:** The available information on funds utilized to implement the activities have been presented within the individual measures. For some activities, this information is not available, if the activities have been implemented through donor support.



## 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 fiscal risks monitoring; 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.

### THE RESULTS ACHIEVED IN 2025

In 2025, the indicator at the level of the Specific Objective of PFMRP 2021-2025, monitoring the share of the real general government debt in GDP has been achieved and is at 44.4%, which is a significantly better result than the target value of 50.7%. The indicator monitoring the real GDP growth has not been achieved; the achieved value is 2.0%, compared to the target value of 4%.

The credit rating agency S&P Global Ratings has maintained the credit rating of the Republic of Serbia at the investment rating, which is a confirmation of macroeconomic stability, responsible fiscal policy and preservation of public debt stability, as well as of the trust of the investors in Serbia's economic outlook.

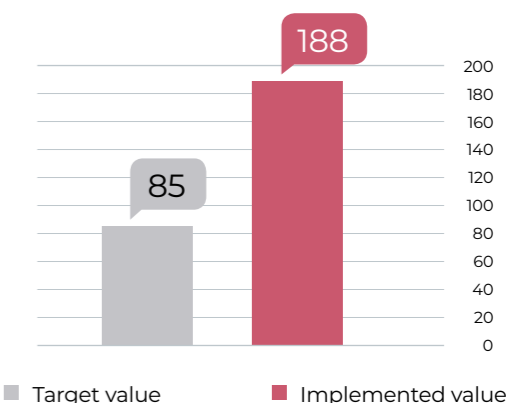
In 2025, the trend of increasing the number of developed medium-term plans compared to the previous period continued. This maintained the continuity in increasing the number of medium-term plans by the bodies with the obligation of medium-term planning and **further strengthened the link between the public policy and the process of budget development at the national level, in line with the fiscal strategy and medium-term expenditure framework.** In the 2025-2027 planning cycle, 29 medium-term plans of bodies with the obligation of medium-term planning have been adopted, reaching the target value for the performance indicator for the measure of improving medium-term planning.

In 2025, the Sector for Capital Projects of the MoF continued implementing the existing legal framework, while efforts were simultaneously being invested in improving the field of public investment management, relying in particular on the conclusions of the Strategic Political Dialogue with the European Commission and the obligations set forth in the Reform Agenda. Within the measure for the improvement of the environment for efficient capital project management, **both indicators have been achieved**, namely,

the percentage of capital projects included in the budget, that are subject to and assessed in line with the methodology regulating capital projects was 82%, out of the targeted 60%. The indicator pertaining to trainings for civil servants from line ministries and other institutions performing the tasks of project management has also been achieved with the implementation of trainings for continual professional development of civil servants, which has strengthened the capacities for assessment and monitoring of capital projects.

In the field of public procurement, **two new versions of the Public Procurement Portal were developed and published**, to facilitate monitoring of the framework agreements implementation, increase transparency with regards to the role and scope of engagement of subcontractors in public procurement procedures and to decrease room for abuse and ambiguities concerning subcontracting.

During 2025, the budgetary inspection **conducted inspections in 188 subjects, exceeding the plan by 103 inspections, i.e., 221% of the planned inspections have been performed**, as shown in Figure 1.



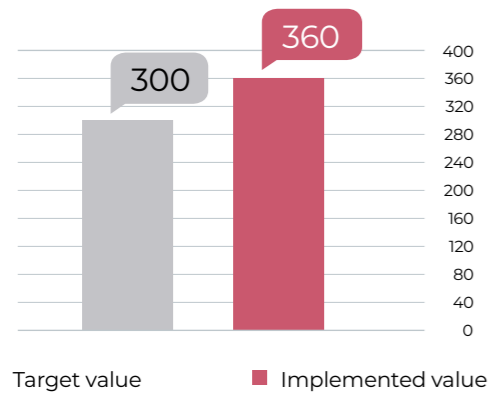
Total number of inspections performed in 2025

**The Sector – Central Harmonisation Unit** worked intensely on improving the regulatory framework and methodological materials for the fields of PFC and IA, as well as the certification scheme for gaining the qualification of authorised internal auditor in the public sector. The documents have been prepared and are being finalised. Activities from the Roadmap for Managerial Accountability are being implemented, and the CHU has coordinated the implementation of certain activities. One of these activities is the preparation of Guidelines for the establishment of analytical units in SABs which have been accepted as the grounds for the piloting of this process in the Government Conclusion dated 29 January 2026, and their piloting in the state administration bodies is expected in the upcoming period.

**The Treasury Department** continued implementing the Plan for the improvement of Accountancy in the Public Sector, contributing to gradual harmonisation of national accounting regulations with the international standards. In 2025, the planned bylaws have been adopted: the Rulebook on the method of preparation, assembly and submission of financial reports for budget users, users of the funds of the mandatory social insurance organisations and budget funds, the Rulebook on accountancy policies for financial reporting

in line with cash basis IPSAS, as well as the Rulebook on the programme of professional education for bookkeeping, elaboration and presentation of financial reports in line with the cash basis International Public Sector Accounting Standards

The State Audit Institution achieved three of five performance indicators in 2025. Instead of the target value of 300, 360 audit reports were developed, additionally increasing the prevalence of operational audits within the Annual audit report of the SAI for 2025, by as many as 60 reports



Total number of audit reports elaborated in 2025

The share of operational audits (of regularity and purposefulness) in the SAI's Audit Programme for 2025 is **44%**. When the percentage of combined financial reports and operational regularity audits (**37%**) is



added to this percentage, it can be said that the SAI has conducted **81%** of operational audits, exceeding the target value of 55%.

The Proposal for the Public Finance Management Reform Programme for 2026-2030 was developed, together with accompanying Action Plan for the period 2026-2028, as the public policy document that continues the initiated reform in the field of public finance management. This document is the third consecutive Public Finance Management Reform Programme, following the Programmes for 2016-2020 and 2021-2025.



## CHALLENGES

- ▶ The challenges in the implementation of the new PFMRP 2026-2030 lie in the timely implementation of projects supporting the implementation of the envisaged activities, as well as in providing the necessary funds for the implementation of all activities envisaged in the Programme.
- ▶ In addition, it is necessary to continue with capacity building of individual organisational units and institutions involved in the PFMRP 2026-2030 implementation.

## RECOMMENDATION

Reporting authority:	Recommendation for 2026
MoF	Introduction of a programme budget for healthcare institutions.
MoF	Work on harmonising tax laws (Law on VAT and Law on Excise Tax) with the <i>acquis</i> .



SPECIFIC OBJECTIVE

8

AREA 1  
PUBLIC POLICY  
PLANNING AND  
COORDINATION

AREA 2  
HUMAN  
RESOURCES  
MANAGEMENT

AREA 3  
PUBLIC SERVICE  
DELIVERY

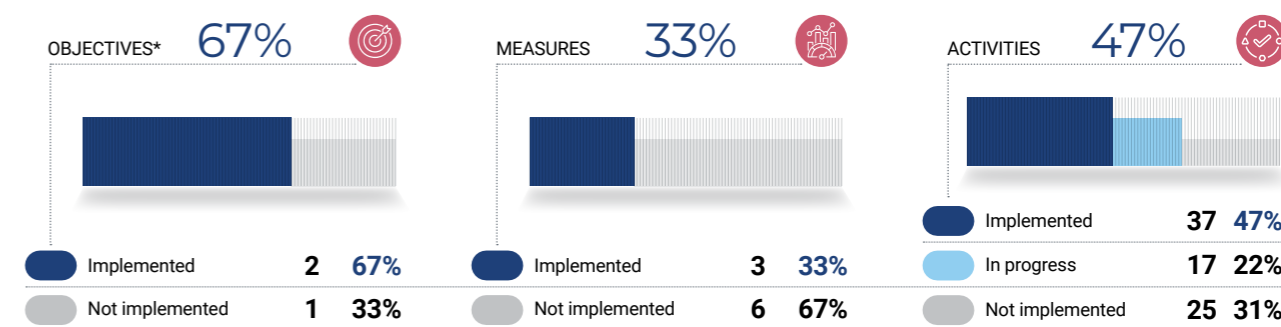
AREA 4  
ACCOUNTABILITY  
AND TRANSPARENCY

AREA 5  
PUBLIC FINANCE  
MANAGEMENT

AREA 6  
LOCAL SELF-  
GOVERNMENT SYSTEM



## IMPLEMENTATION STATUS



\* Note: one indicator at the Specific Objective level was not measurable in 2025.

### SPECIFIC OBJECTIVE 8 PARS |

ESTABLISHMENT OF A SYSTEM OF LOCAL SELF-GOVERNMENT THAT ENABLES EFFICIENT AND SUSTAINABLE EXERCISE OF CITIZENS' RIGHTS TO LOCAL SELF-GOVERNMENT

### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Compliance of the local self-government system with the key principles of the European Charter of Local Self-Government	3	3-4	3
Share of LSG expenditures in consolidated expenditures in the Republic of Serbia (%)	14.75 (2019)	18	10.9
LSGU capacity for the implementation of good governance principles (%)	39 (2018)	52-55	55.4
Availability and quality of priority public service delivery of the local self-government (Composite scale (1-10))	0	6.1	--

\*\* The indicator was not measured in 2025 as donor funds for the implementation had not been provided.

### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

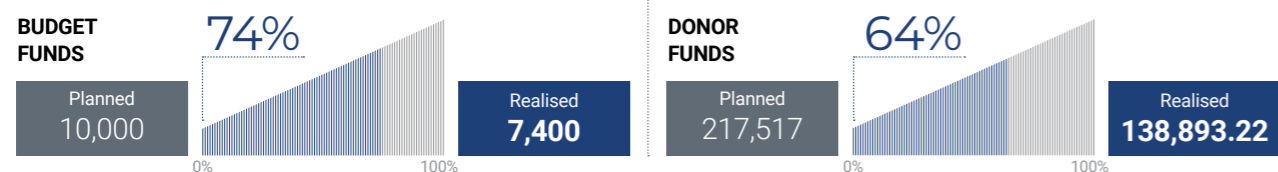
Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Improvement of the status and responsibilities of the local self-government			
Extent of ECLSG ratification	3	4-5	3
Average value of the good governance index in selected areas of: 1) accountability; 2) transparency, openness and participation	43 (2018)	57-60	61.2
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	5	4***

\*\*\* A total of 6 laws were taken into consideration for the purposes of reporting results in 2025 (e.g. additions and amendments of laws), which pertain, to a larger extent, to LSG; for five of these laws, it is confirmed that the LSGs and their national associations have taken a more direct role in the drafting process. This is a result showing 83% participation, which according to the composite scale for the calculation of this indicator results in the value of 4.

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Improvement of local self-government financing system</b>			
Share of LSG tax revenues in total tax revenues in the Republic of Serbia	10.12	12.24-12.3	10.5
Share of capital expenditures in total expenditures of local self-government	15.54 (2019)	17.41-17.5	15.8
Share of LSGs which have adopted medium-term plans	0	36-40	6.2
<b>Improvement of the organisation and capacities of the local self-government</b>			
LSGU capacity for human resources management in local administration (%)	51	64.6-68	56.7
Share of LSGs which have established inter-municipal cooperation in the total number of LSGs (%)	27	43	62
<b>Improvement of the quality and availability of services of local administration bodies, utility services and services of public institutions</b>			
Established baseline values for improvement of user satisfaction with local services	0	1	1

## BUDGET IN THOUSANDS OF RSD



Signing of the Memorandum on Cooperation between the City of Kragujevac and the Office for IT and e-Government on the participation in the „e-Government for All” Project

## LOCAL SELF-GOVERNMENT SYSTEM (2021-2025)

Achievement 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,<sup>24</sup> is defined by four specific objectives: **Improvement of the status and responsibilities** of the local self-government; **Improvement of the local self-government financing system**; **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.

the field of local self-government that defines local self-government as the right and capability of local authorities to independently regulate and manage certain public affairs, in accordance with the legal frameworks, bearing the responsibility and acting in the interests of the local population.

In the field of **improving the participation of local self-governments in the creation of national legislation and public policies**, in 2025, activities to ensure timely information and legislative changes of importance to the LSGs were implemented. In 2025, six<sup>25</sup> additions and amendments of the laws relevant to local self-governments were adopted, with towns and municipalities, as well as their national association, taking direct part in the process of drafting for five out of six of these legislative acts. Local governments were informed about the most relevant amendments to all of the laws in a timely manner, using the SCTM's Law Alert system, and the journal "Legal News".

In 2025, strong focus was again maintained on the support to local self-governments to apply the **good governance principle**. Along with the continuation of trainings for local staff and promotion of the Code of Ethics for LSG officials, several packages of expert support were implemented to improve accountability, transparency and participation, as well as to implement anti-corruption policies. By the end of 2025, **the Code** had been adopted in **62 LSGs** (36.5%), of which **15 have established Councils for Implementation Monitoring**. In the 2025 cycle of trainings, the E-training for the implementation of the Code of Ethics for local self-government officials was successfully completed by 123 participants from 56

### THE RESULTS ACHIEVED IN 2025

When it comes to Specific Objective of the Programme aimed at the **improving the position and accountability of local self-government**, significant steps have been made in 2025 to harmonise Serbian legislative framework with the principles of the European Charter on Local Self-Government, with the adoption of 3 additional provisions from Section One of the Charter (Total 27 of the maximum of 30 provisions ratified). The Charter is the key European document in



Annual award ceremony for best municipal/city administrations in 2024 Sokobanja (efficiency and effectiveness), Zaječar (transparency and public participation), Veliko Gradište (accountability and rule of law) and Raška (equality and anti-discrimination).

<sup>24</sup> The Local Self-government System Reform Programme for RS 2021-2025 ("Official Gazette of the RS" no. 73/21) with the Action Plan for 2021-2023, available at: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/drugiakt/2021/73/1/reg> and Action Plan for the period 2024-2025 ("Official Gazette of the RS" no. 84/2004), available at: <https://monitoring.mduls.gov.rs/downloadFile/?id=12017&type=doc>

<sup>25</sup> Law on Additions to the Law on ECLSG Ratification; Air Protection Law; Waste Management Law; Law on Additions and Amendments of the Law on Tax Procedure and Tax Administration; Law on Additions and Amendments of the Law on Charges for the Use of Public Goods; Law on Additions and Amendments to the Law on the Register of Administrative Procedures.

LSGs. The total capacity of LSGs for the implementation of good governance principles has been improved, from 52.9% (in 2023) to 55.4% in 2025. Four annual awards for the application of the good governance principle have been awarded, with financial support and ICT equipment. The LSGs that were awarded were: Sokobanja (efficiency and effectiveness), Zaječar (transparency and public participation), Veliko Gradište (accountability and rule of law) and Raška (equality and anti-discrimination). Good practice examples in local self-governments show that administration efficiency and active participation of citizens in decision-making improve significantly through good strategic action, such as setting up one-stop shops and developing a Youth Strategy in Zaječar. In parallel, the implementation of targeted social policy measures to support new mothers and sick children, as well as the project for permanent housing for the Roma families in Raška, directly contribute to mitigating the demographic crisis and strengthening social inclusion. Such an integrated approach, which includes digital transformation, transparency and care for vulnerable groups, establishes a firm foundation for the development of good governance and better quality of life for the citizens.

At the level of the objective pertaining to the improvement of the local self-governments financing system, the parameters used to monitor the progressive increase of tax revenues, as well as capital expenditures and coverage of LSGs with current medium-term plans, have remained below the annual target values, indicating the need to invest additional efforts and provide targeted support to towns and municipalities. Significant attention was paid to public finance management at the local level in 2025:

- The process of planning, transparency and participation in local budgetary processes were directly supported in the beneficiary municipalities, that were selected by competition (5 LSGs: Bogatić, Boljevac, Kuršumljica, Mionica and City Municipality of Pančevo in Niš, have developed guidelines for citizens for key budget documents and have worked on implementing gender sensitive objectives and indicators). The autumn cycle of seminars was organised in 2025 as well, to support all LSGs in elaborating budgets for 2026, which included the topics related to medium-term and capital investment planning, as well as participatory budgeting. In addition, the Manual for the implementation of the Regulation on Capital Projects in Local Self-governments was finalised, which includes the a step-by-step review (flowchart) with models of accompanying documents LSGs need for the implementation of the Regulation.<sup>26</sup>
- Enhancing the local tax administration (LTA) capacities – in 2025, a total of four cycles of regional thematic meetings were organised for all LPAs, and detailed consultations of LSGs were organised, yielding consolidated proposals of LSGs with regards to the additions and amendments of the Law on Tax Procedure and Tax Administration;
- In the domain of internal financial control at the local level, horizontal support to the LSGs continued, in project coordination and cooperation with the CHU of the MoF. Cycles of regional seminars from the scope of financial management and control (FMC) were organised, covering topics of risk management and the implementation of the RACI methodology in the process of delegating tasks



Annual award ceremony for best municipal/city administrations in 2024 Sokobanja (efficiency and effectiveness), Zaječar (transparency and public participation), Veliko Gradište (accountability and rule of law) and Raška (equality and anti-discrimination).

26 [https://www.skgo.org/storage/app/uploads/public/175/515/816/1755158163\\_Prirucnik%20za%20primenu%20Uredbe%20o%20KP%20u%20LS%20sa%20prilozima.zip](https://www.skgo.org/storage/app/uploads/public/175/515/816/1755158163_Prirucnik%20za%20primenu%20Uredbe%20o%20KP%20u%20LS%20sa%20prilozima.zip)

and accountable management. When it comes to the internal audit (IA) function, the networking between towns and municipalities, as well as providing advisory support, were primarily directed at operationalisation of the additions and amendments of the Law on Budget System adopted in 2024, which, *inter alia*, prescribed more detailed rules for organisational positioning and the operation of internal audit within LSGs.<sup>27</sup>

The improvements of service quality and availability, which is the focus of the fourth Specific Objective of the Programme, pertain to the performance improvement of local government bodies, public institutions, as well as utilities.

- Following the amendments to the Law on Communal Activities, a Working Group was formed for the development of a bylaw regulating the methodology for setting the public utility charges. Guidelines for the harmonisation of the Decision on Communal Activities with the additions and amendments of the law were adopted in 2025. Work is underway to develop the electronic reporting portal on the provision of public utility services (that will contribute to digitalisation of the process and to reducing human error in physical data entry, allow current data viewing and the possibility to refresh the database in real time, which will directly contribute to a better standard of everyday life in the local community); in addition, a commission has been formed to propose measures and define guidelines with a view to develop public

utility enterprises. Software for public enterprise supervision has been upgraded through continual technical support, and work has started on a comprehensive analysis of the current situation in all enterprises founded by LSGs; also, in 2025, the methodology for evaluation was harmonised and individual visits to the selected LSGs have started and will continue into the beginning of 2026;

- A set of measures has been implemented to strengthen managerial accountability and performance management in LSGs, which were particularly intensive within the RELOF Project. A Performance Plan for LSGs has been elaborated, as have the templates for organisational performance measurement, which are the basis for the improvement of the employee performance evaluation system. In addition, three trainings for employees and managers in LSGs were organised, and were introduced into the NAPA's Curriculum for Managers for 2026;
- Satisfactory results and the most progressive value for an indicator was achieved with regards to the share of LSGs that have public private partnership (PPP) projects (achieved 71% compared to the targeted 60%), which is an example of successful synergy of the efforts invested by the competent stakeholders at the national level and the well thought-out steering of project support to towns and municipalities. The PPP Commission also published a Manual in 2025, for information purposes and to facilitate implementation of these projects.



## CHALLENGES

- ▶ The Draft Law on amendments and additions of the Law on Local Self-government was prepared in the previous period. However, in 2025, the planned amendments and additions were not considered, since the Working Group for coordination and development of the amendments had not been formed due to Serbian Cabinet reshuffling, meaning that the recommendation from the previous reporting period is still valid.
- ▶ In the preceding period, intermunicipal cooperation has led to the achievement of legal security impacts, through the use of standardized sector agreement models that avoid legal gaps and clearly define the responsibilities of each of the LSGs. Higher administration efficiency has been achieved through the establishment of joint services (local ombudsman, inspection), which allow smaller municipalities to operate in a professional manner that they could not afford on their own. Human resources optimisation was achieved through unification of professional capacities, which resolves the issue of a lack of specific profiles of employees in local self-governments. Standardisation of services was also achieved, being that the citizens in all partner municipalities receive the same quality, and the same procedure for the exercise of their rights. However, there is room for further improvement of the inter-municipal cooperation. Local self-governments are not completely familiar with its mechanisms and possibilities and do not have sufficient funds available for its achievement.



## RECOMMENDATION

Reporting authority:	Recommendation for 2026
MPALSG	The Law on Local Self-government remains the central topic in the upcoming period, with a planned performance of an <i>ex-ante</i> analysis in 2026.
MPALSG	Intermunicipal cooperation needs to be improved through LSGU capacity building, as well as by providing adequate funds for its implementation.

27 Direct expert support was provided for the introduction of an FMC system in 17 public enterprises from 6 LSGs (Babušnica, Mali Zvornik, Novi Pazar, Raška, Žabalj and Zrenjanin), as well as in 11 institutions from 3 LSGs (Babušnica, Mali Zvornik and Raška). The FMC system has been established in full in 6 LSG systems (Babušnica, Mali Zvornik, Piroć, Raška, Žabalj and Zrenjanin), encompassing administrations, public enterprises and indirect budget beneficiaries.

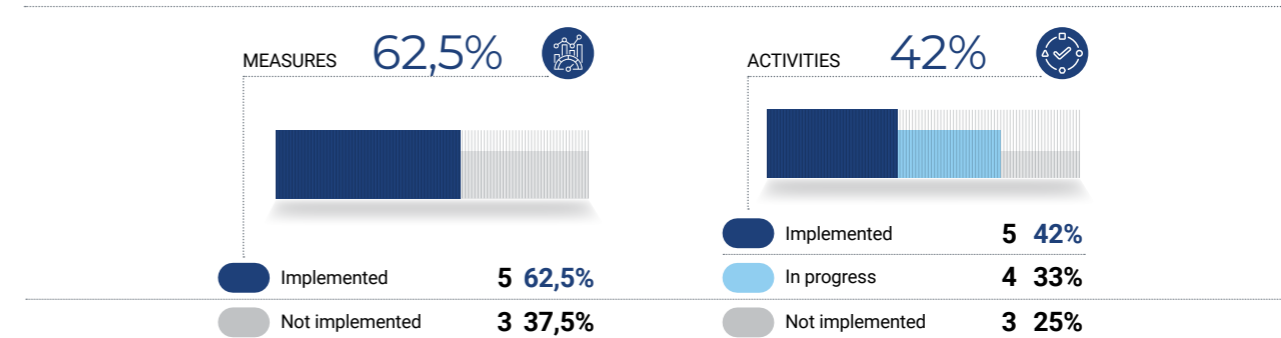


SPECIFIC OBJECTIVE

9

**COORDINATION AND COMMUNICATION OF PAR STRATEGY IMPLEMENTATION**

IMPLEMENTATION STATUS

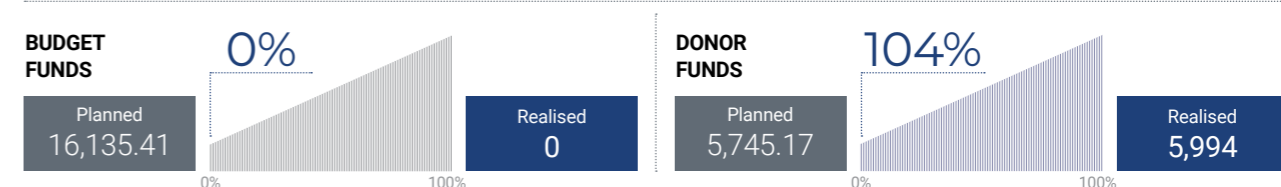


**SPECIFIC OBJECTIVE 9 PARS | COORDINATION AND COMMUNICATION**

SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	Progress
Number of public policy documents pertaining to PAR, for which monitoring results are available through the OMT (Number)	1	5	6	
Number of active and trained employees in the sector for European integrations and international cooperation	6	9	9	
Annual operational plan for PAR communication by the Coordination Body for PAR Communication in place (Number)	0	1	1	
Level of fulfilment of annual operational plans for PAR communication (%)	0	80	78	
Proportion of SABs and LSGs that publish PAR-related information in a standardised manner on the Notice Board (%)	25	100	Abandoned	
Total number of trained public relations and human resources management staff in SABs and LSGs (Number)	0	550	2 188	
Number of affirmative and neutral posts (feature stories) about the public administration reform in the media (Number)	1,178	1,897	181	
Presence of PAR topics on institutions' websites and social media pages / profiles (Number)	146	234	140	
Proportion of citizens who are informed about the results of the public administration reform (%)	0	40	70	

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 PAR Strategy implementation 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 5: Increasing visibility and communication of the PAR process and results).



The fifth session of the PAR Council, December 2025



Progress was made in 2025 in certain segments of public administration reform coordination and communication, primarily with regards to data availability and informing the citizens, while deviations from planned values have been observed in the fields of media visibility, digital presence and systemic communication management.

## COORDINATION RESULTS

Within the coordination structure for monitoring, reporting and evaluation of the public administration reform process, one meeting of the **Interministerial project group for expert tasks in coordination and monitoring of the implementation process of the PAR Strategy in the Republic of Serbia for the period 2021-2025**, as the administrative level of coordination, was organised in an electronic format. The 2024 Annual Implementation Report on Public Administration Reform Strategy 2021-2030 was adopted at the level of this coordination structure, with the CSO perception submitted. In addition, a meeting of the **Council for Public Administration Reform**,<sup>28</sup> was held, as the political level meeting, where the Conclusion on the adoption of the 2024 Annual Implementation Report on PAR Strategy 2021-2030 was adopted. At the meeting, the members of the Council were informed on the status of the implementation of Sector budget support in this field, as an important mechanism for further public administration performance improvement.

## CHALLENGES

- ▶ Constant changes in managers and leadership and insufficient awareness on the importance of reform coordination
- ▶ Limited operational dynamics for the coordination bodies due to Cabinet reshuffling

## RECOMMENDATION

Reporting authority:	Recommendation for 2026
MPALSG	Ensure greater institutional support and continuity in the implementation of reform activities.
MPALSG	Strengthen the role of coordination bodies through greater regularity of meetings and clearer definition of responsibilities.

<sup>28</sup> The news article is available at: <https://monitoring.mduls.gov.rs/struktura/savet-za-reformu-javne-uprave/225168/odrzana-peta-sednica-saveta-za-reformu-javne-uprave.html>

# COMMUNICATION ACTIVITIES IN 2025

## STRATEGIC FRAMEWORK FOR PAR COMMUNICATION



PAR Strategy 2021-2030 with the accompanying Action Plan for 2021-2025 (umbrella document defining the field of PAR communication)



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

## RESULTS OF COMMUNICATION:

### COORDINATION MECHANISM FOR INTERNAL COMMUNICATION REGARDING PAR – STANDARDISATION OF PAR COMMUNICATION



During the reporting period, cooperation within the network of public relations officers of institutions taking part in the reform continued, meaning that a functional institutional communication coordination mechanism has been set up for communication coordination at the national level. In this context, the Annual operational plan for 2025, setting out key activities and steps in public administration reform communication, was adopted at the meeting of the Special Working Group for Communication Planning and Coordination held in July 2025.

The Working Group served as a coordination mechanism for communication activities within institutions, exchange of information on planned and implemented reform activities, as well as for harmonising communication messaging related to public administration reform.

However, the internal communication is still a challenging field, since, aside from the Working Group, no sustainable and formalised mechanism for systemic exchange of information and dissemination of good practice has been established.

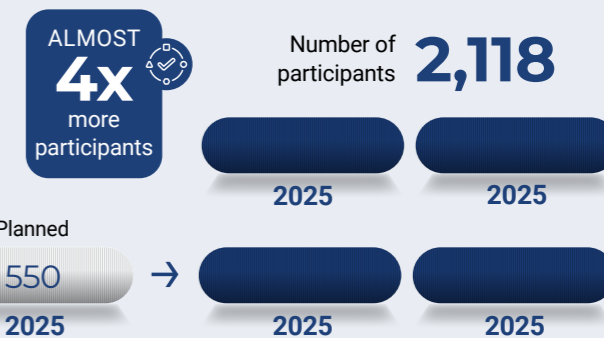


Working Group



The training attended by the members of the Special Working Group and journalists of national and local media covering PAR-related topics (organised by EU4PAR)

In 2025, the trainings in public relations and human resources management were attended by a total of 2,118 employees in public administration, which represents almost quadruple the number of participants planned, which was 550. In previous year, the coverage was 66% in 2024 and 65% in 2023.



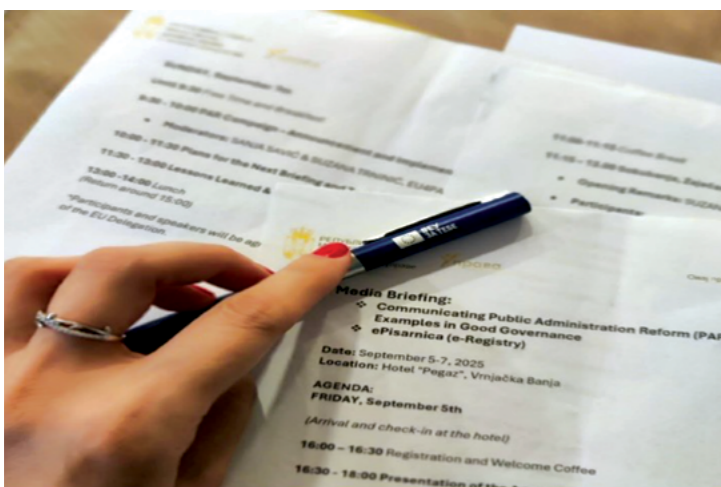
EXTERNAL PAR COMMUNICATION

PAR CAMPAIGN

Within communication activities and with support of the EU4PAR project, promotion of certain activities and results of the work of MPALSG was organised. National and local media reported on the award of CAF certificates, but also on the efforts to improve and streamline services available to citizens and businesses via one-stop shops.<sup>29</sup>



CAF – Prestigious CAF Effective User Certificates User have been presented to the institutions that have achieved the criteria – Accreditation Body of Serbia, The Office for Combating Drugs and Mine Action Centre. (<https://beta.rs/content/225558-tri-institucije-iz-srbije-nagradene-za-poboljsanje-upravljanja-kvalitetom-u-javnom-sektoru>).



<sup>29</sup> <https://www.rts.rs/vesti/drustvo/5722785/kaf-sertifikat-reforma-javne-uprave.html>; <https://beta.rs/content/236792-paunovic-cilj-u-2026-otvaranje-jedinstvenog-upravnog-mesta-u-sto-vecem-broju-lokalnih-samouprava>



PROMOTION OF PUBLIC ADMINISTRATION REFORM IN SERBIA

CHANGE THAT LASTS. RESULT THAT STAYS.

PUBLIC ADMINISTRATION REFORM IN SERBIA IS A CHANGE THAT LASTS – A LONG-TERM AND STRATEGICALLY PLANNED PROCESS OF CREATING STRONGER INSTITUTIONS, THE DIGITALISATION OF SERVICES, GREATER TRANSPARENCY, AND THE PROFESSIONALISATION OF PUBLIC EMPLOYEES, PUBLIC INSTITUTIONS OPERATE THROUGH OUTCOMES, AND A NEW CULTURE OF PUBLIC ADMINISTRATION—AN ADMINISTRATION THAT SERVES CITIZENS AND BUSINESSES AND SERVES AS A RELIABLE PILLAR OF SERBIA'S DEVELOPMENT.

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MORE EFFICIENT, ACCESSIBLE, AND USER-CENTRED THE LASTING RESULT IS A SET OF SUSTAINABLY ESTABLISHED SYSTEMS, MEASURABLE AND STRATEGICALLY PLANNED PROCESS OF CREATING STRONGER INSTITUTIONS, THE DIGITALISATION OF SERVICES, GREATER TRANSPARENCY, AND THE PROFESSIONALISATION OF PUBLIC EMPLOYEES, PUBLIC INSTITUTIONS OPERATE THROUGH OUTCOMES, AND A NEW CULTURE OF PUBLIC ADMINISTRATION—AN ADMINISTRATION THAT SERVES CITIZENS AND BUSINESSES AND SERVES AS A RELIABLE PILLAR OF SERBIA'S DEVELOPMENT.

CONFERENCE AND CAMPAIGN FOR THE PROMOTION OF PAR IN SERBIA

(prepared in 2025, implemented in January 2026 in cooperation with the EU)



EXTERNAL PAR COMMUNICATION

ONE-STOP SHOP



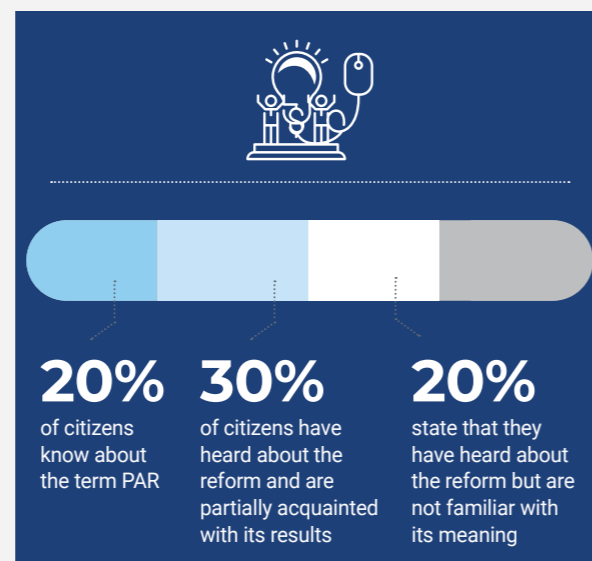
The promotion of the OSS concept, as one of the important instruments in improving public administration services availability, continued as part of the communication activities. The activities were aimed at informing citizens on the possibilities offered by this model, as well as on the presentation of good practice examples of local self-governments that had set up one-stop shops.<sup>30</sup>



RESULTS:

The implemented media capacity-building activities have contributed to the increased knowledge among journalists on the objectives, results and activities of public administration reform, compared to the previous media cooperation cycles.

Public polls have shown that progress has been made in terms of reform recognisability, as a significant share of citizens have a certain level of awareness of PAR (20% of the citizens know the term "PAR", 30% have heard of the reform and are partially acquainted with its results, while 20% state that they had heard about the reform but were not acquainted with its meaning).



CHALLENGES

- Insufficiently proactive communication of PAR results.

RECOMMENDATION




Reporting authority:	Recommendation for 2026
MPALSG	Proactively communicate PAR results through media, web portals of the institutions, social networks and online platforms.

<sup>30</sup> The news article is available at: <https://mduls.gov.rs/saopstenja/unapredjenje-rada-jedinstvenih-upravnih-mesta-u-srbiji/>



# RISKS THAT MATERIALISED AND MEASURES UNDERTAKEN

## horizontally for PAR Strategy implementation

The most important anticipated risks in the previous period, grouped (Annex 6 of the PAR Strategy <sup>31</sup> )	Materialisation of risks and measures undertaken for mitigation
<p>Snap parliamentary elections may result in a deceleration of reforms and affect their efficient coordination at the political level.</p>	<p><b>The risk has materialised.</b></p>  <p>During the PARS implementation so far (2021-2024), snap parliamentary elections were held twice (in April 2022 and in December 2023); in addition, there was a Cabinet reshuffle in 2025, as the previous Prime Minister had resigned. As a consequence, this led to several months under a technical Government, as well as to changes in SAB structure and leadership in certain institutions. In view of the above, the legislative activity was considerably reduced again in 2025, which resulted in another delay in the adoption of regulations relevant for the implementation of reforms and serving as 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 <a href="#">Report on the PAR coordination</a>).</p> <p>In these circumstances, for fear of a significant delay in reforms, efforts were invested so that the administrative level of the PAR coordination would progress in the usual manner (see the part of the <a href="#">Report on the PAR coordination</a>), which is confirmed by the completion of the annual reporting process for 2025 and the work on the elaboration of final reports for all three accompanying programmes for the period 2021-2025, as well as by the meetings of the IMPG. Despite the materialisation of this risk, intense activities have been undertaken in 2025 to develop a new strategic framework for PAR, which include the elaboration of all PPDs of lower hierarchical order compared to the PAR Strategy, which ensures efficient coordination and continuity of planning in the field of PAR.</p>
<p>Possibility of a reform processes deceleration due to a lack of human capacities (numerical shortage of employees, lack of analytical capacities, lack of capacities in IT and normative field, etc.).</p>	<p><b>The risk has materialised.</b></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 in strengthening of capacities for application of the competence framework at the local level (<a href="#">see the thematic area HRM</a>), and the use of available expert support in areas where there 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. Staff resistance to collecting and analysing data for PPDs, complicating and slowing down the reporting process for PPDs.</p>	<p><b>The risk materialised to an extent.</b></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 PPDs, regardless of the established hierarchy in the planning area. This additionally complicated the reporting processes for umbrella PPDs in the area, making them more difficult.</p> <p>When it comes to the measures undertaken, the Regulation on the Methodology of Public Policy Documents Drafting was adopted in 2025, which details that, in case of programmes of lower hierarchical level that are derived from strategies, the period for submission of the annual data and information needed for reporting on the implementation of the action plan and strategy from which the specific objective is taken, cannot be longer than 60 days after the end of each calendar year, from the year in which the program was adopted. Since this Regulation was adopted in March 2025, the full effects of its implementation are yet to be expected.</p>

<sup>31</sup> The risks were defined at the level of measures and activities in Annex 6 of the PAR Strategy, but as the majority of risks repeat through different measures and activities, in this Report, the risks are grouped by similarity, for 2025. The table presents only those risks that have completely or partly materialised

Extension of limitations regarding new employment in the public administration by the end of 2026,<sup>32</sup> together with the dependency of the employment on available financial resources and the practice of non-adoption of human resources plans, may endanger human resources planning in accordance with the real needs.

**The risk has materialised.**



The materialization of risks is visible in the constantly low level of employment compared to staffing needs of the state administration bodies (14% in 2021, 18.7% in 2022, 14.25% in 2023, 12.82% in 2024 and 12.42% in 2025), and a failure to achieve the target values at the level of [Measure 2.1](#) throughout the entire implementation period of the Action Plan 2021-2025. Overcoming this is additionally complicated by an extension of the limitations regarding new employment and the continuation of the practice of not adopting human resources plans in ministries, special organisations, Government services and expert services of administrative districts.

Despite the HRMS not being fully functional as of yet, certain activities in this direction have been undertaken in 2025 – over 90% of the data on organisational charts and job positions in the bodies have been entered, as well as close to 35% of final job descriptions and competency frameworks. In addition, the software solution has undergone some improvements, through the creation of a web service for seamless operation of e-Sick Leave, creation of template documents in the field of employment and labour relations has continued, as has the adjustment of the system to the amendments in the legislative framework and employment process ([see Measure 3.2 in section pertaining to the HMR theme area](#)).

Also, the medium-term plans link, among other reform activities, the identified need to strengthen the capacity of institutions through human resources 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.

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.

**The risk has materialised.**



Filling job vacancies of senior civil servants in accordance with the competence framework is constantly performing below the planned level ([Measure 2.3](#) – in 2025 34.51% of the total number of filled senior civil servant job vacancies were filled after an implemented open competition (planned 90.25 - 95%), with a negative trend starting from 2022 (2022 - 46%, 2023 - 45%, 2024 - 40%). There have been no significant activities in 2025 aimed at mitigating the risk, primarily because the work of the Special Working Group for monitoring the status and proposing measures regarding senior civil servant management was slowed down due to the Cabinet change. On the other hand, for the purposes of capacity building and professionalisation of senior civil servants, 18 newly appointed senior civil servants attended the *Training programme for newly-appointed senior civil servants* in NAPA in 2025, while 259 attended the *Continual professional development programme for senior civil servants* (149 more than in 2024).

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

**The risk materialised to an extent.**



The implementation of the Plan of Development of Digitalisation in the Field of Finance for 2021-2025, which is the strategic framework for the IT system improvement, continued in 2025. Several projects in the field of digitalisation are being implemented. The efforts to harmonise the IT system will continue in the upcoming period.

<sup>32</sup> Pursuant to the Law on amendments and additions to 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 on fixed-term in the capacity of interns, up to 70% of the total number of persons whose permanent employment had finished, on any grounds, during the preceding calendar year (subtracting the number of new permanent employees or fixed-term interns in that calendar year). Decisions on the new permanent employment or fixed-term internships, 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 TO IMPLEMENT THE RECOMMENDATIONS FOR 2025 BY THEMATIC AREAS



## THEMATIC AREA 1 PUBLIC POLICY PLANNING AND COORDINATION

Reporting authority:	Recommendation for 2025	Action upon recommendation
PPS, Working group for the amendments in the legal framework for 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.	<p><b>IMPLEMENTATION STATUS:</b> Partially implemented </p> <p><b>DESCRIPTION:</b> ▶ The Government Rules of Procedure have been amended so that the Government, and not the committee, is now deciding on conducting public debates, presenting the final stage of the consultation process, and the PPS issues an opinion on the legislation being referred to public debate. Work has continued on simplifying the legal framework – the objective is to regulate the conduct of consultations.</p>
PPS	Provision of methodological support to state administration bodies for optimization of planning areas in accordance with the Regulation on the Methodology of Public Policy Documents Drafting, with a view to reducing the total number of PPDs and improving the implementation and reporting on the implementation of public policies.	<p><b>IMPLEMENTATION STATUS:</b> Partially implemented </p> <p><b>DESCRIPTION:</b> ▶ By the end of 2025, 6 of 23 planning areas were optimised. PPS provides continual methodological support to SABs for the optimisation of planning areas. The new Programme 2026-2030 envisages the provision of support to SABs for the optimisation of five areas: public safety, judiciary, human rights, digital society and energy, as well as the establishment of a standardised approach to resource optimisation and unification of planning areas.</p>
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 purposes of improving regulatory impact assessment quality.	<p><b>IMPLEMENTATION STATUS:</b> Partially implemented </p> <p><b>DESCRIPTION:</b> ▶ The Regulation on Regulatory Impact Assessment that regulates the contents of ex-ante and ex-post impact assessments came into force on 31 March 2025. Development of a manual and tools to help civil servants in conducting impact assessments is under way.</p>



## THEMATIC AREA 2 HRM

Reporting authority:	Recommendation for 2025	Action upon recommendation
HRMS	Ensure full operability of the HRMIS, including its connection to other relevant systems (CPR, NAPA, e-Government and CROSO), which would create conditions for an analytical approach to human resources and human resources planning and improve the level of employment on the basis of bodies' expressed staffing needs.	<p><b>IMPLEMENTATION STATUS:</b> Partially implemented </p> <p><b>DESCRIPTION:</b> ▶ The system is currently at a stage of gradual deployment – the state bodies are already connected to the local network and are actively entering data on internal organisation, job positions and employees. In addition, certain documents are already being generated within the systems and some reports are available, and the implementation of an employment module, in line with the amended legislation, is under way; in addition, the electronic connection to the government Registry Office service is expected. Full information system functionality, including the implementation of all envisaged modules, is expected by 1 June 2028.</p>
MPALSG	Create an ex-post assessment of the existing normative framework which governs the procedure and method of implementation of open competition procedures in SABs and performance evaluation, with recommendations for further improvement.	<p><b>IMPLEMENTATION STATUS:</b> Partially implemented </p> <p><b>DESCRIPTION:</b> ▶ The ex-post analysis of the existing normative framework is still in progress. In 2025, the Evaluation Reference Working Group was first formed and tasked with providing expert guidance and support in the implementation of analyses. The Draft Methodology for ex-post Regulatory Impact Assessment and the Operational Plan for the development of this assessment have been elaborated. In November 2025, four focus groups were held to get a complete insight into the practices relating to the implementation of the legislative provisions regulating employment and performance evaluation of civil servants, and their relation to the provisions of legislation on professional development in state bodies. In December 2025 and January 2026, additional data were collected from the relevant institutions. This assessment is expected to be finalised by the end of the first quarter of 2026.</p>

Reporting authority:	Recommendation for 2025	Action upon recommendation
NAPA, MPALSG	Continue to systematically strengthen the capacities of employees in AP and LSGU bodies for the implementation of the competency framework.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ From 2022 to date, there has been a continual implementation of activities aimed at systemic capacity building for the employees of LSGs for the implementation of the competence framework, through the cooperation of the SCTM and MPALSG. In this period, a comprehensive set of measures has been put in place, including: preparation of key manuals and guidelines (to determine competencies, competition procedures, as well as to assess behavioural competencies), development of model competence templates for typical job positions and guides for candidates, as well as the development of practical tools to use in human resources procedures.</li> <li>▶ In addition, a significant number of regional accredited trainings and workshops were organised, covering the topics of competence-based human resources management, application of competencies in planning and conducting competition procedures, use of digital platforms to verify competencies, as well as competence-based interview techniques. Special emphasis was placed on strengthening the role of HRM units in these processes.</li> <li>▶ Activities also continued throughout 2025, through further organisation of trainings and development of a support package for the improvement of competence-based HRM functions in LSGs, indicating continuity and a systemic approach to this field.</li> <li>▶ Within the Sectoral Programme of Continual Professional Development for LSGU employees, 6 trainings were organised on "Legislation and procedures in the recruitment process", with 66 participants, while the online training with the same topic was attended by 25 participants. Within the Training Programme for LSG Managers, the online training "The contemporary concept of human resources management in LSGs" was completed by 29 participants.</li> </ul>
NAPA, MPALSG	Establishment of cooperation between special expert bodies with a view to improving multi-sectoral forms of professional development.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ In 2025, the special expert bodies of the NAPA Programming Council and Judicial Academy Programming Council, as well as the Government Council for Continual Professional Development of LSGU employees, held regular meetings. In addition, these expert bodies also held a joint meeting with the Network of Schools, where a single proposal of themes for the preparation of multisectoral training programmes for 2026 was defined.</li> </ul>

**THEMATIC AREA 3**  
SERVICE DELIVERY

Reporting authority:	Recommendation for 2025	Action upon recommendation
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.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ HRM has developed an application for SABs and LSGs, to enter data on employees engaged in public service delivery. Based on the data entered into the application, an analysis of human resources availability and structure within public administration and local self-government for public service delivery was elaborated, using a representative sample of 21 LSGs and 29 SABs.</li> </ul>
MPALSG	The platform for measurement of end user satisfaction at the one stop shops (OSSs) needs to be further developed.	<p><b>IMPLEMENTATION STATUS:</b> Not implemented </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ In February 2025, the work of the Working Group was completed, as was the final version of the specification for the development of a platform to measure citizen satisfaction with OSS services. There were no further activities in 2025. The continuation of activities is planned for the time when the funds are procured.</li> </ul>
MPALSG	<i>Ex-post</i> and <i>ex-ante</i> assessments of the Law on Inspection Supervision and new functional analyses of inspections need to be elaborated, and working groups need to work more intensely on overcoming various challenges in coordinating the work of inspections.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ Within the the Project "Support to Public Administration Reform in the EU Accession Process" (PAR2EU), implemented by GIZ, the <i>ex-post</i> and <i>ex-ante</i> analysis of the Law on Inspection Supervision was developed, and a Draft Law on Amendments and Additions to the Law on Inspection Supervision was provided.</li> </ul>
PPS	Establishment of standards for the delivery of public administration services and establishment of indicators to measure the quality of delivered services.	<p><b>IMPLEMENTATION STATUS:</b> Not implemented </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ Establishment of standards for public administration service delivery and of indicators for the measurement of quality of delivered services shall be regulated by a new PPD in the field of PAR for the period 2026-2030.</li> </ul>
PPS	Development of a methodology and instructions for involving the users in the creation and redesign of services.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ The methodology has been completed. The next activities pertaining to digitalisation of the selected services (the next stage of application of the developed methodology) will be implemented in 2026, particularly in the part pertaining to clear definition and practical application of progressive and innovative tools for systemic involvement of end users in the service development process.</li> </ul>



Reporting authority:	Recommendation for 2025	Action upon recommendation
MPALSG	In 2025, activities need to be coordinated with the inspections, with a view to determining which options in the Registry Office they use, and which integrations are needed so that a functional connection between e-Delivery and E-Inspector would be made (through the Registry Office). For this purpose, it is necessary to elaborate a detailed analysis of this procedure in collaboration with the ITE Office, as well as with the inspections.	<p><b>IMPLEMENTATION STATUS:</b> Имплементирање у току <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► Based on regular, semiannual report of the inspections on their work within the e-Inspector system, a review of the reported software shortcomings has been performed, to improve the software's functionality. Based on this, priority debugging and upgrade activities will be determined, which will be performed by ITE.</p>
Ministry of Justice	It is necessary to improve and expand the functions of the eCourt application so as to ensure a 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 case of 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.	<p><b>IMPLEMENTATION STATUS:</b> In progress <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► The application is in the regular maintenance mode. Expansion of its features will depend on the introduction of a unique case management system Super SAPS.</p>
MPALSG	New strategies and approaches need to be explored to ensure higher inclusion and support to the bodies in data opening and re-use and the needed human capacities should be provided. 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 public administration transparency and efficiency.	<p><b>IMPLEMENTATION STATUS:</b> In progress <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► A cycle of trainings was organised, aimed at strengthening the capacities of civil servants in the field of data management and usage. Through these trainings, the participants improved their understanding of the significance of open data in the artificial intelligence era, got acquainted with successful open data platform models, as well as with the techniques for their search, download and practical use when resolving concrete challenges. Special emphasis was placed on the development of practical skills of data quality assessment, using contemporary diagnostic tools, as well as on providing support in the development of concrete and applicable plans for the improvement of the open data system in institutions. The trainings on data opening were implemented by the NAPA, with the aim of developing and improving participant knowledge of efficient work with open data. In addition, specialised trainings were organised to improve the analytical skills of the employees of the SAI. Training for Microsoft Power BI was organised for one employee group and it was aimed at data analysis and visualisation, while another employee group participated in the advanced training for Excel that focused on working with large datasets and developing complex reports.</p>





**THEMATIC AREA 4**  
ACCOUNTABILITY AND TRANSPARENCY

Reporting authority:	Recommendation for 2025	Action upon recommendation
Working Group for Managerial Accountability	Start with the implementation of the Roadmap for Managerial Accountability and the undertaking of the planned activities	<p><b>IMPLEMENTATION STATUS:</b> In progress <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► Even though some activities have been initiated (Guidelines for analytical units have been developed and the piloting has started, the Manual for Accountable Management has also been developed, meetings of the Chiefs of Staffs to the Ministers are being held after every session of the Government), the implementation of the majority of the planned activities is expected in the upcoming period.</p>
MPALSG	Intensify efforts with respect to defining clear lines of accountability within the public administration system	<p><b>IMPLEMENTATION STATUS:</b> In progress <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► The Catalogue of Bodies has been elaborated and sent into production, with the information on organisational entities that encompass state administration, judiciary, education, healthcare, local self-government and other types of bodies. Trainings for SABs have been planned, as well as the appointment of administrators who will be entering the body's organisational entities, after which work will commence on defining information on competencies and lines of accountability.</p>
MPALSG	Complete the implementation of the Pilot Project for appointment of ethics and integrity officers and compile the Report on the implemented Project with Recommendations	<p><b>IMPLEMENTATION STATUS:</b> Commenced <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► The implementation of a Pilot project on the introduction of ethics and integrity officers was completed, and a final Report was prepared to summarise the experiences gained in its implementation (observations and information pertaining to the selection, training and work of ethics and integrity officers); in addition, recommendations were provided for the introduction of these officers into all SABs.</p>
Commissioner for 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 e-Information Bulletin of the public administration bodies, more public	<p><b>IMPLEMENTATION STATUS:</b> Postponed until a revised legal framework is adopted</p> <p><b>DESCRIPTION:</b> ► The Commissioner had developed the Basic Manual when the Law on Free Access to Information of Public Importance was adopted. In 2024, the draft text of the Manual had been elaborated, but in 2024 work was underway on amendments and additions of the Law on Free Access to Information of Public Importance, so it was assessed that it would be pointless to elaborate the Manual and then revise it, until the amendments and additions to the Law on Free Access to Information of Public Importance have been adopted.</p>
MPALSG/ Commissioner for Information of Public Importance and Personal Data Protection	Resolving the issue of systemic abuse of requests for free access to information of public importance	<p><b>IMPLEMENTATION STATUS:</b> Not implemented <input type="checkbox"/></p> <p><b>DESCRIPTION:</b> ► When it comes to the abuse of rights provided by the Law on Free Access to Information of Public Importance, the situation has not changed compared to 2024, except that the number of pending cases has increased in 2025, as some have been carried over. For expenditures related to administrative proceedings initiated due to administrative silence, paid out based on the decisions made by the competent courts, a total of 9,945,519.30 dinars have been paid out in 2025, three times more than the sum paid out in 2024.</p>

 **THEMATIC AREA 5**  
PFM

Reporting authority:	Recommendation for 2025	Action 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><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <p>► The Sector for Budgetary Inspection, the Central Harmonisation Unit, the Fiscal Risk Department of the Budget Sector, Tax Administration, Office for Public Procurement, Office for the Review of EU Funds Usage have strengthened their capacities through employment and numerous trainings have been held for professional development.</p>
MoF	Identify potential challenges in implementation, 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 implemented.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <p>► At the workshop of the Working Group for the development, monitoring and reporting on PFMRP 2021-2025, held in July 2025, challenges in implementation of the activities envisaged for 2025 were identified. These challenges were primarily reflected in the delays of implementation for a certain number of projects, which led to delays in the implementation of a certain number of planned activities that were implemented through these projects, as well as in a lack of funds to implement certain activities.</p>

 **THEMATIC AREA 6**  
LSG SYSTEM

Reporting authority:	Recommendation for 2025	Action upon recommendation
MPALSG	In collaboration with the SCTM, a draft version of the amendments and additions of the Law on Local Self-government was created in 2024, for the purpose of developing new modalities of management in 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.	<p><b>IMPLEMENTATION STATUS:</b> Implementation is in progress </p> <p><b>DESCRIPTION:</b></p> <p>► In 2025, there were no activities regarding the creation of the Working Group and work on amendments and additions to the Law, but the working version of the amendments and additions to this Law was additionally considered within MPALSG. In the proposal of a new Local Self-government System Reform Programme 2026-2030, the activities on amendments and additions to the Law on Self-Government have been envisaged.</p>
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.	<p><b>IMPLEMENTATION STATUS:</b> Commenced </p> <p><b>DESCRIPTION:</b></p> <p>► In 2025, three additional provisions from the first section of the Charter have been adopted by the Law on Supplementing the Law on the Ratification of the European Charter of Local Self-Government, adopted on 22 October 2025 (came into force eight days from the publication: "Official Gazette of the Republic of Serbia – International Agreements, number 10/2025). A total of 27 provisions of 30 have been ratified.</p> <p>► The proposal for the new Local Self-government System Reform Programme calls for the continuation of MPALSG activities on further ratification of the ECLSG in cooperation with SCTM.</p>

Reporting authority:	Recommendation for 2025	Action upon recommendation
MoF	<p>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.</p>	<p><b>IMPLEMENTATION STATUS:</b> Implementation is in progress <input type="checkbox"/></p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ Capacity building activities are continually being implemented with local tax administrations (LTAs): in 2025 alone, 4 cycles of regional trainings were held for all LSGs, handling the most prominent topics relevant for LTA operation (amendments and additions to the Law on Tax Procedure and Tax Administration, as well as on Law on Property Taxes, amendments and additions of the Rulebook on the forms of tax returns on determined property tax, i.e. for the determination of the property tax). Some of the topics included the improvement of the control function when it comes to property tax, as well as the exchange of data between LTA and other bodies, including the use of the data exchange system on the e-Government Portal, the issues of access to information of public importance and personal data protection, as well as the practical application of the tax returns PPI-1 and the preparation of the annual tax assessments.</li> <li>▶ In addition to capacity building activities, consultations were also held with LTAs with a view to to improve the legislative framework, and the consolidated proposals for amendments and additions to the Law on Tax Procedure and Tax Administration were submitted to MoF, with some of the proposals being adopted. In addition, coordination with the LSGs continued with regards to the Law on the Charges for the Use of Public Goods, through the submission of joint initiatives as part of the consultative process.</li> </ul>



 **THEMATIC AREA 7**  
COMMUNICATION AND COORDINATION

Reporting authority:	Recommendation for 2025	Action upon recommendation
MPALSG	<p>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) need to be continued.</p>	<p><b>IMPLEMENTATION STATUS:</b> Not implemented <input type="checkbox"/></p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ In the period from 1 January to 31 December 2025, at the Department for Transparency of Operations, there were 2 persons employed, namely:</li> <li>▶ 1 person with the title of the Senior Adviser on a fixed-term contract and 1 person with the title of Adviser on a permanent employment basis.</li> <li>▶ There were no other employees assigned to the Department for Transparency of Operations in either 2024, or 2025, with any type of employment contract.</li> <li>▶ Compared to 2024, there was no increase in the number of persons employed.</li> <li>▶ In addition, there were no special trainings for monitoring and evaluation.</li> </ul>
MPALSG	<p>Restoration of 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.</p>	<p><b>IMPLEMENTATION STATUS:</b> Commenced <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ Following the stalling of operations, due to the election of a new Government of the Republic of Serbia in the first and second quarters of 2025, the Working Group was reactivated in the third quarter and continued with operations. At the session held on 31 July 2025, the GOP for 2025 was adopted, in which the activities were allocated by quarters for the completion of activities. Monitoring has found that the rate of completion of the GOP for 2025 is 78%.</li> </ul>
MPALSG / Members of the WG	<p>Intensify good practices of promoting the reforms planned in the PAR Strategy and the results of its implementation together with the administrative bodies.</p>	<p><b>IMPLEMENTATION STATUS:</b> Commenced <input checked="" type="checkbox"/></p> <p><b>DESCRIPTION:</b></p> <ul style="list-style-type: none"> <li>▶ In cooperation with the members of the Working Group for PAR Communication Coordination, based on the activities planned in the annual operational plan of communications, the annual conference dedicated to the promotion of PAR results was held, accompanied by promotion in the media – both traditional media and online platforms; in addition, a joint workshop was held for the members of the Working Group and the representatives of the media, on the topic of PAR. All representatives of institutions that are members of the PAR Council took part in collecting information about the results, as well as about the most important reform segments; they proposed activities and shared the most important information regarding the implementation of these activities. The conference was held on 24 January, and was accompanied by a campaign implemented with support of the project EU4PAR.</li> </ul>

# LIST OF INDICATORS









## PROGRAMME GENERAL OBJECTIVE | IMPROVED QUALITY OF PUBLIC POLICY DOCUMENTS AND LEGISLATION

### INDICATORS AT THE LEVEL OF OBJECTIVES

 Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Regulatory quality indicator – World Bank ranking (number)*	60.1 (2019)	65	–**
The indicator of policy harmonisation and planning quality (Scale (1-5))	0 (2021)	5	3 

\* The indicator measures the ability of the legislative and executive government to develop, adopt and implement clear public policy documents and legislation, which enable and promote the development of the private sector. The indicator consists of 67 variables, of which 50 are assessed on a 0-100 scale (available at: <https://info.worldbank.org/governance/wgi/Home/Reports>). The indicator is published once per year, in the current year for the previous year.  
\*\* The most recent available data is for 2024, available at: <https://www.worldbank.org/en/publication/worldwide-governance-indicators/interactive-data-access>. The data for 2025 shall be available at the end of 2026.

### SPECIFIC OBJECTIVES OF THE PROGRAMME

 Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Specific Objective 1:</b> Regulatory reform with a view of improving business environment and reducing the unnecessary burden for citizens and businesses			
The share of adopted laws containing complete impact assessments, relative to the total number of adopted laws requiring impact assessment, in the calendar year (%)	30.4	52	42.37 
The share of adopted laws containing complete impact assessments, relative to the total number of adopted laws requiring impact assessment, in the calendar year (%)	58.3	64	58.54 
<b>Specific Objective 2:</b> Capacity building and application of tools for high-quality development and enforcement monitoring of public policies and regulations			
The share of the PPDs adopted that contain a complete impact assessment, in the observed calendar year, compared to the number of PPDs adopted that require an impact assessment (%)	50	100	0 
<b>Specific Objective 3:</b> 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) (number)	1	All	6 
<b>Specific Objective 4:</b> Increased involvement of the civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations			
Share of adopted PPDs that had a consultative process implemented during their drafting in line with the LPS in the total number of adopted PPDs in the calendar year (%)	100	100	100 
Share of adopted legislations that had a consultative process implemented during their drafting in line with the LPS relative to the total number of adopted legislations in the calendar year (%)	35.71	76-80	51.3 
Share of adopted regulations that had a consultative process implemented during their drafting in line with the LPS in the total number of adopted regulations in the calendar year (%)	11.46	34.2-36***	30.1 

\*\*\* Deviation from the target value of up to 5% shall be assessed as a success.





## SPECIFIC OBJECTIVE 2 PARS | IMPROVED RECRUITMENT PROCESS IN PUBLIC ADMINISTRATION

### INDICATORS AT THE LEVEL OF OBJECTIVES

 Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Meritocracy and effectiveness of recruitment of civil servants (SIGMA principle) (Number)	3	4	–*

\* In view of the fact that this is an indicator monitored in SIGMA reports, and that the SIGMA data collection methodology for compilation of the 2024 Report and the indicators themselves were changed, it cannot be ascertained with certainty whether this indicator was achieved.

### SPECIFIC OBJECTIVES OF THE PROGRAMME

 Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 2.1:</b> Improvement of staff planning and promoting public administration as a desirable employer			
Employment based on staffing needs reported by the bodies (%)	0 (2019)	40-45	12.42 
<b>Measure 2.2:</b> Improvement of the selection process and the employee induction process			
Degree to which the competency framework matches the public administration needs and core values (Number)	1	4	2 
<b>Measure 2.3:</b> Improvement of the procedure for merit-based filling of senior civil service positions, and employee induction			
Percentage of senior civil service positions filled in accordance with the competency framework, relative to the total number of positions	34	95	34.51 

**SPECIFIC OBJECTIVE 3 PARS |**  
EFFICIENT CAREER MANAGEMENT SYSTEM APPLIED IN PRACTICE

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
Degree to which the career management system for the civil service is developed (Number)	1	4	4

SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 3.1:</b> Creating an environment conducive to efficient, innovative and motivated civil servants			
The performance appraisal ratings are distributed according to HRM standards (%)	75	40-45	77
<b>Measure 3.2:</b> Development of institutional and administrative capacities for human resources management			
Degree to which the organisation of human resources units in public administration bodies is standardised, and the quality of human resources management function (Number)	0	3	—*
<b>Measure 3.3:</b> 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) (Number)	11	13	—**

\* The indicator was not measured for 2025 due to a delay in the application of the new Information System which would generate data needed for indicator assessment.  
\*\* In view of the fact that this is an indicator monitored in SIGMA reports, and that the SIGMA data collection methodology for compilation of the 2024 Report and the indicators themselves were changed, it cannot be ascertained with certainty whether this indicator was achieved.

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

INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
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 (Number)	1	4	4


SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 4.1:</b> Improvement of the uniform system of professional development in government and LSGU bodies			
Degree of implementation of the quality system within professional development in public administration (Number)	1	5	5
<b>Measure 4.2:</b> Improvement of professional development programmes in government and LSGU bodies and of the manner of their organisation and delivery			
The level of training participants' expectations met, for trainings in which innovative professional development training forms and methods were used (%)	0	80	87.22
<b>Measure 4.3:</b> Improvement of the normative framework governing professional development in public administration			
Quality of new regulations in the area of professional development (%)	0	81-90	73
<b>Measure 4.4:</b> 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	4	4
<b>Measure 4.5:</b> Establishment of a system for planning and managing the process of lifelong professional development in public administration (lifelong professional development master plan)			
Number of business processes conducted with the use of information technologies	1	4	4
<b>Measure 4.6:</b> Establishment of instruments for cooperation between institutions responsible for professional development of employees in government and other bodies			
Extent of development of the framework for cooperation between institutions charged with the professional development of employees (Number)	0	1	1
<b>Measure 4.7:</b> Introduction of uniform criteria, benchmarks and standards in professional examinations in the public administration system			
Extent of establishment of uniform standards concerning professional examinations in the public administration system (Number)	0 (2019)	12	15
<b>Measure 4.8:</b> Development of cooperation with higher education institutions to support schooling and/or additional education of public administration staff			
Percentage of government and local self-government bodies participating in the student internship programme	0	45-50	56

### SPECIFIC OBJECTIVE 5 PARS |

PUBLIC ADMINISTRATION DELIVERS SERVICES IN AN EFFICIENT AND INNOVATIVE MANNER RESPONDING TO THE NEEDS OF END USERS AND ENHANCING THEIR USER EXPERIENCE





#### INDICATORS AT THE LEVEL OF OBJECTIVES

	Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
	SIGMA's average score for service delivery for all four pillars (Grade 0-5)	3 (2019)	4-5	—*
	The GDP share of the administrative burden of citizens and businesses (%)	3.11 (2018)	3.02-2.75	—**

\* Since the SIGMA methodology has changed, the indicator is not measurable.

\*\* The indicator pertaining to the share of the administrative burden on citizens and businesses in GDP is currently not available. The calculated administrative expenditure for 2024 is 2.7. The data for 2025 shall be available in the second half of 2026.

#### SPECIFIC OBJECTIVES OF THE PROGRAMME

	Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 1.5.1:</b> Improved development of services tailored to end users through the enhancement of the process for developing new and optimising existing services				
	Number of simplified administrative procedures for citizens and businesses (Number)	125	495-550	608 
	Number of one-stop shops established in LSGs	14	35-39	70 
<b>Measure 1.5.2:</b> Increasing human and technical-technological capacities of public administration for service delivery to end users				
	Percentage of employees of public administration and local self-government employed in service delivery tasks, which have successfully completed training in service delivery quality improvement (%)	0	63-70	—***
	EU benchmark of electronic governance – existence of key preconditions (Index 0-100)	35	81-90	—****
<b>Measure 1.5.3:</b> Improved system of service quality control and quality assurance				
	Number of SABs that have already implemented the CAF or any other quality management tool in the course of one calendar year, on the grounds of the appropriate legal framework (Number)	0	10	14 



\*\*\* The number of participants in these trainings in 2025 is 1,503. This cannot be expressed in percentages as it is not known how many employees there are employed on these tasks in total.

\*\*\*\* The European Commission has stopped measuring this indicator for candidate and potential candidate countries.

### SPECIFIC OBJECTIVE 6 PARS |

IMPROVED ACCOUNTABILITY AND TRANSPARENCY AT ALL LEVELS OF GOVERNMENT






#### INDICATORS AT THE LEVEL OF OBJECTIVES

	Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
	EC's annual assessment of progress in the area of accountability (0 – No, 1 – Yes)	0	1	0*** 
	Accessibility of public information, SIGMA indicator (Point/30)	21 (2017)	28-30	—****

\*\*\* EC Report: *Accountability of the government is yet to be improved. Serbia has not achieved progress in resolving systemic organisational problems of the administration, such as overlapping roles and unclear reporting lines.*

\*\*\*\* In view of the fact that this is a SIGMA indicator which had been defined prior to the change of data collection methodology, and that the SIGMA methodology and indicators themselves were changed prior to the drafting of the 2024 Report, the value of this indicator cannot be measured.

#### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

	Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)
<b>Measure 6.1:</b> Establishment of systemic solutions for managerial accountability in public administration bodies				
	Percentage of SABs with officials authorised to conduct administrative proceedings and decide in administrative matters (%)	23	42.75-45	87 
	Percentage of SABs, independent bodies and LSGU bodies with officials who attended training on the implementation of the principle of managerial accountability (%)	0	5	18 
<b>Measure 6.2:</b> Improvement of the vertical and horizontal system of supervision and monitoring of work in public administration (established mechanism for performance-based management of public administration bodies)				
	Percentage of priority objectives from the APiGP pertaining to SABs, which have been taken into account in the development of medium-term plans by the bodies obliged to develop medium-term plans	0 (2019)	45	66,7 
	Percentage of SABs, independent state bodies and LSGU bodies with officials who attended training on the implementation of the single performance management methodology (%)	0	5	26 

## SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
<b>Measure 6.3:</b> Strengthening integrity and ethical standards in public administration				
Percentage of SABs and independent state bodies which organise and implement training in ethics and integrity for their managers and employees (%)	0	47.5-50	83	
<b>Measure 6.4:</b> Promoting proactive disclosure of data held by public administration bodies				
Number of public administration bodies and other holders of public authority that share/publish open data on the Open Data Portal	45 (2019)	152-160	155	
Percentage of SAB and LSGU bodies whose employees attended training in open data standards and the work with the Open Data Portal	0	23.75-25	18	
<b>Measure 6.5:</b> 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. imposed measures as part of inspection oversight over the enforcement of legislation on free access to public information (%)	75 (2019)	88.2-90	—****	
Percentage of enforcement for the acts of the Commissioner for Information of Public Importance and Personal Data Protection	65 (2019)	78.4-80	79.8	
Percentage of Ombudsman's acts enforced (%)	81.43 (2019)	89.38-91.2	86.74	

\*\*\*\* Administrative inspectors did not conduct inspections of the enforcement of legislation regulating free access to public information in 2025.

## SPECIFIC OBJECTIVE 7 PARS |

### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
Real growth of the gross domestic product (GDP) (%)	0	4	2	
Share of the general government debt in GDP (%)	59	50.7	44.4	

### SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
Information on performance in terms of public service delivery (PEFA: 4-A, 3.5-B+, 3-B, 2.5-C+, 2-C, 1.5-D+, 1-D, 1-D*)	C+	B	B	
Real revenues and expenditures of the general government budget at the annual level are within 5% from those envisaged in the fiscal strategy (%)	5 (2019)	5	Revenues higher by 5.9% Expenditures higher by 8.3%	
Average duration of an open procedure (number)	52	44	42	
Annual expenditures for public debt servicing (payment of interests – net amount) as % of GDP	1.9	2.1	1.9	
Average number of breaches of law and irregularities, per control, related to the total number of controls performed	2	1	1.58	
Percentage of accepted and implemented recommendations which an audit body issues to subjects of indirect EU funds management (%)	0	70	50	
PIFC-related progress identified in the EC progress report on the Republic of Serbia for the particular 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	Good level of preparedness	Moderate preparedness	
Financial report prepared and presented to the Ministry of Finance of the Republic of Serbia in accordance with Cash Basis IPSAS (Number)	0	1	0	
Number of reviewed audit reports	194	245	5	

### SPECIFIC OBJECTIVE 8 PARS |

ESTABLISHMENT OF A SYSTEM OF LOCAL SELF-GOVERNMENT THAT ENABLES EFFICIENT AND SUSTAINABLE EXERCISE OF CITIZENS' RIGHTS TO LOCAL SELF-GOVERNMENT

#### INDICATORS AT THE LEVEL OF OBJECTIVES

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
Compliance of the local self-government system with the key principles of the European Charter of Local Self-Government	3	3-4	3	
Share of LSG expenditures in consolidated expenditures in the Republic of Serbia (%)	14.75 (2019)	18	10.9	
LSGU capacity for the implementation of good governance principles (%)	39 (2018)	52-55	55.4	
Availability and quality of priority public service delivery of the local self-government (Composite scale (1-10))	0	6.1	-**	

\*\* The indicator was not measured in 2025 as donor funds for the implementation had not been provided.

#### SPECIFIC OBJECTIVES OF THE PROGRAMME (1/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
<b>Improvement of the status and responsibilities of the local self-government</b>				
Extent of ECLSG ratification	3	4-5	3	
Average value of the good governance index in selected areas of: 1) accountability; 2) transparency, openness and participation	43 (2018)	57-60	61.2	
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	5	4***	
<b>Improvement of local self-government financing system</b>				
Share of LSG tax revenues in total tax revenues in the Republic of Serbia	10.12	12.24-12.3	10.5	
Share of capital expenditures in total expenditures of local self-government	15.54 (2019)	17.41-17.5	15.8	
Share of LSGs which have adopted medium-term plans	0	36-40	6.2	

\*\*\* A total of 6 laws were taken into consideration for the purposes of reporting results in 2025 (e.g. additions and amendments of laws), which pertain, to a larger extent, to LSG; for five of these laws, it is confirmed that the LSGs and their national associations have taken a more direct role in the drafting process. This is a result showing 83% participation, which according to the composite scale for the calculation of this indicator results in the value of 4.

#### SPECIFIC OBJECTIVES OF THE PROGRAMME (2/2)

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
<b>Improvement of the organisation and capacities of the local self-government</b>				
LSGU capacity for human resources management in local administration (%)	51	64.6-68	56.7	
Share of LSGs which have established inter-municipal cooperation in the total number of LSGs (%)	27	43	62	
<b>Improvement of the quality and availability of services of local administration bodies, utility services and services of public institutions</b>				
Established baseline values for improvement of user satisfaction with local services	0	1	1	

### SPECIFIC OBJECTIVE 9 PARS |

COORDINATION AND COMMUNICATION

#### SPECIFIC OBJECTIVES OF THE PROGRAMME

Indicator	Baseline value (2020)	Target value (2025)	Achieved value (2025)	
Number of public policy documents pertaining to PAR, for which monitoring results are available through the OMT (Number)	1	5	6	
Number of active and trained employees in the sector for European integrations and international cooperation	6	9	9	
Annual operational plan for PAR communication by the Coordination Body for PAR Communication in place (Number)	0	1	1	
Level of fulfilment of annual operational plans for PAR communication (%)	0	80	78	
Proportion of SABs and LSGs that publish PAR-related information in a standardised manner on the Notice Board (%)	25	100	Abandoned	
Total number of trained public relations and human resources management staff in SABs and LSGs (Number)	0	550	2 188	
Number of affirmative and neutral posts (feature stories) about the public administration reform in the media (Number)	1,178	1,897	181	
Presence of PAR topics on institutions' websites and social media pages / profiles (Number)	146	234	140	
Proportion of citizens who are informed about the results of the public administration reform (%)	0	40	70	

# CHANGE THAT LASTS...

## LASTS...



2004

**The first STATE Administration Reform Strategy**

The strategic framework in the field of public administration reform was established – the first comprehensive planning document in this field. It covered the period from 2004-2012.

**Commissioner for Information of Public Importance and Personal Data Protection**

The Law on Free Access to Information of Public Importance established an institution protecting the right of the public to access the information of public importance and the citizens' right to privacy, controlling the compliance of the government bodies with the law in both fields.

2002

**Ministry of Public Administration and Local Self-government**

The Ministry was formed as an institutional centre for administration reform.

2005

**Law on Public Administration and Law on Civil Servants**

The normative framework in the field of public administration and the civil servant system was established.

**Human Resources Management Service**

A central institution of the Government of Serbia was established and charged with professional civil servant management, including recruitment, evaluation, development and uniform implementation of human resources management policies across public administration.

**Ombudsman**

An independent institution was formed to protect the rights of citizens, overseeing the legality and regularity in the operation of public authorities and acting on complaints concerning their work. It was established pursuant to the Law on the Ombudsman, adopted the same year.

**Programme budgeting**

The first pilot was launched – projects in several institutions.

**State Audit Institution**

The highest independent body for external audit of public funds was formed, reviewing the legality, efficiency and purposeful use of public expenditure in Serbia. It was established pursuant to the Law on State Audit, adopted the same year.

2006

**Law on Local Self-Government Funding**

The local self-government funding reform and fiscal decentralisation began.

2010

**e-Government Portal**

The first version of the Portal was launched, offering electronic public administration services. It was redesigned and improved in 2019.

**Administrative Court**

The highest judicial instance for the resolution of administrative disputes was established.

**Office for Cooperation with the Civil Society**

An institutional centre was established for the improvement of cooperation between the civil society and the administration, as well as for the creation of an environment conducive to civil society development. Today, it operates as the Sector for Cooperation with the Civil Society within the Ministry of Human and Minority Rights and Social Dialogue.

**Public Policy Secretariat of the Republic of Serbia**

Established as the expert service of the Government of Serbia for the regulatory reform and public policy management.

**Agency for the Prevention of Corruption**

The institutional centre for the prevention of the conflict of interest and anti-corruption was established pursuant to the Law adopted in 2008.

**Fiscal Council**

An independent state body was formed, assessing the credibility of the fiscal policy and overseeing the sustainability, transparency and legality of the budget and the public finance.

2008

**The Strategy of regulatory reform and improvement of the public policy management system for the period 2008-2011**

The strategic framework for regulatory reform and improvement of public policy management was established – the first comprehensive planning document in this field.

2009

**Strategy of e-government development for the period 2009-2013**

The strategic framework for e-government was established – the first comprehensive planning document in this field.

**Law on the Budget System**

The Law sets up a unified legal framework for planning, adoption and execution of the budget of the Republic of Serbia, as well as medium-term fiscal planning and fiscal strategy.

**Public Internal Financial Control (PIFC) Strategy**

The strategic framework for the introduction of financial management and control and internal audit in the public sector was established (the EU PIFC concept).

2012

**Open Government Partnership (OGP)**

The Republic of Serbia joined the global Open Government Partnership (OGP) initiative and has so far developed five national action plans aimed at improving the fundamental values of open government.

2014

**PUBLIC Administration Reform Strategy**

The scope of the reform was expanded from the state administration to the public administration. This Strategy covered the period from 2014-2020.

**The institute of whistleblowing was introduced.**

It was introduced pursuant to the Law on Protection of Whistleblowers.

2015

**Public Finance Management Reform Programme 2016-2020**

The strategic framework in the field of public finance reform was established – the first comprehensive planning document in this field.

**Coordination Commission for Inspection Oversight**

A coordination mechanism was set up to provide a more efficient and effective inspection oversight, improve the mutual cooperation of inspections and avoid overlap and unnecessary repeat inspections. The normative framework in the field of inspections was established through the Law on Inspection Oversight.

**The first stage of public administration rationalisation was completed**

It was conducted pursuant to the Law on the Method of Determining the Maximum Number of Public Administration Employees.

2016

**The Law on Employees in Autonomous Provinces (AP) and Local Self-Government Units (LSGU)**

The normative framework for the development of human resources management in AP and LSGU was established.

**Law on General Administrative Procedure (LGAP)**

The exchange of data from official records was introduced (e.g., civil records, the citizenship register, residence registration records, real estate cadastre, business registry, employment or unemployment records, etc.), decreasing the need to go "from counter to counter"; legal grounds for the establishment of one-stop shops were laid.



2018

**The competence framework for civil servants**

This framework introduces clear, measurable standards for employment, development and career advancement of public administration employees.



**National Academy of Public Administration**

The institutional centre for professional development of civil servants and employees of AP and LSGU commenced operation.



**The Law on Personal Data Protection**

The new Law on Personal Data Protection introduced the GDPR – the harmonised framework strengthening the rights of the citizens over their own data, establishing stricter obligations for data processors and controllers and improving the mechanisms of oversight and privacy protection.



**Law on Prevention of Corruption**

This Law harmonises the national anti-corruption system with GRECO standards by introducing stricter conflict of interest rules, expanded asset and income transparency obligations for public officials, and by strengthening the supervisory and sanctioning powers of the Agency for the Prevention of Corruption.



**Government Data Centre in Belgrade**

The first data centre in Serbia was opened, housing the key ICT infrastructure of the government; it provides the state-run cloud service for data.



**Amendments to the Law on State Administration, amendments and additions to the Law on Local Self-Government, Law on the Planning**

The normative framework for public participation in the process of development and adoption of legislation and planning documents was improved – the institute of consultations was introduced, public debate was improved, public notifications of commencement of the drafting process were introduced, as was the possibility of involving CSOs in the working groups, and the manners of direct



**Law on the Planning System of the Republic of Serbia**

Normative framework was put in place in the field of public policy management, medium-term planning and regulatory impact assessment/public policy impact assessment.



**Law on Electronic Administration with its bylaws**

A comprehensive normative framework was established in the field of e-government.



2017

**Public Internal Financial Control (PIFC) Strategy 2017 – 2020**

Further strengthening of managerial accountability and the role of financial management and control, internal audit and budgetary inspection.



**Open Data Portal**

The central platform for collection, categorisation and distribution of open data held by the bodies launched, allowing easier search and re-use of the data.



**Serbian-Korean IT Access Centre (SKIP)**

The first state-run IT hub was established.



**Office for Information Technologies and e-Government**

A body of the Serbian Government was established to develop, improve and coordinate the state information systems and to implement public administration digitalisation.



2019

**The first one-stop shop (OSS)**

The system of one-stop shops was established to allow citizens to exercise their rights or fulfill their obligations, from the purview of several administrative bodies, in one place. The first OSS was opened in the Municipality of Lazarevac.



**e-Inspector**

The unified information system for central level inspections was launched, enabling: a) for inspections, more efficient planning and better coordination, b) for businesses, viewing all inspections conducted over their operation, viewing the status of their case files, the measures ordered, and the payment of the fines imposed under misdemeanour proceedings.



**ConsentID**

A national electronic system for one-time digital identity authentication was introduced, allowing citizens a safe, quick and simple log-in to different e-services, using a single account rather than several different authentications.



2020

**CAF – the quality management model**

The Ministry of Public Administration and Local Self-government was the first to introduce the European model of quality management in public administration – CAF.



**Central Population Register**

A single and centralised electronic official record of the population of the Republic of Serbia was established, containing the data that are updated daily, based on data inputs from 13 different official records maintained by different state administrative bodies.



**E-services and portals as the administration's response to Covid-19**

During the Covid-19 pandemic, the public administration introduced a whole set of e-services and portals to allow citizens and businesses to use public administration services and to access information under pandemic circumstances.



**All bodies exchange data from official records electronically**

The need to go "from counter to counter" has been significantly reduced, the time spent waiting in lines has shortened, and the collection of different documents for the purposes of exercising rights or fulfilling obligations has decreased.



**Public Procurement Portal**

The new Public Procurement Portal introduces a fully electronic, transparent and centralised public procurement system that simplifies procedures, improves competition and allows for easier oversight and data analysis.



**Government Data Centre in Kragujevac**

The opening of the Government Data Centre in Kragujevac allowed for safe, centralised and efficient hosting of the government IT systems, which significantly accelerated public administration digitalisation, development of e-services and registry interoperability. At the same time, it increased the level of information security, decreased government expenditures and allowed for a more equal digitalisation of local self-governments.



2021

**The Public Administration Reform Strategy for the Republic of Serbia for the period 2021-2030**

The umbrella strategic document in public administration reform; the umbrella policy of Service Delivery was introduced.



**Student Internships in Public Administration**

The programme for student internships in public administration was set up, and the annual event for its promotion was held, to attract young people to work in the public administration and to promote the public administration as a desirable employer.



**The Register of Administrative Procedures – RAP**

A single electronic database of administrative procedures conducted by administrative bodies was established, so that the interested businesses and citizens could simply and easily find information on everything they need in order to acquire a permit, exercise a right or meet an obligation.



**Law on Electronic Invoicing**

This Law introduces a mandatory, standardised and completely digital system of invoice exchange through a central platform, increasing transparency, accelerating financial flows and reducing the opportunities for abuse and illiquidity.



**e-Consultations Portal**

The central platform was launched for citizen participation in drafting and adopting legislation and planning documents, in a simple and equal manner, by electronic means.



**The Local Self-Government System Reform Programme for the Republic of Serbia for the period 2021-2025**

A strategic framework was introduced in the field of local self-government system reform – the first comprehensive planning act aimed at the development of local self-government.



**Public Finance Reform Programme 2021-2025**

This document introduces a comprehensive framework for strengthening fiscal sustainability, increasing budget system transparency and efficiency, improving public revenue and expenditure management and modernising financial control and public investments.



2023

**Introduction of a competence system employees in the LSGs**

The legal framework was established to introduce a competence system in the process of filling vacant positions in local self-governments, after previously having integrated the system in the job classification documents in the previous stage.



**Monitoring user satisfaction with the services delivered on the e-Government Portal**

92% of the users rate their user experience with e-services on the e-Government portal as positive.



2024

**e-Registry Office**

Allows the citizens and businesses to submit applications online, track the processing of their case and receive decisions in an electronic format, without the need to physically go to a counter.



**e-Mailbox for businesses**

The unique electronic mailbox has been enabled for all businesses, so that they can receive acts and notifications from public authorities in an electronic format.



2025

**Public Finance Reform Programme 2026 – 2030**



**Action Plan for the implementation of the Public Administration Reform Strategy 2026 – 2030**



IN PREPARATION

This publication was produced with financial support from the European Union. The contents of this publication are the sole responsibility of the Ministry of Public Administration and Local Self-Government, and the contents of this publication do not necessarily reflect the official positions of the European Union.

# THE RESULT THAT STAYS.

**2.5 million**

e-citizens on the e-Government Portal (one half of all adult Serbian citizens are e-citizens and are using e-services)

**79**

is the total number of OSSs opened

**95%**

of users rate their experience with the services delivered on the e-Government Portal as positive

**100,000**

civil servants and LSGU employees trained since the establishment of NAPA

**340**

public administration services available on the e-Government Portal

**5**

Fairs of Student Internships in Public Administration and the increase of the number of public administration bodies represented (from 18 in 2021, to 143 in 2025), as well as the number of internships offered (from 580 in 2021, to 1500 in 2025)

**100%**

of public policy documents went through the consultation process prior to their adoption in 2024

**23**

institutions implemented quality management tools in 2024

**80,000**

citizens attended 3,000 free trainings in the SKIP Centres in Belgrade and Niš 4,016 positions in the public administration announced through a public employment competition in the period 2023-2025

Information on 3,300 administrative procedures available in the Registry of Administrative Procedures (RAP)

**556**

administrative procedures for citizens and businesses were simplified, 53 revoked, and 208 public administration services were digitalised in the period from 2021 to 2024

**155**

public administration bodies published 3,412 datasets and 6,589 resources on the Open Data Portal

**47.5%**

is the share of the general government debt in the GDP of the Republic of Serbia at the end of 2024, which is significantly lower than the EU criterion of 60%.

**The reform has no end. Change is a lasting process. Our work continues...**

**EU for PAR**

**265,000,000 €** is the total value of European Union support to public administration reform in Serbia.

The European Union has strongly supported the public administration reform in Serbia since the very beginning, through numerous expert support projects and the instrument of Sectoral Budget Support.

Public administration is the backbone of every country, particularly in EU accession, as it leads the way through integration

## LIST OF ABBREVIATIONS

<b>ACA</b>	Agency for the Prevention of Corruption
<b>AP</b>	Action Plan
<b>AP 23</b>	Action Plan for the Negotiation Chapter 23
<b>BRA</b>	Business Registers Agency
<b>AP PAR</b>	Action Plan for the implementation of the Public Administration Reform Strategy in the Republic of Serbia
<b>APIGP</b>	Action Plan for the Implementation of the Government Programme
<b>GDP</b>	Gross Domestic Product
<b>HCSC</b>	High Civil Service Council
<b>G2G</b>	eng. <i>Government-to-government</i> , exchange of services and information within government services
<b>G2B</b>	eng. <i>Government-to-Businesses</i> exchange of services and information between the government and businesses
<b>G2C</b>	eng. <i>Government-to-Citizens</i> exchange of services and information between the government and citizens
<b>GIZ</b>	German Organisation for International Cooperation, <i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
<b>GS</b>	General Secretariat of the Government
<b>PPD</b>	Public policy document
<b>SAI</b>	State Audit Institution
<b>EC</b>	European Commission
<b>ERP</b>	Economic Reform Programme
<b>EU</b>	European Union
<b>EU IPA</b>	Instrument for Pre-Accession Assistance of the European Union
<b>EUR</b>	Euro
<b>LGAP</b>	Law on General Administrative Procedure
<b>ICT</b>	Information-communication technologies
<b>IA</b>	Internal Audit
<b>IS</b>	Information system
<b>IT</b>	Informational-technological
<b>ITE</b>	Office for Information Technologies and eGovernment
<b>ILM</b>	Internal labour market
<b>PIFC</b>	Public Internal Financial Control
<b>PBP</b>	Public Budget Portals
<b>OSS</b>	Unified information system for planning, implementation monitoring and coordination of public policy and reporting
<b>LSGU</b>	Local self-government units
<b>PA</b>	Public administration
<b>OSS</b>	One-stop shop
<b>OPP</b>	Office for Public Procurement

<b>PFB</b>	Public Funds Beneficiaries
<b>Cont.</b>	Continued
<b>COSO</b>	COSO American standard/model of internal control and five interconnected components that comprise internal control: control environment, risk assessment, control activities, information and communication, and monitoring activities.
<b>LTA</b>	Local Tax Administration
<b>LSG</b>	Local self-government
<b>MPALSG</b>	Ministry of Public Administration and Local Self-government
<b>MEI</b>	Ministry of European Integration
<b>MHMRSD</b>	Ministry of Human and Minority Rights and Social Dialogue
<b>IMF</b>	International Monetary Fund
<b>IMPG</b>	Inter-ministerial Project Group
<b>MOLEVSA</b>	Ministry of Labour, Employment, Veteran and Social Affairs
<b>MTBF</b>	Medium-term budget framework - Fiscal Strategy
<b>MoI</b>	Ministry of Interior
<b>MoF</b>	Ministry of Finance
<b>NAPA</b>	National Academy of Public Administration
<b>NBS</b>	National Bank of Serbia
<b>NPAA</b>	National Plan for Adoption of the Acquis
<b>NACS</b>	National Anti-Corruption Strategy in the Republic of Serbia
<b>NES</b>	National Employment Service
<b>OGP</b>	Open Government Partnership
<b>SAB</b>	State administration body(ies)
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>CSO</b>	Civil society organisations
<b>BV</b>	Baseline value
<b>PEFA</b>	Public Expenditure and Financial Accountability Assessment
<b>CE</b>	Commissioner for Equality
<b>PDIF</b>	Pension and Disability Insurance Fund of the Republic of Serbia
<b>ISPRWG</b>	Information System for planning and reporting on the work of the Government
<b>TA</b>	Tax Administration
<b>PFM</b>	Public Finance Management Reform Programme
<b>PAP</b>	Public administration principles
<b>RAP</b>	Registry of Administrative Procedures
<b>RGA</b>	Republic Geodetic Authority
<b>SORS</b>	Statistical Office of the Republic of Serbia

<b>PAR</b>	Public administration reform
<b>RS</b>	Republic of Serbia
<b>RSD</b>	Serbian dinar
<b>PPS</b>	Public Policy Secretariat of the Republic of Serbia
<b>PDIF</b>	Pension and Disability Insurance Fund of the Republic of Serbia
<b>WB</b>	WorldBank
<b>SBS</b>	Sector Budget Support, EU's results-based financing mechanism
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SCTM</b>	Standing Conference of Towns and Municipalities
<b>SKIP</b>	Serbian-Korean Information Access Centre
<b>SIGMA</b>	Support for Improvement in Governance and Management with the OECD
<b>HRMS</b>	Human Resources Management Service
<b>TOR</b>	Terms of Reference
<b>DJTSB</b>	Directorate for joint tasks of state bodies
<b>AI</b>	Administrative inspection
<b>UNDP</b>	United Nations Development Programme
<b>HRM</b>	Human resources management
<b>USD</b>	American dollars
<b>FA</b>	Functional analysis
<b>FMC</b>	Financial management and control
<b>HRMIS</b>	IT system for HRM in the HRMS
<b>TV</b>	Target value
<b>CHU</b>	Central Harmonisation Unit
<b>CAF</b>	Common Assessment Framework (Quality Management)
<b>CROSO</b>	Central Register of Obligatory Social Insurance
<b>UNODC</b>	<i>United Nations Office on Drugs and Crime</i>



**#EY  
ЗА ТЕБЕ**

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