

Pursuant to Article 10, paragraph 2 and Article 38, paragraph 1 of the Law on Planning System of the Republic of Serbia ("Official Gazette of RS", No. 30/18).

The Government adopts this

**PROGRAMME
FOR IMPROVING PUBLIC POLICY MANAGEMENT AND REGULATORY
REFORM FOR THE PERIOD 2021-2025**

LIST OF ACRONYMS AND ABBREVIATIONS

IA — Impact Assessment
RIA — Regulatory Impact Assessment
Analytical service — Local self-government analytical service
APIGP — Action Plan for the Implementation of the Government Programme
GAWP — Government Annual Work Plan
GS — General Secretariat
PPD — Public Policy Documents
CAF — Common Assessment Framework
EC — European Commission
e-Paper — Programme for the Simplification of Administrative Procedures and Regulations
'e-Paper'
ERP — Economic Reform Programme
EU — European Union
LPS — Law on the Planning System of the Republic of Serbia
UIS — Unified Information System for planning, coordination and monitoring of public policy implementation
LSGU — Local Self-Government Unit
PP — Public Policies
PA — Public Administration
ITE — Office for Information Technologies and E-Government
MPALSG — Ministry of Public Administration and Local Self-Government
MEI — Ministry of European Integrations
MHMRSD - Ministry of Human and Minority Rights and Social Dialogue
MSME — Micro, Small, and Medium-sized Enterprises
MoE — Ministry of Economy
IMPG — Inter-ministerial Project Group
MESTD — Ministry of Education, Science and Technological Development
MoF — Ministry of Finance
NAPA — National Academy of Public Administration
NPAA — National Programme for the Adoption of the Acquis
SAB — State Administration Bodies
OMT — Online Monitoring Tool
CSO — Civil Society Organisations
GWPRS — Government Work Planning and Reporting IT System
RRP — Regulatory Reform Programme
Programme — Public Policy Management and Regulatory Reform Programme
HRM — Human Resources Management
HRMS — Human Resources Management Service
IISMAT — Internal Information System for Monitoring of Achievement of Tasks
IUPD — Internal units for planning documents and management support
PAR — Public Administration Reform
PAR Strategy 2021–2030 — Strategy for Public Administration Reform in the Republic of Serbia 2021–2030
PPM - Public Policy Management
PPS — Public Policy Secretariat of the Government of the Republic of Serbia
Decree— Decree on public policy management, regulatory impact assessment, and the content of individual public policy documents

RSL — Republic Secretariat for Legislation
UN — United Nations

1. Introduction

Public policies and regulations affect citizens, businesses, the non-governmental sector (associations and civil society organisations), scientific and research organisations and other organisations, the media, and all other participants in the social and business environment of any country. It is, therefore, crucial that public policies and regulations are based on facts and a transparent process of planning, drafting, adopting, implementing, monitoring, assessing their impact and reporting on the results achieved. When planning them, it is necessary to analyse their potential effects as well as to evaluate their performance at the implementation stage, continuously proposing ways to improve them. This strategic approach ensures that the system of public policies and the legal system of a country are purposeful, enabling a swift, economical and effective realisation of rights and legal interests of all society members.

Management of a public policy system is a process of planning public policies, impact assessments, preparation and adoption of planning documents, coordination, implementation of public policies, monitoring of their implementation, performance evaluation, their improvement based on performance evaluation findings as well as reporting on public policy performance.

Regulatory reform is an enhancement of a country's legal framework based on an improved quality of new and existing regulations, their effectiveness, purposefulness and cost-effectiveness, in accordance with the principles of good regulatory practice. This implies uniform drafting and adoption of new regulations, based on facts, quality data, continuous public engagement as well as a thorough analysis of potential impacts of planned regulatory changes and actual impacts of the already implemented regulatory changes, using a wider range of regulatory instruments for quality control such as an *ex-ante* regulatory expected impact assessment, an *ex-post* regulatory impact assessment, etc. At the same time, regulatory reform implies raising the quality of existing regulations through one-off and/or continuous / comprehensive repeal, amendments of existing regulations that are outdated and / or harmful to businesses and citizens, as well as through simplification of administrative procedures regulated by those regulations and / or those that are grounded in public administration practice.

2. Legal basis

The legal basis for the preparation of this Programme is in Article 10, paragraph 2, while Article 38, paragraph 1 of the Law on the Planning System of the Republic of Serbia ("Official Gazette of RS", No. 30/18) represents its strategic basis.

3. Strategic and legal framework

The strategic framework for the public policy management system reform and regulatory reform in the Republic of Serbia has been defined by way of an umbrella public policy document in the field of public administration reform — **the Strategy for Public Administration Reform in the Republic of Serbia for the period 2021–2030** (hereinafter: **PAR Strategy 2021–2030**), which has a corresponding **Action Plan of Implementation for the period 2021–2025**¹. In the PAR Strategy 2021–2030, one of the thematic areas is *Policy planning and coordination*, and the Specific Objective 1.1 is *Improved quality of public policy documents and regulations*. The PAR Strategy envisages that Specific Objective 1.1. is to be elaborated through **the Public Policy Management and Regulatory Reform Programme**

¹ The Public Administration Reform Strategy of the Republic of Serbia for the period 2021–2030, *The Official Gazette of the Republic of Serbia*, No. 42/21.

(hereinafter: **The Programme**) and its four specific objectives, which is to be further elaborated in the corresponding Action Plan for its implementation through measures and activities contained therein. Those specific objectives refer to regulatory reform with an emphasis on raising the quality of regulations, upgrading analytical skills and tools for quality preparation of regulations and public policy documents, planning at all levels of government a further development of policy coordination tools, and increasing the participation of stakeholders and target groups in the development of public policy documents and regulations.

Also, the Programme is a continuation of the planning previously set in the **Regulatory Reform and Improved Public Policy Management Strategy 2016–2020 and the accompanying Action Plan 2016–2017**². The overall objective of that strategy was the establishment of an efficient and effective system of public policy management and legislative process based on data, facts, and principles of good regulatory practice.

The **Programme for the Simplification of Administrative Procedures and Regulations ‘e-Paper’ 2019–2021** (hereinafter: **‘e-Paper’**) together with the **accompanying Action Plan 2020–2021** is a public policy document of relevance to the Programme. The implementation of this document aims to comprehensively improve the business environment by reducing the administrative burden on businesses, and (ii) public services by increasing the efficiency of administrative processing and a systematic simplification of administrative procedures (eliminating the redundant ones and simplifying others, while digitising those most commonly used). The e-Paper Programme also envisages amendments to 217 different regulations and the establishment of the Register of administrative procedures, which will contain all the information for/about administrative procedures which would concern businesses.

Another document of importance for further improving public policy management and regulatory reform is the E-Government Development Programme of the Republic of Serbia for the period 2020–2022, with an accompanying action plan, which, among other things, aims to open data in public administration, thus facilitating planning and drafting of regulations based on facts and monitoring results of their implementation.

The **legal and institutional framework for regulatory reform** was established back in 2004, when an obligation was placed on ministries and special organisations in the Republic of Serbia (RS) to conduct impact assessments of draft laws (through the Rules of Procedure of the RS Government), followed by the establishment of the Council for Regulatory Reform of the Economic System of the RS in 2007, and the establishment of the Office for Regulatory Reform and Regulatory Impact Assessment as a service of the Government of the RS in 2010.

The **legal and institutional framework for public policy system management** was created by virtue of Article 33 of the Law on Ministries in 2014³, which established the Public Policy Secretariat of the Government of the Republic of Serbia (hereinafter: PPS), as the legal successor of the Office for Regulatory Reform and Regulatory Impact Assessment. This statute envisaged for the PPS to provide expert support to the Government and the state administration in the planning, development, adoption and coordination of public policies, and the implementation of regulatory reform, *inter alia*, by ensuring alignment of planning documents and regulations, and control over the implementation and of the quality of policy and regulatory impact assessment. The competence of the PPS is prescribed under Article 38 of the new Law on Ministries adopted in 2020⁴.

² The Regulatory Reform and Improved Public Policy Management Strategy 2016–2020, *The Official Gazette of the Republic of Serbia*, No. 8/16.

³ The Law on Ministries, *The Official Gazette of the Republic of Serbia*, No. 44/14.

⁴ The Law on Ministries, *The Official Gazette of the Republic of Serbia*, No. 128/20.

As a result of the implementation of the Regulatory Reform and Improved Public Policy Management Strategy 2016–2020, and particularly during the last two years of its validity period, the legal framework for a unified system of planning, implementation, monitoring, and assessment of the impact of the implementation of public policy documents in the Republic of Serbia is now completed.^{5,6} Namely, in 2018, the **Law on the Planning System of the Republic of Serbia** was adopted⁷ (hereinafter: LPS). Then followed the adoption of the **Decree on the Methodology for Policy Management, Regulatory and Policy Impact Assessment and the Content of Individual Policy Documents**⁸ and the **Decree on the Methodology of Drafting of Medium-Term Plans**⁹ in early 2019, and finally the **Decree on Mandatory Elements of the Development Plan of the Autonomous Province and Local Self-Government Units** in 2020.¹⁰ By doing so, a single, comprehensive legal framework has been established for development planning, public policy planning, and medium-term planning. The following documents have also been developed: **Manual on Public Policy and Regulatory Impact Assessment**¹¹, **Manual on Drafting a Medium-term Plan**¹², **Manual on Determining the Costs of Public Policies and Regulations**¹³, Manual on Public Participation in Planning, Drafting and Monitoring of Public Policies and Regulations¹⁴.

Also, the significant progress has also been made in the context of regulatory reform, primarily in terms of improving the legal framework and completing the methodological framework which should ensure better quality of regulations. The system of preparation of new and amendments to existing regulations has been improved, as the LPS and the Decree on Policy Management, Regulatory and Policy Impact Assessment and the Content of Individual Policy Documents (hereinafter: the Decree) provide a detailed framework to conduct regulatory impact assessment of by-laws issued by the Government, additional elements of regulatory impact assessment such as **the Test of Impact on Micro, Small and Medium Enterprises** (which has been published) and **the Gender Equality Test** (which is in the piloting phase). Records of all administrative procedures for businesses have been created (over 2,600 procedures at the national and provincial level), and on June 8, 2021, the publicly Available Register of Administrative Procedures was established. As at September 28, 2021 this Register contains information about 2072 procedures within the competence of 91 public administration bodies at the national and provincial level. In addition, a Calculator for the calculation of

⁵ EC Serbia 2019 Report, page 9-10, available at:

<https://ec.europa.eu/neighbourhoodenlargement/sites/near/files/20190529-serbia-report.pdf>.

⁶ External evaluation of the Public Administration Reform Strategy in Serbia, Final Report, 21 April 2019, page 13, available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>.

⁷ The Law on the Planning System, *The Official Gazette of the Republic of Serbia*, No. 30/18.

⁸ Decree on the Methodology for policy management, regulatory and policy impact assessment, and the content of individual policy documents, *The Official Gazette of the Republic of Serbia*, No. 8/19.

⁹ Decree on the Methodology on Drafting of Medium-Term Plans, *The Official Gazette of the Republic of Serbia*, No. 8/19.

¹⁰ Decree on Mandatory Elements of the Development Plan of the Autonomous Province and Local Self-Government Units, *The Official Gazette of the Republic of Serbia*, No. 107/20.

¹¹ Branko Radulović, Predrag Simić, Handbook of Policy and Regulatory Impact Assessment, available at: <https://rsjp.gov.rs/wp-content/uploads/Prirucnik-za-analizu-efekata-javnih-politika-i-propisa-21012021-srb.pdf>

¹² Majda Sedej, Nataša Tapušević, Handbook of Drafting a Medium-term Plan, available at: <https://rsjp.gov.rs/wp-content/uploads/Prirucnik-za-izradu-srednjorocnog-planova-09032020.pdf>

¹³ Anto Bajo, Majda Sedej, Aleksandra Milenković Bukumirović, Handbook for Determining the Costs of Public Policies and Regulations <https://rsjp.gov.rs/wp-content/uploads/Prirucnik-za-utvrđivanje-troskova-javnih-politika-i-propisa.pdf>.

¹⁴ Jelena Spasić, Tijana Kolundžija, Handbook on Public Participation in Planning, Drafting and Monitoring of Public Policies and Regulations, <https://rsjp.gov.rs/wp-content/uploads/Final-Public-Consultation-Manual-16-07-2020-for-publication-1.pdf>

administrative costs has been developed, and the administrative burden on businesses was measured in 2016 and 2018.

In order to strengthen analytical capacities in public administration, two regulations are of particular significance. The new **Decree on determining competencies for the work of civil servants**¹⁵ was adopted in 2019, prescribing conduct and general functional competencies and indicators of their manifestation, as well as special functional competencies in a certain field of work, the manner of their determination and the areas of knowledge and skills to which they refer. **The Decree on the principles of internal organisation and job classification in the ministries, special organisations and Government services**¹⁶ was amended in early 2021, prescribing the competencies of ministries, subordinate bodies and special organisations to determine the internal unit in which analytical work will be performed, including the following tasks: providing expert support in the preparation of planning documents within the scope of bodies, collecting data necessary to monitor the achievement of objectives set by planning documents within the scope of bodies through performance indicators, analysis of collected data, monitoring implementation and reporting on implementation of planning documents within the scope of bodies and providing expert support to the development of financial management and controls.

The legal framework for public debate and consultations with stakeholders and target groups (citizens, businesses such as entrepreneurs and companies, civil society organisations, etc.) has been improved by amendments to the 2018 Law on Public Administration¹⁷ and the adoption of the LPS. The mentioned regulations prescribe the duty to enable the public to participate both in the initial stages and during the entire process of drafting public policy documents and regulations, while the LPS stipulates the obligation to involve stakeholders and target groups during the implementation, monitoring and evaluation of public policy documents and regulations. Also, in accordance with the Law on Public Administration, **the Rulebook on Good Practice Guidelines for Exercising Public Participation in the Drafting of Laws and Other Regulations and Acts was adopted**.¹⁸ Involvement of civil society organisations in the early phase of preparation of public policy documents and regulations is further encouraged by the adoption of **Guidelines for the inclusion of civil society organisations in the working groups for drafting public policy documents and regulation proposals**,¹⁹ which promotes a transparent and inclusive approach to cooperation with the civil society during the drafting of public policies and regulations.

4. Current status and problem analyses

The PPS assesses the quality of the regulatory and policy impact assessment, and, if necessary, submits comments to the proponents of the respective document to complete

¹⁵ Decree on determining competencies for the work of civil servants, *The Official Gazette of the Republic of Serbia*, No. 4/19.

¹⁶ Regulation on the Principles for Internal Organisation and Systematisation of Work Positions in Ministries, Special Organisations and Government Services, *The Official Gazette of the Republic of Serbia*, Nos. 81/07-consolidated text, 69/08, 98/12, 87/13, 2/19 and 24/21.

¹⁷ The Law on State Administration *The Official Gazette of the Republic of Serbia*, Nos. 79/05, 101/07, 95/10, 99/14, 47/18 and 30/18 — as amended by other law.

¹⁸ Rulebook on Good Practice Guidelines for Exercising Public Participation in the Drafting of Laws and Other Regulations and Acts *The Official Gazette of the Republic of Serbia*, No. 51/19.

¹⁹ Guidelines for the inclusion of civil society organisations in working groups for drafting public policy documents and regulation drafts *The Official Gazette of the Republic of Serbia*, No. 8/20.

the impact assessment, also providing methodological support in its implementation. In addition, the PPS submits objections to the solutions proposed in draft laws and by-laws, which could have a negative impact on citizens and businesses. During 2019 and 2020, the Republic Secretariat for Legislation (hereinafter: RSL) and the Ministry of Finance repeatedly invited the proposers of public policies and regulations to complete their proposals in accordance with the LPS and the respective Decree.

Since the adoption of the LPS, and during 2019 and 2020, the PPS has received 37 public policy documents for opinion (hereinafter: PPD proposals). Based on the table below, most PPD proposals were found to contain a complete or partial impact assessment (hereinafter: IA), however, a larger number of them contain a partial IA compared to the number of PPD proposals containing a complete IA. Only two proposals of PPDs, which were submitted for opinion to the PPS in 2019, were assessed negatively.

Table 1: PPS opinion on PPD proposals

PPS OPINION ON PPD PROPOSALS	2019		2020	
TOTAL NUMBER OF PPD PROPOSALS SUBMITTED FOR OPINION TO THE PPS	23		14	
NUMBER OF PPD PROPOSALS WHICH DO NOT REQUIRE IA	1		1	
NUMBER OF PPD PROPOSALS WHICH REQUIRED IA	22	100%	13	100%
PPS' POSITIVE OPINION (PPD PROPOSALS CONTAINING COMPLETE IA)	13	59%	6	46%
PPS' PARTIALLY POSITIVE OPINION (PPD PROPOSALS CONTAINING PARTIAL IA)	7	32%	7	54%
NEGATIVE OPINION (PPD PROPOSAL NOT CONTAINING IA)	2	9%	0	0%

Total number of IA of draft laws submitted for opinion to the PPS increased between 2017 and 2019. However, during the course of 2020, this number decreased. This suggests a slow-down in legislative activity both owing to the COVID-19 pandemic and the parliamentary elections that were held that year. Looking at the Table 2 below, it could be argued that the quality of IA of draft laws has slightly improved since the adoption of the LPS and the Regulation. Namely, during 2019 and 2020, the share of the number of positive opinions of the PPS to the IA of draft laws doubled, while the share of partially positive opinions of the PPS decreased, and during 2020, the PPS did not issue any negative opinions on the IA of draft laws.

Table 2: PPS opinions on IA of draft laws

PPS OPINIONS ON IA OF DRAFT LAWS	2017	2018	2019	2020
TOTAL NUMBER OF DRAFT LAWS SUBMITTED FOR OPINION TO THE PPS	154	195	198	87
NUMBER OF DRAFT LAWS WHICH DO NOT REQUIRE IA	63	87	103	54

NUMBER OF DRAFT LAWS WHICH REQUIRE IA IMPLEMENTATION	91	100%	108	100%	95	100%	33	100%
PPS POSITIVE OPINION (DRAFT LAW CONTAINING COMPLETE IA)	35	38%	24	22%	22	23%	15	46%
PPS PARTIALLY POSITIVE OPINION (DRAFT LAW CONTAINING PARTIAL IA)	45	50%	66	61%	52	55%	18	54%
NEGATIVE OPINION (DRAFT LAW NOT CONTAINING IA)	11	12%	18	17%	21	22%	0	0%

From the moment of the Decree adoption, the PPS has also been issuing opinions on the IA for proposals of by-laws adopted by the Government. Out of a total of 207 and 215 proposals of by-laws (mainly decrees) submitted for opinion to the PPS during 2019 and 2020, respectively, most of those for which the IA was supposed be implemented (59 and 52) contain a full IA (31 and 30). Also, the share of positively evaluated IAs for proposals of by-laws increased during 2020, while the share of the number of proposals of by-laws containing partial IAs and those not containing IAs decreased.

Table 3: PPS opinions on IA for proposals of by-laws

PPS OPINIONS ON IA FOR PROPOSALS OF BY-LAWS	2019		2020	
TOTAL NUMBER OF PROPOSALS OF BY-LAWS SUBMITTED FOR OPINION TO THE PPS	207		215	
NUMBER OF PROPOSALS OF BY-LAWS WHICH DO NOT REQUIRE IA	148		163	
NUMBER OF PROPOSALS OF BY-LAWS WHICH REQUIRE IA IMPLEMENTATION	59	100%	52	100%
PPS POSITIVE OPINION (PROPOSALS OF BY-LAWS CONTAINING COMPLETE IA)	31	53%	30	58%
PPS PARTIALLY POSITIVE OPINION (PROPOSALS OF BY-LAWS CONTAINING PARTIAL IA)	19	32%	16	31%
NEGATIVE OPINION (PROPOSALS OF BY-LAWS NOT CONTAINING IA)	9	15%	6	11%

In 2019, the National Assembly of the RS (NARS) passed five laws whose drafts were submitted for opinion to the PPS and for which an impact assessment was required, but they did not contain an impact assessment, while in 2020 there were no such adopted laws. In 2019, the Government adopted 3 decrees whose proposals were submitted for opinion to the PPS and for which an impact assessment was required, but did not contain an impact assessment, while in 2020, the Government adopted 1 such decree. In 2019, the Government adopted two public policy documents with their proposals submitted for opinion to the PPS and for which an impact assessment was required, but was not conducted, while in 2020 there were no such public policy documents adopted by the Government.

The greatest challenges of application of regulatory impact assessment²⁰ relate to: inadequate identification and assessment of potential impacts of identified options, inadequate identification and presentation of potential costs and benefits of considered options, presentation of methods and measures to monitor implementation and impacts, analysis of resources for the implementation in order to implement the regulations adequately and timely, as well as insufficient and inadequate impact assessment for regulations which are harmonised with the EU.

Activities in the field of regulatory reform have so far been limited in scope. Until 2008, regulatory reform was aimed at introducing the obligation to conduct impact assessments for draft laws and quality control of conducted impact assessments. With the adoption of the first Regulatory Reform Strategy in the RS for the period 2008–2011, in addition to quality control of new laws through the implementation of impact assessment of draft laws, the emphasis was on simplifying and improving the existing legal framework, through the implementation of a comprehensive ‘guillotine’ for regulations, i.e. the abolition of redundant and invalid regulations. During the implementation of the Regulatory Reform and Improved Public Policy Management Strategy 2016–2020, one of the tasks of regulatory reform was to improve the existing regulatory environment for businesses through simplification of administrative procedures and reduction of administrative burden. On the other hand, the quality of new regulations has been improved largely through better implementation of regulatory impact assessment (not only for draft laws, and also for draft by-laws, in addition to the new obligation to conduct impact assessment for public policy documents) and more comprehensive and more effective consultation process and reporting on conducted consultations, which is regulated in detail by the LPS and the Regulation.

However, **the legislative process has not been reviewed in a systemic and systematic manner**, nor has the abolition of redundant regulations continued during the implementation of the first Regulatory Reform Strategy in 2008, so the emphasis in the next planning cycle should be on these two aspects. Given the importance of regulatory reform for increasing economic growth and innovation, this would continue to be primarily related to the establishment of a system for continuous review, repeal and simplification of regulations related to businesses,²¹ but should also include more regulations relating to citizens. Regulatory impact assessment should be improved in the future, especially in the part related to the implementation of the impact assessment for regulations that are harmonised with the EU regulations. This primarily refers to the establishment of additional tools for impact assessment and their continuous application. In addition, weak capacities of SAB to conduct *ex-post* assessment were noted. Therefore, it is necessary, first, to establish a framework for monitoring of the quality, effectiveness and purposefulness of regulations through better implementation of *ex-post* assessment of selected regulations (according to pre-established criteria that would indicate the priority of conducting *ex-post* assessment for specific regulations), and then raise quality initiative to amend the current regulations through greater involvement of businesses and citizens in the legislative process and the decision-making process in general.

The business environment in the RS remains largely unpredictable for businesses. In its Annual Progress Report for Serbia, the European Commission estimates that the institutional and regulatory environment for business operations in the country is weak, and that small and

²⁰ According to preliminary findings of SIGMA, reviews of impact assessment in 2020.

²¹ Numerous members of the European Union, as well as the European Union itself, implement such programmes to advance the competitiveness of their markets. The European Commission implements its own REFIT Agenda which simplifies existing European regulations with the intention of decreasing administrative burdens and simplifying business operations. Link: https://ec.europa.eu/info/law/law-making-process/evaluating-and-improving-existing-laws/refit-making-eu-law-simpler-and-less-costly_en.

medium enterprises and entrepreneurs in particular face an unpredictable business environment and significant administrative burden. A survey of the Balkan Business Barometer conducted by the Regional Cooperation Council shows that 55% of surveyed businesses in RS in 2019 agreed that access to laws and other regulations that affect businesses is simple, but the number of those who do not agree has also increased, from 13% in 2018 to 22% in 2019. This may indicate that the regulatory environment has not improved in the observed period. Both percentages, however, decreased in the same survey conducted in 2020, from 55% in 2019 to 46% in 2020, and from 22% in 2019 to 14% in 2020, respectively.²² The reason for that is partly that the NARS continues to **pass a large number of laws by urgent procedure**. Namely, according to the Annual Progress Report of the EC for Serbia for 2019, 44% of the laws were adopted by urgent procedure from February 2018 to February 2019.²³ However, according to the NALED survey within the Regulatory Index, the share of laws that were not adopted by urgent procedure amounted to 74.5% in 2019, a significant increase compared to 2016, when 40% of laws were adopted by urgent procedure.²⁴ This improvement is confirmed by the Annual Progress Report of the EC for Serbia for 2020, when the percentage of adopted laws under urgent procedure amounted to 19%.²⁵ However, such a low rate can be largely explained by the already mentioned slowdown in legislative activity during 2020. In practice, there is also a problem with **delays in the drafting and adoption of by-laws**, as well as in mutual harmonisation of laws after the National Assembly passes the basic law. All this leads to an increase in the unpredictability of SAB actions towards businesses and citizens.²⁶

The draft public policy documents are largely aligned with the provisions of the Decree in terms of content. This is primarily the result of the progress achieved by SAB in understanding the LPS and the Decree in order to develop quality public policy documents in the methodological sense. However, there is room for further improvement of public policy planning and medium-term planning, and improvement of the quality of public policy documents²⁷, in order to maximise the positive impact of public policies on society. It should be borne in mind that the full impact of the LPS and accompanying decrees on the planning system in the RS has not yet been achieved, so continuous efforts are needed to achieve the set goals regarding planning system operation in a complete and efficient manner.

One of the key reasons for the observed shortcomings in the process of development, monitoring and evaluation of public and regulatory policy impact is the lack of human capacities. According to the Report on the Analysis of Training Needs of Civil Servants in the Field of Public Policy Management from 2019²⁸, it is estimated that the number of appointed civil servants, civil servants in managerial positions and other civil servants who are currently employed (full time) and work only in ministries (not in all public institutions) amounts to

²² Balkan Business Barometer, available at: <https://www.rcc.int/balkanbarometer/results/1/business>.

²³ EC Serbia 2019 Report, page 6, available at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-serbia-report.pdf>.

²⁴ Infographic — Regulatory environment quality in Serbia 2019/2020, available at: <https://naled.rs/vest-drzavni-organi-bлаго-unaпredili-nacin-pripreme-i-donosnja-propisa-4646>.

²⁵ EC Serbia 2020 Report, page 11, available at: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/serbia_report_2020.pdf.

²⁶ For instance, after the enactment of the Law on General Administrative Procedure, the harmonisation of sectoral regulations with the already enacted law was delayed, as a result of which the unpredictability of SAB treatment of business entities and citizens increased, and the adoption of by-laws was delayed.

²⁷ EC Serbia 2020 Report, page 14, available at: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/serbia_report_2020.pdf.

²⁸ *The Report on the Analysis of Training Needs of Civil Servants in the Field of Public Policy Management*, Final report 27 September 2019, Support to public administration reform within the sector reform contract for the reform of the public administration sector, available at: <https://rsjp.gov.rs/wp-content/uploads/Analiza-potreba-za-obukom-dr%C5%BEavnih-slu%C5%BEbenika-u-oblasti-upravljanja-JP.pdf>.

approximately 6,000.²⁹ This Report also estimates that about 2,000 civil servants should in an ideal case perform public policy development work at the ministry level of the RS, including an additional 500 employees working outside ministries in other key central government bodies with policy development responsibilities (e.g. the National Bank).³⁰ However, the number of persons in charge of drafting public policy documents and regulations and those who actually work on public policy documents and regulations is insufficient, especially the number of officials in charge of assessing the potential impact of public policy documents and regulations and the impact achieved during their implementation. The problem with the shortage of staff was partly due to the ban on employment in the public sector.³¹

In addition to the insufficient number of public administration civil servants, the problem is in their insufficient familiarity with the analytical tools necessary to conduct the required assessments³². The Decree on determining competences of civil servants³³ specifically identifies the knowledge and skills in the field of *public policies* for the following areas of special functional competencies: the area of work on *normative affairs*; area of work on *study-analytical affairs*; area of work *management positions*.³⁴ Given that the term public policy is often insufficiently precisely defined and widely interpreted, in terms of this Regulation, knowledge and skills in this area relate to: public policy management; *ex-ante* and *ex-post* regulatory / public policy impact assessment; identification of resources required to manage public policies — costing; the methodology for preparation of public policy documents and the formal procedure for their adoption; methodology for monitoring, implementing, evaluating and reporting on the effects of public policies.

SAB have not yet institutionalised organisational-analytical units for strategic planning, and they should do so in accordance with the amendments to the Decree on the principles of internal organisation and job classification in the ministries, special organisations and Government services. These units should respond to the challenge related to the necessary improvement of the quality of assessments in public administration, and thus to the improvement of the quality of planning, public policy documents and regulations. It is also necessary to clearly identify job positions for analytical work in the SAB (data collection and processing, reporting, etc.), in order for analytical units to enable the establishment of a permanent data management system, and public administration to begin to collect and use data in a systematic and appropriate manner.³⁵ At the moment, on the one hand, the information base for making fact-based decisions is narrowed, and, on the other, monitoring the implementation impact of public policy documents and regulations is limited. Thus, public administration is

²⁹ *The Report on the Analysis of Training Needs of Civil Servants in the Field of Public Policy Management*, Final report, 27 September 2019, Support to public administration reform within the sector reform contract for the reform of the public administration sector, page 11.

<https://rsjp.gov.rs/wp-content/uploads/Analiza-potreba-za-obukom-dr%C5%BEavnih-slu%C5%BEbenika-u-oblasti-upravljanja-JP.pdf>.

³⁰ *Ibid.*, page 12.

³¹ According to the information from *The External evaluation of the Public Administration Reform Strategy in Serbia, Final report, 21 April 2019*, the number of public administration civil servants decreased by 48,595 due to the recruitment ban in the public sector (page 94), available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>

³² *External evaluation of the Public Administration Reform Strategy in Serbia, Final report, 21 April 2019*, page 69, available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>

³³ The Decree on determining competences of civil servants, *The Official Gazette of the Republic of Serbia*, No. 4/19.

³⁴ *Ibid.* Articles 20, 21 and 30.

³⁵ EC Serbia 2019 Report states that it is necessary to improve collection of data for the purpose of improving the drafting of public policy documents. See page 9, available at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-serbia-report.pdf>.

still not focused on measuring impacts and outcomes, thus the reporting is often reduced to reporting on implemented activities.³⁶

The reasons for the described situation should be sought in the limited number of conducted training for increasing analytical skills, as well as in the insufficient number of included civil servants. During 2019 and 2020, as part of the complementary support for public administration reform, an analysis of training needs in the field of public policy management was conducted, and the already mentioned handbooks were developed³⁷, as well as training modules covering the entire cycle - from planning and regulatory and public policy impact assessment, through the assessment of their implementation costs, public participation, to monitoring of implementation and reporting on the achieved outcomes.³⁸ The small number of trainers and their duties on other positions, inadequate training promotion, insufficient number of officials working on public policy management, as well as the fact that trainees are not selected according to the type of work they perform are all reasons for insufficient number of civil servants who successfully completed trainings. The Report on the Analysis of Training Needs of Civil Servants in the Field of Public Policy Management from 2019³⁹ states that at least 20 modular training sessions in the field of public policy management need to be held at an annual level. Based on the field analysis conducted during the preparation of this Report, the results indicate that 90% of the participants included in the analysis did not attend any training regarding the public policy management cycle, stating as the reasons that they were not informed or invited.⁴⁰ Also, the respondents mentioned the insufficiently processed area of economic and social analysis of specific problems as a shortcoming in the existing Training Programme for Public Policy Management.⁴¹ Therefore, in the coming period, it is necessary to intensify the training process and increase the number of lecturers, the number of participants and also the number of training, as the current pace of holding them would not provide the necessary professional capacity to public administration for planning, drafting, implementation, implementation monitoring, evaluation of outcomes of public policy documents and regulations, and reporting on achievements in the foreseeable future.

In addition to the insufficient and inadequate human capacity, SAB resistance to change⁴² in the context of public administration reform has been noted. This, in turn, further decelerates the desired changes. The resistance is partly related to the introduction of SAB performance measurement, as there is a fear among civil servants that this would lead to their greater accountability and deterioration of their current position.

Policy coordination faces a number of formal and procedural challenges. The LPS stipulates that public policy documents previously adopted shall be harmonised with the

³⁶ EC Serbia 2019 Report, page 11, available at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-serbia-report.pdf>.

³⁷ Handbook of Public Policy Management, Handbook of Policy and Regulatory Impact Assessment, Handbook on Drafting a Medium-term Plan, Handbook on Determining the Costs of Public Policies and Regulation.

³⁸ The training programmes are conducted in cooperation with the PPS and the National Academy for Public Administration and they should include both the training of instructors in this area, and the training for approximately 500 civil servants.

³⁹ *The Report on the Analysis of Training Needs of Civil Servants in the Field of Public Policy Management*, Final report 27 September 2019, Support to public administration reform within the sector reform contract for the reform of the public administration sector, available at: <https://rsjp.gov.rs/wp-content/uploads/Analiza-potreba-zabukom-dr%C5%BEavnih-slu%C5%BEbenika-u-oblasti-upravljanja-JP.pdf>.

⁴⁰ *Ibid.*, page 46.

⁴¹ *Ibid.*

⁴² External evaluation of the Public Administration Reform Strategy in Serbia, Final report, 21 April 2019, pages 32 and 68, available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>.

prescribed methodology after they are first amended (Article 55 of the LPS), so not all public policy documents are at this time harmonised with the prescribed methodology, which is why they have not yet received their place in the hierarchy of planning documents, nor is the practice of reporting on the results of the implementation of planning documents sufficiently developed. In the forthcoming period, it is therefore necessary to develop umbrella strategies by areas of planning and implementation of public policies determined by the Regulation, which would improve, harmonise and hierarchically organise the planning framework in these planning areas.

The incompleteness of the planning framework makes it difficult to set priorities among the objectives of planning documents and public policy documents. The implementation of the LPS in terms of development planning is delayed, and development planning is the key link in the planning system that would give a long-term direction to the development of the Republic of Serbia. The LPS defines the **Development Plan of the Republic of Serbia** as the hierarchically highest development planning document adopted by the National Assembly for a period of at least 10 years. The Development Plan determines the vision and **priority development objectives of the Republic of Serbia** and its regions, and provides guidelines for their realisation. The Development Plan determines the directions of development that RS should achieve in the field of economy, social welfare and social development and conservation of nature and the environment, in order to create conditions for a higher standard of living, more favourable demographic trends and a better life for citizens. The development plan is followed by **the Investment Plan**, which is drafted for a period of at least seven years, in accordance with the priority development objectives, taking into account the guidelines on medium-term economic and fiscal policies. Another key document of development planning is **the Spatial Plan of the Republic of Serbia 2021–2035, which is being prepared**.⁴³

In accordance with the LPS, these planning documents should be mutually harmonised. In light of the consequences of the pandemic crisis, which pointed both to the limitations in crisis management and the potential for faster development of the digital society, the transformation of educational and work modalities, and also in light of international obligations, now is the right time to approach this complex work and through a broad **consultation process, to reach a consensus in the society on how and where we see Serbia in 10 years.**

The processes that are taking place at the international level and within the EU have a crucial impact on the development prospects in the Republic of Serbia. At the international level, the development agenda is based on the principles of the UN Agenda 2030 and the sustainable development goals. Through the Communication of the European Commission ‘Next Steps for a Sustainable European Future’⁴⁴, the EU presented the objectives and principles of sustainable development (Agenda 2030) and the way in which the UN Sustainable Development Goals are incorporated into the EU development agenda and priorities. Also, in 2019, the European Council adopted the document ‘**New Strategic Agenda 2019–2024**’ with four priority strategic areas: protection of citizens and freedom; building a climate-neutral, green, socially responsible Europe; development of a strong and active economic base; promotion of European interests and values in the world.

In early October 2020, the EU also presented the **EU Investment Plan for the Western Balkans** for the next 10 years, according to which it plans to invest 9 + 20 billion euro in the region in order to better connect economies within the region, as well as with the EU market.

⁴³ The Spatial Plan for the Republic of Serbia 2021 – 2035 of the (draft), available at: <https://www.mgsi.gov.rs/sites/default/files/PPRS%20Nacrt.pdf>.

⁴⁴ *Next steps for the sustainable European future Com (2016) 739 final*, available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2016%3A739%3AFIN>.

Priority areas are transport, digitalisation, clean energy, environment and climate change, the private sector and human resources.

The inconsistency of the planning framework is one of the reasons why the policy objectives do not coincide sufficiently with the objectives of the budget programmes in the programme budget of the RS. Although expenditures in the RS budget are structured according to programme classification, the link with strategic planning and priorities set out in the Government Programme remains weak.⁴⁵ The scope of action set out in public policy documents and the degree of ambition expressed in them are often unfounded.⁴⁶ Public policy documents are still being adopted without an adequate **assessment of the financial capacity** to implement them. **Medium-term planning**, which should provide a direct link between policy documents and the budget, is still not fully adequate. In 61% of public policy documents, only the sources of financing have been established, while in 28.2% of them the means for achieving the goals have also been established. With *IPA* complementary assistance, three institutions have developed medium-term plans for the period 2020–2022 and three more for the period 2021–2023.

Until now, SAB have used an inconsistent medium-term planning methodology, as a result of which data on funds spent on the implementation of measures and activities were often unclear and inaccurate, which made it difficult to monitor and report. Therefore, the development of medium-term plans according to the unique methodology prescribed by the LPS and the Decree on the methodology of drafting of medium-term plans is practically a new obligation introduced by the SAB. Also, medium-term planning has already been included in the training programme as a topic. However, it is necessary to intensify training in this segment in the coming period in order for civil servants to acquire the necessary knowledge and practice in their preparation. Medium-term plans for 2021–2023 were developed and published by 7 institutions, while another 20 institutions applied for support in the development of these plans for 2022–2024. Medium-term planning is processed through special measures and activities in the Proposal of the Public Financial Management Reform Programme for the period 2021–2025.⁴⁷ However, in the forthcoming period it is necessary to establish effective coordination between the Ministry of Finance and the PPS in order to ensure compliance of public policy objectives and budget programme objectives (or budget programme activities), as well as compliance of approved budget funds with financial amounts planned in public policy documents and regulations submitted to the PPS for opinion. These two institutions have jointly established the costing methodology that all SAB will use to calculate the costs of implementing public policy documents and regulations.

Significant inconsistencies were also noticed in the planning documents at the central level, both in terms of compliance and deadlines for implementation such as: The Action Plan for the Implementation of the Government Programme (APIGP), Government Annual Work Plan (GAWP), National Programme for the Adoption of the Acquis (NPAA) and the Economic Reform Programme (ERP). The total number of laws from the NPAA

⁴⁵ External evaluation report of the PAR Strategy in 2019, page 74

External evaluation of the Public Administration Reform Strategy in Serbia, Final report, 21 April 2019, page 74, available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>.

⁴⁶ For instance, according to the assessments of the External evaluation of the PAR Strategy 2019 (page 26), PAR Strategy and AP for its implementation were overly ambitiously defined, which was also estimated by the targeted evaluation for the Regulatory Reform and Improved Public Policy Management Strategy 2016–2020. On the other hand, certain strategic reforms were defined unambitiously (EC Serbia 2019 Report, page 75).

⁴⁷ Public debate on the Proposal of the Public Financial Management Reform Programme for the period 2021–2025. <https://mfin.gov.rs/propisi/javna-rasprava-o-predlogu-programa-reforme-upravljanja-javnim-finansijama-za-period-2021-2025>.

planned for 2019 that were not included in the GAWP for the same year was 38%, while the concurrence of the total number of all acts planned in the NPAA and the GAWP for that year was only 22%.⁴⁸ One of the significant problems is the lack of systematic, periodic monitoring and updating of the alignment of these documents, as well as the high burden of civil servants with parallel, i.e. inefficient and inconsistent reporting for each of the planning documents at the central level.

An insufficient number of SAB is included in the drafting of public policy documents, nor is there sufficient mutual communication between them. The establishment of a mechanism for monitoring and reporting on the implementation of the APIGP has improved the coordination of public policies in the RS to a significant extent at the highest levels of decision making: the ministerial level, the level of state secretaries and assistant ministers. APIGP also proved to be an effective instrument for overcoming certain problems in coordination of implementation of public administration reform, as some of the key objectives of the PAR Strategy from 2014 (rationalisation and optimisation of public administration, development of e-government and service delivery and salary reform) are included by it.⁴⁹ However, further efforts are needed in terms of communication, coordination and cooperation of SAB in policy development and planning, and in the development, implementation, monitoring and evaluation of the outcomes of public policies and regulations.

Unified information system for planning, monitoring of implementation, coordination of public policies and reporting (hereinafter: UIS) has been established and since January 2019, public policy documents are being entered in it.⁵⁰ By July 2021, as much as 51 PPDs and nine medium-term plans had been entered or their entry started. This presents one of the most important results from the point of view of digitalisation of public administration in the field of public policy management. However, since new public policy documents are not being prepared at the same time, nor are amendments to existing ones in accordance with the LPS and UIS requirements, it takes time to see the full impact of UIS on the coherence of public policy documents, as well as on better public policy planning in general. The training of UIS users began in December 2018, and it has been the integral part of the NAPA annual training programme ever since. Simplification of preparation and monitoring of the implementation of planning documents and rationalisation of reporting using the UIS will be fully achieved after the entry of medium-term plans of all institutions into UIS, which are the initial link in the system, as well as after automating the connection with GWPRS and generating reporting formats required for the Report on the implementation of the Government Annual Work Plan. It is also planned to upgrade the UIS for the entry of APIGP, as well as the development plans of LSGU in the system.

For easier insight of the public into the work of the Government, the LPS prescribes that the Government and the ministries prepare and publish reports on implementation monitoring of planning documents. The website of the RS Government was upgraded in October 2018, but does not yet provide easy access to all documents. The GAWP and the report on its implementation for the year 2020 are publicly available on the website of Serbian Government General Secretariat.⁵¹ Quarterly reports on NPAA implementation are now published regularly. As there is still no adequate reporting, both within the public administration itself and externally to the citizens, neither the public administration nor the citizens are often

⁴⁸ Assessment conducted in 2020 within the IPA PAR complementary support.

⁴⁹ External evaluation of the Public Administration Reform Strategy in Serbia, Final Report, 21 April 2019, page 14, available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>.

⁵⁰ One of the first reports concluded in this system is the PAR AP Annual Report for 2018.

⁵¹ Government Performance Plan and Report 2020 Government Annual Report, available at: <https://www.srbija.gov.rs/prikaz/370625>.

sufficiently informed about the objectives of the public policy documents implemented by the SAB, what are the costs of their implementation and what are the achieved outcomes. The same conclusion applies to reporting on the outcomes of regulations adopted by the Government and / or adopted by the National Assembly. The consequence is a low level of citizen support for public policies set out in public policy documents, as well as insufficient trust in institutions of the RS. Official reports are too extensive,⁵² with a lot of detail, and are written in an administrative language that is not always understood by the general public. In order to overcome this obstacle, the plan is to upgrade the UIS with the so-called on-line monitoring instrument (OMT) which is supposed to enable citizens and businesses access, in a simple and transparent way by using infographics, to the outcomes of public policies that are implemented both at the level of planning and at the level of the entire RS Government.

At the end of 2018, the Analytical Service of Local Self-Government Units was established (hereinafter: Analytical Service), which should enable adoption of public policy documents and regulations related to LSGU on the basis of objective facts, as well as to help develop LSGU development plans. In the previous period, the LSGU formulated their development objectives through sustainable development strategies, i.e. development strategies (depending on the applied methodology). The content and elements of these planning documents (strategies, programmes, plans, action plans, etc.) are not completely uniform in form and content. Most of these planning documents are too extensive, unclear and confusing. Also, the objectives set out in some of these documents are imprecise and unmeasurable, and performance indicators are not clearly defined. This significantly complicates the implementation of such planning documents, monitoring their implementation, as well as the preparation of reports on the achievement of planned outcomes.

In the forthcoming period, the quality of planning in the local self-government is expected to improve by applying the new planning system. A large number of LSGUs have already started with the preparation of development plans, and a number of LSGUs have started piloting medium-term planning. Further support and monitoring is envisaged through the implementation of the Local Self-government Reform Program. **Although the adoption of the LPS has enabled progress towards integrating stakeholder consultations into the system of drafting of public policy documents and regulations, in practice, stakeholders and target groups** are still involved only in the final stages of drafting of public policy documents and regulations.⁵³ One of the reasons is that in practice, the text of a draft law or public policy document can still go further in the adoption procedure even when accompanied by a report stating that consultative process was not conducted. The mentioned referral of laws to the National Assembly for their adoption by urgent procedure also affects the degree of public involvement in the law-making process.⁵⁴ Therefore, in the forthcoming period, it is necessary to establish new ways for public participation in the drafting processes of public policy documents and regulations, as well as to ensure that consultations with stakeholders and target groups are essential, not formal. Also, innovative ways need to be found to motivate stakeholders and target groups as much as possible to take part in the consultation process. The first step in that direction was made by passing the Decision on the establishment of the eConsultation Portal, by the Government in June 2021. In the future, this portal should enable efficient, transparent and comprehensive consultations and public debates for all regulations and public policy documents.

⁵² For instance, the 2019 Government Performance Plan and Report has 2,076 pages.

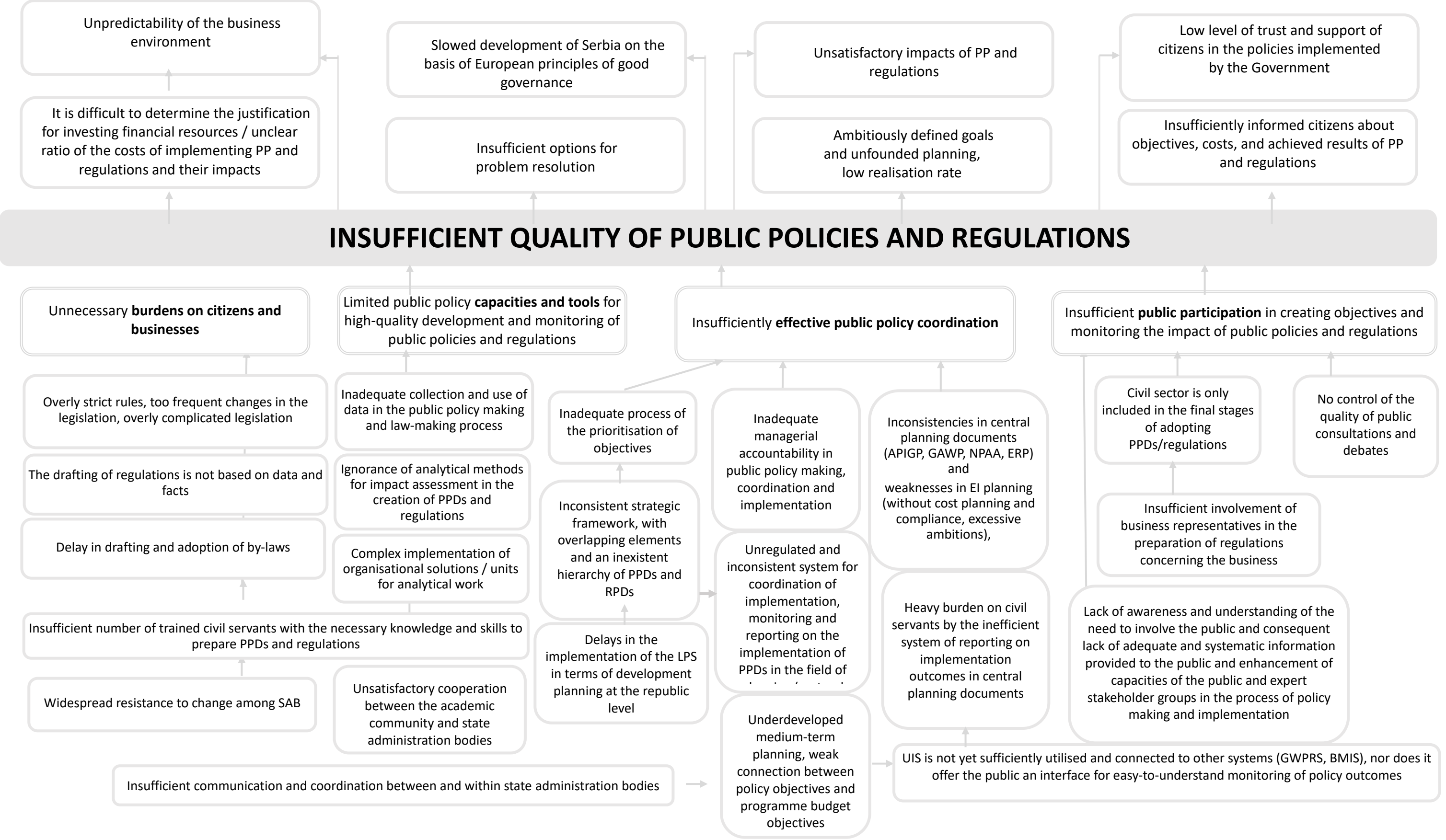
⁵³ External evaluation of the Public Administration Reform Strategy in Serbia, Final report, 21 April 2019, page 59, available at: <http://mduls.gov.rs/wp-content/uploads/190524-Final-Evaluation-Report-SR.pdf?script=lat>.

⁵⁴ SIGMA Report for Serbia 2017, page 23, available at: <http://www.sigmaweb.org/publications/Monitoring-Report-2017-Serbia.pdf>

According to the PPS data for 2019 and 2020, the situation is as follows:

	2019	2020
Percentage of draft laws with conducted consultations in comparison to the total number of draft laws	46.9%	54.28%
Percentage of adopted laws with conducted consultations in comparison to the total number of adopted laws which required consultations	34.1%	35.71%
Percentage of proposals of regulations with conducted consultations in comparison to the total number of proposals of regulations.	21,74%	26.22%
Percentage of adopted regulations with conducted consultations in the total number of adopted proposals	17.36%	11.46%
Percentage of PPDs adopted by the Government with conducted consultations in the total number of PPDs adopted by the Government	91.3%	100%

2.1. 4.1. Problem tree



5. Defining the desired change — Programme objectives

Vision

In accordance with the vision of the Public Administration Reform Strategy and the maxim *Administration tailored to all of us*, which includes administration tailored to citizens, businesses and civil servants, and the administration that is the bearer of change and reform, the vision of this Programme is defined as follows:

Public administration follows the European principles of good public administration and through a well-conceived (realistic and evidence-based) and widely accepted (transparent, inclusive, developed through wider cooperation) process of planning and drafting of public policies and regulations and their consistent implementation, ensures economic stability and sustainable development of the Republic Serbia, social cohesion and increasing living standards, and at the same time guarantees citizens and businesses high quality services and a competitive business environment.

Overall and specific objectives

Overall objective: Improved quality of policy documents and regulations

Impact indicators

Impact indicator	BV	TV
Regulatory quality indicator — World Bank ranking	(2019) 60.10	(2021): 61 (2022): 62 (2023): 63 (2024): 64 (2025): 65
Alignment and quality of policy planning indicator	(2021):	(2021): (2022): 3 (2023): 4 (2024): 4 (2025): 5

This general objective is taken from the PAR Strategy 2021–2030 and is elaborated in the Programme through four specific objectives, for which the measures and the activities are defined in detail in the corresponding Action Plan.

In order to meet Specific objective 1 — **Regulatory reform in the function of improving the business environment and decreasing the burden for citizens and businesses**, the focus of the regulatory reform will remain on increasing the quality of regulations in order to (i) improve the business environment — and in particular business conditions for micro, small and medium-sized enterprises —, the protection of competition, and the quality of public services, (ii) raise the living standard of citizens, and (iii) improve gender equality.

In order to meet Specific Objective 2 — **Strengthening capacities and applying instruments for quality planning and monitoring of the implementation of public policies and regulations**, the analytical skills and data collection tools and methods will be improved as a basis for quality drafting of public policy documents and regulations and decision making founded on facts. Work will be carried out on determining data management standards, as well as on development of training programmes for managers and civil servants for data collection, analytical processing, storage and exchange.

In order to meet Specific Objective 3 — **Effective public policy coordination**, planning at all levels of government and tools for coordination of public policies will be improved working on their harmonisation as well as on the improvement of the planning framework at national, provincial and local levels and their mutual consistency.

In order to meet Specific Objective 4 — **Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact** measures will be implemented aimed at increasing the participation of all target groups and stakeholders (businesses, citizens, civil sector) in the early stages of drafting public policy documents and regulations, increasing the quality of reports on consultations and public hearings, shifting the focus from form to content, developing the skills of public administration bodies in establishing dialogue with the public and encouraging initiatives to amend public policy documents and regulations.

The following indicators are prescribed to monitor the achievement of the specific objectives for the improvement of the Public Policy Management and Regulatory Reform Programme:

Specific objectives of the Programme	Indicator	BV	TV
Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses	The share of adopted laws containing complete impact assessments in the total number of adopted laws requiring impact assessments, per calendar year	30.4% (2020)	(2021): 35% (2022): 40% (2023): 45% (2024): 50% (2025): 52%
	The share of adopted Decrees containing complete impact assessments in the total number of adopted Decrees requiring impact assessments, per calendar year	58.3% (2020)	(2021): 58% (2022): 59% (2023): 60% (2024): 62% (2025): 64%
Strengthening capacities and implementing instruments for quality development and management of	The share of adopted PPDs containing complete impact assessments in the total number of adopted PPDs	50% (2020)	(2021): 60% (2022): 70% (2023): 80% (2024): 90% (2025): 100%

public policies and regulations	requiring impact assessments, per calendar year		
Effective public policy coordination	The total number of planning areas with a revised and optimised planning framework	1 (2020)	(2021): 3 (2022): 6 (2023): 8 (2024): 12 (2025): all
Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impacts	The share of adopted PPDs during the preparation of which the consultative process was conducted in accordance with the LPS, in the total number of adopted PPDs, per calendar year	100% (2020)	(2021): 100% (2022): 100% (2023): 100% (2024): 100% (2025): 100%
	The share of adopted laws during the preparation of which the consultative process was conducted in accordance with the LPS, in the total number of adopted laws , per calendar year	35.71% (2020)	(2021): 40% (2022): 60% (2023): 70% (2024): 75% (2025): 80%
	The share of adopted Decrees during the preparation of which the consultative process was conducted in accordance with the LPS, in the total number of adopted Decrees, per calendar year	11.46% (2020)	(2021): 15% (2022): 20% (2023): 25% (2024): 31% (2025): 36%

5.1. Objective tree



6. Measures for achieving the specific objectives, with indicators and target values

Considering that during the development of the Strategy for Public Administration Reform in the Republic of Serbia 2021–2030 (PAR Strategy) and the accompanying implementation Action Plan 2021–2025, the development of the improvement of the Public Policy Management and Regulatory Reform Programme (Programme) as a hierarchically lower public policy document was started in parallel, PARS has not specifically developed measures that contribute to the achievement of the PARS Specific Objective 1: Improved quality of public policy documents and regulations, already established Specific Objectives of the Programme and indicators for monitoring of the achievement of target values. Therefore, the Programme elaborates Specific Objective 1 of the PAR Strategy: Improved quality of public policy documents and regulations, through four Specific Objectives within the Programme, which are further elaborated through measures and activities in the Programme and the accompanying Action Plan.

Based on the conducted impact assessment of options for achieving specific objectives (Appendix 2: Impact Assessment Report), measures were established according to individual objectives.

Specific objective 1: *Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses*

Measure 1.1: Establishment of a system for monitoring of changes in the number of applicable regulations on an annual level by areas and monitoring of the adoption of by-laws in accordance with the prescribed deadlines for their adoption. Establishment of a system for monitoring the changes in the number of valid regulations on an annual level by areas and monitoring adoption of by-laws in accordance with the prescribed deadlines for their adoption refers to the establishment of a system for continuous monitoring of the existing number of regulations per year, i.e. those that are being amended and completely new regulations, so all changes in the legal framework of the Republic of Serbia could be continuously reviewed and measures taken for their improvement. This objective will be achieved primarily by keeping records on adopted laws, decrees and regulations by the PPS, bearing in mind the PPS' obligation of administering the Register of Administrative Procedures and conducting ex-ante and ex-post compliance monitoring of the procedures as well as data entry control. Also, the measure includes determining the number of by-laws that were not adopted within the deadline, i.e. monitoring of their adoption and reporting on it through the Government Work Plan and Report and the improved GWPRS. Reporting should also include the reasons for non-adoption of by-laws within the set deadline by the SAB. In this way, continuous monitoring will be provided of the change in the number of regulations by areas and types on an annual level and reporting on it — both to the Government of the Republic of Serbia and the public. Based on the above-mentioned reports, a qualitative assessment will be prepared, which should point to the reasons for changes in the regulatory framework and delays in the adoption of bylaws by areas. This assessment will also serve to determine the needs for optimization of the legal framework and to design appropriate recommendations to achieve greater predictability of the environment for business entities and the lives of citizens.

Output indicator	BV	TV
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The share of by-laws adopted within deadlines prescribed by new laws per calendar year in the total number of by-laws that are planned for adoption that year.	(2020): unknown	(2021): / (2022): / (2023): 56% (2024): 59% (2025): 62%
Established mechanism for regular annual reporting on the adoption of by-laws within deadlines through GWPRS/Government Annual Report	(2020): no	(2021): no (2022): no (2023): no (2024): yes

Measure 1.2: Improving the framework for systematic monitoring of the regulatory quality and effectiveness (ex-post assessment) is aimed at better quality monitoring and regulation effectiveness and purposefulness based on increased implementation of *ex-post* assessment. In order to implement this measure, it is above all necessary, to prescribe the content of the *ex-post* regulatory assessment and to supplement the questionnaire that the SAB should answer when preparing the *ex ante*⁵⁵ and *ex-post* assessment by amending the Decree on public policy management. The Manual of Public Policy and Regulatory Impact Assessment should then be improved in the part related to conducting the *ex-post* regulatory assessment, in accordance with the amendments to the Decree. Given the capacity of SAB to conduct *ex-post* regulatory assessment, it is necessary to develop a mechanism for defining the list of priority regulations for which *ex-post* assessment should be conducted on an annual basis, regardless whether their amendments are planned in that year, by amending the Decree which will prescribe that the Government should form a list of priority regulations for which an *ex-post* assessment should be conducted on an annual basis. The plan is to conclude the first list by the end of 2023 for the year 2024, through consultations with SAB, having in mind the priorities from the APIGP, and then to determine it for each subsequent year. Once the list of priorities has been determined, the SAB should plan to conduct *ex-post* assessment for the following year and provide the necessary resources that they will be needed during the following year to conduct *ex-post* assessment (through budget planning and/or projection of necessary donor funding). In order to improve the capacity of SAB to conduct *ex-post* assessments, it is necessary to develop a training programme for conducting *ex-post* assessments, conduct trainings of trainers (TOT), and then a minimum of 2 training sessions per year on *ex-post* assessment for SAB whose regulations are prioritised for conducting *ex-post* assessment in that year. Training will be held every year, in accordance with the NAPA training program, and additional training can be organised with the help of donor support. The capacity of the PPS also needs to be strengthened in order to support SAB to conduct *ex-post* assessments and ensure the quality of *ex-post* assessments. Finally, it is necessary to establish a network of experts for *ex-ante* and *ex-post* assessment from SAB (including employees in the Internal Units for Planning Documents and Management Support), which would contribute to the simplification of training and facilitate

⁵⁵ Within the *ex-ante* assessment, it is necessary to specify the issues related to the method of obtaining data for conducting the *ex-post* assessment, as well as the deadlines within which the *ex-post* impact assessment will be conducted.

the creation of the necessary analytical skills, enable periodic innovation of professional knowledge, facilitate the peer exchange of practical experience among analysts from SAB and provide continuous support of employees in the PPS. The network of experts should include all employees in the SAB who have so far dealt with impact assessment, and especially those who have successfully completed training for impact assessment (both public policy and regulatory). The network will expand to include new *ex-post* assessment experts who will successfully complete the *ex-post* assessment training and to include experts who will conduct regulatory impact assessment during the process of harmonisation of national legislation with EU legislation and who will successfully complete training on this subject. Finally, the plan is to start organising annual events on impact assessment, which will specifically discuss *ex-post* assessment, lessons learned and how the implementation of *ex-post* assessment can be improved, then the experience in implementing different tools / tests (impact on MSMEs, administrative burden, competition, gender equality, etc.), experiences in applying impact assessment for harmonisation of regulations with EU legislation, etc. Finally, it is necessary to improve the PPS website in terms of better presentation of tools for conducting regulatory and public policy impact assessment and examples of good practice. The PPS website should contain and present in a visible place all available materials for conducting regulatory and public policy impact assessments that have been conducted so far (all tests, evaluation lists used by the PPS, materials related to the impact assessment conducted by the European Commission for its regulations, etc.), as well as examples of good practice, i.e. well-performed impact assessments (*ex-ante*, *ex-post* and regulatory and public policy impact assessments that are harmonised with EU legislation).

Output indicator	BV	TV
Amendments to regulations on public policy management and regulatory reform, as envisaged under Measure 1.2. adopted	(2020): no	(2021): no (2022): no (2023): yes
The share of amended regulations for which an <i>ex-post</i> assessment was conducted within a calendar year, in the total number of regulations which had in fact been amended in that calendar year as planned	(2020): unknown	(2021): / (2022): / (2023): (2024): 59% (2025): 62%
The share of adopted regulations presented in the report on the conducted impact analysis having correct presentation of the results of the regulation undergoing amendment in the total number of adopted regulations requiring presentation of the results of the regulation undergoing amendment	(2020): unknown	(2021): / (2022): 50% (2023): 55% (2024): 60% (2025): 65%

Measure 1.3: Improving the business environment and decreasing administrative burden on businesses and citizens through the systematic use of impact assessment tools (MSME test, calculator of administrative costs and checklist of regulatory impact on competition). This measure primarily implies redefining the obligation of conducting *MSME test*, *calculation of administrative costs* using a calculator and *impact assessment on competition*. Amending the impact assessment questionnaire within the Decree, it is necessary to accurately show the method of presenting the results of application of the given tools within the reports on regulatory impact assessment for the regulations impacting micro, small and medium-sized economic entities and competition, as well as for all the regulations introducing new or amending the existing administrative procedures. Furthermore, it is necessary to amend the Manual of Policy and Regulatory Impact Assessment regarding the implementation of these tests, in accordance with the amendments to the Decree. In order to improve the capacity of SAB to implement these tools, it is necessary to develop a training programme for the use of these tools and conduct a minimum of 2 training sessions on the tool application each year. Finally, continuous support of the PPS to the SAB in conducting tests and using administrative costs calculator is also planned. In accordance with the provision of Article 21, paragraph 1, item 7 of the Law on Protection of Competition, the Commission for Protection of Competition issues an opinion to the competent authorities on regulations proposals, as well as on applicable regulations impacting competition in the market. The "Competition Checklist" is a tool to determine whether a proposal/draft regulation may have an impact on competition in the market, in which case such proposal/draft regulation must be submitted to the Commission for Protection of Competition for obtaining an opinion thereof.

Output indicator	BV	TV
The share of regulations adopted during a calendar year in which administrative costs/savings and effects on MSMEs and competition were properly assessed in relation to the total number of adopted regulations for which it was necessary to assess administrative costs and effects on MSMEs and competition	(2020): /	(2021): / (2022): +5 p.p (2023): + 10 pp (2024): +15pp (2025): +20 pp

Measure 1.4: Improving the quality of regulations through the introduction of a gender perspective. This measure implies improving the regulatory impact assessment of regulations on gender equality through the systematic use of impact assessment tools such as the Gender Equality Test, primarily based on redefining mandatory application of the Gender Equality Test, and then presenting the results of this test within the report on regulatory impact assessment for regulations with such impacts on gender equality, through the amendments to the Decree. It is also necessary to harmonise the Gender Equality Test and instructions for its implementation in accordance with the new Law on Gender Equality⁵⁶. In order to improve the capacities of SAB

⁵⁶ Law on Gender Equality, *The Official Gazette of the Republic of Serbia*, No. 52/21.

for the application of these tools, a training programme for SAB is envisaged to be developed for the use of the Gender Equality Test and conduct training for civil servants involved in drafting regulations in the areas of relevance to gender equality, with donor support. Following these training, a minimum of 2 training sessions for conducting gender equality tests each year are also envisaged. The plan is to continuously provide support to the SAB by the PPS in order to conduct the planned 12 Gender Equality Tests, the implementation of which will be supported by donors.

Output indicator	BV	TV
Number of regulations adopted in a calendar year, with their impact assessed against the Gender Equality Test	(2020): 0	(2021): 3 (2022): 4 (2023): 5 (2024): 5 (2025): 6

Measure 1.5: Improving the use of impact assessment in the process of harmonisation of national legislation with the EU acquis. Implementation of this measure should enable most accurate possible assessment of the potential regulatory impact on citizens and businesses of those regulations that are being harmonised with the EU *acquis*. At the end of each calendar year, and in accordance with the Government Annual Work Plan it is necessary to determine the list of regulations that are planned for harmonisation with the EU *acquis* in the next year, for which it will be necessary to conduct regulatory impact assessment and consultations. The PPS prepares this list in order to be adequately prepared for providing support towards SAB at the end of each year. In addition, the amendments to the Decree should prescribe particular questions to be answered by SAB while conducting impact assessment of regulations being harmonised with the EU *acquis*, and followed by the improvements to the Manual of Policy and Regulatory Impact Assessment by including guidelines on the manner of conducting impact assessment and consultations for the regulations being harmonised with the EU *acquis*. In order to improve the capacity of SAB to conduct impact analysis and consultations for regulations harmonised with EU *acquis*, it is necessary to develop an appropriate training programme for SAB and conduct a minimum of 2 training sessions each year on conducting impact analysis and consultations for regulations harmonised with the EU *acquis*.

Output indicator	BV	TV
The share of regulations adopted during a calendar year, harmonised with the EU <i>acquis</i> , for which a full impact assessment has been prepared, including an overview of comparative practice in the total number of adopted regulations undergoing	(2020): unknown	(2021): / (2022): +5 p.p. (2023): +10 p.p. (2024): +15 p.p.

harmonisation with the <i>acquis communautaire</i> during the calendar year		(2025): +20 p.p.
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The expected impact of the measures envisaged under Specific Objective 1 are: a better and a more transparent and predictable legal framework in the Republic of Serbia, which will improve the quality of life of citizens and contribute to simpler business operations of economic entities with decreased administrative costs and other unnecessary burdens and a more stimulating business environment. In the short term, it is estimated that the overall impact on the budget will be slightly less favourable primarily due to the adjustments of the state bodies to the requirement of intensified implementation of *ex-post* analysis of regulations, however in the long term, it will enable more efficient and appropriate use of budget funds (conducting *ex post* analysis should also point to inefficiencies in spending funds intended for the implementation of regulations). In the short term, we can expect a slowdown in the process of preparation and adoption of regulations due to the increased use of impact assessment tools, but also due to conducting of higher quality regulatory impact assessments that are harmonized with the *acquis*. In the long run, direct positive effects on management in public administration can also be expected, given that the development and adoption of regulations based on facts and data will significantly contribute to managerial accountability, and more meaningful, economical and effective decision making in public administration, and finally - quality public services. The envisaged measures will have indirect positive effects on the environment, because they will influence decision makers to more adequately and timely predict, assess, quantify and monetise the environmental impact of planned regulatory changes. The goal is to significantly reduce potential negative and unintended impact on the environment through enhanced and better application of regulatory impact assessment tools. The same principle applies to all other potential negative impacts of regulatory changes, such as financial, social, economic and managerial effects of decisions considered by decision makers.

Specific objective 2: *Strengthening capacities and applying instruments for quality development and monitoring of public policies and regulations*

Measure 2.1: Organisational establishment of internal units for planning documents and management support (IUPD) emphasises the implementation of activities aimed at introducing these new organisational units in SAB. After the adoption of the normative framework for the formation of internal organisational units in SAB by adopting the *Decree on the principles of internal organisation and job classification in the ministries, special organisations and Government services*, which in principle regulated their position within SAB as well as the jobs, it is necessary to prepare guidelines for their establishment. Emphasis in the guidelines will be placed on the standardisation of job scope, job titles, as well as job descriptions and required competencies of IUPD employees, in order to facilitate the implementation of this significant organisational change by the SAB. The prepared guidelines need to be tested on a limited number of SAB in order to identify the advantages and disadvantages of the guidelines prepared in such a way. Based on the results of the piloting, final guidelines and the roadmap will be prepared for the final introduction of the IUPD in all SAB to which this Decree applies.

Output indicator	BV	TV
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The share of SABs which have harmonised regulations on internal organisation and systematisation of jobs in the total number of ministries, subordinate bodies and special organisations that are obliged to designate an internal unit for planning documents and management support	(2020): 0%	(2021): 4% (2022): 20% (2023): 60% (2024): 80% (2025): 100%
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Measure 2.2: Improving the skills of managers and civil servants for the preparation, monitoring of the implementation, and reporting on the implementation of planning documents, and a more effective system of financial management and control that should contribute to solving the problem of insufficient number of staff and insufficiently trained human resources in SAB for planning, implementation monitoring, evaluation and reporting on implementation of the PPD. Implementation of this measure should result in establishing a system for continuous improvement of skills and knowledge of civil servants for data management (collection, storage, analytical processing and exchange). In order to accomplish that, it is necessary to first assess the necessary competencies of the employees in the IUPD, and then, in accordance with the results of the analysis, a new *Decree on determining competences of civil servants* should be adopted. In order to prepare an adequate training programme on data management intended for managers and civil servants in the IUPD, it is necessary to analyse the contents and results of the training already organized as a part of the NAPA programmes. The training should enable the development of analytical competencies of participants that are based on the use of data, as well as the expansion of basic digital competencies, with the aim of making decisions based on facts. Training of managers and civil servants are an appropriate way of strengthening cooperation with the scientific and research community, which can be useful in the development of training, but also in their implementation, given the knowledge and experience of members of this community verified in pedagogical and research work.

Output indicator	BV	TV
Data management training programme for managers and civil servants developed	(2020): no	(2021): no (2022): yes
The number of managers and civil servants who have successfully completed the data management training planned in the annual training programme	(2020): 0	(2021): 0 (2022): 25 (2023): 50 (2024): 50 (2025): 50

Measure 2.3: Introducing a systemic approach to data management, and providing an information basis for the work of the IUPD and a more effective system of financial management and control contains activities designed to remove one of the key obstacles to

drafting quality public policies and their systematic monitoring and evaluation, namely the insufficient level of quality and availability of data for different planning areas. It is necessary to perform data mapping collected by the SAB (limited number of selected SAB) in the course of their work, and to develop applications for entry of these data, as well as the preparation of appropriate reports based on the collected data. A further necessary step in this process is the development of data management standards (collection, storage, analytical processing and exchange) from the records of the SAB, so that the data are easily shared and accessible to other SAB. Civil servants must be trained in the application of data management standards, therefore, a training programme for the application of the standard is also envisaged. The implementation of this third measure completes the process of introducing IUDP into the state administration system of the Republic of Serbia.

Output indicator	BV	TV
Standards for data management (collection, storage, analytical processing and exchange) from SAB records developed	(2020): No	(2021): No (2022): Yes (2023): (2024): (2025):
A training program for the application of data management standards developed	(2020): No	(2021): No (2022): No (2023): Yes (2024): (2025):
Number of civil servants who have successfully completed training in the application of data management standards	(2020): 0	(2021): 0 (2022): 0 (2023): 0 (2024): 50 (2025): 50

Measure 2.4: Support to the cooperation between the scientific and research community and SAB in the process of developing public policies includes activities designed for stronger integration of the scientific and research community in the drafting of PPD, given that the weakness of this cooperation is recognised as one of the key obstacles to creating better public policies. The third component of the EU Project for Better Business Environment will provide resources to fund targeted analytical activities for selected reform initiatives proposed by the SAB that improve the business environment. One of the sources for proposing reform initiatives is the APIGP as it provides a concise overview of all major social issues. Scientific and research institutions will be engaged for the implementation of analytical activities/research, where relevant. In that way, a new approach will be piloted for stronger integration of the scientific and research community and SAB in the process of creating PPDs, and if it proves to be effective, it will be intensified in the future. In addition to the above, an additional mechanism

for connecting the scientific and research community will be the "Policy Club" platform, which will form a network of experts and establish a base of their work and analysis of importance for creating public policies. At the same time, this will be a platform for informal exchange of knowledge and experience in the areas subject to planning.

Output indicator	BV	TV
The number of research conducted for public policies development	(2020): 0	(2021): 0 (2022): 1 (2023): 2 (2024): 3 (2025): 4

Measure 2.5: Improving existing solutions, and initiating and creating innovative solutions in public policies based on data and research on end-users' needs includes activities related to further strengthening the public administration capacity to use new approaches in creating, implementing and monitoring the implementation of public policies. By establishing an organisational unit called the Group for Innovation in Public Policies, the Republic Public Policy Secretariat has started the process of introducing new, innovative approaches to policy making, and in the coming period it is necessary to systematically support and strengthen these activities for them to find wider application in the work of SAB. An innovative approach to policy making is focused on meeting the needs of end users (citizens) by researching and understanding their needs. Furthermore, it is based on testing ideas - creating pilot projects, in order to check the effectiveness of the proposed public policy measures, optimise costs and reduce the risk of failure. Finally, it is conditioned by cooperation and partnerships with all stakeholders (public administration, private sector, academia, NGOs, citizens), and the voice of end users is introduced into the whole process in order to review and understand the problem which needs to be solved, develop ideas and test possible solutions, establish mechanisms for long-term monitoring of the impacts of the proposed solutions and adjust existing solutions due to changing circumstances, in accordance with the evaluation of the achieved impacts. In this regard, it is necessary to prepare and conduct training for civil servants in order to strengthen the capacities for modernisation of the traditional way of creating, implementing and implementation monitoring of public policies. It is also necessary to promote innovative solutions and new approaches in policy making, and to work on networking with all stakeholders in order to improve public policies and public services.

Output indicator	BV	TV
Number of piloted innovative solutions in creation of public policies	(2020): 0	(2021): 2 (2022): 3 (2023): 4 (2024): 5

		(2025): 6
	(2020): 0	(2021): 0
Number of innovative ideas tested to improve existing public services		(2022): 1
		(2023): 2
		(2024): 3
		(2025): 4

The establishment of internal units for planning documents and financial management and control will essentially accomplish progress in the field of data collection and management, development of analyses for public policy preparation, drafting of public policies and support to the management of ministries and other SAB in making important decisions, considering that the state administration will deal with this issue in a systematic way. In addition, the very manner of implementation of the proposed measures will lead to the improvement of expertise in these areas within the SAB, and to less dependence on external professional support, i.e. training of the state administration itself to draft sophisticated analyses. Also, the implementation of measures from this set will affect the change of philosophy in terms of preparation of public policies, i.e. the application of new innovative approaches in thinking about public policies and creating solutions, as well as stronger integration with the scientific and research community. Although the implementation of this set of measures requires significant financial expenditures from the state, it still represents a much-needed investment in human capacities and knowledge within public administration, crucial for facing today's increasingly sophisticated and complex challenges.

Specific objective 3: *Effective public policy coordination*

Measure 3.1: Revising the planning areas and completion of the planning framework has two key courses for action. One is on the amendments to the regulations for the management of public policies and regulatory reform, which has been implemented since the beginning of 2019, based on previous experiences in the implementation and analysis of recommendations for improving the legal framework. This includes appropriate revision of planning areas in accordance with the amended legal framework.

The second line of action is focused on completing the planning framework. Namely, the Development Plan will be developed, as an umbrella strategic document which determines the long-term directions of development of the Republic of Serbia. Together with the Investment Plan and the Spatial Plan, this planning document is the basis for determining a list of objectives that should be reflected in all other planning documents. The preparation of the Development Plan is a complex process as it envisages conducting a comprehensive consultative process and accomplishing a broad social consensus on priorities and direction of long-term development, all in the light of international and EU strategic commitments and obligations undertaken by the Republic of Serbia. To approach this work in a coordinated manner, the Decree on the procedure for developing the Development Plan will be adopted and implemented.

The same need of completing the planning framework is equally evident at the local level. This measure is complementary to the activities defined through the Local Self-Government Reform Programme, and relate to the support of local self-government in the process of development planning and policy coordination at the local level.

Output indicator	BV	TV
Adopted amendments to regulations for public policy management and regulatory reform	(2020): -	(2021): no (2022): no (2023): yes (2024): (2025):
Adopted Decree on the procedure for the preparation of the Development Plan of the Republic of Serbia	(2021): — no	(2021): no (2022): yes (2023): (2024): (2025):

Measure 3.2: *Optimisation of strategic frameworks in the areas of planning and implementation of public policies* aims to establish a clear hierarchy of planning documents and an institutional framework for coordination, implementation management, monitoring and consolidated reporting at the appropriate level on all policy documents within individual areas. It also aims to establish a uniform practice of monitoring and reporting on the results achieved for all planning areas. In order to support this intention, it is necessary to repeal all existing public policy documents that are indefinite, with no established action plan, i.e. those that are not harmonised with the LPS. Optimisation of strategic frameworks is a medium-term endeavour, so it will be approached in accordance with the roadmap, which will include the types of support that PPS will provide to ministries, as well as coordinating bodies for integrated implementation management and reporting for each planning area. This includes the development of tools such as an integrated calendar and a unique report format and content.

Optimisation of strategic frameworks is a process on which quality medium-term planning significantly depends. Through this measure, further support is planned for the development of medium-term plans at the state level, and it is complementary to the activities envisaged by the Local Self-Government Reform Programme for the local level of government, and the Public Financial Management Reform Programme through Measure 1.3.

Output indicator	BV	TV
Support provided for optimisation of planning frameworks in accordance with the roadmap	(2021): -	(2021): (2022): yes (2023): yes (2024): yes (2025): yes

Developed roadmaps for gradual optimization of planning frameworks at the level of planning area	(2020): No	(2021): (2022): yes (2023): yes (2024): yes (2025): yes
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Measure 3.3: *Improving the alignment between the planning and the reporting at the central level* should respond to the identified problem of inconsistencies in the central planning documents, both in terms of consistency of activities, and deadlines for implementation. It should also address the heavy workload of civil servants with an inefficient, often duplicated system of reporting on the results of the implementation of activities in central planning documents. Therefore, the emphasis of this measure is on establishing mechanisms for periodic annual compliance assessment of these documents, as well as on strengthening certain institutions which should exercise control at the central level.

In order to unambiguously compare the consistency of planned expenditures for achieving priority objectives of the Government in documents at the central level, it is necessary to align public policy objectives with the objectives of budget programmes, including related indicators and target values. Harmonisation of document planning at the central level is a prerequisite for harmonisation and rationalisation of reporting on their implementation.

Output indicator	BV	TV
Mechanism for assessing alignment of documents at the central level established	(2020): no	(2021): no (2022): yes (2023): / (2024): / (2025): /
Degree of alignment of documents at the central level with the recommendations in the Report on document alignment at the central level	(2020): 0%	(2021): 0% (2022): 0% (2023): 30% (2024): 60% (2025): 90%

Measure 3.4: *Improving the monitoring of and the reporting on the outputs of the implementation of public policies, and a transparent presentation to the public* is aimed at improving the functionality of the UIS in order for it to connect with other systems (GWPRS). The integration of UIS and GWPRS will enable the automatic generation of information for GAWP, as well as for the Report on its implementation, which will reduce the burden on civil servants. The introduction of the new UIS functionality for the automatic generation of the

Financial Impact Assessments form will contribute to the rationalisation of the work of civil servants. In addition to the above, UIS will be improved with new functionalities for input and reporting on APIGP, as well as for input and monitoring of implementation and reporting on planning documents at the local level. In order to increase the transparency of reporting on the achieved results of public policies being implemented, it is planned to upgrade UIS with an online monitoring tool (OMT) through easily accessible, uniform and transparent electronic reporting to the public.

Output indicator	BV	TV
Completed integration of UIS and GWPRS by phases	(2020): -	(2021): no
- Functional Specification (2022)		(2022): yes
- UIS upgrade		(2023): yes
- Training for users		(2024): yes
		(2025):
	(2021):	(2021): 5%
		(2022): 10%
% of PPD monitored through the OMT		(2023): 60%
		(2024): 100%
		(2025): 100%

The planned measures of improving vertical and horizontal coordination of public policies, positive synergy effects in all areas of development by establishing clear directions of development, priorities and the possibility of conducting predictable investment policy will contribute to achieve sustainable development and implementation of structural reforms. In the short term, the impact on the budget will be slightly unfavourable, but in the long run, it will enable more efficient budget planning, with room for savings. The implementation of the measures is expected to have direct positive impact on management, including an indirect contribution to managerial accountability. Significantly positive impacts are expected in terms of transparent and accurate information to the public concerning the outcomes of public policies and regulations, which can indirectly lead to greater participation of citizens and businesses in creating and monitoring the implementation of public policies, and thus their better quality and greater legitimacy.

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

Measure 4.1: *Establishing and implementing adequate mechanisms of quality control of consultations and public debate and efficiency and use of the portal for electronic consultations*

The obligation to conduct consultations on public policy documents and regulations is stipulated by Articles 34 and 41 of the Law on the Planning System of the Republic of Serbia,

respectively. This measure will focus on monitoring the use of the e-Consultations Portal as a single place for conducting consultations for all public policy documents and regulations and its potential improvement. In addition, the obligation to conduct consultations on certain regulations will be developed in more detail to facilitate better planning of normative activities of the institutions. Namely, during the implementation of the Law on Planning System, it was concluded that it is necessary to consider the purposefulness of conducting consultations in case of regulations confirming international agreements, regulations that are amended to comply with existing regulations and inflation, foreign exchange, regulations classified as confidential.

Output indicator	BV	TV
Number of visitors to the e-Consultations Portal in a calendar year	(2020): -	(2021): (2022): +5 pp (2023): +5 pp (2024): +5 pp (2025): +5 pp

Measure 4.2: Strengthening the capacity of the civil society to participate in the regulations and planning documents drafting process

The Ministry of Human and Minority Rights and Social Dialogue has introduced the institute of social dialogue as a form of dialogue on topics that are recognised as priority and relevant to various social groups. Social dialogue is a mechanism for direct discussion between decision-makers, civil society organisations (hereinafter: CSOs), relevant institutions and other stakeholders in which all participants have the opportunity to participate equally. These dialogues result in actions that are binding for the dialogue participants. In order to ensure better participation of civil society organisations in the process of drafting and monitoring the implementation of public policy documents and regulations, it is necessary to work on raising the capacities of civil society organisations in terms of knowledge of regulations and cooperation mechanisms with public administration. Therefore, training for CSOs conducted by public administration bodies are envisaged. Also, funding for CSO projects and programmes is envisaged, in order to strengthen their capacities for involvement in the processes of developing of public policies and regulations and monitoring of their implementation. The funding is realised through public tenders, which define the priorities and possible content of the support to be provided and the indicators to be monitored.

Output indicator	BV	TV
Number of line ministries responsible for the topics included in social dialogue during a calendar year	(2020): -	(2021):10 (2022):12 (2023): 14 (2024): 16

		(2025): 18
	(2021):	(2021): 30
		(2022): 45
		(2023): 50
		(2024): 60
		(2025): 60
	(2020): /	2021):/
		(2022): 5
		(2023): 7
		(2024): 10
		(2025): 10

Implementation of measures to meet the specific objective *Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations* will have positive effects on increasing the transparency and predictability of the regulatory and strategic framework. Performing monitoring of mandatory use of the e-Consultation portal for carrying out consultations in the process of development regulations and planning documents will contribute to greater transparency in the work of state administration bodies. State administration bodies will allow economic entities and citizens early insight into potential amendments to regulatory and strategic framework, thus enabling them to correctly anticipate their future rights and obligations, as well as to get involved in the process of drafting regulations and public policy documents. Increased practice of conducting consultations will slow down the process of preparation and adoption of regulations and planning documents in the short term, but in the medium and long term, simpler consultations can be expected due to accustoming civil servants to using the technological advantages of the e-Consultation portal. Furthermore, strengthening the capacities of civil society to participate in the adoption of regulations and planning documents can significantly improve the quality of acts, from the perspective of citizens and the economy, as well as from the perspective of state administration functioning.

7. Action Plan implementation costs

An integral part of the Regulatory Reform and Improved Public Policy Management Programme is the Action Plan for the period 2021–2025. The Action Plan contains detailed measures and activities which contribute to the achievement of the Programme's specific objectives, including an estimate of the costs, i.e. funds needed for their implementation purpose. The costing of the Action Plan 2021–2025 was prepared in line with the Manual for Determining the Costs of Public Policies and Regulations as well as the Methodology for calculating the standard costs of developing planning documents. The methodological cost estimate is based on the calculation of additional, direct, and variable costs of new or an increased volume of existing activities, which are necessary for the implementation of measures planned within the Action Plan and the achievement of the specific objectives of the Programme. Accordingly, the costing does not cover regular activities of the implementing authorities. Rather, it covers additional activities or an increased volume of existing activities

which the PPS and the relevant authorities of the state administration of the Republic of Serbia had envisaged in their own budgets and budget programme activities.

The total estimated funds for the implementation of the entire Programme during the 2021–2025 period are estimated to RSD 538.946.000,00. The cost breakdown per year of the Programme implementation is as follows:

2021: RSD 29.323.000,00

2022: RSD 145.981.300,00

2023: RSD 127.039.020,00

2024: RSD 115.212.020,00

2025: RSD 121.390.660,00

In the total additional financial resources required for the implementation of activities from the Program, from the Budget of the Republic, allocations in the amount of RSD 20.858.000,00 are planned, and RSD 518.088.000,00 from donor support funds.

Out of the total funds, as much as RSD 465.557.000,00 were secured, and another RSD 73.389.000,00 were conditionally secured. As for the activities for which funds have not been provided, sources of funds for their implementation will be determined during the implementation of the Action Plan and their execution will be possible in accordance with the provided funds.

8. Institutional framework — coordination, management and reporting of results

Coordination and management of the Programme's implementation

The key recommendations of the *ex-post* assessment of the implementation of the Regulatory Reform and Improved Public Policy Management System Strategy 2016–2020 are to ensure **strategic coordination** of the new Programme, **continuous implementation monitoring** whose coordination is to be supervised by a designated PPS employee with an appropriate job description and **operational coordination** within PPS.

Following these recommendations, and especially having in mind the established institutional framework for coordination of the implementation of the PAR Strategy, which is the umbrella public policy document for planning public administration reform, and which includes reporting obligations in regard to the programme implementation monitoring, the new institutional framework includes a two-tier structure comprising **political** and **administrative-operational** level of coordination.

Political level of coordination — the PAR Council becomes a one-stop shop for all public policy documents hierarchically lower in the public administration reform. The Public Administration Reform Council⁵⁷ was established as the Government's central strategic body for public administration reform and represents a common political coordination level of the public administration reform and public finance reform process for the PAR Strategy.

As the PAR Strategy refers to the wider system of administration, not only to the state administration, a large number of line ministers and representatives of other state bodies are appointed as members of the Council. The fact that 15 members of the Government are appointed as members of the Council provides the Council with credibility and legitimacy in the management of the overall PAR process.⁵⁸

The Public Administration Reform Council is obligated to report quarterly to the Government. Administrative and technical tasks for the needs of the Council are performed by the General Secretariat of the Government, while expert tasks are performed by MPALSG, i.e., the organisational unit for managing public administration reform within the Ministry.

The administrative and operational level of coordination takes place along two tracks. On the one hand, the Inter-Ministerial Project Group (MPG)⁵⁹ has been established as a horizontal operational structure for the coordination of the entire PAR, to which reporting obligations have been defined in regard to the implementation of the Programme. For these purposes, MPG members have been appointed for the thematic areas of planning and coordination of policies and service delivery within the PAR Strategy, which are the subject of elaboration in the Programme.

On the other hand, the operational coordination of the Programme implementation will take place through the working group organized specifically for monitoring implementation of the Program and the Action Plan (hereinafter: Working Group). The Working Group will consist of

⁵⁷ Decision on the establishment of the Public Administration Reform Council (*The Official Gazette of the Republic of Serbia*, No. 56/21), available at: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/odluka/2021/56/4>.

⁵⁸ PAR Strategy, Appendix 5.

⁵⁹ **The Inter-Ministerial Project Group** represents the administrative level of the PAR coordination, implementation process monitoring and reporting on the PAR.

the PPS coordinators for each individual Programme objective, representatives of the bodies in charge of implementing appropriate measures, representatives of key central institutions (GS, MoF, MEI, MPALSG) and the Working Group Secretary. The Working Group has the following tasks:

- to regularly monitor the status of implementation of the activities and measures and deviations from the Action Plan of the Programme;
 - to consider and include new activities and projects in the Programme in cooperation with representatives of other institutions involved in the implementation of activities;
 - to consider and adopt reports on the implementation and evaluation of the results achieved by the Programme and the Action Plan;
 - to approve reports for MPG in the prescribed format and content and, if necessary or upon request, report to the coordinators of PAR Strategy thematic areas on the achieved results through the measured values of the outcome indicators of the Programme;
 - to consider the Programme implementation risks and decide on risk mitigation measures;
 - to propose decisions for discussion and adoption, especially those on which no consensus is reached at Working Group to the Public Administration Reform Council;
 - to participate in the evaluation of the Programme implementation results in accordance with the evaluation methodology.
-
- Meetings of the Working Group will be held at least twice a year, and more often, if necessary

Monitoring and Reporting

Monitoring and reporting on the implementation results of the PAR Strategy is carried out in accordance with Articles 43 and 46 of the LPS. The Regulatory Reform and Improved Public Policy Management Programme implementation monitoring consists of regular collection of data on the achievement of objectives and implementation of measures and activities defined in the Programme Action Plan in comparison to the planned timetable, as well as comparison of the achieved and target indicator values. The monitoring also includes obtaining information on risks that may delay or jeopardise the implementation of the Programme Action Plan.

Since Article 19 of the LPS prescribes mandatory elements and the content of action plans, the elements that enable result-based reporting are provided. In accordance with the necessary data for entering indicators into the UIS, 'Indicator Passports' have been prepared that, in addition to the calculation methodology, contain all other necessary information such as the institution that collects the data, how often they are collected, when the data and annual target values of indicators are available. In Annex 5 – 'Indicator Passports' there is a form with the instruction on developing 'indicator passports'. In order to regularly update the 'Indicators Passports', it is necessary to regularly review the data (at least semi-annually) and enter them into the 'Passports'. At the PPS initiative, the data are updated by the competent institutions, i.e., the persons responsible for each of the indicators. The list of persons responsible for the indicators will be made after the adoption of the Programme.

The competent institutions responsible for the implementation of a certain activity in the Action Plan for the implementation of the Programme continuously monitor the implementation of activities. The institutions in charge of activities are obligated to regularly submit the said data and information to the coordinators for the Specific Programme Objectives⁶⁰. In case of delays or abandonment of the planned activities, or a materialised risk, the institutions in charge of activities shall inform the coordinators for the implementation of individual Specific Programme Objectives about that, in order to take the actions necessary for alleviation of obstacles to implementation.

Reporting on the results of the Programme implementation and the manner of submitting and publishing reports is carried out in accordance with the Law on the Planning System of Serbia.⁶¹ The LPS also envisages deadlines for reporting on the implementation of the Action Plan – 120 days from the end of the previous calendar year. The results of the Program implementation will be appropriately integrated into the reports on the implementation of the Public Administration Reform Strategy and the accompanying Action Plan for 2021-2025.

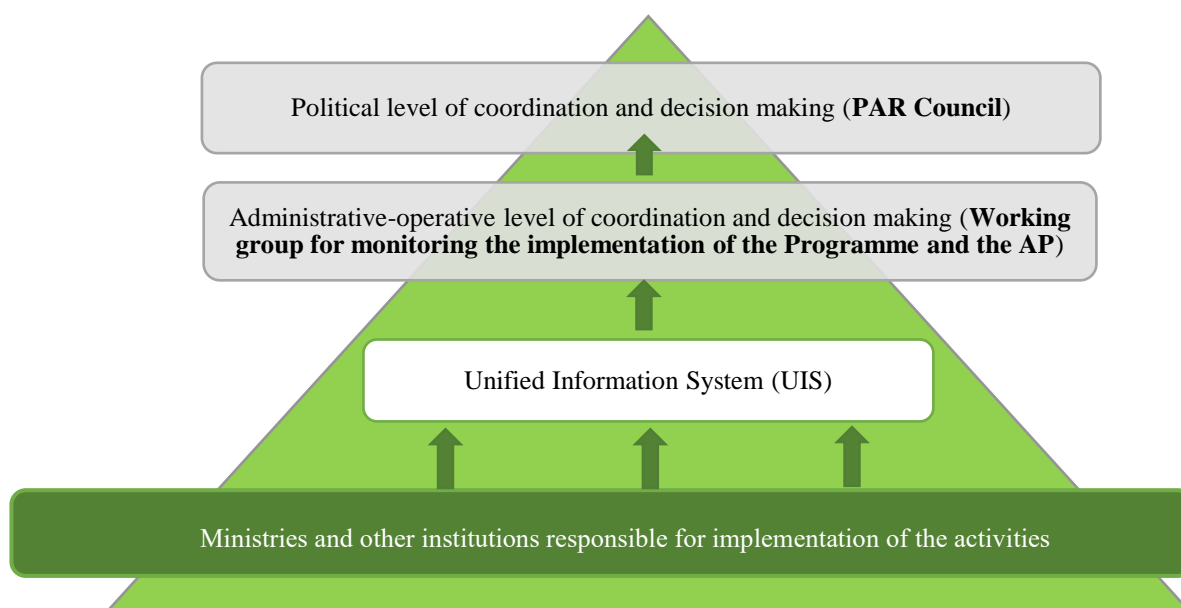
LPS also prescribes the drafting of a final report which is to be submitted no later than six months from the expiry of its validity, unless there was an adopted action plan accompanying the programme based on which reporting is conducted in which case reporting on the programme implementation shall be completed no later than six months after the expiry, and upon the expiry of the third calendar year from its adoption if the programme was adopted for a period longer than three years.

⁶⁰ Article 43 of the Law on the Planning System, *The Official Gazette of the Republic of Serbia*, No. 30/18.

⁶¹ Article 43 and 46 of the Law on the Planning System, *The Official Gazette of the Republic of Serbia*, No. 30/18.

The content of the report on the public policy document results is determined by Article 69(1) of the Decree on the methodology of public policy management, impact assessment of public policies and regulations, and the content of individual public policy documents. *SABs report to the Government on the implementation of the public policy document through the Unified Information System - UIS.*

The participants and their roles in the system of coordination of the Programme implementation monitoring and reporting



Performance assessment

The Regulatory Reform and Improved Public Policy Management Programme with the accompanying Action Plan covers the period from 2021 to 2025. In order to evaluate the impact and possibly review the direction and priorities of the reform, a mandatory evaluation (in 2023) is envisaged, halfway through the implementation period preceding the preparation of a three-year Implementation Report and *ex-post* impact assessment upon completion of the Programme implementation. The impact evaluation, and in particular the mid-term evaluation of the Programme implementation, will be used for a possible revision of the Action Plan 2021–2025 and a decision on whether it is necessary to start drafting a new Program, or the planned measures and activities will be incorporated into the PAR Implementation Action Plan 2026–2030.

The Evaluation Reports (Performance assessment) are to be considered by the political level of coordination – the PAR Council, in order to decide on the implementation of recommendations and further direction of the reform.

9. Adoption of the Action Plan for the Regulatory Reform and Improved Public Policy Management Programme 2021–2025

The Action Plan for all five years of the Programme implementation envisages specific activities that will be undertaken in order to provide conditions for the realisation of the Programme objectives and measures, identifies the lead institutions and partner institutions for the implementation of those activities, and defines deadlines and means for their implementation.

The Action Plan 2021–2025 is an integral part of the Programme.

10. Appendices

The Programme contains Appendices 1–5, each forming an integral part of the Programme. Those are:

Appendix 1: Description of Program preparation and stakeholder consultation process

Appendix 2: Impact assessment report

Appendix 3: Risk analysis

Appendix 4: Indicator passport

11. Final Provisions

This program shall be posted on the website of the Government, the website of the Public Policy Secretariat and the e-Government portal, within seven working days from the day of its adoption.

This program shall be published in the "Official Gazette of the Republic of Serbia".

05 Number: 021-10359 / 2021-2

In Belgrade, 18 November 2021

G O V E R N M E N T

Prime Minister

Ana Brnabić

Appendix 1: The process of preparing the Programme and description of the consultation process with stakeholder analysis

Stakeholder analysis

Pursuant to Article 34 of the Law on the Planning System of the Republic of Serbia and Articles 11 and 40 of the Decree on the methodology of public policy management, impact assessment of public policies and regulations, and the content of individual public policy documents, a stakeholder analysis was carried out for the purposes of the consultation process during the preparation of the Regulatory Reform and Improved Public Policy Management Programme 2021–2025.

The analysis is aimed at identifying bodies, organisations, individuals and legal entities, associations, CSOs and other stakeholders that will be affected by this Programme, i.e., all those who are interested in participating in developing it through the consultative process.

The identification of target groups and other stakeholders started from the basic problems identified in the analysis of the current situation, which included the main conclusions of the *ex-post* assessment of the Strategy for Regulatory Reform and Improvement of Public Policy Management System (2016–2020), as well as the change to be achieved by implementing the Programme.

The analysis of the problems revealed that the main problem that led to the development of the Programme was **the inadequate quality of public policies and regulations**, caused by:

1. Limited capacities and tools of public administration for quality creation and monitoring of public policies and regulations;
2. Insufficiently effective coordination of public policies, and
3. Insufficient public participation in the adoption of public policies and regulations.

Based on the results of the problem analysis, the Programme should contribute to a change towards strengthening the capacity for quality creation and monitoring of public policies and regulations, improving the coordination of public policies and increasing public participation in the creation of public policies and regulations and monitoring their impacts.

Based on the identified problems and desired changes, stakeholders were identified among the SABs, the private sector and CSOs, according to the degree of their influence and interest in participating in the consultations (i.e. interest in the issues addressed by the Programme).

THE LIST OF THE TARGET GROUPS AND STAKEHOLDERS

Potential stakeholders

Private Stakeholders	Sector	Public Stakeholders	Sector	Civil Society Stakeholders	Sector
<ul style="list-style-type: none">• Business Companies and Entrepreneurs• The Chamber of Commerce and Industry of Serbia (CCIS)		<ul style="list-style-type: none">• The Ministry of Finances (MoF)• The Ministry of Economy (MoE)• The Ministry of Agriculture, Forestry and		<ul style="list-style-type: none">• The University of Belgrade (UoB)• The University of Novi Sad (UNS)	

<ul style="list-style-type: none"> • The American Chamber of Commerce in Serbia – AmCham • The Foreign Investors Council – FIC 	<p>Water Management (MAFWA)</p> <ul style="list-style-type: none"> • The Ministry of Environmental Protection (MEP) • The Ministry of Construction, Transport and Infrastructure (MCTI) • The Ministry of Mining and Energy (MME) • The Ministry of Trade, Tourism and Telecommunications (MTTT) • The Ministry of Justice (MoJ) • The Ministry of Public Administration and Local Self-Government (MPALSG) • The Ministry of Interior (MoI) • The Ministry of Defence* • The Ministry of Foreign Affairs (MFA) • The Ministry of European Integrations (MEI) • The Ministry of Education, Science and Technological Development (MESTD) • The Ministry of Health (MoH) • The Ministry of Labour, Employment, Veteran and Social Affairs (MLEVSA) • The Ministry of Youth and Sport (MYS) • The Ministry of Culture and Information (MCI) • The Serbian Secretariat of Legislation • The General Secretariat of the Government (GENSEC) • The Human Resource Management Service (HRMS) 	<ul style="list-style-type: none"> • The National Alliance for Local Economic Development – NALED • Standing conference of towns and municipalities – SCTM • The Swiss Agency for Development and Cooperation – SDC • USAID • GIZ
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- The National Academy of Public Administration (NAPA)
 - The Republic Geodetic Authority (RGA)
 - The Statistical Office of the Republic of Serbia (SORS)
 - The Office for Information Technologies and e-Government (ITE)
 - The Coordination Body for Gender Equality
 - The Ministry of Labour, Employment, Veteran and Social Affairs – the Sector for Anti-Discrimination Policy and Improvement of Gender Equality
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*The regulations and PPDs proposed by the Ministry of Defence are exempt from the Law on the Planning System of the Republic of Serbia

Description of the consultative process

In April 2020, the information about the beginning of the drafting of the Programme was published on the website of the Republic of Serbia Public Policy Secretariat, and the interested public was invited to send their suggestions and comments in writing. Based on the results of the Stakeholder Analysis, in July 2020, a Working Group for the Programme drafting was formed. Taking into account the specific working conditions throughout 2020 caused by the coronavirus pandemic, primarily the limited possibilities for live gathering, and thus, the inability to conduct the usual types of consultations, such as round tables, interviews and focus groups, the Working Group was formed in such a way that its members include the representatives of the SABs, business associations and CSOs.

The Working Group members were provided with: The analysis of the current situation made on the basis of the *ex-post* assessment of the previous strategy and proposals of the problem and objective tree and indicators, created through the activities of the Working Group for drafting the Public Administration Reform Strategy together with the Comparative Analysis. Based on these materials, the objectives and measures of the Programme were discussed at the meetings of the Working Group. In April 2021, a three-day workshop was organised at which the Draft Action Plan was made, which was published on the website of the Republic of Serbia Public Policy Secretariat with an invitation to submit remarks, comments and suggestions.

Comments and suggestions during the Programme and Action Plan drafting:

1. Specific objective 4 was formulated as: ‘Increasing public participation in creating public policies and regulations and monitoring their effects.’ Following the suggestion

of the Republic Secretariat for Legislation, it was reformulated to read ‘Increasing the level of participation of civil society, business and other stakeholders in the early stages of preparation of public policies and regulations and monitoring of their effects’;

2. Having considered the need of reviewing the preparation of LSGU development plans in this programme bearing in mind that this topic is already the subject of the *Program for the Reform of the Local Self - Government System in the Republic of Serbia for the period from 2021 to 2025 (PRLSGS) with the Action Plan for 2021–2023*, in consultations with the SCTM, it was concluded that references to appropriate measures are sufficient, and thereby referring to *PRLSGS* in this programme avoiding redundant text repetitions;
3. At the proposal of the Ministry of Human and Minority Rights and Social Dialogue the following activity has been included under SO4, measure 4.2.: ‘Building the capacity of civil society to get involved in the process of drafting PPDs and regulations and monitoring the implementation of PPDs and regulations’;
4. The Republic Secretariat for Legislation sent a suggestion that in SO4, the activity 4.1.1. should be left out from measure 4.1. ‘Re-examination of the scope of regulations and PPDs for which it is necessary to conduct consultations (change of the legal framework through the amendments to the Rules of Procedure of the Government), 4.1.2. ‘Establishment of a system for monitoring the quality of consultations and public discussions (e-Consultations), 4.1.3. ‘Establishment of the legal framework for the implementation of the e-Consultations Portal (through amendments to the Rules of Procedure of the Government)’, due to the fact that they are included in the Action Plan for implementing the Open Government Initiative for the period 2020–2022, and that the amendments to the Rules of Procedure of the Government are uncertain.

The suggestion was partially accepted, in the following manner:

- from activity 4.1.1. the section ‘through an amendment to the Rules of Procedure of the Government’ was deleted, given that the scope of the PPDs and regulations for which it is mandatory to conduct consultations can be regulated by amending other regulations, without amending the Rules of Procedure of the Government;
 - activity 4.1.3. was deleted from the Programme, given that the legal framework for the establishment of the e-Consultations Portal was established by the Government Decision dated 16 June 2021;
 - activity 4.1.2. has not been deleted from the Programme, bearing in mind that the Republic of Serbia Public Policy Secretariat is responsible for evaluating PPDs impact assessment, which also contains information on the conducted consultations.
5. Within SO 2, the MPALSG, HRMS and MoF have been recognised as partners for measure 2.1. ‘Organisational establishment of internal units for planning documents and management support (IUPDs).’ The proposed activity ‘Development of Guidelines for the establishment of IUPDs based on the Decree on the principles of internal organisation and job classification in ministries, special organisations and Government services’, was specified at the suggestion of the HRMS so as to be implemented in order to standardise the descriptions of job responsibilities, position titles as well as job descriptions for the positions and required competencies of the IUPD employees;
 6. The HRMS also proposed that for measure 2.2. ‘Improving the skills of managers and civil servants in the IUPDs for the preparation, monitoring of implementation and

reporting on the implementation of planning documents and a more effective system of financial management and control' the first activity be reformulated to read 'Analysis of the competences needed by the IUPD employees,' and a new activity be added 'Amendments to the Decree on the determination of competencies for the work of civil servants';

7. In order to round up the process of introducing IUPDs into the public administration system of the Republic of Serbia, it is necessary to introduce a systematic approach to data management and thus provide an information basis for the work of IUPDs. Partners in this process are the Office of Information Technology and e-Government (ITE) and MPSALG. After the consultations, activities were agreed upon aimed at mapping the data collected by the selected SABs in their work which are necessary for the preparation, monitoring of implementation, reporting on implementation and evaluation of planning documents, development and piloting of data management standards (collection, storage, analytical processing and exchange) from the SAB records, development of an on-line application for data entry, as well as preparation of reports for selected SABs based on the entered data using the 'Smart Serbia' platform. A new activity, 'Focus groups with the employees from the selected SABs' was proposed with the aim of drafting a training programme for the implementation of data management standards, while the activities related to defining the necessary IT infrastructure for standardised record keeping in the SABs based on analysis of the existing infrastructure and implementation IT infrastructure have been left out;
8. Involvement of the scientific and research community in the preparation of PPDs is related to the Project "For Better Business Environment" which secured funding for targeted analytical activities for selected reform initiatives. Thus, the engagement of scientific and research institutions for the implementation of these analytical activities/research, where relevant, will be possible.

In order to reach a consensus about the measures and activities aimed at achieving the objectives, during the Programme and Action Plan drafting, the PPS organised bilateral meetings with: The Ministry of Public Administration and Local Self-Government, the Ministry of Finance, the Office for Information Technology and e-Government, the Human Resource Management Service, the General Secretariat of the Government, and the National Academy of Public Administration.

Appendix 2: Impact assessment report

The impact assessment of the options for Specific Objective 1

For achieving the Specific Objective 1: Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses, the following options have been identified and considered:

- *Status quo*;
- Implementation of regulatory reform through the continuation of work on decreasing the administrative burden for businesses and citizens based on the improvement of the existing and application of new tools;
- Implementation of regulatory reform by continuing to work on decreasing the administrative burden on businesses and citizens through improving the existing and implementing new tools and by better monitoring of regulations and optimising the legislative framework;
- Implementation of regulatory reform by continuing to work on decreasing the administrative burden on businesses and citizens by improving the existing and implementing new tools and by better monitoring of regulations and optimising the legislative framework and improvement of the quality of the regulations being harmonised with the EU legislation.

The impact test of the options envisaged for achieving Specific Objective 1 has a fully relevant impact on the criteria. Almost the maximum number of points has been achieved, which means that an impact assessment of the options must be carried out.

Impact test

Specific Objective 1: Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses	points
<i>Quantitative criteria</i>	
Change in revenues and expenditures and in incomes and costs of state administration bodies/Serbian budget of more than 10% of the budget compared to the previous fiscal year	1
Impact on more than 200,000 citizens	2
Impact on more than 5% of entrepreneurs or legal entities, or on more than 20% of such entities in a specific business activity	2
<i>Qualitative criteria</i>	
Impact on the market and competition/competitiveness conditions	2
Introduction of major reform and/or systemic changes	2
<i>Horizontal criteria</i>	
Important for achieving equal treatment and equal opportunities for all, non-discrimination and gender equality	2
<i>Innovative practices</i>	

Innovation in relation to current public administration reform processes	2
TOTAL:	13/14

Legend:

0 – not relevant

1 – moderately applicable

2 – fully complies with the criterion

Option 1: *Status quo* in regard to the regulatory reform had been considered even before the PARS and Programme were drafted. However, bearing in mind that the Regulatory Reform Strategy 2016–2020 and the accompanying Action Plans had expired, it was necessary, first of all, to include the Specific Objective related to improving the quality of public policy documents and regulations through the PARS, and then to develop certain segments of this objective through a special Programme. Therefore, a decision was made to develop the segment related to improving the development of services tailored to end users within the PAR Strategy and the accompanying Action Plan 2021–2025 through improving the process of developing new services and optimising the existing ones, which would be based, among other things, on decreasing administrative burdens by simplification of administrative procedures. On the other hand, it was decided to cover all other aspects of regulatory reform by the Programme. It should be noted that there is the Programme for simplification of administrative procedures e-PAPER, which was adopted in 2019 and is valid until the end of 2021. However, the mere existence of the e-PAPER Programme as a public policy document that continues to simplify administrative procedures and measures and activities aimed at improving the process of developing new services and optimising the existing ones, was assessed as insufficient, so this option was not accepted. The disadvantage of this option is also that it neither implies concrete measures aimed at improving the quality of new regulations through more intensive and complete impact assessment of new regulations, nor carrying out comprehensive *ex-post* assessment of the selected regulations to fully understand the effects, impacts and results of such regulations during their practical implementation. The *Status quo* option requires no additional costs in the budget, but in the medium and long term may cause an increase in financial expenditures for both public and private and civil sector, if the existing legal framework of the Republic of Serbia is not improved and/or if new regulations are not drafted in accordance with established standards and principles provided by the EU. Moreover, there is a possibility of occurrence of consequential negative impacts that the *Status quo* may have on the sustainable economic and overall social development of the Republic of Serbia, the quality of life of its citizens as well as on the business conditions.

Option 2: Implementation of Regulatory Reform through the continuation of work on decreasing the administrative burden for businesses and citizens based on the improvement of the existing and application of new tools. In addition to the efforts aimed at decreasing administrative burdens through the implementation of the PAR Strategy 2021–2030, the accompanying Action Plan 2021–2025 and the e-Paper Programme, this option would include measures aimed at decreasing administrative burdens for businesses and citizens by improving the existing and applying new impact assessment tools, such as *ex-post* impact assessment and various tests within the impact assessment, such as the MSME Test (measuring administrative costs and the checklist of the regulatory impact on competition) and the Gender Equality Test. Carrying out comprehensive *ex-post* assessments, especially for systemic laws,

is an extremely important instrument and generally a precondition for better future amendments to these regulations. Choosing this option would directly benefit both businesses and citizens, in the form of reduced costs incurred during the regular performance of business activities, fulfilment of obligations imposed by regulations that will be more purposeful, efficient and economical, and enjoying better public services. It is estimated that the positive effects of this option for business entities and citizens, as well as for society as a whole, are significant, in addition to the foregoing – because the measures under this option will directly affect SABs to better assess the potential impacts of planned regulatory changes and the achieved results of already implemented regulatory changes. Quantification and monetisation of these benefits will be an integral part, first of all, of the e-Paper Programme implementation impact assessment, as well as the evaluation of the quality and comprehensiveness of *ex-ante* and *ex-post* impact assessments of regulations implemented by SABs and submitted to PPS for opinion.

Option 3: Implementation of Regulatory Reform by continuing to work on decreasing the administrative burden on businesses and citizens by improving the existing and implementing new tools by better monitoring of regulations and optimising the legislative framework. This option, in addition to all the measures envisaged under the previously considered option, would also include measures for better monitoring of regulations and optimisation of the legislative framework. So, this would include measures to better understand the scope, expediency, effectiveness and cost-effectiveness of the entire legislative framework, and measures to simplify and optimise the existing regulations and legislative framework. The positive effects of this option would also be significant, as with the previous option, and would include both reducing the costs for businesses and citizens based on the decreased administrative burden and better assessed potential and actual regulatory impacts, and a more transparent approach to the Serbian legal framework. However, the estimated positive impacts would not be enough, because the current practice of the Serbian regulatory reform has clearly indicated the scope it must have in the coming period, and that means more intensive application of RIA tools that should be harmonised with the EU legislation.

Option 4: Implementation of Regulatory Reform by continuing to work on decreasing the administrative burden on businesses and citizens by improving the existing and implementing new tools and by better monitoring of regulations and optimising the legislative framework and improvement of the quality of the regulations being harmonised with the EU legislation. In addition to intensive implementation of measures to decrease the burden on businesses and citizens through simplification of administrative procedures, this option implies significant efforts to introduce new and accelerate the application of the existing *ex-ante* and *ex-post* RIA tools to improve quality of both new and the existing regulations. Moreover, this option includes optimisation of the legislative framework through more efficient monitoring of the adoption of by-laws and the possibility of reducing the existing number of regulations (on an *ad-hoc* basis, by, for example, the ‘regulatory guillotine’, i.e., a targeted and rapid reduction of regulations recognised as obsolete, redundant, too complex or too expensive to implement, through the introduction of tools for systematic reduction of regulations such as the ‘1-in-1-out’ rule that would require the SABs to eliminate one old regulation when adopting each new regulation, etc.). During the implementation of this option, a particular attention will be devoted to providing stronger support for the harmonisation of national legislation with EU legislation through better application of the RIA on the regulations that are being harmonised with EU regulations. Considering that only this option would enable improving the quality of the existing regulations by laying the foundations for quality evaluation and systematic simplification of the existing regulations alongside with optimising the legislative framework on the one hand, and, on the

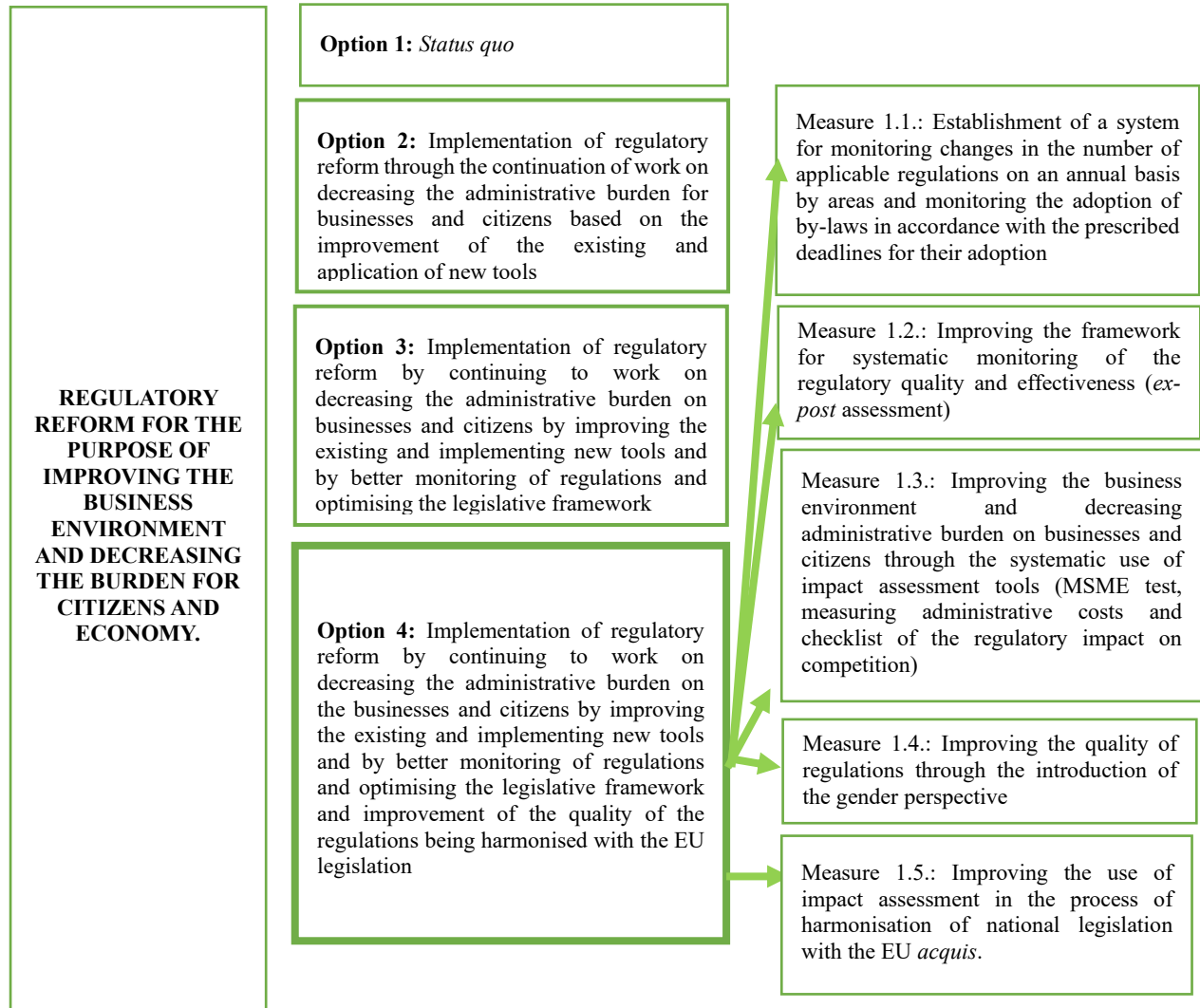
other hand, quality control of new regulations and improving it before a regulation is adopted i.e., passed – this option was chosen as an optimal one. The multi-criteria analysis has also shown that Option 4 scored the most points per the selected criteria. Hence, it is concluded that the implementation of the measures covered by Option 4 would achieve the best effects in achieving Objective 1: Regulatory reform in the function of improving the business environment and decreasing the burden for citizens and businesses.

The Multi-Criteria Analysis/Table

Criteria Grade (-1 to +1) (-1 least favourable –to +1 most favourable) Direct impact (weight 2) Indirect impact (weight 1)				
SO 1	Option 1	Option 2	Option 3	Option 4
Regulatory reform in the function of improving the business environment and decreasing the burden for citizens and businesses	<i>Status quo</i>	Implementation of regulatory reform through the continuation of work on decreasing the administrative burden for businesses and citizens based on the improvement of the existing and application of new tools	Implementation of regulatory reform by continuing to work on decreasing the administrative burden on businesses and citizens by improving the existing and implementing new tools and by better monitoring of regulations and optimising the legislative framework	Implementation of regulatory reform by continuing to work on decreasing the administrative burden on businesses and citizens by improving the existing and implementing new tools and by better monitoring of regulations and optimising the legislative framework and improvement of the quality of the regulations being harmonised with the EU legislation
Criteria				
Effectiveness of the option to the public administration transparency and accessibility and citizen trust in public administration	-1x2= -2	1x2= 2	1x2= 2	+1x2 = 2
Option expediency	-1x2= -2	0x2= 0	0x2= 0	+1x2 = 2
Option effectiveness	-1x2= -2	0x2= 0	0x2= 0	+1x2 = 2

Option is in line with the EU requirements and standards	$-1 \times 2 = -2$	$0 \times 2 = 0$	$0 \times 2 = 0$	$+1 \times 2 = 2$
Option implementation costs (grade +1 for the cheapest option)	$+1 \times 2 = 2$	$-1 \times 2 = -2$	$-1 \times 2 = -2$	$-1 \times 2 = -2$
Time needed to implement the option /Option implementation complexity (grade +1 for the shortest time / the simplest solution)	$+1 \times 2 = 2$	$-1 \times 2 = -2$	$-1 \times 2 = -2$	$-1 \times 2 = -2$
Are there risks involved in option implementation (grade +1 for the least risky option)	$+1 \times 2 = -2$	$-1 \times 2 = -2$	$-1 \times 2 = -2$	$-1 \times 2 = -2$
Total per option	-2	-4	-4	2

Graph 1: Illustration of the chosen option for the Specific objective 1 with measures for the implementation.



Option 4 has been developed through five measures, in accordance with the different sets of related activities to be carried out. These are:

Measure 1: Establishment of a system for monitoring changes in the number of valid regulations on an annual basis by areas and monitoring the adoption of by-laws in accordance with the prescribed deadlines for their adoption;

Measure 2: Improving the framework for systematic monitoring of the regulatory quality and effectiveness (*ex-post* assessment);

Measure 3: Improving the business environment and decreasing administrative costs for businesses and citizens through the systematic use of impact assessment tools (MSME test, measuring administrative costs and checklist of the regulatory impact on competition);

Measure 4: Improving regulatory impact on gender equality, and

Measure 5: Improving the use of impact assessment in the process of harmonising the domestic legislative framework with the EU *acquis*.

Based on the implementation of these measures, positive effects are expected in terms of a better and more transparent legal framework in the Republic of Serbia, on the one hand, through the development of higher quality, more expedient, effective and cost-effective regulations, and on the other hand, through the improvement of existing regulations aimed at achieving sustainable development in the implementation of structural reforms in the Republic of Serbia, and a better quality of life for citizens and easier business operations. In the short term, it is estimated that the overall budget effects will be slightly less favourable, primarily due to the adjustment of state bodies to the need for intensified implementation of *ex-post* regulatory assessment, however, in the long run, it will enable more efficient and purposeful use of budget funds (conducting *ex post* analysis should also point to inefficiencies in spending funds intended for the implementation of regulations). In the short term, we can expect a slowdown in the process of preparation and adoption of regulations due to intensified use of impact assessment tools, but also due to required implementation of higher quality impact assessments for the regulations undergoing harmonization with the *acquis communautaire*. In the longer term, direct positive effects on public administration management may also be expected, given that the development and adoption of regulations based on facts and data will significantly contribute to managerial responsibility, and more purposeful, cost-effective and efficient decision-making in public administration, and ultimately to better quality of public services. Finally, positive effects on the environment are expected, through a better assessment of the potential environmental impacts carried out by SABs, and taking measures to reduce the potential negative effects assessed by SABs.

The impact assessment of the options for Specific Objective 2

For achieving the Specific Objective 2: Strengthening capacities and applying instruments for quality development and monitoring of public policies and regulations the following options have been identified:

- *Status quo*
- Strengthening the analytical capacities of SABs by implementing the Decree on the principles of internal organisation and job classification in the ministries, special organisations and Government services (hereinafter: *Decree*).
- Strengthening the capacity of SABs to create and monitor the implementation of public policies through a systematic approach in the selection of organisational solutions for the IUPDs, the development of analytical skills of civil servants in the IUPDs and data and their quality management.
- Strengthening the capacity of SABs to create public policy documents and regulations through innovative solutions (policy lab).
- Establishing national research bureaus that would act as central points for the preparation of analyses necessary for the preparation of PPDs and their subsequent monitoring and evaluation.

The impact test of the options envisaged for achieving this objective has a fully or moderately relevant impact on the criteria. Eight out of a maximum of 14 points were scored, which requires development and analysis of the option impacts.

Impact test

Specific Objective 2: Strengthening capacities and applying instruments for quality planning and monitoring of public policies and regulations	points
<i>Quantitative criteria</i>	
Change in revenues and expenditures and in incomes and costs of state administration bodies/Serbian budget of more than 10% of the budget compared to the previous fiscal year	2
Impact on more than 200,000 citizens	1
Impact on more than 5% entrepreneurs or legal entities, or on more than 20% of such entities in a specific business activity	1
<i>Qualitative criteria</i>	
Impact on the market and competition/competitiveness conditions	0
Introduction of major reform and/or systemic changes	2
<i>Horizontal criteria</i>	
Important for achieving equal treatment and equal opportunities for all, non-discrimination and gender equality	0
<i>Innovative practices</i>	
Innovation in relation to current public administration reform processes	2

Legend:

0 – not relevant

1 – moderately applicable

2 – fully complies with the criterion

Option 1: *Status quo*

Option 2: Strengthening the analytical capacities of SABs by implementing the Decree may be hampered by a lack of clarification and a defined boundary between the tasks of the Internal Unit for the preparation of planning documents and management support and the other sectors and organisational units in a SAB. Since public administration bodies are very different in terms of size, structure, need for analytical work and its scope, the existing capacities and institutional solutions, this option implies leaving it to public administration bodies to determine the manner of implementation of the Regulation. In this sense, the Decree allows for different interpretations. One of the consequences, as well as a key risk for the success of this option, is the lack of standardised data collection and management in all areas of planning.

The implementation of this option may have significant effects on the public administration financial expenditures, bearing in mind that all capacities of these analytical units will not be filled by taking over existing civil servants only. A significant part of the capacities will be filled by external employment. A precise estimate of the required additional expenditures for employee salaries will be known after conducting a needs analysis and mapping existing capacities.

Moreover, this option has a significant effect on management and organisational changes in SABs as such and public administration. Namely, completely new organisational units in all the 70 mapped SABs and the establishment of new job positions that should be significantly different in nature from the existing ones would have to be introduced. This will present a challenge for SABs both in the introduction phase, because it is necessary to find a place for such new units in the existing structures, and in the first phases of their operation, because they need to be integrated into the existing work processes.

The environmental, economic and social impacts are indirect and may be positive. The underlying idea behind the introduction of such units is to improve planning and contribute to a significantly better quality of public policies, and it is reasonable to assume that all potential improvements in the field of planning would mean a better response of the state to existing problems in the society (social, economic, environmental).

Option 3: Strengthening the capacity of SABs to create and monitor the implementation of public policies through a systematic approach in the selection of organisational solutions for the IUPD, the development of analytical skills of civil servants in the IUPDs and data and their quality management which would have other tasks besides 1) providing support to SABs in the preparation, monitoring and reporting on PPDs and 2) financial management and control. On the one hand, they need to take into account the consistent and clear sectoral structure of the strategic framework, support the preparation of regulations (RIA), develop additional analyses on the state of affairs information in the SABs' competence area (regularly and in case of incidents, shocks or other *ad-hoc* requirements), and to provide support in monitoring the efficiency and quality of public services delivered. On the other hand, the extension of competencies would imply that the IUPDs should become a focal

point for linking policies to the budget through the preparation, monitoring and reporting on the implementation of medium-term plans. This would make it possible to link the planned target values of results and performances at the institutional and organisational level with performance management at the individual level. In such a case, IUPDs would enable the collection of relevant and useful information for (strategic) HRM units, as well as for organisational development (managing change, Common Assessment Framework — CAF) and could be profiled as centres of excellence in public administration in the future. Thus, IUPDs could be instrumental for the HRM units as well. The task of so defined internal units would be related to the collection and processing of the data generated in the SABs operation process, arising from the official statistical registers and commissioned surveys, while additional support to SABs and IUPDs in formulating policies would be provided by the scientific community with the aim of maximising their knowledge and experience in preparing policies and regulations. The scientific community would provide support to the work of the SABs. The IUPDs would work on establishing cooperation and expanding the network of sectoral experts from the scientific and research community with the aim of gaining a more tangible contribution of research activities to the quality of public policies and regulations. The implementation of the IUPDs defined in this way requires amendments to the Decree, as well as the preparation of a roadmap supporting its implementation in the SABs.

In qualitative terms, the effects are almost identical as in the case of the previous option, with a difference in control. Namely, the expansion of the competencies of the IUPDs requires somewhat more complex work tasks, and consequently requires greater efforts to manage them. Nevertheless, this approach carries with it a greater potential for reaping great positive effects on the economy, society and ecology due to more comprehensive solutions.

Option 4: Strengthening the capacity of SABs to create public policy documents and regulations through innovative solutions (policy lab) refers to encouraging SABs to prepare PPDs and regulations in an innovative way using tools that may be applied in a limited number of cases first, and then scaled up at the level of the entire public administration. The aim of this option is to encourage SABs to try to formulate solutions that would primarily be based on user experience and new technologies, and thereby direct the work of public administration towards finding solutions to innovative approaches in policy making. The implementation of this option requires intensive cooperation with similar institutions in other countries, as well as with the national SABs undergoing reform. Nevertheless, it is not possible to implement this option alone, due to its limited potential for a profound change in the culture of conducting analytical work, as intended by this Programme. The implementation of this option can partially influence changes through the introduction of innovative practices in the preparation of certain public policies, but it cannot significantly affect current and routine actions in preparing public policies, which, however, have by far the largest share in workflows. Establishing policy labs is not a common international practice, but where it is present, such as the United Kingdom, they have been a significant innovation in public policy preparation through the introduction of new tools and approaches, such as the use of psychology-related knowledge to improve tax collection.

Implementing this option has no significant impact on finance and management, as it is only a matter of changing the approach in the development of public policies. This does not require significant additional recruitment nor fundamental organisational changes. On the other hand, we can expect indirect, but substantial and positive impact on the economy, society and environmental protection. Namely, the application of innovative solutions in the creation and

implementation of public policies may help to find answers to some of the chronic problems of the society that the traditional approach could not eliminate.

Option 5: Establishment of research bureau that would be a hub for the preparation of analyses necessary for the preparation of PPDs and monitoring and evaluation of their work. This would concentrate analytical expertise in one place in the public administration, thus creating the potential for solving even the most complex social problems. The existing SABs would still be responsible for preparing PPDs and regulations, but the bureau would provide them with analytical expert support throughout the process, at the same time being a place for scrutinising policies. Civil servants in the SABs would be supported in the form of training and additional professional development, in order to raise their analytical skills to a higher level.

However, the disadvantage of this approach lies in the fact that the establishment of such institutions is not a common international practice, so there are not enough countries whose experience could be used as basis for learning. Apart from the Netherlands, which has three large and strong planning bureaus, and Slovakia recently, which has established such bureaus under its ministries, other countries hardly practice this approach to building analytical skills at all. Yet, when they exist, they are valuable centres of excellence and knowledge that serve as a support to the policy-making process. Another shortcoming refers to the possibility of implementing such a solution in the existing institutional context of the Republic of Serbia. Namely, a state administration with a pronounced silo business culture, such as Serbia, there is a concern that such institutes would not be well integrated into the regular operation of other SABs, and that their role would not be as important as in the case of the Netherlands, where the Prime Minister's Office provides strong coordination and cooperation of various institutions.

The implementation of this option requires, in comparison to the previous ones, definitely the greatest financial expenses. It involves the formation of completely new state institutions requiring workforce with the highest level of education (masters and PhDs), which causes very high salary-related expenditures. Most of these jobs cannot be filled by taking over the existing civil servants, because they generally do not have such qualifications, and the filling of positions must take place almost entirely through new employment.

The direct environmental impacts are minor and relate primarily to pollution resulting from the use of electricity, paper, office supplies. Indirect impacts may be significant and are reflected primarily in the more quickly recognised environmental problems of the society, better tailored public policies that target this problem and their better monitoring and learning for future planning cycles. The situation is similar with the economic and social impacts, where the advantages of this approach are reflected primarily in better public policies. The control impacts are negligible, given that the change takes place outside the existing SAB mode of operation.

The Multi-Criteria Analysis/Table

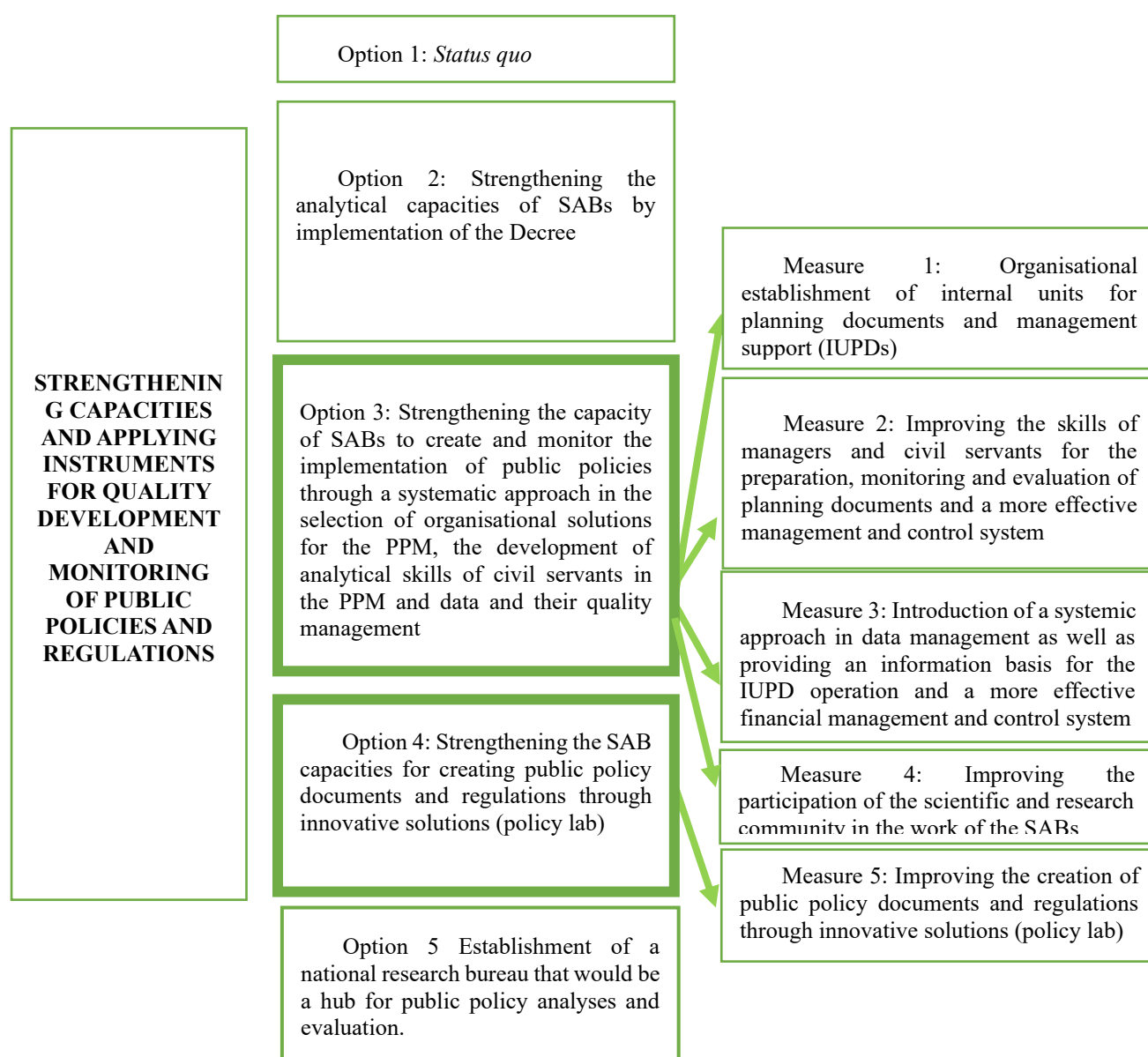
Criteria					
Grade (-1 to +1) (-1 least favourable –to +1 most favourable)					
Direct impact (weight 2)					
Indirect impact (weight 1)					
SO 2	Option 1	Option 2	Option 3	Option 4	Option 5

Strengthening capacities and applying instruments for quality development and monitoring of public policies and regulations	<i>Status quo</i>	Strengthening the analytical capacities of SABs by implementation of the Decree	Strengthening the capacity of SABs to create and monitor the implementation of public policies through a systematic approach in the selection of organisational solutions for the IUPDs, the development of analytical skills of civil servants in the IUPDs and data and their quality management	Strengthening the capacity of SABs to create public policy documents and regulations through innovative solutions (policy lab)	Establishment of national research offices that would be central points for the public policy analyses and evaluation.
Criteria					
Effectiveness of the option to the public administration transparency and accessibility and citizen trust in public administration?	-1 x 2 = -2	+1 x 1 = 1	+1 x 2 = 2	+1 x 2 = 2	+1 x 1 = 1
Is the option in line with the EU requirements?	-1 x 2 = -2	+1 x 2 = 2	+1 x 2 = 2	+1 x 2 = 2	+1 x 2 = 2
Option implementation costs? (grade +1 for the cheapest option)	0 x 2 = 0	0 x 2 = 0	0 x 2 = 0	1 x 2 = 2	0 x 2 = 0
Time needed for the option implementation? (grade +1 for the shortest implementation time)	+1 x 2 = 2	0 x 2 = 0	0 x 2 = 0	1 x 2 = 2	0 x 2 = 0
Implementation complexity of the option? (grade +1 for the simplest solution)	+1 x 2 = 2	0 x 1 = 0	0 x 1 = 0	1 x 1 = 1	0 x 1 = 0

Is the option implementation risk-related (grade +1 for the least risky option)	$-1 \times 2 = -2$	$0 \times 1 = 0$	$0 \times 1 = 0$	$0 \times 1 = 0$	$0 \times 1 = 0$
Total per option	-2	3	4	7	3

By analysing the impacts of the options, it was concluded that a combination of option 3 and option 4 provides the optimal solution for achieving Specific Objective 2 in the most direct and efficient way. On the one hand, it involves direct investment in the much-needed SAB human capacities, while, on the other hand, it encourages new ways of thinking and working when formulating public policies.

Graph 2: Illustration of the chosen option for the Specific objective 2 with measures for the implementation



These two options have been developed through five measures, in accordance with the different sets of related activities to be carried out. These are:

Measure 2.1: Organisational establishment of internal units for planning documents and management support (IUPDs);

Measure 2.2: Improving the skills of managers and civil servants in IUPDs for the preparation, monitoring of the implementation, and reporting on the implementation of planning documents, and a more effective system of financial management and control;

Measure 2.3: Introducing a systemic approach to data management, and providing an information basis for the work of the IUPD and a more effective system of financial management and control;

Measure 2.4: Support for cooperation between the scientific and research community and SABs in the process of creating public policies; and,

Measure 2.5: Improving existing solutions, and initiating and creating innovative solutions in public policies based on data and research on end-users' needs.

The establishment and functioning of internal units for planning documents and financial management and control will essentially make progress in the field of data collection and management, by developing analyses for preparation of public policies, preparation of public policies as such and providing support to the management of ministries and other SABs in making important decisions, due to the fact that public administration will tackle this issue in a systematic way. In addition, the implementation of these measures will improve the expertise in these areas within the SABs, and consequently lower dependence on external professional support, i.e., it will capacitate public administration to produce more sophisticated analyses. Moreover, the implementation of measures from this set will affect the change in the preparation of public policies, i.e., application of innovative approaches when developing public policies and creating solutions, as well as stronger integration between SABs and the scientific and research community. Although the implementation of this set of measures requires significant financial expenditures for the state, it still represents a much-needed investment in human capacities and knowledge within public administration, crucial for facing today's increasingly sophisticated and complex challenges.

The impact assessment of the options for Specific Objective 3

For achieving the Specific Objective 3: Effective coordination of public policies the following options have been identified:

- *Status quo*;
- Full completion of the planning system and improvement of vertical coordination of public policy management;
- Improving horizontal coordination of public policy management using the existing institutional mechanisms while upgrading and linking planning information systems; and,
- Improving horizontal policy coordination by assigning competencies to a single institution and strengthening its capacities.

The impact test of the options envisaged for achieving this objective has a fully or moderately relevant impact on the criteria. Seven out of the maximum 14 points have been achieved, which means that an impact assessment of the options must be carried out.

Impact test

Specific Objective 3: Effective public policy coordination	points
<i>Quantitative criteria</i>	
Change in revenues and expenditures and in incomes and costs of state administration bodies/Serbian budget of more than 10% of the budget compared to the previous fiscal year	1
Impact on more than 200,000 citizens	1
Impact on more than 5% entrepreneurs or legal entities, or on more than 20% of such entities in a specific business activity	1
<i>Qualitative criteria</i>	
Impact on the market and competition/competitiveness conditions	1
Introduction of major reform and/or systemic changes	1
<i>Horizontal criteria</i>	
Important for achieving equal treatment and equal opportunities for all, non-discrimination and gender equality	1
<i>Innovative practices</i>	
Innovation in relation to current public administration reform processes	1
TOTAL:	7/14
Legend: 0 – not relevant 1 – moderately applicable 2 – fully complies with the criterion	

Option 1: *Status quo* implies that the implementation of the existing regulations determining the planning system continues, including the public policy and regulatory impact assessment and that their implementation is carried out at the current pace, with the already established support of the Public Policy Secretariat of the Government of the Republic of Serbia, developed manuals and training delivered within the NAPA. Also, this option implies that during the implementation period of the Programme, the UIS continues to be used within the previously developed functionalities, as an instrument, as well as a lever for a systematic approach to planning and reporting on public policies and medium-term plans. The timetable for the optimisation of planning frameworks for planning areas would depend on the capacity and readiness of ministries, proposers of public policy documents, as previously.

In regard to the creation and coordination of policies, the two successive EC Reports for 2019 and 2020 state that the National Plan for the Adoption of the *Acquis* (NPAA) and the Government Annual Work Plan must be synchronised better⁶². This option, however, fails to include additional measures and activities on their harmonisation, as well as on alignment of other documents at the central level (APIGP, GAWP, NPAA, ERP). The *Status quo* option does not require additional budgetary costs, but in the medium and long term it may cause an increase in financial expenditures, given the potentially insufficient quality and level of alignment of the development and medium-term planning, as well as the potential negative chain effects on sustainable economic and social development.

The key disadvantage, i.e., the key risk of this option, is that the optimisation and completion of the planning framework process would last long, while in some key areas, it may not happen at all. *Status quo* in terms of the central horizontal structure may lead to a slowdown and stagnation of public policy management reform and the absence of the expected positive impacts on businesses and citizens.

Option 2: This option involves improving/revising the regulations governing the planning system and conducting impact assessment aimed to review identified planning areas and strengthening the commitment of the leading ministries to regulate the identified key planning areas so as to establish an appropriate hierarchical structure of public policy documents at the planning level, as well as to provide functional coordination mechanisms for managing the implementation of planning documents, which would enable harmonised reporting on achieved outcomes and results. The PPS would continue to provide expert support to the leading ministries in charge of the planning area. The option also includes that the Government repeals the public policy documents without a limited period of validity, that as such are not in line with the Law, in order to contribute to the establishment of planning frameworks at the level of planning areas (hierarchy, type and number of documents). The established optimal PPD frameworks at the level of the established areas of planning provide efficient monitoring of the PPD implementation, quality reporting, as well as the development of medium-term plans. In accordance with these measures, the Programme of the Local Self-Government System Reform and the Programme of the Public Financial Management Reform envisage measures and activities to improve the planning framework through support for development planning, PPD planning and medium-term planning at the local level, as well as medium-term planning at the central level.

Due to the fact that effective public policy coordination is based on clearly defined directions of development and priorities, this option includes the preparation and adoption of

⁶² EC Serbia Progress Report 2020, available at: <https://www.mei.gov.rs/srp/dokumenta/eu-dokumenta/godisnji-izvestaji-ek>.

an umbrella development document, the Development Plan of the Republic of Serbia, which should set long-term development priorities and enable strategic investment planning.

The disadvantage of this option is that it does not contribute to addressing the issue of insufficiently efficient horizontal coordination at the central level, which results in incomplete alignment of documents at state level (APIGP, GAWP, NPAA, ERP), despite the fact that LPS stipulates the obligation to harmonise public policies.

Direct positive effects of this option on both the national and LSGU budgets should be expected in the medium term, because development planning will enable higher quality in determining the list of priority goals and alignment of public policies, predictable investment policy, as well as better budget planning at all levels of government as well as systematic implementation of medium-term planning. This will result in positive direct (investment policy) and indirect effects on competitiveness, i.e., facilitated access to the international market, which, however, is difficult to monetise in advance. Bearing in mind that this option implies strengthening the capacities for both coordination and overall more efficient management of public policies, especially at the level of planning areas, this entails additional costs and efforts in the form of training and possible new employment in the short and medium term, but in the long term, the strengthened management capacities will lead to more effective policies and better public administration services.

Option 3 envisages mechanisms and instruments for better alignment (in formulation, time frames) and regular (annual) updating of documents at the central level of the GAWP, APIGP, NPAA, ERP, which are prepared on the basis of priority activities contributed by of all ministries and enable cross-sectoral coordination. This option implies the establishment of a systematic control of mutual alignment of documents, which would be performed through the existing coordination mechanisms such as the Joint Expert Group for coordination and monitoring of the public policy and normative activities implementation. Regular compliance checks are performed by central institutions (GS, MEI, MoF) in cooperation and with the support of the PPS, which consolidates the compliance information and submits it to the Expert Group for consideration.

In order for the planning system to be effective, it is necessary to achieve full implementation and further development of tools for monitoring and reporting on public policy implementation, i.e. expanding the functionality of the information system for planning, implementation monitoring, policy coordination and reporting (UIS) for better control of horizontal compliance, use of the OMT (On-line Monitoring Tool) and presentation of results to the public. It also involves the automation of connections between different planning information systems at the central level, as well as the development and connection of planning systems at the local level. Within this option, the training of state bodies for the development and monitoring of the APIGP implementation is also envisaged.

The disadvantage of this option is that it is exclusively aimed at improving central horizontal coordination, while vertical coordination of public policy management (at the level of planning areas) is left to policy proposers. The practice of establishing planning frameworks and coordination mechanisms, i.e., the effectiveness of coordination is quite uneven, because it depends on the capacities of individual bodies, as well as the complexity of the planning areas as such.

Harmonised planning of planning documents at the central level should lead to better coordination, especially of cross-sectoral topics, which is expected to have positive synergistic effects in all areas of development, especially in terms of structural reforms for sustainable development of the country.

Implementing measures of this option in the short term will require additional investments and expenditures in the budget to upgrade the UIS with new functionalities that are justified from the medium-term perspective, as they lead to systematic monitoring and reporting on the policies implemented, which enables timely and targeted corrections, and consequently their effectiveness. The effects on society as a whole are significant, because they enable a clear insight of the public into the results that are achieved and indirectly affect a greater participation of citizens and industry/businesses in creating and monitoring the implementation of policies. The increased transparency and evidence-based achievement of results are expected to lead to greater managerial accountability.

Option 4: This option envisages measures and activities to improve policy coordination by assigning competencies to a single institution and establishing a formal procedure for regular (periodic) verification of compliance and update of documents at the central level - GAWP, APIGP, NPAA, ERP.⁶³ This includes changes and the adoption of new regulations in order to introduce new obligations and procedures. It involves the comprehensive strengthening and capacity building of the institution to conduct compliance checks, including the development of sectoral expertise. The disadvantage is that it does not contribute to mutual cooperation of all central government bodies (GS, MoF, PPS, MEI, RSL, MPALSG) and that it is focused solely on horizontal coordination. This option would require a lot of time to strengthen the capacities, so its full implementation could not start before 2023, and the first effects could be expected in 2025.

The impacts of this option, through better coordination of sectoral cross-cutting issues, would be positive in the long run in all aspects of social development (economic, social and environmental protection), but it requires more substantial investments to strengthen the capacity of the institution and amend regulations. As this option implies sole competence and responsibility for compliance, there is a significant risk that the cooperation and support of other central institutions will be lacking.

The Multi-Criteria Analysis/Table

Criteria				
Grade (-1 to +1) (-1 least favourable –to +1 most favourable)				
Direct impact (weight 2)				
Indirect impact (weight 1)				
SO 3	Option 1	Option 2	Option 3	Option 4

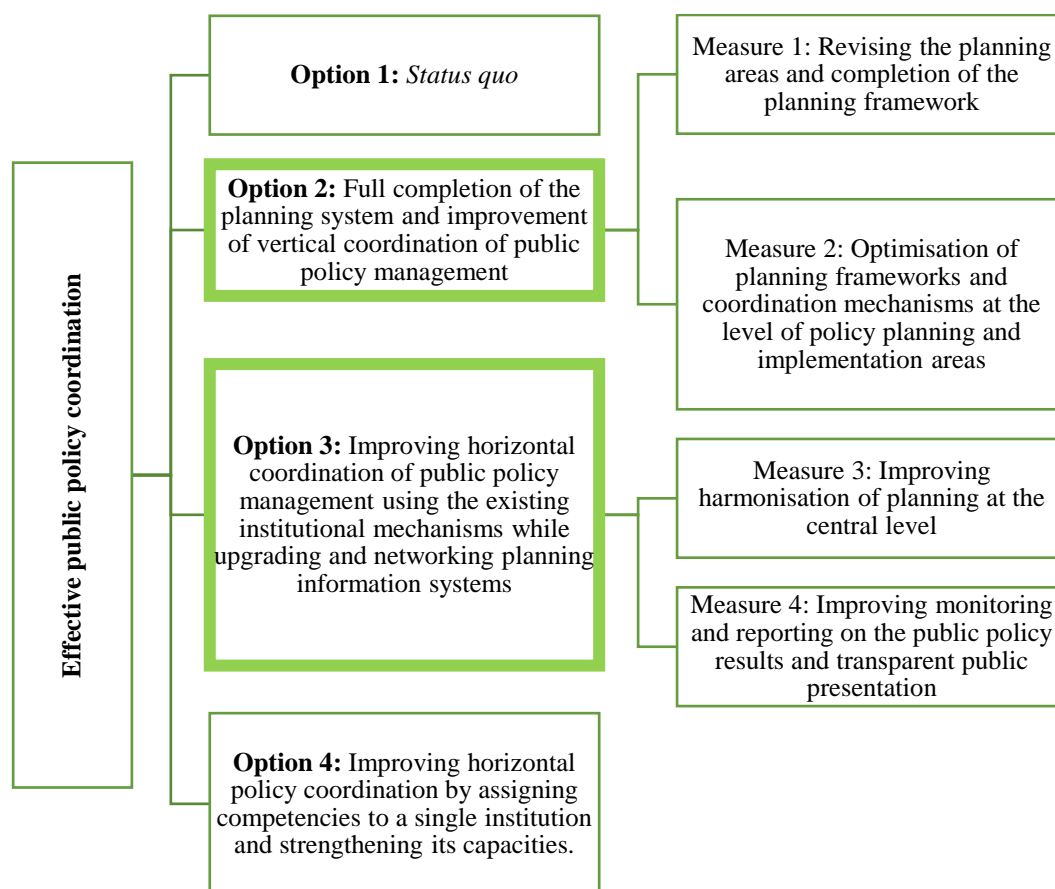
⁶³ The comparative analysis shows that this solution has been used in several European countries. In Greece, it is the Office for Coordination, Institutional, International and European Affairs of the General Secretariat of the Government, in the Czech Republic the Government Council for Sustainable Development, in Latvia the Central Government Planning Unit — Inter-sectoral Coordination Centre. In some countries, such as the United Kingdom, the Netherlands, Belgium and Finland, the Prime Minister's Office is in charge of coordination.

Effective policy coordination	<i>Status quo</i>	Full completion of the planning framework and improvement of vertical coordination of public policy management	Improving horizontal coordination of public policy management using the existing institutional mechanisms while upgrading and linking planning information systems	Improving horizontal policy coordination by assigning competencies to a dedicated institution and strengthening its capacities.
Criteria				
Effectiveness of the option to the public administration transparency and accessibility and citizen trust in public administration?	0x1=0	+1x1=1	+1x2=2	0x1=0
Is the option in line with the EU requirements?	-1x1=-1	+1x2=2	+1x2=2	+1x1=1
Option implementation costs? (grade +1 for the cheapest option)	0x2=0	+1x2=2	+1x2=2	-1x2=-2
Time needed for the option implementation? (grade +1 for the shortest implementation time)	+1x2=2	0x2=0	0x2=0	-1x2=-2
Implementation complexity of the option? (grade +1 for the simplest solution)	+1x2=2	0x1=0	0x1=0	-1x1=-1
Is the option implementation risk-related (grade +1 for the least risky option)	-1x2=-2	0x1=0	0x1=0	-1x1=-1
Total per option	1	5	6	-3

The multi-criteria analysis has also shown that Option 2 and 3 scored the most points per the selected criteria. As these are two compatible and complementary options, it was concluded that the implementation of a set of measures that include both options will achieve the best effects in achieving the set objective. The justification for choosing these two options is that

they mutually neutralise the risks that arise if the focus is placed only on horizontal, or only on vertical coordination.

Graph 3: Illustration of the chosen options for the Specific objective 3 with measures for the implementation



These two options have been developed through four measures, in accordance with the different sets of related activities to be carried out. These are:

Measure 1: Revising the planning area and completion of the planning framework;

Measure 2: Optimisation of planning frameworks and coordination mechanisms at the level of policy planning and implementation areas

Measure 3: Improving harmonisation of planning at the central level; and

Measure 4: Improving monitoring and reporting on the public policy results and transparent public presentation.

Through improving both vertical and horizontal policy coordination, the planned measures are expected to have positive synergistic effects in all areas of development through clear development directions, priorities and predictable investment policy aimed to achieve sustainable development and implementation of structural reforms. Short-term budgetary impact will be slightly unfavourable, but in long term they will enable more efficient budget planning, with room for savings. The implementation of the measures is expected to have direct positive effects on management, including an indirect contribution to managerial accountability. Significantly positive effect is expected in terms of transparent delivery of accurate information to the public about the effects of public policies and regulations, which

can indirectly lead to greater participation of citizens and businesses in creating and monitoring policy implementation, and consequently their better quality and greater legitimacy.

The impact assessment of the options for Specific Objective 4

For achieving the Specific Objective 4: Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact, the following options have been identified:

- *Status quo*;
- Ensuring consistent public participation by tightening quality control and establishing a mechanism for complaints; and,
- Ensuring consistent public participation by introducing systematic monitoring and reporting and by developing tools and support programmes for civil society as well.

The impact test of the options envisaged for achieving this objective has a fully or moderately relevant impact on the criteria. Seven out of the maximum 14 points have been achieved, which means that an impact assessment of the options must be carried out.

Impact test

Specific Objective 4: Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact	points
<i>Quantitative criteria</i>	
Change in revenues and expenditures and in incomes and costs of state administration bodies/Serbian budget of more than 10% of the budget compared to the previous fiscal year	1
Impact on more than 200,000 citizens	1
Impact on more than 5% entrepreneurs or legal entities, or on more than 20% of such entities in a specific business activity	1
<i>Qualitative criteria</i>	
Impact on the market and competition/competitiveness conditions	0
Introduction of major reform and/or systemic changes	1
<i>Horizontal criteria</i>	
Important for achieving equal treatment and equal opportunities for all, non-discrimination and gender equality	2
<i>Innovative practices</i>	
Innovation in relation to current public administration reform processes	1
TOTAL:	7/14
Legend:	

0 – not relevant
1 – moderately applicable
2 – fully complies with the criterion

Option 1: *Status quo* implies that the implementation of the existing regulations governing the stakeholder and target group involvement in the development and implementation of public policy documents and regulations continues without any additional regulatory or implementation changes. Although the adoption of the LPS has improved the legal framework for the participation of civil society and businesses, practice shows that no significant progress has been made so far. Hence, without further action, it is likely that practically stakeholders will continue to be involved only in the final stages of regulation adoption, and no significant progress is expected in the consistency of the mandatory consultations.

As evidenced by the 2019 and 2020 data, consultations were conducted for only about 35% of the adopted laws. The progress is very slow, as the share in 2019 was 34.1%, and in 2020 35.7%. Without additional measures, therefore, the improvement of the legal framework will not achieve its purpose. The *status quo* option imposes no additional costs to the budget, but in the medium and long term it may cause increased financial expenditures, given the insufficient quality and level of harmonisation of regulations and public policies.

Option 2: Under this option it is planned to intensify quality control of consultations and public discussions. Under the current framework, the text of a bill or a draft public policy document may practically go into the adoption procedure even when it is not accompanied by a report on consultations or when they have not been carried out at all, even in cases where the PPS has sent an objection to the proposer that it should prepare and submit such a report. Option 2 envisages that such a practice is prevented by introducing a clear rule that in case of detected violations, the regulation cannot be adopted until such deviations from those rules are eliminated. In addition, the option envisages establishing a central complaint mechanism in cases of non-compliance with the existing public consultation rules. This means defining the appellate body, its powers, procedural rules of appeal and possible sanctions in case of violations (suspension of procedure, return, etc.).

Although in practice this option could ensure compliance with the current legal framework, it is very complex in terms of implementation, as it requires new competencies and additional staff. It is also questionable whether due to the envisaged sanctions in case of violation it would be possible to ensure political will or the consent of the ministries for its implementation. Such a ‘hard-line’ approach could also meet with tacit opposition from regulation-makers, as it only tightens working conditions for drafting regulations, but does not envisage any fundamental novelties, i.e., instruments and activities that would facilitate the work of regulation proposers. Therefore, this option would not necessarily lead to improvements in practice, but could result in delays in drafting and adopting regulations due to possible suspensions of procedure. Hence, its possible effect could even be completely opposite of what is desired.

This option also fails to take into account the need to strengthen both the administration and civil society in order to improve the quality of the consultation process, as it does not provide any additional instruments to strengthen the capacity of civil society to participate in regulation and public policy-making. Therefore, although the option could lead to more consistent adherence to the rules by the proponent, it does not guarantee that the result of the consultations as such would be of better quality. It focuses more on the form than on having really essential consultations with stakeholders and target groups resulting in high quality regulations that enjoy the support of stakeholders and, thus, can be successfully implemented.

Option 3: Unlike option 2, option 3 envisages a so-called soft approach to improving consultative practices, with (soft) measures on both sides - both the administration and civil society. In support to the proposers, the establishment of a central web portal for consultations is envisaged. Therefore, the rules on electronic consultations would no longer be scattered around on the websites of the Ministries, and their format would be standardised. For simplicity purposes, the option also provides for a single form of consultation report (thereby facilitating monitoring). It also envisages the introduction of systematic monitoring of progress in this area through the introduction of annual summary reports at the government level, as a ‘soft’ form of quality control, the purpose of which is not to sanction, but to improve the practices. The annual reports will not only make it possible to monitor progress but, first and foremost, to identify potential shortcomings and weaknesses that should be addressed by additional efforts and targeted activities.

A central consultation portal should significantly improve the availability of consultations and thus strengthen inclusion. Consultations will no longer have to be searched on different websites, but interested parties will be able to rely on the central portal. International experience indicates that the introduction of a standardised consultation report would increase the quality of the government’s response to the received proposals and comments. These measures should raise public awareness and its interest and confidence in the effectiveness of such consultations.

When starting regulatory procedures, this option also includes the introduction and continuous organisation of various innovative consultative events. Their systematic implementation should ensure the earliest possible involvement of stakeholders, and their format should ensure a quality discussion, thus preventing consultations from being just a mandatory formalism.

This option also envisages an introduction of innovative programmes to strengthen the capacity of civil society to participate in the regulatory drafting process. So far, the administration itself has organised and conducted training for civil society on the topic of policy and regulation preparation. The advantage of the approach used so far is that the implementation is in the hands of the administration, so it is possible to directly monitor the progress, with the lowest budget costs. On the other hand, the shortcoming of these practices is that the public administration does not always have adequate knowledge and capacities needed by civil society for quality participation in decision-making processes, and lacks a comprehensive insight into its needs. Therefore, option 3 envisages an upgrade of the current practice in the form of funding civil society capacity building programmes, which are to be implemented by civil society organisations themselves. The funding is realised through public tenders, which determine the content of the support provided and the indicators to be monitored. The advantage of this option is that it is a ‘peer to peer’ system implying good knowledge of the initial situation and needs. In this way, support can also be very flexible and allows for quick adaptation to changing needs. The thematic content of support in this option may also be broader than in practice so far.

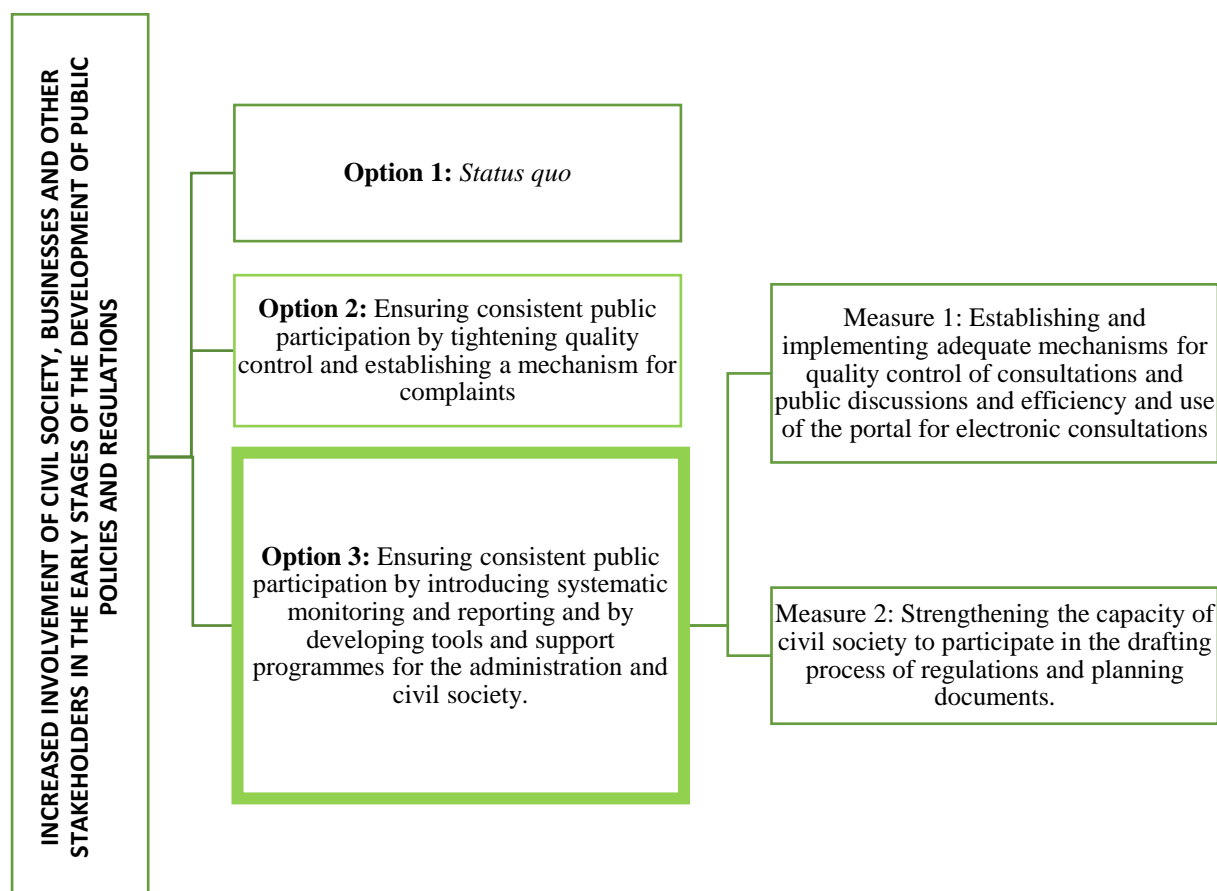
The Multi-Criteria Analysis/Table

Criteria			
Grade (-1 to +1) (-1 least favourable –to +1 most favourable)			
Direct impact (weight 2)			
Indirect impact (weight 1)			
SO 4	Option 1	Option 2	Option 3

Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations	<i>Status quo</i>	Ensuring consistent public participation by tightening quality control and establishing a mechanism for complaints	Ensuring consistent public participation by introducing systematic monitoring and reporting and by developing tools and support programmes for administration and civil society.
Criteria			
Effectiveness of the option to the public administration transparency and accessibility and citizen trust in public administration?	-1x2=-2	0x2=0	+1x2=2
Is the option in line with the EU requirements?	-1x2=-2	0x2=0	+1x2=2
Option implementation costs? (grade +1 for the cheapest option)	+1x2=2	0x2=0	0x2=0
Time needed for the option implementation? (grade +1 for the shortest implementation time)	+1x2=2	0x2=0	0x2=0
Implementation complexity of the option? (grade +1 for the simplest solution)	+1x2=2	-1x2=-2	0x2=0
Is the option implementation risk-related (grade +1 for the least risky option)	-1x1=-1	0x1=0	0x1=0
Total per option	1	-2	4

The multi-criteria analysis has shown that option 3 scored the most points per the selected criteria.

Graph 4: Illustration of the chosen option for the Specific objective 4 with measures for the implementation



This option has been developed through two measures:

- Measure 1: Establishing and implementing adequate mechanisms for quality control of consultations and public discussions and efficiency and use of the portal for electronic consultations
- Measure 2: Strengthening the capacity of civil society to participate in the drafting process of regulations and planning documents.

Through an increased public participation, multiple positive effects are expected on several levels. Short term, this option requires significant investment due to the development of a single central portal for consultation, training on its use and funding for civil society capacity building. However, after the initial investment, there will be no additional costs, while the unification of procedures, use and maintenance of a single portal will bring savings. The implementation of the measures is expected to lead to better implementation of consultative procedures and improved ability of stakeholders to participate, which should result in higher quality proposals from businesses and civil society, and thus ultimately in better and more cost-effective final solutions. Better and better harmonised solutions are more sustainable, so the implementation of the measures will help reduce the need for (too) fast changes and amendments to policies and regulations, which will have a further positive financial effect. A very positive effect is also expected in terms of public confidence in decision-making processes and government in general. At the same time, this will directly contribute to a greater

legitimacy of the adopted regulations and policies and indirectly result in their easier implementation, with positive financial effects.

Appendix 3: Risk analysis

Based on the challenges identified during the *ex-post* assessment of the previous strategy and the process of Programme development, the risks identified here are those the occurrence of which could have negative consequences on the successful implementation of the Programme and overall impact.

The identified risks together with recommendations for their mitigation and/or avoidance are summed up in the table below and they refer to the groups of activities/measures. The institutions responsible for implementing the identified activities will monitor the risk occurrences and implement the recommended activities for the risk mitigation and avoidance, if needed. Beside certain specificities of the offered solutions for risk mitigation, the majority of activities/courses of action share the same following pre-conditions:

- political commitment (active engagement of politically appointed officials for a timely and efficient decision making),
- available financial and human resources for the implementation,
- efficient management and implementation coordination.

A more engaged political support could be obtained, *inter alia*, through strong visibility and sound internal and external communication on the Programme implementation and its impact on citizens, businesses and the public administration.

Provision of adequate and timely financial resources is possible only if the activities and cost of the action plan are consistently transposed into the medium-term plans of the institutions responsible for the activities as well as in the annual budgets of those in charge of its implementation, in direct cooperation with the Ministry of Finance.

The previous experiences in the implementation of public policy management and regulatory reform generally point to the risks of too ambitious planning, the lack of and/or inadequately deployed capacities, both for the reform implementation and the implementation coordination. The efficient approach to avoid actualisation of such risks is timely (operational) planning and capacity redistribution. Adequate coordination capacities can be ensured with systematic and continuous monitoring, detecting delays and the establishment and maintenance of an efficient early warning system.

The chapter ‘Institutional framework - coordination, management and reporting of results’ of the Programme is also designed to provide timely insight into the actualisation of risks and their effective avoidance and mitigation. For this purpose, for each of the four Programme objectives, coordinators will be appointed, with an appropriate extension to the job description in the job classification, who will be responsible for regularly collecting available data on activity status, achieved results, risk occurrences and ways to overcome them. Regular meetings of the PPS Collegium will be organised to identify and review the intermediate Programme results and respond to deviations from the plan, or to identify emerging risks to the implementation of the activities (early warning system).

Specific Objective	Activities/courses of action (policy course)	Assumptions	Risk	Solution/Risk mitigating measure
Public Policy Planning and Coordination				
Specific Objective 1: Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses	Regulatory reform aimed at improving the business environment and decreasing the burden for citizens and businesses through an assessment of the effects of policies, laws and regulations and timely adoption of by-laws; systematic monitoring of the quality and efficiency of regulations (<i>ex-post</i> assessment); improving the regulatory impact on gender equality and; harmonisation of domestic legislation with the <i>acquis communautaire</i> .	The preparation of regulations and monitoring their implementation and impact will be in line with the LPS and other elements of the policy planning regulatory framework and will be based on systematic data collection and analytical data processing.	A lack of political leadership for the implementation of the comprehensive regulatory reform, which demands a significant change in the culture of public administration when preparing new regulations and performing continuous evaluation and amendments to the existing ones can result in a delayed reform.	Timely mobilise the political support of the Prime Minister's Office, Ministry of Finance leadership and other relevant actors in order to raise awareness of the regulatory reform process and its benefits for the society as a whole.
		Based on the reform activities, once the laws have entered into force, all preconditions for their effective implementation will be created, including the necessary by-laws.	Continued delays in fulfilling the preconditions for effective law enforcement, including late development and adoption of by-laws, may hamper their implementation, undermine the rule of law concept and reduce the impact of planned reforms.	At least for major regulatory changes or the adoption of new systematic laws, the PPS, GS, the Secretariat for Legislation (and other relevant actors) should ensure that all preconditions for effective implementation are met, including the timely development and adoption of by-laws.
		A sufficient number of civil servants who understand the importance of the regulatory reform process and are trained	A lack of sufficient human resources in the state administration bodies with solid understanding of the regulatory reform process, as well as the needs and expectations of the end	Carry out a timely internal campaign within public administration raising awareness of the importance of the regulatory reform for the improvement of the business

Specific Objective	Activities/courses of action (policy course)	Assumptions	Risk	Solution/Risk mitigating measure
		and motivated to implement the regulatory reform.	users may slow down the reform process. Too ambitious deadlines for optimisation of regulations can lead to resistance and overload of civil servants, which may limit a successful implementation of this part of the reform.	environment and service delivery to the citizens and organise training within public administration on the tools available for the improvement of the regulations quality. Where needed, provide short-term external expert support for the developing the capacities through education, mentorship and practical support.
Specific Objective 2. Strengthening capacities and applying instruments for quality planning and implementation monitoring of public policies and regulations	Strengthening capacities and providing instruments for public policy quality management (development, implementation, monitoring and reporting).	A sufficient number of civil servants taking part in training for mentorship and the public policy management education, followed by training of a sufficient number of civil servants.	Insufficient training capacities may slow down the development of the capacities needed for public policy management.	<p>Preparing a training plan for public policy management mentors and coaches in order to increase their number, and consequently increase the capacities for delivering training in this field through:</p> <ul style="list-style-type: none"> • expanding the availability of trainers accredited to NAPA; • developing new, innovative training tools (providing ease of participation), e.g. webinars; • ensuring that institutions plan their staff PPM training (in medium-term plans) and their participation;
	Establishing units for planning documents and management support.	The decree stipulating the establishment of planning and management support units is being systematically implemented.	Lack of leadership, commitment and analytical skills in ministries and agencies can slow down the establishment of such units.	Increase efforts to raise awareness of the need and benefits of establishing the units and expand the piloting of

Specific Objective	Activities/courses of action (policy course)	Assumptions	Risk	Solution/Risk mitigating measure
				guidelines to be developed for their establishment.
	Improve data management for a more efficient financial management and control system.	Public administration bodies are expeditious in implementation of newly developed data management standards.	Lack of understanding of standards and resistance to systematic data entry may hinder the improvement of data management.	Expand efforts to raise awareness and pilot new data management standards and incorporate this aspect into all PPM activities.
	Innovative solutions in public policies based on the data and research of end user needs.	The developed innovative solutions are applicable and are gradually recognised and adopted or further developed by an increasing number of state administration bodies.	The reluctance or resistance to integrate the innovative solutions into regular public administration policy management activities may limit the benefits of innovation.	Obtain prior (political) mandates for the development of innovative solutions and ensure broad consultations and participation of a significant number of key institutions in the development of innovations from the outset.
Specific Objective 3: Effective public policy coordination	Completing the legal and regulatory framework for planning as well as preparing proposals for the Development Plan of the Republic of Serbia and providing support to local self-government units in the development of local development plans.	Relevant stakeholders have a good understanding of the legal and regulatory framework for planning and there is sufficient commitment to prepare and consistently implement development plans.	A legal and regulatory framework for planning that is difficult to understand may lead to decelerated progress in actualising the expected benefits of its implementation. A lack of commitment to the preparation of development plans at the central and local levels may slow down the consolidation of the planning framework.	Careful monitoring of the implementation and consolidation of the planning framework and, where appropriate, allocating additional resources for raising awareness, piloting and capacity building; Use of external support for development planning, including UN efforts for sustainable development (Agenda 2030) and appropriate support (e.g. from the OECD);

Specific Objective	Activities/courses of action (policy course)	Assumptions	Risk	Solution/Risk mitigating measure
	Optimisation of planning frameworks and coordination mechanisms for policy planning and implementation.	Proposals and support for the optimisation of planning frameworks are widely accepted.	A lack of commitment or capacities for simplifying the planning frameworks may slow their optimisation and limit the expected efficiency gains.	Develop and submit to the political leadership a plan for optimising the planning framework; close monitoring of the plan implementation and, if necessary, allocating additional resources to raise awareness of its benefits.
	Improving the compliance of planning documents planning at the central level, their implementation, monitoring and reporting.	Stakeholders have sufficient commitment and capacities to improve compliance with planning documents at the central level.	A lack of commitment or capacities to increase compliance may reduce the implementation rate of planning documents at the central level and limit the expected outcomes.	Reduce the heavy workload imposed on civil servants by multiple reporting requirements; develop and implement (non-monetary) positive recognition schemes to improve compliance; promote the publication of tracking dates through on-line tracking tools;
Specific Objective 4: Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact	Increasing public participation in the public policy formulation process and monitoring public policy impact.	The legal framework for carrying out consultations is simple and clear to stakeholders. There is a sufficient number of civil servants who understand the importance of consultations and are motivated to be trained and use the acquired knowledge and skills.	A lack of expertise in public administration for carrying out consultations and more active public participation in the policy cycle may lead to consultations being carried out only <i>pro forma</i> and not for identifying the needs and concerns of the affected groups or individuals. Furthermore, the weaknesses in the current legal framework for consultations may limit more active stakeholders' inclusion in the process of preparing public policy documents and regulations.	Prepare civil servant training plans for encouraging and active participation of the stakeholders in the consultation process and allocate sufficient funds for implementation of training. Increase the resources for quality control in the consultation process to encourage the state bodies to carry out consultations in a timely and proper manner.

Specific Objective	Activities/courses of action (policy course)	Assumptions	Risk	Solution/Risk mitigating measure
		The competent authorities monitor the implementation of the Law on Lobbying and respond in a timely manner in case of violations.	A lack of transparency as regards the influence of special groups on the preparation of public policies may jeopardise the credibility of the public policy management reform.	Increase the frequency of communication and public reporting on the implementation of the Law on Lobbying.
	Strengthening the capacities of civil society to participate in the drafting process of regulations and planning documents.	Civil society members or representatives are willing to develop their knowledge of policy-making and consultation processes and to apply in sufficient numbers for appropriate training programmes.	A lack of civil society interest in actively participating in the creation of public policies and regulations may reduce the expected benefits of activities aimed at strengthening their capacities.	Raise awareness of the importance of the civil society's active participation in policy development among all relevant stakeholders. Facilitate the formulation and delivery of genuinely supportive messages from political domain to CSOs;

Appendix 4: Indicator passport

Instruction on how to present an indicator ‘passport’

Indicator title	<i>Insert full indicator title as it appears in the PAR Strategy and/or the PAR Strategy Action Plan</i>	
Corresponding overall objective, specific objective or measure	<i>Insert the PAR Strategy or PAR Strategy Action Plan 2021–2025 objective and measure to which the given performance indicator corresponds.</i>	
Indicator type and level	<i>Specify whether it is a:</i> <ul style="list-style-type: none"> • quantitative indicator or a • qualitative indicator. 	<i>Indicate the level to which the indicator refers, according to the intervention logic:</i> <ul style="list-style-type: none"> • performance (impact) indicator (at the level of the overall objective) • outcome indicator (at the level of specific objectives) • results indicator (at the level of public policy measures)
Unit of measurement and nature	<i>Insert the unit of measurement, e.g.:</i> <ul style="list-style-type: none"> • number/ scope/ extent or range/ value on a scale from–to, average (average time... $A1+A2+A3/n$) • % / share (percentage of ... $A/B \times 100$) • ratio (out of A to B, e.g. women compared to men....) • Index/ complex or composite/aggregate indicators (set of different indicators in the special methodology created to meet the requirements of the given organisation) 	<i>Indicate which is more desirable:</i> <ul style="list-style-type: none"> • <i>Higher value of the indicator or</i> • <i>Lower value of the indicator.</i>
Source of data/information for monitoring the performance indicator	<i>Insert the name/title of the data source (the specific document, data base, webpage...)</i> <i>Insert information about whether data for monitoring the indicator are being collected at the local/national or international level. It is important to distinguish between these indicators to be able to tell the extent to which data for monitoring the indicators can vary, considering that sometimes the way in which indicators are measured at an international level changes significantly or that indicator measurement lacks entirely.</i> <i>Insert the web link to the source data if the source has been published on the Internet.</i>	
Managing authority responsible for collecting data	<i>Insert the full name of the institution responsible for collecting data needed for the given indicator and for publishing/providing such data, including the full name of the contact person and their contact details (telephone number and e-mail address).</i> <i>This information will be used so that the relevant institutions are informed about their duties and responsibilities, and so that results of the institutions which are a part of the entire system of PAR Strategy and PAR Strategy Action Plan implementation monitoring, reporting and assessment, can be monitored.</i>	

Data collection frequency	<p>Insert information about how often and when (in which quarter of a calendar year) the relevant institutions collect data about the given indicator and when they publish such data.</p> <p><i>This information is necessary to understand when data is available for the purpose of report drafting, and to adjust the reporting drafting dynamic to the dynamic of data becoming available.</i></p>				
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>Briefly explain how the given indicator is construed and measured (to what precisely does the indicator point, whether the indicator is relevant and reliable for the specific result, the indicator calculation formula, which sub-indicators make up the whole indicator when it is a complex one...). If the methodology used to calculate the indicator is available on the Internet, insert the link to the given methodology document. The formula/equation must be defined clearly so that anyone using it to measure the indicator performance can understand it easily.</p> <p style="text-align: center;">FORMULA/EQUATION</p> <p>Insert a short formula/equation for calculating the given indicator</p>				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends			Baseline value	
	2016	2017	2018	2019 or 2020	
Information about target values	2021	2022	2023	2024	2025
Performance assessment	<p>Indicate the degree of deviation from the target value, which will still be considered a success/acceptable, so that the UIS for planning could automatically assess whether the value has been achieved and what the tolerance threshold is.</p>				

Performance indicators - Policy planning and coordination

Overall objective 1: Improved quality of public policies and regulations

Indicator 1

Indicator title	Regulatory quality indicator – World Bank ranking										
Corresponding overall objective, specific objective or measure	Specific objective 1.1: Improved quality of public policy and regulations										
Indicator type and level	• Quantitative			• Impact indicator							
Unit of measurement and nature	• Ranking			• Higher value is desirable							
Source of data/information for monitoring the performance indicator	World Bank website – Worldwide Governance Indicators https://info.worldbank.org/governance/wgi/Home/Reports										
Institution responsible for the implementation of the objective/measure	Public Policy Secretariat										
Data collection frequency	Annual data – the indicator is published once a year, in the current year for the previous calendar year										
Short description of the indicator and the calculation methodology applied (formula/equation)	This composite indicator measures the ability of the legislative and the executive powers of the government to formulate, adopt and apply sound policies and regulations which permit and promote private sector development. Four main pillars of this indicator are: quality of legal texts [i.e. statutes], parliamentary law-adoption procedure, application of the law. The indicator comprises 67 variables [sub-indicators], 50 of which are scored on a scale 0-100.										
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends									Baseline value	
	2008			2013			2018			2019	
	45.63			52.13			59.62			60.10	
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	
	61	62	63	64	65						
Performance assessment	No deviation.										

Indicator 2

Indicator title	Alignment and quality of policy planning	
Corresponding overall objective, specific objective or measure	Specific objective 1: Improved quality of public policy and regulations	
Indicator type and level	Quantitative	Impact indicator
Unit of measurement and nature	Scale 1–5	Higher value is desirable
Source of data/information for monitoring the performance indicator	PPS	
Institution responsible for the implementation of the objective/measure	PPS	
Data collection frequency	The indicator is published once a year, in the current year for the previous calendar year	
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indicator comprises three ‘priority’ sub-indicators.</p> <p>Sub-indicator 1: Quality of PPDs (max. 5 points)</p> <p><u>Description and methodology</u></p> <p>Review of a sample of the five PPDs with APs last adopted in the previous year, to determine if they contain comprehensive information.</p> <p><u>Criteria for the sub-indicator</u></p> <ul style="list-style-type: none"> - 5 points = all PPDs contain a situation analysis with a problem analysis, policy objectives and outcome indicators with target values, activities with corresponding timelines, costs and implementing institutions, and clearly defined institutional framework for implementation management and reporting. - 4 points = 80% of PPDs contain a situation analysis with a problem analysis, policy objectives and outcome indicators with target values, activities with corresponding timelines, costs and implementing institutions, and clearly defined institutional framework for implementation management and reporting. - 3 points = 60% of PPDs ... - 2 points = 40% of PPDs... - 1 point = 20% of PPDs... <p>Sub-indicator 2: Alignment of planning documents at the central level (max. 5 points)</p> <p><u>Description and methodology</u></p> <ol style="list-style-type: none"> 1. Alignment between the APIGP priorities and the objectives/measures in the adopted medium-term plans, is assessed by identifying non-alignment between those documents. 	

	<p>2. Alignment between activities planned in the GAWP for the year X and activities in the PPDs for that year: a minimum of 80% of regulations envisaged in the PPDs ought to be contained in the GAWP with identical timelines, to achieve the maximum number of points. To calculate the %, one needs to identify the number of regulations envisaged in the APs of the five PPDs last adopted in the year before, which have been integrated into the GAWP for the following year, and then divide that number with the total number of regulations planned in the APs analysed.</p> <p>3. The assessment is that the Government is using indicators at the level of outcome should 60% of its priorities contain outcome indicators.</p> <p><u>Criteria for sub-indicators</u> APIGP priorities are aligned with the objectives/measures contained in the adopted medium-term plans:</p> <ul style="list-style-type: none"> - Over 80% (2 points) - 60–80% (1 point) <p>APs for PPDs are aligned with the GAWP:</p> <ul style="list-style-type: none"> - Over 80% (2 points) - 60–80% (1 point) <p>APIGP contains outcome indicators for measuring the achievement of the Government’s priorities. (1 point)</p> <p>Sub-indicator 3: Degree of alignment between the objectives of public policies and the corresponding indicators with the budgetary programme indicators (max. 5 points)</p> <p><u>Description and methodology</u> To compare, in a unified manner, the alignment between planned costs of Government priority objectives defined in [policy] documents at the central level, it is necessary align policy objectives with budgetary programme objectives. Considering that public policy objectives are transferred to SABs’ medium-term plans, the methodology thus entails a comparison between the specific objectives in SABs’ individual medium-term plans (including the corresponding indicators and target values) and the specific objectives of budgetary programmes and their corresponding indicators.</p> <p style="text-align: center;">FORMULA/EQUATION</p> $\frac{\text{Number of specific objectives in SABs' individual MTPs aligned with the specific objectives of budgetary programmes}}{\text{Total number of specific objectives in MTPs}} \times 100$ <p><u>Scoring scale</u> Alignment between the objectives and indicators in individual MTPs and those in programme budget classification: Number of MTPs with alignment with PBs of ≤ 30% = 0 point Number of MTPs with objectives’ alignment with PBs at 31–40% = 1 point</p>
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	<p>Number of MTPs with objectives' alignment with PBs at 41–50% = 2 points Number of MTPs with objectives' alignment with PBs at 51–60% = 3 points Number of MTPs with objectives' alignment with PBs at 61–80% = 4 points Number of MTPs with objectives' alignment with PBs at 80–95% = 5 points</p> <p>Upon analysing and scoring all available SAB MTPs, an average score of alignment between all objectives in the MTPs and [those in] programme budget classification will be calculated as follows: $\frac{a \times 0 + b \times 1 + c \times 2 + d \times 3 + e \times 4 + f \times 5}{a+b+c+d+e+f}$</p> <p>The total number of points for all three sub-indicators is 15, and the total score for the whole index is awarded on a scale from 1 to 5: 0–3 points = 0 3–4 points = 1 5–7 points = 2 6–8 points = 3 9–11 points = 4 12–15 points = 5</p>									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2017			2018			2019		2020	
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
		3	4	4	5					
Performance assessment	No deviation.									

'Passport' of indicators for the specific objectives of the Public Policy Management and Regulatory Reform Programme – Outcome indicators

Indicator 1

Indicator title	The share of adopted laws containing complete impact assessments in the total number of adopted laws requiring impact assessments, per calendar year									
Corresponding overall objective, specific objective or measure	Specific objective 1: Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses									
Indicator type and level	• Quantitative					• Outcome indicator				
Unit of measurement and nature	• Ranking					• Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the quality of the preparation of laws drafted by SABs in accordance with the LPS and is indicative of the capacity of SABs to apply instruments for the preparation of quality regulations. FORMULA Number of laws containing complete impact assessments/Total number of adopted laws requiring impact assessments									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2016		2017		2018		2020			
							30.4%			
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	35%	40%	45%	50%	52%					
Performance assessment	Acceptable deviation from the target value of up to 5%.									

Indicator 2

Indicator title	The share of adopted decrees containing complete impact assessments in the total number of adopted decrees requiring impact assessments, per calendar year									
Corresponding overall objective, specific objective or measure	Specific objective 1: Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Percentage (%)					Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the quality of the preparation of regulations drafted by SABs in accordance with the LPS and is indicative of the capacity of SABs to apply instruments for the preparation of quality regulations. FORMULA Number of regulations containing complete impact assessments/Total number of adopted regulations requiring impact assessments*100									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2016		2017		2018		2020			
							58.3%			
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
		59%	60%	62%	64%					
Performance assessment	Acceptable deviation from the target value of up to 5%.									

Indicator 3

Indicator title	The share of adopted PPDs containing complete impact assessments in the total number of adopted PPDs requiring impact assessments, per calendar year									
Corresponding overall objective, specific objective or measure	Specific objective 2: Strengthening capacities and applying instruments for quality development and management of public policies and regulations									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Percentage (%)					Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the quality of impact assessments in the preparation of PPDs in accordance with the LPS and is indicative of the capacity of SABs to apply instruments for the preparation of quality PPDs. FORMULA Number of PPDs containing complete impact assessments/ Total number of adopted PPDs requiring impact assessments*100									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2016		2017		2018		2020			
							50%			
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	60%	70%	80%	90%	100%					
Performance assessment	Acceptable deviation from the target value of up to 5%.									

Indicator 4

Indicator title	The total number of planning areas with a revised and optimised planning framework (established clear hierarchical structure of PPDs within planning areas)									
Corresponding overall objective, specific objective or measure	Specific objective 3: Effective public policy coordination									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Number					Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indicator measures public policy alignment/coordination through mutual alignment of planning documents within determined planning areas.</p> <p style="text-align: center;">FORMULA</p> <p>Number of planning areas with a revised and optimised planning framework and aligned objectives for which an umbrella strategy has been adopted</p>									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2016		2017		2018		2020			
							1			
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	3	6	8	12	all					
Performance assessment	No deviation.									

Indicator 5

Indicator title	The share of adopted PPDs, during the preparation of which a consultative process was conducted in accordance with the LPS, in the total number of adopted PPDs, per calendar year									
Corresponding overall objective, specific objective or measure	Specific objective 4: Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Percentage (%)					Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the openness of SABs for the involvement of the public in the preparation of the PPDs through a consultative process. The aim is to involve the public in the preparation of all PPDs, given their importance to the public. FORMULA Number of PPDs containing information on held consultations/Total number of PPDs * 100									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2008			2013			2018		2020	
									100%	
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	100%	100%	100%	100%	100%					
Performance assessment	No deviation.									

Indicator 6

Indicator title	The share of adopted laws, during the preparation of which, a consultative process was conducted in accordance with the LPS, in the total number of adopted laws, per calendar year									
Corresponding overall objective, specific objective or measure	Specific objective 4: Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Percentage (%)					Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the openness of SABs for the involvement of the public in the preparation of laws through a consultative process. The aim is to involve the public in the preparation of all laws requiring mandatory consultations. FORMULA Number of laws for which reports on consultations were submitted/Total number of adopted laws requiring consultations * 100									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2017		2018		2019		2020			
							35.71%			
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	40%	60%	70%	75%	80%					
Performance assessment	Acceptable deviation from the target value of up to 5%.									

Indicator 7

Indicator title	The share of adopted decrees, during the preparation of which, a consultative process was conducted in accordance with the LPS, in the total number of adopted decrees, per calendar year									
Corresponding overall objective, specific objective or measure	Specific objective 4: Increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations and in monitoring their impact									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Percentage (%)					Higher value is desirable				
Source of data/information for monitoring the performance indicator	PPS Annual Report									
Institution responsible for the implementation of the objective/measure	PPS									
Data collection frequency	On a quarterly basis, no regional/international measuring									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the openness of SABs for the involvement of the public in the preparation of regulations through a consultative process. The aim is to involve the public in the preparation of all regulations requiring consultations. FORMULA Number of regulations for which reports on consultations were submitted/Total number of adopted regulations requiring consultations * 100									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends								Baseline value	
	2017			2018		2019			2020	
									11.46%	
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	15%	20%	25%	31%	36%					
Performance assessment	Acceptable deviation from the target value of up to 5%.									

Passports of indicators for

Improving public policy management and regulatory reform programme measures – Results indicators

SPECIFIC OBJECTIVE 1: Regulatory reform aimed at improving the business environment and reducing unnecessary burden on citizens and businesses

Indicator 1

Indicator title	The share of by-laws adopted within deadlines prescribed by new laws per calendar year in the total number of by-laws that are planned for adoption that calendar year				
Corresponding overall objective, specific objective or measure	Measure 1.1.: Establishment of a system for monitoring of changes in the number of applicable regulations on an annual level by areas and monitoring of the adoption of by-laws in accordance with the prescribed deadlines for their adoption				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Percentage (%)			Higher value is desirable	
Source of data/information for monitoring the performance indicator	The Government Annual Report				
Institution responsible for the implementation of the objective/measure	The General Secretariat of the Government				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indictor measures the quality of the legislative framework in terms of SABs planning the drafting and the adoption of by-laws, and SABs’ capacities to plan adequately the drafting and the adoption of by-laws, i.e. to develop and adopt by-laws within the prescribed timelines.</p> <p><u>FORMULA</u></p> <p>Number of by-laws adopted within deadlines prescribed by the new adopted laws in a calendar year / Total number of by-laws that are planned for adoption that calendar year * 100</p>				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
	-	-	-	unknown	
Information about target values	2021	2022	2023	2024	2025
	/	/	56%	59%	62%
Performance assessment	Deviation from the target value of up to 3% will be deemed a successful performance.				

Indicator 2

Indicator title	Established mechanism for regular annual reporting on the adoption of by-laws within deadlines through GWPRS/Government Annual Report				
Corresponding overall objective, specific objective or measure	Measure 1.1.: Establishment of a system for monitoring of changes in the number of applicable regulations on an annual level by areas and monitoring of the adoption of by-laws in accordance with the prescribed deadlines for their adoption				
Indicator type and level	Qualitative	Results indicator			
Unit of measurement and nature	yes/no	Higher value is desirable			
Source of data/information for monitoring the performance indicator	The Government Annual Report				
Institution responsible for the implementation of the objective/measure	The General Secretariat of the Government				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	The degree of progress in establishing a mechanism for regular annual reporting on the adoption of by-laws within prescribed deadlines through the GWPRS will be measures in phases: Functional specification for GWPRS prepared (2022) – 100/0 GWPRS upgrade[d] and tested in a testing environment (2023) – 100/0 Training in the upgraded GWPRS for users (2023) – 100/0				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
	-	-	-	0	
Information about target values	2021	2022	2023	2024	2025
	No	No	No	Yes	
Performance assessment					

Indicator 3

Indicator title	Adopted amendments to regulations on public policy management and regulatory reform envisaged under Measure 1.2					
Corresponding overall objective, specific objective or measure	Measure 1.2.: Improving the framework for systematic monitoring of the regulatory quality and effectiveness (<i>ex-post</i> assessment)					
Indicator type and level	Qualitative		Results indicator			
Unit of measurement and nature	Yes/ No		Yes is desirable			
Source of data/information for monitoring the performance indicator	The Official Gazette of the Republic of Serbia					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	On an annual basis, no regional/international measuring data					
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor whether the Decree on the methodology of public policy management, impact assessment of public policies and regulations, and the content of individual public policy documents has been adequately amended so as to regulate, in a more precise manner, the way in which systematic monitoring of the quality and the effectiveness of regulations is carried out					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018	2019		2020	
	-	-	-		No	
Information about target values	2021	2022	2023		2024	2025
	No	No	Yes		/	/
Performance assessment						

Indicator 4

Indicator title	The share of amended regulations for which an <i>ex-post</i> assessment was conducted within a calendar year, in the total number of regulations which had in fact been amended in that calendar year as planned				
Corresponding overall objective, specific objective or measure	Measure 1.2.: Improving the framework for systematic monitoring of the regulatory quality and effectiveness (<i>ex-post</i> assessment)				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Percentage (%)			Higher value is desirable	
Source of data/information for monitoring the performance indicator	PPS Annual Report				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the quality of an impact assessment through the quality of conducted <i>ex-post</i> assessments of regulations amended in a calendar year, in accordance with the LPS, and SABs’ capacities to conduct an <i>ex-post</i> assessment. The regulations which are looked at are those regulations which at their draft/proposal stage had been submitted to the PPS for review/opinion. FORMULA Number of regulations for which an <i>ex-post</i> assessment has been conducted in a calendar year / Total number of regulations amended in that year, and for which an <i>ex-post</i> assessment had in fact been conducted in that calendar year as planned * 100				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	2020
	-	-		-	Unknown
Information about target values	2021	2022	2023	2024	2025
	/	/		59%	62%
Performance assessment	Deviation from the target value of up to 3% will be deemed a successful performance.				

Indicator 5

Indicator title	The share of adopted regulations presented in the report on the conducted impact analysis having correct presentation of the results of the regulation undergoing amendment in the total number of adopted regulations requiring presentation of the results of the regulation undergoing amendment				
Corresponding overall objective, specific objective or measure	Measure 1.2.: Improving the framework for systematic monitoring of the regulatory quality and effectiveness (<i>ex-post</i> assessment)				
Indicator type and level	Quantitative		Results indicator		
Unit of measurement and nature	Percentage (%)		Higher value is desirable		
Source of data/information for monitoring the performance indicator	PPS Annual Report				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	The indicator measures the quality of regulation management through informed decision-making on amendments to regulations based on the conducted analyses of the achieved results of implementation of regulations, explicit determination of reasons for amendments in regulations and clear and simple presentation of findings FORMULA Number of adopted regulations having a correct presentation of the results of regulations being amended/ number of adopted regulations for which the presentation of results of regulations undergoing amendments is required *100				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
	-	-	-	/	
Information about target values	2021	2022	2023	2024	2025
	/*	50%	55%	60%	65%
Performance assessment	Deviation from the target value of up to 2.5 p.p. will be deemed a successful performance				

Indicator 6

Indicator title	The share of regulations adopted in a calendar year in which administrative costs/savings and effects on MSMEs and competition were properly assessed in relation to the total number of adopted regulations that required assessment of administrative costs and effects on MSMEs and competition				
Corresponding overall objective, specific objective or measure	Measure 1.3.: Improving the business environment and decreasing administrative burden on businesses and citizens through the systematic use of impact assessment tools (MSME test, measurement of administrative costs and checklist of regulatory impact on competition).				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	%			Higher value is desirable	
Source of data/information for monitoring the performance indicator	PPS Annual Report				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indicator measures the quality of impact assessments conducted through the use of an impact assessment tool and the results of the use of the tool (such as the MSME test, administrative burden measuring, or the Checklist for the regulatory impact on competition), in accordance with the LPS and the Decree on the methodology of public policy management. Those regulations whose drafts / proposals have been submitted to the PPS for review / opinion are observed..</p> <p>FORMULA</p> <p>Number of regulations adopted in a calendar year, the impact of which was assessed by using an impact assessment tool (MSME test was performed, or administrative burden was measured, or the Checklist for the regulatory impact on competition was applied) during the calendar year / number of adopted regulations for which regulatory impact analysis tools were to be used calendar years * 100</p>				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	2020
	-	-		-	.../
Information about target values	2021	2022	2023	2024	2025
	/*	+5pp	+10 pp	+15pp	+20pp
Performance assessment	Deviation from the target value of up to 1 will be deemed a successful performance.				

Indicator 7

Indicator title	Number of regulations adopted in a calendar year, with their impact assessed using impact assessment tools such as Gender Equality Test, during a calendar year				
Corresponding overall objective, specific objective or measure	Measure 1.4.: Improving the quality of regulations through the introduction of a gender perspective				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Number			Higher value is desirable	
Source of data/information for monitoring the performance indicator	PPS Annual Report				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indicator measures the quality of an impact assessment through the application of the Gender Equality Test and the results of that test.</p> <p>FORMULA</p> <p>Number of adopted regulations in a calendar year, the impact of which had been assessed against the Gender Equality Test</p>				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	2020
	-	-		-	...
Information about target values	2021	2022	2023	2024	2025
	3	4	5	5	6
Performance assessment	Deviation from the target value of up to 1 number will be deemed a successful performance.				

Indicator 8

Indicator title	The share of regulations adopted during a calendar year, harmonised with the EU <i>acquis</i> , for which a full impact assessment has been prepared, including an overview of comparative practices, in the total number of adopted regulations undergoing harmonisation with the <i>acquis communautaire</i> during the calendar year				
Corresponding overall objective, specific objective or measure	Measure 1.5.: Improving the use of impact assessment in the process of harmonisation of national legislation with the EU <i>acquis</i>				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Number			Higher value is desirable	
Source of data/information for monitoring the performance indicator	PPS Annual Report				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	On an annual basis, no regional/international measuring data				
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indicator measures the quality of the impact assessment of regulations which are being harmonised with the EU <i>acquis</i>. The regulations which are looked at are those regulations which at their draft/proposal stage had been submitted to the PPS for review/opinion.</p> <p>FORMULA</p> <p>Number of draft/proposed regulations submitted to the PPS for review/opinion in a calendar year, which are being harmonised with the EU <i>acquis</i>, and for which for which a full impact assessment has been prepared, including an overview of comparative practices during the calendar year / total number of adopted regulations submitted to the PPS for review / opinion and which are in line with the <i>acquis communautaire</i> * 100</p>				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	2020
	-	-		-	-
Information about target values	2021	2022	2023	2024	2025
	/	+5pp	+10pp	+15 pp	+20 pp
Performance assessment	Deviation from the target value of up to 1 will be deemed a successful performance.				

SPECIFIC OBJECTIVE 2: Strengthening capacities and applying instruments for quality development and management of public policies and regulations

Indicator 1

Indicator title	The share of SABs which have harmonised their rulebooks on internal organisation and job classification in the total number of ministries, constituent bodies and special organisations that are obliged to designate an internal unit for planning documents and management support				
Corresponding overall objective, specific objective or measure	Measure 2.1: Organisational establishment of internal units for planning documents and management support (IUPDs)				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Percentage (%)			Higher value is desirable	
Source of data/information for monitoring the performance indicator	SABs’ annual reports				
Institution responsible for the implementation of the objective/measure	Ministry of Public Administration and Local Self-Government				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	<p>This indicator value is calculated by counting the number of SABs which have aligned their rulebooks on internal organisation and job classification, out of a total of 70 SABs that are obliged to do so.</p> <p>The number of SABs which have aligned their rulebooks on internal organisation and job classification / number of ministries, constituent bodies and special organisations that are obliged to designate an internal unit for planning documents and management support * 100</p>				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
	0%	0%	0%	0%	
Information about target values	2021	2022	2023	2024	2025
	4%	20%	60%	80%	100%
Performance assessment	Deviation of 5% will be deemed a successful performance.				

Indicator 2

Indicator title	Data management training programme for managers and civil servants developed										
Corresponding overall objective, specific objective or measure	Measure 2.2: Improving the skills of managers and civil servants for the preparation, monitoring of the implementation, reporting and evaluation on the implementation of planning documents, and a more effective system of financial management and control										
Indicator type and level	Qualitative			Results indicator							
Unit of measurement and nature	Yes/No			Yes is desirable							
Source of data/information for monitoring the performance indicator	NAPA Annual Report										
Institution responsible for the implementation of the objective/measure	NAPA										
Data collection frequency	Annually										
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor whether a data management training program has been developed.										
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends					Baseline value					
	2017		2018		2019	2020					
Information about target values	2021		2022		2023		2024		2025		
	No		Yes								
Performance assessment											

Indicator 3

Indicator title	The number of managers and civil servants who have successfully completed the data management training planned in the annual training programme				
Corresponding overall objective, specific objective or measure	Measure 2.2: Improving the skills of civil servants for the preparation, monitoring of the implementation, reporting and evaluation of the implementation of planning documents, and a more effective system of financial management and control				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Number			Higher value is desirable	
Source of data/information for monitoring the performance indicator	NAPA Annual Report				
Institution responsible for the implementation of the objective/measure	NAPA				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor the number of managers and civil servants who have successfully completed training in data management, on an annual basis.				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
Information about target values	2021	2022	2023	2024	2025
	0	25	50	50	50
Performance assessment	Acceptable deviation from the target value of up to 5%.				

Indicator 4

Indicator title	Standards for data management (collection, storage, analytical processing and exchange) from SAB records developed					
Corresponding overall objective, specific objective or measure	Measure 2.3: Introducing a systemic approach to data management, and providing an information basis for the work of the IUPD					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature	yes/no			Higher value is desirable		
Source of data/information for monitoring the performance indicator	--					
Institution responsible for the implementation of the objective/measure	ITE					
Data collection frequency	Annually					
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor if standards for data management from SAB records have been developed					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019	2020	
Information about target values	2021	2022		2023	2024	2025
	No	Yes				
Performance assessment	Acceptable deviation from the target value of 10%.					

Indicator 5

Indicator title	A training program for the application of data management standards developed				
Corresponding overall objective, specific objective or measure	Measure 2.3: Introducing a systemic approach to data management, and providing an information basis for the work of the IUPD and more effective system for financial management and control				
Indicator type and level	Qualitative			Results indicator	
Unit of measurement and nature	Yes/no			Yes is desirable	
Source of data/information for monitoring the performance indicator	--				
Institution responsible for the implementation of the objective/measure	NAPA				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor if a training program for the application of data monitoring standards has been developed.				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
Information about target values	2021	2022	2023	2024	2025
	No	No	Yes		
Performance assessment					

Indicator 6

Indicator title	Number of civil servants who have successfully completed training in the application of data management standards				
Corresponding overall objective, specific objective or measure	Measure 2.3 Introducing a systemic approach to data management, and providing an information basis for the work of the IUPD and more effective system for financial management and control				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Number			Higher value is desirable	
Source of data/information for monitoring the performance indicator	--				
Institution responsible for the implementation of the objective/measure	NAPA				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor the number of civil servants who have successfully completed training in the application of data management standards, annually				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
Information about target values	2021	2022	2023	2024	2025
				50	50
Performance assessment	Acceptable deviation from the target value of 10%.				

Indicator 7:

Indicator title	Number of research conducted for public policies development					
Corresponding overall objective, specific objective or measure	Measure 2.4: Support to the cooperation between the science and research community and SABs in the process of developing public policies					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature	Number			Higher value is desirable		
Source of data/information for monitoring the performance indicator	--					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	Annually					
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator will monitor the number of surveys conducted for creation of public policies funded by the Project "For Better Business Environment" for the implementation of which science and research community has been engaged, where relevant.					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019	2020	
	0	0		0	0	
Information about target values	2021	2022		2023	2024	2025
	0	1		2	3	4
Performance assessment						

Indicator 8

Indicator title	Number of piloted innovative solutions in creation of public policies					
Corresponding overall objective, specific objective or measure	Measure 2.5: Improving existing solutions, and initiating and creating innovative solutions in public policies based on data and research on end-users' needs					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature	Number			Higher value is desirable		
Source of data/information for monitoring the performance indicator						
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	Annually					
Short description of the indicator and the calculation methodology applied (formula/equation)	- This indicator will monitor the number of piloted innovative solutions in creating public policies on an annual basis					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019	2020	
					0	
Information about target values	2021	2022		2023	2024	2025
	2	3		4	5	6
Performance assessment						

Indicator 9

Indicator title	Number of tested innovative ideas to improve existing public services				
Corresponding overall objective, specific objective or measure	Measure 2.5: Improving existing solutions, and initiating and creating innovative solutions in public policies based on data and research on end-users’ needs				
Indicator type and level	Quantitative		Results indicator		
Unit of measurement and nature	Number		Higher value is desirable		
Source of data/information for monitoring the performance indicator					
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	- This indicator will monitor the number of tested innovative ideas for improving existing public services on an annual basis				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018	2019	2020	
	0	0	0	0	
Information about target values	2021	2022	2023	2024	2025
	1	2	3	4	5
Performance assessment					

SPECIFIC OBJECTIVE 3: EFFECTIVE PUBLIC POLICY COORDINATION

Indicator 1

Indicator title	Adopted amendments to regulations for public policy management and regulatory reform						
Corresponding overall objective, specific objective or measure	Measure 3.1: Reviewing the area of planning, and completing the planning framework						
Indicator type and level	Qualitative			Results indicator			
Unit of measurement and nature	Yes/No			Yes is desirable			
Source of data/information for monitoring the performance indicator	The Official Gazette of the Republic of Serbia						
Institution responsible for the implementation of the objective/measure	PPS						
Data collection frequency	Continuous						
Short description of the indicator and the calculation methodology applied (formula/equation)	-						
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value		
	2017	2018		2019		2020	
						No	
Information about target values	2021	2022		2023		2024	2025
	No	No		Yes			
Performance assessment	No deviation.						

Indicator 2

Indicator title	The Decree on the procedure for the preparation of the Development Plan of the Republic of Serbia adopted					
Corresponding overall objective, specific objective or measure	Measure 3.1: Revising the planning areas and completion of the planning framework					
Indicator type and level	Qualitative			Results indicator		
Unit of measurement and nature	Yes/No			Yes is desirable		
Source of data/information for monitoring the performance indicator	Website of the Serbian Government					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	6 months					
Short description of the indicator and the calculation methodology applied (formula/equation)						
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019		2020
						No
Information about target values	2021	2022	2023		2024	2025
	-	Yes				
Performance assessment	No deviation.					

Indicator 3

Indicator title	Roadmaps for gradual optimization of planning frameworks at the level of planning area developed				
Corresponding overall objective, specific objective or measure	Measure 3.2: Optimisation of strategic frameworks in the areas of planning and implementation of public policies				
Indicator type and level	Qualitative			Results indicator	
Unit of measurement and nature	Yes/No			Yes is desirable	
Source of data/information for monitoring the performance indicator	Website of the Serbian Government				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	6 months				
Short description of the indicator and the calculation methodology applied (formula/equation)					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	2020
					No
Information about target values	2021	2022	2023	2024	2025
	Yes				
Performance assessment	No deviations				

Indicator 4

Indicator title	Support provided for optimisation of planning frameworks in accordance with the roadmap					
Corresponding overall objective, specific objective or measure	Measure 3.2: Optimisation of strategic frameworks in the areas of planning and implementation of public policies					
Indicator type and level	Qualitative			Results indicator		
Unit of measurement and nature	Yes/No			Yes is desirable		
Source of data/information for monitoring the performance indicator	PPS					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	Continuous					
Short description of the indicator and the calculation methodology applied (formula/equation)	FORMULA/EQUATION Monitoring the implementation of planned activities in line with the designed roadmap which sets the dynamic, the scope, and the type of support provided to the ministries					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019	2020	
Information about target values	2021	2022	2023		2024	2025
		Yes	Yes		Yes	Yes
Performance assessment	No deviation.					

Indicator 5

Indicator title	Mechanism for assessing alignment of documents at the central level established				
Corresponding overall objective, specific objective or measure	Measure 3.3: Improving the alignment of planning at central level				
Indicator type and level	Qualitative			Results indicator	
Unit of measurement and nature	Yes/No			Yes is desirable	
Source of data/information for monitoring the performance indicator	PPS				
Institution responsible for the implementation of the objective/measure	PPS				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	The alignment verification mechanism will be based on the development of a methodology for comparing planning documents at the central level.				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	2020
				22%	
Information about target values	2021	2022	2023	2024	2025
	No	Yes	/	/	/
Performance assessment	No deviation.				

Indicator 6

Indicator title	Degree of alignment of documents at the central level with the recommendations in the Report on document alignment at the central level					
Corresponding overall objective, specific objective or measure	Measure 3.3: Improving the alignment of planning at central level					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature	%			Higher value is better.		
Source of data/information for monitoring the performance indicator	PPS					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	Annually					
Short description of the indicator and the calculation methodology applied (formula/equation)	The methodology is based on the comparison between the total number of acts planned in the adopted medium-term plans for the Year X and the total number of those acts included in the GAWP for the Year X, and it will be expressed in % of alignment					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018	2019		2020	
			22%			
Information about target values	2021	2022	2023		2024	2025
	0	0	30%		60%	90%
Performance assessment	No deviation.					

Indicator 7

Indicator title	Completed integration of UIS and GWPRS (by phases)				
Corresponding overall objective, specific objective or measure	Measure 3.4: Improving the monitoring of and the reporting on the outputs of the implementation of public policies, and a transparent presentation to the public				
Indicator type and level	Qualitative			Results indicator	
Unit of measurement and nature	Yes/No			Yes is desirable	
Source of data/information for monitoring the performance indicator	PPS				
Institution responsible for the implementation of the objective/measure	PPS in cooperation with the General Secretariat				
Data collection frequency	Annually				
Short description of the indicator and the calculation methodology applied (formula/equation)	The degree of progress in the integration of the UIS and the GWPRS will be measured by each phase: - Functional specification for the UIS and the GWPRS integration prepared (2022) – Yes/No - UIS upgrade[d] and tested in a testing environment (2023) – Yes/No - Training in the upgraded system for users (2024) – Yes/No				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017		2018	2019	2020
					No
Information about target values	2021	2022	2023	2024	2025
	No	Yes	Yes	Yes	
Performance assessment	No deviation.				

Indicator 8

Indicator title	% of PPD monitored through the OMT					
Corresponding overall objective, specific objective or measure	Measure 3.4: Improving the monitoring of and the reporting on the outputs of the implementation of public policies, and a transparent presentation to the public					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature				Higher value is better.		
Source of data/information for monitoring the performance indicator	PPS					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	Continuous					
Short description of the indicator and the calculation methodology applied (formula/equation)	FORMULA/EQUATION $\frac{\text{Total number of PPDs monitored thorough the OMT}}{\text{Total numbr of PPDs}} \times 100$					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019		2020
						0
Information about target values	2021	2022	2023		2024	2025
	5%	10%	60%		100%	100%
Performance assessment	No deviation.					

SPECIFIC OBJECTIVE 4: increased involvement of civil society, businesses and other stakeholders in the early stages of the development of public policies and regulations

Indicator 1

Indicator title	Number of visitors to the e-Consultations Portal in a calendar year					
Corresponding overall objective, specific objective or measure	Measure 4.1: Establishing and implementing adequate mechanisms of quality control of consultations and public discussions and efficiency and use of the portal for electronic consultations					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature	P.P.			Higher is better.		
Source of data/information for monitoring the performance indicator	PPS					
Institution responsible for the implementation of the objective/measure	PPS					
Data collection frequency	Continuous					
Short description of the indicator and the calculation methodology applied (formula/equation)	FORMULA/EQUATION					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value	
	2017	2018		2019		2020
Information about target values	2021	2022	2023		2024	2025
		+5p.p.	+5p.p.		+5 p.p.	+5p.p.
Performance assessment	No deviation.					

Indicator 2

Indicator title	Number of line ministries responsible for the topics included in social dialogue during a calendar year				
Corresponding overall objective, specific objective or measure	Measure 4.2: Strengthening the capacity of the civil society to participate in the regulations and planning documents drafting process				
Indicator type and level	Quantitative			Output indicator	
Unit of measurement and nature	Number			Higher is better.	
Source of data/information for monitoring the performance indicator	MHMRSD				
Institution responsible for the implementation of the objective/measure	MHMRSD				
Data collection frequency	Continuous				
Short description of the indicator and the calculation methodology applied (formula/equation)	FORMULA/EQUATION				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	
Information about target values	2021	2022	2023	2024	2025
	10	12	14	16	18
Performance assessment	Deviation of 1				

Indicator 3

Indicator title	Number of CSO representatives who attended training in a calendar year				
Corresponding overall objective, specific objective or measure	Measure 4.2: Strengthening the capacity of the civil society to participate in the regulations and planning documents drafting process				
Indicator type and level	Quantitative			Results indicator	
Unit of measurement and nature	Number			Higher is better.	
Source of data/information for monitoring the performance indicator	MHMRSD				
Institution responsible for the implementation of the objective/measure	MHMRSD				
Data collection frequency	Continuous				
Short description of the indicator and the calculation methodology applied (formula/equation)	FORMULA/EQUATION				
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends				Baseline value
	2017	2018		2019	
Information about target values	2021	2022	2023		2024
	30	45	50		60
Performance assessment	Deviation of 3.				

Indicator 4

Indicator title	Average number of received comments on PPDs/regulations submitted in the consultative process through e-Consultations Portal					
Corresponding overall objective, specific objective or measure	Measure 4.2: Strengthening the capacity of the civil society to participate in the regulations and planning documents drafting process					
Indicator type and level	Quantitative			Results indicator		
Unit of measurement and nature	Number			Higher is better.		
Source of data/information for monitoring the performance indicator	PPS Report that is based on the data collected from the e-Consultations Portal					
Institution responsible for the implementation of the objective/measure	MHMRSD					
Data collection frequency	Continuous					
Short description of the indicator and the calculation methodology applied (formula/equation)	FORMULA/EQUATION					
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends					Baseline value
	2017	2018		2019		
Information about target values	2021	2022	2023		2024	2025
		5	7		10	10
Performance assessment	Deviation of 2.					