



Autonomous Province of Vojvodina

PROVINCIAL ADMINISTRATION REFORM AND DEVELOPMENT STRATEGY

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PROVINCIAL ADMINISTRATION REFORM AND DEVELOPMENT STRATEGY

INTRODUCTION

A professional, efficient, transparent and uncorrupted administration, which adheres consistently to the principle of legality and functions as a public service for its citizens, is a cornerstone of the process of reform and revival of our society undergoing transition.

Even though the significance of public administration is often ignored or underestimated by the general public, the media and in expert sociological debates, the fact remains that it is precisely a skilled and competent administration that largely determines the efficient functioning of a "state" in its broadest sense. A modern and efficient administration is a factor wielding an important, and in some areas crucial, impact on economic growth, foreign investments, and establishing and fostering of rule of law. Successful policy implementation in various areas depends largely on the administrative capacity of the executive authorities, i.e. on the aptitude of the administration to prepare and put into practice legal norms and established policies.

The ultimate objective of the reform and development of the provincial administration in accordance with European standards and values pertaining to performing public duties, is to create a provincial administration which will fulfil its tasks and duties in an efficient, professional, lawful and transparent manner in the interest and to the satisfaction of all citizens while

ensuring full equality of national communities, gender and language equality, strengthening economic stability and improving the quality and standard of living. The concept of development of the provincial administration is based particularly on the implementation of the principles of rule of law, legal certainty and foreseeability, transparency, accountability, economy, efficiency and effectiveness. This is a long-term and complex process, requiring professional expertise and representing a high priority interest for both the state and most of the citizens of the Autonomous Province of Vojvodina (hereinafter: AP Vojvodina) as well as the Republic of Serbia, and contributing to the integration of our country into the European Union.

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Transformation of provincial administration can yield positive results only if it is carefully planned, widely supported and not depending on daily politics or narrow individual and political interests and influences.

The Reform of the provincial administration was preceded by a project named "Development of Human Resources in the Executive Council of AP Vojvodina", which was initiated in April 2003 in cooperation with representatives of United Nations Development Programme (UNDP) and the Executive Council of the Autonomous Province of Vojvodina (hereinafter: APV Executive Council). Within this Project, a document was prepared under the title of "Preliminary functional analysis of the Executive Council of APV¹", which could be considered as an inception phase in the reform of the provincial administration. In mid 2003, a training course in provincial administration management skills was organized, where 160 provincial public servants successfully completed it and learnt the basics of project management, team building and change management. It has been envisaged that the results of this preliminary phase of the Project should serve as grounds for a comprehensive functional analysis of provincial administrative bodies as well as for defining specific recommendations for establishing an efficient and economic provincial administration. The second phase of the project was planned for implementation in 2004; however it was not realized due to lack of support from UNDP representatives.

The Provincial Administration is a part of the administrative system of the state of Serbia, therefore the Reform and Development Strategy needs to be coordinated with the reform of state administration, as well as with

¹ A horizontal functional analysis of provincial administrative bodies and the Services within the APV Executive Council, adopted at the session of the APV Executive Council.

modernization efforts on the level of local self-governments.

In conformity with the Reform Strategy of State Administration of the Republic of Serbia, and based on general principles of the European Administrative Space and of the "good governance", as well as on the concept of the "open government", the drafting of the Provincial Administration Reform and Development Strategy of was simultaneously started, to be based on the current situation identified in the provincial administration as of the beginning of 2006.

Apart from giving an overview of the current state of affairs in the provincial administration, the Provincial Administration Reform and Development Strategy also defines the Strategy's main objective, the principles and pillars of reform, the system of reform management, and an Action Plan with defined measures, activities and deadlines for the implementation of the Strategy.

1. PROVINCIAL ADMINISTRATION

Current Situation in the Provincial Administration in the Beginning of 2006

In order to plan the reform realistically and implement it successfully, a meticulous analysis was first conducted of the existing situation in the provincial administration – it represents an objective appraisal and identification of deficiencies, with an overview of the preceding period.

Vojvodina indisputably has a long tradition of "good governance" built on the legacy of the administration dating from the period of the Austro-Hungarian Monarchy. The modern provincial

administration was established in the second half of 20th century, and it flourished during 1970s of 20th century. In the beginning of 1990s, after the forced overthrow of the provincial government in Vojvodina in the so-called "Yogurt Revolution" in 1988, the provincial administration entered a phase of degradation and decadence. Following the adoption of the Serbian Constitution in 1990 and a series of laws of the Republic of Serbia in 1991 and 1992, the provincial administration was stripped off of competencies and financial resources. Left without competencies and without work, with its management structure "cleansed" on purely ideological grounds, enduring neglect in terms of professional improvement, non-performance of administrative affairs and "counter-selection" of its personnel, the provincial administration's aptitude and apparatus were seriously undermined. The damage brought about by such arrogant policy full of revanchism, actually left its greatest impact on the citizens of Vojvodina as well as the state as a whole, since degradation of the provincial administration and reckless centralisation of all administrative affairs deprived citizens of efficient protection of their rights, and for the state it complicated the process of drafting and enforcing laws and other regulations as well as successful implementation of policies. The political changes that took place at the end of 2000 found the once competent and professional provincial administration in a state of "hibernation" or "clinically dead".

In February 2002, following the adoption of the Law on Establishing Specific Competencies of Autonomous Province ("Official Gazette of RS" No. 6/02) also known as the Omnibus Law, AP Vojvodina was entrusted with over

two hundred administrative duties in more than twenty different areas which had hitherto been performed by the administrative bodies and the Government of the Republic of Serbia. Under this Law, founder rights over several hundred institutions and public enterprises were transferred to the Province, primarily in the field of health care and education (institutions which also discharge public and administrative duties). That enlargement of authority served as a framework for constituting and establishing a new structure of the provincial administration, with new entrusted competencies, apart from the previously existing inherent competencies which had been already discharged by the seven provincial secretariats.

Enforcement of that Law necessarily required amending the normative acts of the Assembly of the Autonomous Province of Vojvodina (hereinafter: APV Assembly), whereby the organization and competencies of the provincial administrative bodies and the APV Executive Council were determined. These acts were primarily the Decision on Provincial Administration and the Decision on Organization and Rules of Procedure of the APV Executive Council². The new Decision on Provincial Administration³ established the provincial administrative bodies: 16 provincial secretariats⁴ and

² Decision on Organization and Rules of Procedure of APV Executive Council, Official Gazette of APV 10/1992, last amended on 17/2003

³ Decision on Provincial Administration, Official Gazette of APV, 21/2002-revised text

⁴ Provincial Secretariat for Economy, Provincial Secretariat for Agriculture, Water Economy and Forestry, Provincial Secretariat for Education and Culture, Provincial Secretariat for Information, Provincial Secretariat for Health Care and Social Policy, Provincial Secretariat of Finance, Provincial Secretariat for Regulations, Administration and National Minorities, Provincial Secretariat for Privatization, Entrepreneurship, Small and Medium Enterprises, Provincial Secretariat for Architecture, Urban Planning

the Provincial Directorate for Goods Reserves. In assuming the new administrative duties, according to the new legal acts on the internal organization and job classification in the provincial administrative bodies, a number of employees was taken over from the branch offices of the ministries of the Republic of Serbia (mostly sanitary and other inspectors), and new staff were also employed, increasing the total number of administrative employees to over five hundred.

Reports and annual analyses of processing of administrative cases in the period between 2003 and the end of 2005 show that the provincial administration has successfully dealt with the transferred administrative affairs in most fields.

TABLE 1

Processing of administrative cases at first instance in the provincial administrative bodies

| | 2003 | 2004 | 2005 |
|---------------------------|--------|--------|--------|
| Total No. of Cases | 12,541 | 14,797 | 18,204 |
| | 100% | 100% | 100% |
| Solved | 12,370 | 13,338 | 16,388 |
| | 98.64% | 90.14% | 90.02% |
| Pending | 171 | 1,459 | 1,816 |
| | 1.36% | 9.86% | 9.98% |

The analysis of processing of first instance and second instance administrative decisions showed that the provincial administrative bodies deal

and Civil Engineering, Provincial Secretariat for Demography, Family and Social Child Care, Provincial Secretariat for Science and Technological Development, Provincial Secretariat for Power Management and Mineral Resources, Provincial Secretariat for Sports and Youth, Provincial Secretariat for Labour, Employment and Gender Equality, Provincial Secretariat for Local Self-Governance and Intermunicipal Cooperation, Provincial Secretariat for Environmental Protection and Sustainable Development.

with most of the cases within deadlines stipulated by the law⁵.

TABLE 2

Processing of administrative cases at second instance in the provincial administrative bodies

| | 2003 | 2004 | 2005 |
|---------------------------|--------|--------|--------|
| Total No. of Cases | 3,372 | 4,262 | 4,309 |
| | 100% | 100% | 100% |
| Solved | 3,009 | 3,669 | 4,018 |
| | 89.23% | 86.79% | 93.25% |
| Pending | 363 | 563 | 291 |
| | 10,77% | 13,21% | 6,75% |

Also, in matters such as organization of vocational and bar examinations, and appointment and record keeping of court interpreters, respective administrative duties are carried out with due diligence and records are complete and transparent.

In some areas, such as oversight of the official use of languages and scripts, a significant and visible progress has been achieved compared to the period when those duties were performed by the administrative bodies of the Republic, i.e. when such oversight existed only within legislative and other normative acts⁶. Significant results have also been achieved in the

⁵ According to the Report on processing administrative cases at first instance and second instance in the provincial administrative bodies in 2004, No.: 101-052-0004/2005 dated 8 March 2005, in 2004 of approx. 15,000 cases at first instance, more than 13,000 were solved within stipulated deadlines, i.e. approx. 90%, and out of 4,262 cases at second instance more than 80% were solved within stipulated deadlines.

⁶ According to the available data, the ministries of the Republic in charge of oversight of application of the Law on Official Use of Languages and Scripts, have not instigated any proceedings in cases of violations of legal provisions, while the provincial authorities have issued several dozen of decisions and instigated several misdemeanour proceedings.

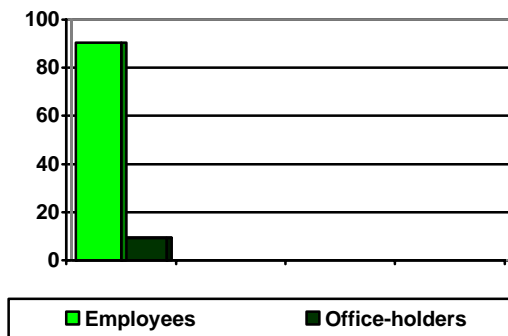
independent control of the provincial administration and the transparency of work of the provincial bodies. The APV Assembly adopted a Decision at the end of 2002 establishing the office of the Provincial Ombudsman as an independent body of the province, which controls the lawfulness and effectiveness of the work of the provincial administrative bodies⁷, and following the enactment of the Law on Free Access to Information of Public Importance ("Official Gazette of RS", No. 120/04), the provincial administrative bodies have to a large extent and consistently fulfilled their obligations as stipulated by that Law, and provided transparency of their work.

In conformity with the Reform Strategy of State Administration, the process of rationalization of number of employees in the provincial administration was started in 2005. An objective estimate of the required number of workers was conducted; amendments were made to legal acts related to the internal organization and job classification in the provincial administrative bodies, resulting in a 9.50% cut down of the number of workers.

On 13 April 2005, there were a total of 984 office workers in the provincial administrative bodies, organizations and services (hereinafter: provincial administrative bodies). Of those, office-holders, i.e. appointed, elected and designated persons made 9.5% of the provincial administration (94 persons). The remaining 90.45% or 890 workers are on employment contracts, of which 818 on permanent

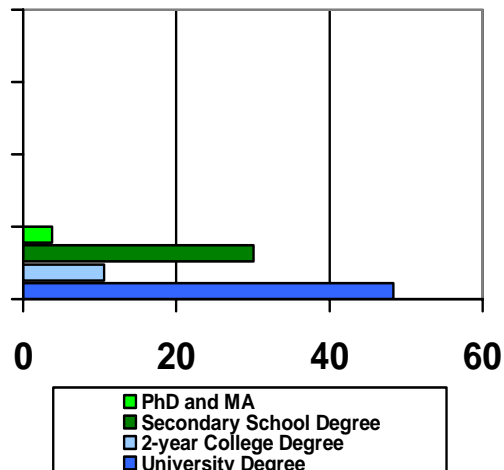
employment contracts and 72 on fixed term contracts⁸.

Diagram 1
Structure of Provincial Administration



In terms of educational qualification, most of the employees - 48.35% - have university education, employees with two-year college education make 10.60%, employees with secondary school education make 30.04%, 2.98% of employees hold a masters degree and 0.82% employees hold a doctorate degree (data for 2005 – concluding with January 15th 2006).⁹

Diagram 2
Structure of Provincial Administration according to levels of education



⁷ Decision on Provincial Ombudsman, Official Gazette of APV, No. 23/02 – basic text

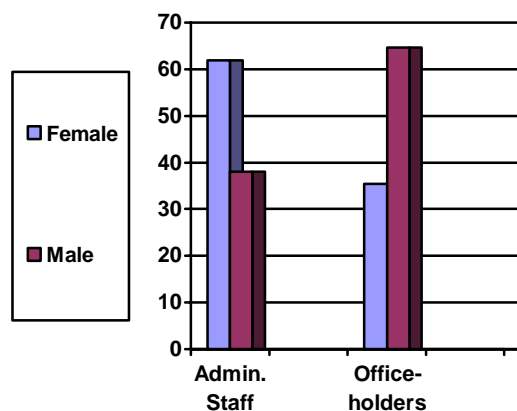
⁸ Report on Numbers of Employees in the Provincial Administrative Bodies, Organizations and Services, No.: 101-021-00002/2006

⁹ Report on Structure of Provincial Administrative Bodies, Organizations and Services No.: 101-021-00001/2006

In terms of age structure, the majority of employees in the provincial administrative bodies are in the 41–50 age group (32.41%); the share of other age groups is as follows: 51–60 - 27.06%, 31–40 - 26.34%, below 30 - 12.65%, and over 61 - approx. 1% (0.82%).

In terms of gender structure, analysis of the existing data has shown that 61.93% of employees are female, and 38.07% are male. Women are predominating on the administrative staff level, however on the executive level their number and percentage is significantly smaller. According to the records of the Service for General and Joint Affairs of The Provincial Bodies (hereinafter: the Service), out of the total number of 99 elected, appointed and designated persons in the provincial administrative bodies, 64.6% are male and 35.4% are female.

Diagram 3
Gender Structure of the Provincial Administration



Since 2002, the provincial bodies have made serious efforts on creating legal-normative and institutional mechanisms for accomplishing gender equality in AP Vojvodina.

Following the establishment of the Provincial Secretariat for Labour, Employment and Gender Equality, an expert unit was founded within it under

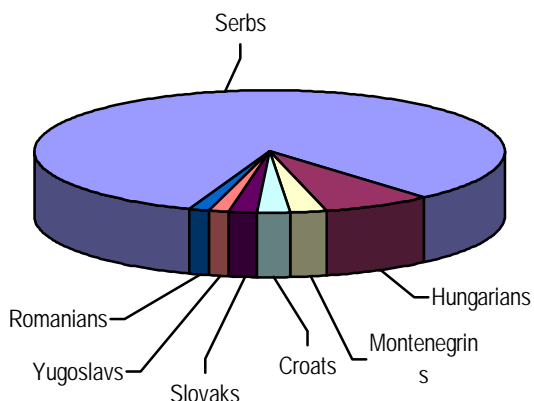
the name of Council for Gender Equality. The Board for Gender Equality was established in APV Assembly, and one of the deputies of the Provincial Ombudsman is in charge for gender equality. Significant steps in the promotion of gender equality in AP Vojvodina were made in 2004, when APV Assembly, on the proposal of the APV Executive Council, endorsed draft proposals and adopted the Declaration on Gender Equality ("Official Gazette of APV", No.14/04), the Decision on Gender Equality ("Official Gazette of APV", No.14/04) and the Decision on Establishment of the Provincial Institute for Gender Equality ("Official Gazette of APV", No. 14/04, 3/06).

Significant attention is also paid to the ethnic composition of employees in the provincial administrative bodies. The ethnic composition is regularly monitored, analysed and compared with the ethnic composition of the population in AP Vojvodina, with the aim to ensure equality of ethnic communities.

According to the data from the records of the Service on the ethnic composition in 2005, Serbs are predominating (80.43%) in the provincial administrative bodies. The second most predominant are Hungarians (7.38%), followed by Montenegrins (2.41%), Croats (2.13%), Slovaks (1.84%), Yugoslavs (1.42%) and Romanians (1.28%). Other national communities are present in percentages smaller than 1%. When comparing this data with the ethnic composition of the population in AP Vojvodina according to the 2002 census, it may be concluded that, although there are significant disparities when it comes to some of the national communities, the ethnic composition of the provincial

administrative bodies is exceedingly heterogeneous¹⁰.

Diagram 4
Ethnic Composition of the Provincial Administration



Apart from the mentioned facts, when considering the present state of affairs in the provincial administration, special attention should be paid to observing language equality in the work of the provincial administrative bodies. The autonomy of Vojvodina is largely rooted in its specificity, reflected in a unique blend of cultural, linguistic, religious and ethnic diversity of this

region.¹¹ This linguistic and cultural diversity is also present in the provincial bodies, where there are five (or six) languages in official use¹². According to the data of the Provincial Secretariat for Regulations, Administration and National Minorities, citizens' language rights can only be partly observed in the work of the provincial administrative bodies in all of the official languages.

Apart from the mentioned facts, when considering the present state of affairs in the provincial administration, special attention should be paid to observing language equality in the work of the provincial administrative bodies. The autonomy of Vojvodina is largely rooted in its specificity, reflected in a unique blend of cultural, linguistic, religious and ethnic diversity of this region.

According to the data from the records of the Service, 82.71% of the administration employees do not speak any of the minority languages, and 2.06% have not declared themselves on this issue. 12.86% of the provincial administration employees have active knowledge of a minority language, and 2.36% have passive knowledge of a

¹⁰ The only disproportion, noted in the past two years as well, is related to the share of Roma in the total population in Vojvodina. A disproportionate presence of this national community was noted (0.14% of the people in the polling sample who chose to declare their ethnic affiliation). The APV Executive Council made a recommendation to the provincial administrative bodies, organizations and services that, in view of the work requirements and the noted unsatisfactory representation of different national communities in administrative bodies, in hiring new people special attention should be paid to employing persons belonging to national communities, of course taking into consideration the principle of professional qualification and competence, with the aim of ensuring appropriate representation, corresponding to their share in the total population in AP Vojvodina.

¹¹ For several hundred years, on the territory of today's Vojvodina, education in schools as well as the media and public life have been multilingual. Today, classes in elementary schools in Vojvodina are held in six languages, and the media broadcast on eight languages, with funding from the budget.

¹² According to the provisions of the Statute of APV, the following languages are in official use in APV bodies: the Serbo-Croat, Hungarian, Slovak, Romanian and Ruthenian. The proposed amendment to the APV Statute, for which the consent of the Serbian National Assembly is required (and has been awaited for years now), envisages separate official use of the Serbian and the Croatian language. At the same time, the Rules of Procedure of the APV Assembly envisage the use of these six languages.

minority language. 57.40% of the total number of employees have some knowledge of a foreign language, of which 15.64% have active, and 41.76% passive knowledge of a foreign language.

Upholding language equality is ensured to a great extent through the Translations Unit within the Provincial Secretariat for Regulations, Administration and National Minorities. The unit has several professional translators for all the official languages used in AP Vojvodina. The Unit translates documents published in the "Official Gazette of APV", various petitions and requests made by citizens, as well as documents and other forms of correspondence as required by the provincial bodies. This is how written communication is ensured between citizens and the provincial administrative bodies in all the official languages as established by the Statute of the Autonomous Province of Vojvodina (hereinafter: the Statute of APV).

In addition to that, most of the tenders announced by the provincial administrative bodies are published in several languages, and in tenders from the field of culture as well as for allocation of resources to churches and religious communities, application forms have been designed in such a way so that they can be filled out in any of the official languages. Other practical examples of observance of language equality include issuance of various certificates, where a bi-lingual certificate is issued at the client's request, e.g. certificate on passed professional competence examination. It is also important to mention that there have been instances where administrative procedures were conducted in a national minority language. It should be emphasised that

the situation is obviously not identical for all national minority languages, e.g. the number of cases where the Hungarian language is used is significantly bigger, which is related to the fact that the Hungarian community is more numerous in comparison to other national communities.

As regards the technical and technological infrastructure required for application of information and communication technologies (hereinafter: ICT), the present situation in the provincial administrative bodies was determined based on the data from the Service.

Based on the latest inventory list of the computer and network equipment, there are 524 desktop computers, 54 laptops and 296 printers in the provincial administration. Some provincial administrative bodies are connected in local UTP (ICP/IP) networks. Communication between different provincial administrative bodies and sharing of resources and information is still not possible, as works are still under way on installing an IT network which will link all provincial bodies. Internet access (without safety protocols and definition of access rights) is provided by several independent providers. In 2002/2003, the Service organized training courses in computer skills, however solving the issue of improving employees' computer skills is reduced to separate activities within the individual provincial bodies.

Although capacity building of the provincial administration has so far not been approached in a planned and systematic manner, the current situation, proficiency, performance and accurateness of the provincial administration may still be generally assessed as satisfactory. The changes that took place after 2001 have been mostly positive. In the last five years,

the provincial administration has been significantly rejuvenated, the number and percentage of employees who have university qualifications and who speak a foreign language has increased, and the vast majority of the staff has basic computer skills. One thing that may definitely be considered as an advantage is the organizational structure of the provincial administration - it is simple, concentrated and easy to review, and the substantial powers of the APV Executive Council allow efficient coordination, control and guidance of the work in the provincial administrative bodies.

Although capacity building of the provincial administration has so far not been approached in a planned and systematic manner, the current situation, proficiency, performance and accurateness of the provincial administration may still be generally assessed as satisfactory, and changes that took place after 2001 have been mostly positive.

However, these indisputably positive elements still do not give reason for contentment and satisfaction about the current situation in the provincial administration. The heralded constitutional changes, and the expected enlargement of authority for AP Vojvodina, coupled with European integration processes, pose new challenges and tasks before the provincial administration. Without build up of administrative aptitude, modernization, depolitization and fostering transparency, it is difficult to imagine the provincial administration being able to fulfil all those tasks successfully and in the interest of the citizens. Out of current deficiencies,

suffice it to mention that the organization of the provincial administration, the status of employees, the management and accountability systems are all regulated by legislation dating back to the beginning of 1990s of the last century. Furthermore, there has still not been established an adequate system of a permanent skills improvement for provincial administrative workers, or a system of objective and continuous evaluation of their performance. Information technologies and their infinite possibilities are applied only in their rudimentary form in the work of the provincial administration, and also lacking are institutional guarantees for depolitization of the provincial administration.

The heralded constitutional changes, and the expected enlargement of authority for AP Vojvodina, coupled with European integration processes, pose new challenges and tasks before the provincial administration. Without build up of administrative aptitude, modernization, depolitization and fostering transparency, it is difficult to imagine the provincial administration being able to fulfill all those tasks successfully and in the interest of the citizens.

Particularly needed in the capacity building of the provincial administration is elimination of deficiencies related to drafting of legal norms and preparation of expert policies in specific areas (preparation of development programmes, together with corresponding measures and activities for their implementation).

Once enlargement of authority of AP Vojvodina takes place, the provincial administration will become more

engaged in preparing legislative acts, and therefore professional preparation of legal documents will also become increasingly important in policy implementation. That will require new skills, flexibility and interdisciplinary approach in the work of the provincial administration.

This strategic document is targeted primarily at the provincial administrative bodies, however the principles and activities envisaged by this document aiming at the reform and development of the provincial public sector, are also applicable in the work of other organizational forms, founded by AP Vojvodina through its bodies.

2. REFORM AND DEVELOPMENT OF THE PROVINCIAL ADMINISTRATION (MAIN OBJECTIVE, PRINCIPLES AND PILLARS OF THE REFORM)

Successful policy implementation presupposes clearly defined objectives, and means required for achieving those objectives. This rule represents the base of the state administration strategy.

2.1. Main Objective of the Reform

The main objective of the provincial administration reform is achieving significant improvement of the administrative capacity of the provincial administration, as well as build up of its capacity so that it is able to perform its tasks, duties and obligations in an efficient, professional, lawful and transparent manner, in the interest of all citizens, while exercising full gender, language and ethnic equality for all citizens, and in the

interest of fostering the economic and social development of AP Vojvodina.

The provincial administration reform presented in this Strategy entails designing and undertaking normative and policy measures, actions and activities, directed at creating and developing a professional, depoliticized, modernized, professionally trained, independent and impartial provincial administration, with established internal and external control mechanisms.

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Achieving this strategic objective of the reform will be based on professional planning of all the elements of the reform, with clearly identified persons or bodies who will be in charge of the reform, precisely defined time frames and responsibilities, the basic principles and the pillars of the provincial administration reform.

2.2. Basic Principles

In agreement with the currently undergoing state administration reform, the provincial administration reform shall be carried out on the basis of, and

in accordance with, the following basic principles:

- a) the principle of depolitization;
- b) the principle of professionalisation;
- c) the principle of modernization;
- d) the principle of rationalization;
- e) the principle of exercising full and effective gender, language and ethnic equality.

2.3. Pillars of the Provincial Administration Reform

The "pillars of the provincial administration reform" refer to clustered measures and activities aimed at achieving the objectives and principles of the Strategy.

Based on the belief that the success of the reform shall depend on the extent to which the reform, together with the new legal regulations, measures and activities, will succeed in improving the human resources potentials of the provincial administration, but without underestimating the importance of management and control systems and introducing contemporary information technologies, the aforementioned principles shall be realized through the following pillars:

- 1) Capacity building of the provincial administration (measures for capacity building of human resources)
 - Procedure for hiring new employees;
 - Depolitization of most of the managerial positions;
 - System for additional education and training of employees;
 - System of control and evaluation of employee performance;

- Measures for ensuring gender, language and ethnic equality in the provincial administration.
- 2) Anti-corruption measures and transparency of the provincial administration
 - The Code of Conduct for the provincial administration;
 - System of transparent and competition-based budget spending;
 - Transparency of work in the provincial administration.
 - 3) Modernization of the provincial administration
 - Structural changes in the provincial administration;
 - Introduction of quality management and standardization;
 - Integrated computer network;
 - Integrated data base;
 - E-government.

3. PRINCIPLES OF THE PROVINCIAL ADMINISTRATION REFORM

3.1. Principles of Depolitization and Professionalization

The principles of depolitization and profesionalization, as fundamental principles on which the reform of provincial administration is based, entail creating legislative preconditions and institutional solutions which would ensure that employment, career advancement and assignment of provincial public servants be immune to direct influences of political parties and depend solely on their expertise, conscientiousness, creativity and other

attributes that make a good public servant today.

These principles shall be realized through all the pillars of the reform, so as to secure a capable and professional provincial administration, free from political influences, corruption and conflicts of interest, that, by making use of contemporary technical, technological and organizational solutions, places knowledge, creativity, discipline and professional competence above political affiliation.

3.2. Principle of Modernization

The principle of modernization entails applying scientific innovations in the work of the administration, in particular the contemporary technical, technological and organizational innovations. More specifically, under modernization we refer to the gradual introduction of quality management (QM), as well as introduction of information and communication technologies in the work of the provincial administration.

In developed market economies, QM has long been present as a set of rules and measures that guarantee service and produce quality, and also facilitate a better and more efficient functioning of economic entities. Business and production standards (ISO and others) have an important role in QM. With the start of the new millennium, in EU countries QM is increasingly applied in the public sphere as well, especially in administration. This process is closely related to changing the general attitude towards administration. Administration is now increasingly viewed as a public service that offers its services to citizens, and not as an alienated apparatus of force imposing its will on citizens and being

independent from citizens. In that sense, and within the framework of the provincial administration reform, efforts need to be made toward constant improvement of service provision, as well as rationalization and standardization of work, aimed at constant improvement of performance quality. Improving the process of service provision brings about a better quality of the product, in this instance, the service provided by the provincial administration. QM has various frameworks and standards adapted to the functioning of the administration and these are widely applied in EU countries, with the aim of constant improvement of the performance quality of the administration. These frameworks and standards need to be applied in the modernization of the provincial administration, such as the Common Assessment Framework - CAF, or ISO 9001-2000.

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Realization of the principle of modernization by developing an IT system in the provincial administration is entwined with the realization of other principles of the provincial administration reform. Application of contemporary information technologies and telecommunications innovations in the work of the provincial administration will provide:

- efficient and economic work of the provincial administration (accelerated information and data transfer; bridging physical distances between communicating parties; reducing the amount of time required for completing the work and cutting the costs required for the functioning of administrative bodies);
- rationalization and professionalization of the provincial administration (simplified fulfilling of concrete tasks; gradual downsizing of the number of administrative employees; training for provincial administrative employees through an e-learning system);
- transparency of the provincial administration and public accessibility (internet access to information about the work of the provincial administration; insight into selected data bases and completing certain procedures through the internet; possibility for citizens to publicly express their opinions regarding the functioning of the provincial administration).

The potentials of information technologies can only be efficiently utilized if constant competence building and human resources training is ensured in the provincial administration. In the long-term perspective, realization of the principle of modernization will yield multiple

beneficial results in the provincial administration reform, but only in a well coordinated and carefully thought-out process. Considering the ever-advancing technical and technological achievements in this area, attention must be paid to the cost-effectiveness and coordination of the whole process, since it necessitates substantial financial resources, therefore there can be no room for investment failure. Because of the complexity of the whole process, it must be carried out in a planned, systematic, coordinated manner, and in phases, simultaneously and in coordination with the implementation of the same process that is being carried out in the state administration of the Republic of Serbia.

3.3. Principle of Rationalization

The principle of rationalization, implemented in the provincial administration based on legal grounds, entails:

- setting up an adequate organization of the provincial administration, and in accordance with that
- determining an optimal number of office workers required for fully economic and efficient functioning of the provincial administration.

3.3.1. Structure of the Provincial Administration

The provincial secretariats are the principal bodies in charge of exercising the competencies of AP Vojvodina, as established by the Constitution of the Republic of Serbia, the Statute of APV, and other laws. Regulations allow for the possibility of forming other types of organizations as parts of the provincial administration structure, e.g. administrative bodies within provincial

secretariats, separate organizations, etc. In establishing a new structure of the provincial administration, in order to achieve better rationalization, and depending on the type and significance of tasks performed, attention should also be paid to the fact that administrative affairs are carried out primarily by the provincial secretariats, and other separate types of organizations could be put in charge of other administrative work falling within the scope of the province.

Another goal in creating a new structural framework of the provincial administration is providing a more efficient and economic response to citizens needs. The public appraises the services provided by the public sector using the same criteria as for the services provided by the private sector, and because citizens expect to receive the same quality of service, they have little patience for "being sent from one office to another".

Formation of a new organizational unit within the provincial administrative bodies, a so-called Service Centre, would represent an efficient measure in adhering to the principles of rationalization, professionalization, and full and effective language and national equality.

The Service Centre of the provincial administrative bodies would facilitate:

- a more efficient and economic procedure of service provision for citizens;
- transparency of work (direct communication with citizens);
- better information and education of citizens (on citizens' rights and obligations, scope of competencies of the provincial bodies; informing clients about the phases of cases processed at individual requests, etc.);

- full and effective language and national equality in the provincial administration, etc.

Upon determination of the new structural framework, an analysis needs to be conducted of the existing resources and then compared against the future needs, in order to determine appropriate systematic and professional measures directed at additional or insufficient resources in the provincial administration (financial, material, human resources, IT, etc.)

Rationalization of employees in the provincial administration means having an optimal number of office workers in the provincial administrative bodies. Each of the provincial administrative bodies has a task to determine the optimal number of office workers required for carrying out activities in a high quality and timely manner. This needs to be done in a restrictive and objective manner, through a comprehensive analysis, taking into consideration the individual scopes of work of provincial bodies and the existing and lacking human resources.

3.3.2. Determining the optimal number of employees

Further rationalization of the provincial administration would necessitate a critical review of the organization and distribution of work in each of the administrative bodies. A first step in that direction would be conducting an analytical assessment of the present situation and establishing reorganization guidelines. It would then be possible to determine rationally the optimal number of required employees,

based on the determined volume and types of work performed in the provincial administrative bodies.

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The principle of rationalization in the provincial administration is envisaged to be realized through all three pillars of the provincial reform.

3.4. Principle of exercising full and effective gender, language and ethnic equality

The available data show that there is a higher percentage of women in the provincial administrative bodies, which points to the fact that there is no negative discrimination of women when it comes to employment in provincial administrative bodies. However, predomination of men is evident in managerial positions in the provincial administrative bodies. Observing the principle of full and effective gender equality should facilitate equal opportunities for both genders, both in the provincial administrative bodies and in the organizations founded by AP Vojvodina through its bodies. This should be done through enacting legal regulations and taking specific measures for the prevention and

elimination of direct and indirect discrimination based on gender, marital or family status, pregnancy or parenthood. Long-term interdisciplinary solutions need to be found, both in the area of administration and in other areas, which would allow women not to be forced to choose between having a successful career on the one hand and starting a family on the other.

The distinctiveness and uniqueness of AP Vojvodina is largely based on its linguistic, cultural and ethnic diversity. Preservation and cultivation of this ethnic, cultural and linguistic diversity and heritage, as well as ensuring full language and ethnic equality, represents a fundamental value of our province. The principle of language and ethnic equality needs to be upheld consistently in the process of the provincial administration reform, especially if view of the fact that implementation of this principle is most present in everyday activities of provincial administrative bodies, in their daily contact with citizens.

Instituting the languages and scripts of national minorities as official languages represents the highest level of exercising language rights, but it also entails strict legal obligations for the authorities. The related experiences in the European Union, as well as in AP Vojvodina in the past, provide evidence that facilitation of work in several languages requires exceptional efforts on the part of administrative bodies.

The principle of exercising full and effective language and ethnic equality in the provincial administration can be realized through all the pillars of the reform. This can be done through measures for ensuring multilingualism and ethnic equality aimed at elimination of identified deficiencies in the work and the structure of the provincial administration. Broad opportunities

need to be created for verbal communication between the provincial administrative bodies and citizens in official minority languages. It has been noted that certain provincial secretariats and the Service (the telephone switchboard, the registry office, security officers, etc.) do not possess required skills for verbal communication with citizens in minority languages. It is mostly an issue of lack of adequate personnel, i.e. mismanagement of human resources, since there are employees who speak minority languages, but the posts they are assigned to do not enable them to communicate verbally with a client should the need arise. In exercising full and effective language equality in verbal communication between provincial administrative bodies and clients, attention needs to be paid to the needs of citizens, as well as to linguistic training of personnel in proportion to the potential numbers of clients speaking a minority language.

This principle, aimed at upholding multilingualism, needs to be consistently applied also regarding public inscriptions on the premises of the provincial administration; deficiencies have been noted in this respect as well. It is especially important that language equality be facilitated in exercising citizen's right to free access to information. Competition announcements and application forms should be published and provided in all the official languages. The same should also apply to information of public interest published on the web sites of administrative bodies.

Written communication should be carried out unhindered in all the languages of national minorities which are in official use as defined by the Statute of AP Vojvodina, and that communication should be two-way,

both in conducting administrative procedures and outside them. In order for that to be achieved, the registry office of the administrative bodies needs to be equipped to operate in several official languages.

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Even though equal official use of languages represents a significant contribution to ethnic equality, upholding ethnic equality also necessitates other measures, such as proportional representation of all national communities in the provincial administration, taking into consideration other principles on which the provincial administration reform is based.

4. PILLARS OF THE PROVINCIAL ADMINISTRATION REFORM

In the implementation of the State Administration Reform, the following laws were adopted as new systemic laws regulating this area: the Law on State Administration ("Official Gazette of RS" No. 79/05) and the Law on Civil Servants ("Official Gazette of RS" No 79/05, 81/05, 83/05). Some of the provisions in the Law on State Administration are applicable respectively to the bodies of autonomous provinces as well.

However, the Law on Civil Servants does not apply to the employees in the bodies of the autonomous province. Instead, the provisions to them are those contained in the Law on Employment Relations in State Bodies ("Official Gazette of RS" No. 48/91, 66/91, 44/98, 46/98, 49/99, 34/01, 39/02, 49/05), which was enacted in 1991. Since that law contains numerous obsolete solutions, it is necessary to prepare two basic normative acts, in accordance with the principle of legality and with the aim to reform the provincial administration; these legal acts (Decision on Provincial Administrative Bodies and Decision on Provincial Administration) will represent a normative-legal framework for the reform and serve as grounds for adoption of adequate legal acts for the realization of the pillars of the provincial administration reform.

4.1. Capacity Building of Provincial Administration (measures for capacity building of human resources)

Improvement of the administrative aptitude of the provincial administration largely depends on human resources, i.e. the quality of office workers dealing with administrative affairs.

Based on the existing situation in the provincial administration, and with the aim to reform it, the first pillar of the reform shall be carried out through:

- the procedure for hiring new employees;
- depolitization of most of the managerial positions;
- the system of additional education and training of employees;
- the system of control and evaluation of employee performance;
- measures for ensuring gender, language and ethnic equality in the provincial administration.

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- *Measures for ensuring gender, language and ethnic equality in the provincial administration.*

4.1.1. Procedures for Hiring of New Employees

Development of the provincial administration necessitates that rules for hiring new employees contribute to continuous improvement of human resources in the provincial administration. A clearly defined and transparent procedure of hiring new employees could have a significant impact on the quality of selection of candidates. The process of hiring new employees will be based on impartial and objective selection of candidates based on their education, creative abilities and work experience.

In the hiring procedure, the candidates' academic achievements, creative abilities and competence they display in tests will be impartially evaluated and scored. Such a system will have decisive role in the final selection of the best candidate, thereby decreasing the influence of subjective impressions, political pressure and the weight of friendship and family ties and party connections in the hiring process. Such a transparent and unbiased system of hiring new employees will allow candidates who were unjustly rejected to seek protection of their interests through the legal system.

All vacant posts in the provincial administrative bodies ranging from executive positions to office worker positions, as established by the legal act on job classification, must be properly announced. Vacant posts in the provincial administrative bodies are filled on the basis of competition announcements, by mutual agreement on employee takeover, and by hiring of students on scholarship as interns, under the conditions and in the manner prescribed by the provincial regulations.

The hiring system also envisages hiring employees without announcing a

vacancy competition, or for a fixed duration of time due to increased volumes of work or as temporary replacement of a permanent staff member. This procedure must be carried out in such a way as to minimise the risk of selecting an unsuitable candidate.

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The hiring procedure should be conducted in the following manner:

- Vacancy competitions are announced by provincial administrative bodies, in order to fill vacant positions established by the legal act on job classification.
- In order to ensure political and all other impartiality, the vacancy competition procedure is carried out by a Committee formed and chaired by the head of the provincial body; one of the members of the Committee must be a representative from the organization which will be formed especially to deal with human resources issues.
- The Committee assess candidates according to the established selection criteria, paying special attention to gender equality and proportional representation of persons belonging to national communities in the provincial administrative bodies.

The hiring procedure for new employees will be regulated by a separate legal act within the provincial administration reform.

In aiming for higher quality and competence of employees, besides the general criteria established by the law and the job classification acts (such as level of education, passed proficiency examination etc.), special criteria also need to be defined by legal acts, which would be applied in the hiring procedure of new employees. These special criteria would include e.g. special qualifications tests, whereby other abilities of the candidates could be objectively assessed; furthermore, separate internal records should be kept on candidates who applied for several consecutive years (e.g. two years) for positions in the provincial administrative bodies, but were not selected for advertised positions.

In order to ensure high objectivity in the process of selection and hiring of new employees, a special scoring system for candidates applying for a vacancy needs to be established by a legal act, establishing the maximum and minimum scoring points as well as the assessment criteria (how long did the candidate take to complete their studies, what was the average grade during their studies, the creativity and skill they displayed in the test and in the written paper, their previous work experience, the general impression they left on the Committee, etc.). In case that none of the candidates scores the minimum required number of points, the vacancy announcement may be cancelled, and the announced vacancy may be filled by hiring an administrative worker on a fixed term contract.

As soon as it is formed, the new organization which will deal with human resources issues shall start keeping internal records of candidates who

applied to vacancy announcements in the provincial administrative bodies, and were not selected for the announced vacancies. These records would include data such as the candidates' vocational profiles, documents submitted in applications, results achieved in qualifications examinations, positions they applied for, etc.

When hiring new staff on fixed term contracts due to the increased volume of work or as replacement for a temporarily absent employee, in cases for which the law does not prescribe a mandatory procedure of announcing a vacancy, in order to ensure political and all other impartiality, the provincial administrative bodies would refer to this organization and obtain data from their records, i.e. the persons on those records would have priority over other potential candidates.

Vacancies may also be filled in accordance with the law through agreements on takeover of employees. The new Decision on the Provincial Administration stipulates that such a procedure of filling vacant posts shall be done with the consent of the head of the administrative body and the consent of the interested individual who is already employed in one of the administrative bodies, in an administrative district on the territory of AP Vojvodina, or in a public company or institution founded by AP Vojvodina.

It is expected that rules for hiring new employees established in this manner should reduce improvisation, corruption and arbitrariness, and ensure that supplementary qualities and creative abilities of potential candidates shall be considered as one of the criteria for employing them.

The new rules should minimize the number of people hired without prior announcement of a vacancy and

ensure transparency of these procedures.

Such a system of filling new positions would be compatible with the existing system of providing student scholarships, which the provincial administration has practiced since 2003¹³. This system of giving scholarships to best students ensures good quality of the staff in the provincial administration, as well as a proportionate numbers of persons belonging to all national communities in the provincial administration.

4.1.2. Depolitization of most of the managerial positions

Depolitization of most of the managerial positions can be ensured with a clear division of labour and powers between elected politicians on one the hand, and administrative officers occupying managerial positions in the provincial bodies on the other hand.

Comparative experience has shown that administrative bodies in which, except for the functionary (senior executive) and his/her political assistant, all other managerial positions are assigned to experts (managers) in relevant fields, upon competition-based job announcements, achieve higher efficiency and quality in their work, as well as significantly better and easier coordination of various activities. Restriction of the impact of political party agendas on the provincial administration operational management can be achieved by using the same hiring procedure as for administrative employees, i.e. filling vacant managerial positions through vacancy

¹³ Decision on providing scholarships for students from the territory of the Autonomous Province of Vojvodina in undergraduate studies of faculties in the Republic of Serbia, Official Gazette of APV, 10/2003

announcements, and through the scoring system.

4.1.3. System of Additional Education and Permanent Training of Employees

Besides a wise selection of employees, the quality of human resources in the provincial administration depends largely on additional education and permanent training of employees, thereby facilitating knowledge and skill acquisition and improving the professional competence of the provincial administration.

Education and training of staff in the provincial administration is a precondition for its modernization, flexibility, developing a more responsible attitude towards the citizens and higher efficiency in performing its duties, especially in circumstances involving rapid and fundamental changes imminent in the European integration processes.

Besides a wise selection of employees, the quality of human resources in the provincial administration depends largely on additional education and permanent training of employees, thereby facilitating knowledge and skill acquisition and improving the professional competence of the provincial administration.

The existing system of additional education and training needs to be replaced by a new one, which would be based on the right of employees to continuous training and improvement of professional skills, but also on their

obligation to attend accredited courses relevant to the nature and type of work they perform. Training and education should be performed continually, and additional education and training courses and programmes must be professionally relevant, scientifically based, involve active participation on the part of employees in the education process (active preparation for participation in the education process, discussion, practical work, evaluation of the entire process).

An organization will specifically be formed to deal with human resources, and will be in charge of coordination and organization of activities pertaining to additional education and permanent training of employees. This organization would not function as an administrative academy with its own training staff, but would primarily prepare annual training plans in coordination with provincial administrative bodies (both for general training courses intended for all employees in the provincial administrative bodies, and special programmes intended for employees in specific administrative bodies) and determine the pace of their implementation, with the approval of APV Executive Council.

There will be different types of professional training, depending on the objective, target groups, teaching contents, training methods, and the types and manners of evaluating the acquired knowledge and skills. Depending on the desired objective, courses and training of employees may be related to acquisition of new knowledge, enhancement of existing knowledge, expert and scientific

additional training. Depending on target groups, the system would be divided into training courses intended for: employees occupying managerial posts in the provincial administration, employees in the provincial administrative bodies, and employees in technical services. Some of the courses would also be offered to employees working in organizations founded by AP Vojvodina through its bodies. The contents of training courses organized within this educational cycle could encompass general educational contents as well as separate - specialized programmes. In addition to that, training courses must most certainly include acquisition of skills required for performance of regular duties at work.

Permanent education and training of employees will be one of the requirements for career advancement in the provincial administration, therefore methods and ways of evaluating knowledge and skill acquisition need to be established (examinations, tests, practical work, other forms of knowledge verification, certificates issued on completed training courses and upon verification of the acquired knowledge, etc.).

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determine the pace of their implementation, with the approval of APV Executive Council. Based on the annual training plan, the organization would announce calls for proposals for most of the training courses through the system of public procurement tenders. Expert institutions would be selected (University, faculties, expert institutions, NGOs) according to the pre-set criteria and based on the offer of quality, and carry out agreed courses in practice. In order to rationally and efficiently utilize existing human resources in the provincial administration, some of the training courses covering specific fields of work of the provincial administration would be conducted by working groups composed of experts employed in the provincial administration.

The legal grounds for establishing the aforementioned organization will be provided in accordance with legal frameworks, by a Decision on Provincial Administrative Bodies, and the Decision on Provincial Administration will determine the obligations of all employees regarding their participation in accredited courses. The scope and structure of the organization will be defined by the Act on Establishing of the Organization, along with the accreditation procedure for courses and educational programmes.

In training and capacity building of the provincial employees, special emphasis should be placed on:

- the area of legal norms (drafting of regulations related to the competencies of APV), as well as
- preparing and drafting various programmes, development plans and strategies (strategic management).

Training in Drafting Legal Norms and Strategic Management

The administrative capacity of an administration is largely reflected in its ability to prepare sound normative-legal acts which conform to the legal system and are applicable in practice. When it comes to preparation of legal norms, this type of activity has been severely neglected in the executive power of AP Vojvodina, for several reasons. In Serbia, there are few experts in the area of legal norms, both theory and practice, and it may be rightly said that this area is underdeveloped. There is constant shortage of lawyers who are skilled in legal nomotechnics, and are at the same familiar with the legal system in general and also have a basic knowledge of the rules of establishing legal norms. Development of normative techniques in the work of provincial administrative bodies was significantly reduced in the period between 1990 and 2002, when very few normative acts were prepared due to scant competencies of AP Vojvodina. The process of preparing normative acts very rarely includes projections, impact analysis and cost-benefit analysis.

The provincial administration reform envisages adoption of a regulation by the APV Assembly, which would define in some detail the processes and techniques of preparing legal acts; complemented with adequate training of employees, this should bring about a significant improvement in this area.

Equally deplorable situation is found in the area of setting up and implementing of professional policies (strategic management) through development programmes and strategies. If constitutional changes will allow for some of the areas of social life to be defined autonomously,

implementation of policies by AP Vojvodina and capacity building of the provincial administration in those terms will become particularly significant. Successful strategic management requires an interdisciplinary, systemic approach on the part of the administration, as well as consideration of wider economic and social trends. Good strategic programmes presume compatibility with EU standards and policies and extensive use of comparative experience, as well as involvement of experts and scientific institutions. Good strategic programmes necessitate records and statistical data of high quality, and their professional application. In implementing strategic programmes, it is of paramount importance to ensure a system of continuous evaluation of the implementation process, through internal communication between provincial bodies as well as external communication between the provincial bodies and the general public.

Realization of all of the above mentioned requires well trained, creative and professional staff, as well as adequate organizational structure of the provincial administration.

4.1.4. System of control and evaluation of employees' work performance

In addition to establishing adequate hiring and training procedures and a Code of Conduct for provincial civil servants, further reform of the provincial administration will necessitate an objective monitoring, evaluation and incentive system for the employees' performance at work. The system must be based on objective monitoring and evaluation of the work performance of employees, and

establishing of incentive and career advancement mechanisms based on displayed abilities and achieved results, and mechanisms for supervision of performance and work accountability. An efficient provincial administration presupposes expedient and competent performance of duties, which is directly related to the readiness of employees to contribute in the work of the provincial administration. Motivation, rewarding of good work and career promotions are some of the measures that should be institutionalized in a legal framework.

The legal framework shall be defined by a Decision on Provincial Administrative Bodies and the Decision on Provincial Administration. The provisions of these normative acts shall link the system of performance control and evaluation with the system of additional education and permanent training of employees, career promotion or demotion, bonus incentives, disciplinary actions, termination of employment, etc. Advancement in service, as well as sanctioning of employees who fail to perform up to expected standards, should be facilitated on the basis on work quality. Advancement in service through obtaining higher functions, higher salaries and other financial incentives (monthly and annual bonuses), should be in relation with objective monitoring of employees' performance and evaluating them at least once a year. Due to the complexity of this process, in defining the criteria for measuring quality and efficiency of employees' performance consideration should be given to the duties and tasks they perform, and accordingly, different criteria should be established for different categories of employees.

In addition to establishing adequate hiring and training procedures and a Code of Conduct for provincial civil servants, further reform of the provincial administration will necessitate an objective monitoring, evaluation and incentive system for the employees' performance at work. The system must be based on objective monitoring and evaluation of the work performance of employees, and establishing of incentive and career advancement mechanisms based on displayed abilities and achieved results, and mechanisms for supervision of performance and work accountability. An efficient provincial administration presupposes expedient and competent performance of duties, which is directly related to the readiness of employees to contribute in the work of the provincial administration. Motivation, rewarding of good work and career promotions are some of the measures that should be institutionalized in a legal framework.

In performance evaluation, apart from some objective quantitative and qualitative parameters, also evaluated should be punctuality and attendance at work, the number of certificates obtained in accredited seminars and courses, respect of the code of conduct, disciplinary actions taken against the employee, citizens complaints about the employee's performance, overtime work, bonuses awarded for exceptionally good work, etc. The performance evaluation would include a detailed explanation, and the employee would have the right to lodge an objection against the evaluation, if he/she deemed that the assertions made in the evaluation did not

correspond to reality, or that he/she had been evaluated in contravention with the criteria established in the general legal act, without due explanation.

The above listed evaluation parameters and the evaluation procedure for employees in the provincial administration need to be established by a separate decision. It is also necessary to improve the existing system of financial incentives, by increasing salaries and amending provincial regulations pertaining to the method of determining salaries and benefits.

Keeping detailed and accurate personnel records is an important element of a proper human resources policy. Personnel records should contain all relevant data on each employee, starting from their punctuality and attendance at work, training courses they attended, disciplinary actions taken against them, etc. Modernization of this database has been planned in the third pillar of the provincial administration reform.

4.1.5. Measures for Ensuring Gender, Language and Ethnic Equality in the Provincial Administration

The provincial regulations, prepared in conformity with the generally accepted international law rules, the ratified international agreements, the Constitution and the laws of the Republic of Serbia, have defined the normative-legal and institutional mechanisms for achieving gender equality on the territory of AP Vojvodina.

Even though the current situation regarding gender equality is satisfactory to a large extent, consistent implementation of gender equality and

equal opportunities policy in the forthcoming period shall require taking special measures towards ensuring greater participation of women in executive authorities, promoting the concept of gender equality and introducing it into all areas of activity within the provincial administrative bodies as well as all spheres of public and political life in AP Vojvodina.

A consistent application of language rights in the provincial administration, as guaranteed by the Constitution and by the law, necessitates significant efforts of human resources management, i.e. human resources policy, in addition to normative, organizational and financial measures. Namely, it is necessary to secure an adequate number of employees who would be able to communicate with clients in the official languages of national minorities, besides the Serbian language. Depending on the requirements and duties they perform, this kind of communication will require possessing different levels of language competence. This could be provided for through a new employment policy, as well as language courses for the existing office personnel. Another significant step in ensuring such language skills among the employees would be introducing additional financial bonuses for employees who use an official minority language in the course of their work.

Facilitation of the official use of languages and scripts needs to be done simultaneously and systematically, by taking appropriate measures and adopting specific acts, e.g. prescribing knowledge of language(s) as a special employment requirement for particular work posts in the Job Classification; organizing special language courses within the permanent training system of employees; establishing a Service Centre which will communicate with clients in all the official languages of the provincial administrative bodies; providing software support for multilingualism; observing the Code of Conduct (establishing rules of behaviour for dealing with clients who speak one of the official minority languages used in the work of the provincial administration), etc.

Besides organizational and other measures, special attention should be paid to "demand", or the needs of citizens. Namely, while the Hungarian language is the mother tongue of three thousand potential clients of the provincial administration, the Ruthenian language is the mother tongue of a twenty times smaller number of potential clients. Exercising of full and effective language equality in the provincial administration has to be started by measures which will facilitate consistent use of official languages of national minorities, in such a way so as to ensure language competence of personnel proportional to the potential number of clients belonging to a particular national minority.

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adopting specific acts, e.g. prescribing knowledge of language(s) as a special employment requirement for particular work posts in the Job Classification; organizing special language courses within the permanent training system of employees; establishing a Service Centre which will communicate with clients in all the official languages of the provincial administrative bodies; providing software support for multilingualism; observing the Code of Conduct (establishing rules of behaviour for dealing with clients who speak one of the official minority languages used in the work of the provincial administration), etc.

4.2. Anti-corruption measures and transparency of the provincial administration

Mechanisms of internal and external control which ensure prevention and suppression of corruption and allow transparency in the work of provincial administration constitute an especially important part of provincial administration reform process.

General system of work monitoring consists of several mechanisms stipulated by laws¹⁴. In addition to that, the institution of Provincial Ombudsman has been established as a special form of external control.

Implementation of provincial administration reform principles will be carried out through the second pillar and include the following:

- Code of Conduct for the provincial administration;
- Transparent and competition-based budget spending;
- Transparency in the work of provincial administration.

4.2.1. Code of Conduct of the provincial administration

As a part of provincial administration reform it is necessary to adopt a code (set of rules) of conduct for the provincial administration modelled after similar documents of EU countries which have good and developed administration (Great Britain, Germany, Scandinavian countries, etc.). By accepting ethical rules we would create stronger and higher quality provincial administration closer to European standards.

This Code should define guidelines, methods of application and procedural rules with binding force for all employees in the provincial administration. This Code will promote the establishing and maintaining of such provincial administration which would enjoy general support of society and demonstrate qualities and internal values which on one hand, define and outline the ideal provincial civil servant, and on the other, help create a civil servant of good repute.

¹⁴ Law on General Administrative Procedure; Law on Administrative Disputes; Penal Code; Law on Prevention of Conflict of Interest in Discharging Public Functions; Law on Access to Information of Public Importance, etc.

The Code should define guidelines, methods of application and procedural rules with binding force for all employees in the provincial administration. The Code will promote the establishing and maintaining of such provincial administration which would enjoy general public support and demonstrate qualities and internal values which on one hand, define and outline the ideal provincial civil servant, and on the other, help create a civil servant of good repute.

These codified ethical rules would apply to employees and officials in the provincial administration. It is especially important that the code include rules about the method of operation, conduct of civil servants and officials, their mutual relations, attitude towards citizens and public, etc. These rules should stipulate prohibition of corrupt behaviour, e.g. matter of accepting gifts, prohibition of certain forms of political and party-related activities (e.g. political party leadership position), conflict of interests, etc.

Provisions of the code which determine rights and duties of civil servants and officials in exercising the activities of provincial administration can be classified as follows:

- *General:*

- Taking actions for the protection public interest;
- Executing activities in a professional, objective, transparent, politically neutral and impartial way;
- Respecting the equality of citizens;
- Preventing observed irregularities in the work of the bodies and identifying such irregularities;

- Preserving the reputation of administrative bodies;
- Using property in a responsible manner;
- Courteous and decent behaviour and clothing;
- Observing work discipline, diligence and responsibility in the discharge of activities, etc.

- *Special:*

- Prohibition of the abuse of power and office;
- Prohibition of accumulation of public functions and discharging any other type of activity except scientific, sport, artistic or other similar activities;
- Prohibition of consuming alcohol and other substances detrimental to the reputation of provincial administration;
- Developing good relations with lower ranking employees, timely and helpful provision of information and work instructions;
- Informing without delay immediate superiors about cases in which clients demand or expect from the civil servant to behave inappropriately, illegally, or contrary to the Code;
- Informing immediate superiors about reasonable suspicion of corrupt behaviour of another employee;
- Developing relations of trust, mutual appreciation and respect among the civil servants;
- Ensuring mutual cooperation of civil servants executing activities of the relevant body;
- Advising the client on his or her rights as well as the place and manner of exercising those rights;
- Keeping the data about clients which civil servants obtained while executing activities of the relevant body;

- polite, professional, prompt, interested and patient behaviour with the clients, respecting their person and dignity, etc.

The Code shall stipulate in detail other rules of conduct which should raise the quality of the work of provincial administration. The process of acquainting the civil servants and other employees with the contents of the Code of Conduct shall be determined separately. In order to ensure application of these ethical rules, it is necessary to monitor their implementation and determine penalties for failing to observe them. In this way, code of conduct would transcend the level of moral or ethical duty of officials and civil servants. Immediate superiors to employees can conduct the monitoring. They should also be authorized to initiate disciplinary procedure and evaluate employees' performance (two areas through which violation of the Code of Conduct can be sanctioned).

As a part of positive legislation and modelled after the Law on Civil Servants, the Decision on Provincial Administration shall stipulate the competence of administrative bodies to adopt the Code, as well as the procedure of sanctioning conduct contrary to provisions of the Code.

4.2.2. System of transparent and competition-based budget spending

In addition to the relevant rules of conduct, corruption in provincial administration should be suppressed through transparency of its work, especially as regards the spending of budget resources.

Law on Free Access to Information of Public Importance renders the work

of provincial administration transparent and in this manner, through free access to information about the work of provincial administration, it prevents corruption. Aside from duties stipulated by the said law, the Law on Public Procurement ('Official Gazette of RS' no. 39/02, 43/03, 55/04, 101/05) and the Law on Budget System ('Official Gazette of RS', no. 9/02, 87/02, 61/05, 66/05, 101/05), we need to increase transparency of budget funds allocation, especially those earmarked for non-budgetary beneficiaries.

After 2002 the majority of budget resources earmarked for development of economy and financing of other public activities (share in financing of cultural activities; national minorities' organizations; churches and religious communities, etc.) have been allocated on the basis of previously announced criteria in a public tender. This competition-based and transparent financing should be partly harmonized, unified, and extended to fields which are currently not covered (subsidies to health-care and social institutions; subsidies for development of agriculture and undeveloped areas; subsidies for development of tourism, etc.). Decisions on the allocation of these funds should also be published. It is likewise necessary to reduce allocation of resources through earmarking of funds in current budgetary reserve for purposes planned or purposes which could have been planned within different items of the budget of APV.

This competition-based and transparent financing should be partly harmonized, unified, and extended to fields which are currently not covered (subsidies to health-care and social institutions; subsidies for development of agriculture and undeveloped areas; subsidies for development of tourism, etc.). Decisions on the allocation of these funds should also be published. It is likewise necessary to reduce allocation of resources through earmarking of funds in current budgetary reserve for purposes planned or purposes which could have been planned in different items of the budget of APV.

In this manner we do not restrict the possibility of implementing unique policy in different fields by the Executive Council of APV (criteria set by provincial executive authorities in conformity with strategic programmes). On the contrary, we do prevent hidden or uncontrolled budget spending.

Through general acts the Executive Council of APV should harmonize and regulate competition procedure as well as criteria for awarding incentives from budgetary resources, in accordance with the competences of AP Vojvodina.

4.2.3. Transparency in the work of provincial administration

It is essential that provincial administrative bodies maintain dialogue with the local actors through a high-quality information system and participation in dialogues outside the provincial bodies. In this manner we ensure the participation of public, which can put forward suggestions, objections or proposals regarding the work of

provincial administration, while carrying out activities aimed at meeting the needs of citizens and falling within competences of provincial administration.

Including expert public and non-governmental organizations in the activities of provincial administration is of great importance, particularly as regards activities carried out in the drafting of binding legislation and expert policies (strategies and programmes). Through interactive cooperation of these actors we achieve at least two goals. First, the cooperation with these entities contributes to the quality of work of provincial administration, because we can identify mistakes and deficiencies through joint work which might otherwise be neglected. Second, by involving these entities in the work of provincial administration we also achieve timely distribution of information to expert public interested in the goals of individual acts or measures, all of which contributes to the strengthening of mutual relations and building of necessary trust.

Provisions of the Law on State Administration dealing with transparency in the work of state administrative bodies also apply to the transparency of work of provincial administrative bodies. Transparency of work of provincial administration is also achieved through consistent implementation of the Law on Free Access to Information of Public Importance. Provincial administrative bodies shall authorize civil servants to handle requests for free access to information of public importance. Transparency of work of these bodies will also be provided by publishing guides and their web-presentations. In addition to these mandatory activities in providing transparency of the work of

provincial administration, we also need to ensure that information about all activities of provincial administration bodies relevant for social life be provided to the public without delay. Cooperation with the media, organization of presentations and press conferences represent an important link through which provincial administrative bodies supply information, promote public debates and present their activities to the public.

Including expert public and non-governmental organizations in the activities of the provincial administration is of great importance, particularly as regards activities carried out in the drafting of binding legislation and expert policies (strategies and programmes).

In providing transparency of the work of provincial administration and observing the principle of modernization, it is especially important to use the advantages of the Internet which offers completely new ways of exchanging information and knowledge (e.g. publishing information about work, request forms and similar material on web-sites of provincial administration bodies).

One way of bringing the work of provincial administrative bodies closer to the citizens and making it more transparent, is to set up a Service Centre in the building of the Executive Council of APV which would promote the contact of provincial administration with the public and underline the service-providing aspect of the administration. Setting up of a Service Centre is aimed at bring the services supplied by the provincial administration closer to the citizens through the application of

modern ICT (registry office activities, filing requests, submitting competition documentation, requests for access to information of public interests, requests for copies of records and other certificates, etc.). Service Centre will employ civil servants delegated by provincial administrative bodies to work with clients, i.e. to provide relevant information and instructions as regards the work of provincial administrative bodies and services of the centre.

Such organization of the Service Centre should provide citizens the opportunity to exercise in one place their rights and interests through simplified and modern procedure for issuing of documents or submitting of requests in a courteous and tolerant atmosphere.

In addition to this, it is necessary to ensure full implementation of the principle of linguistic and national equality in the provincial administration and improve the organization of provincial administrative bodies as well as rationalize the number of employees through the application of modern technologies and upgrading of work process.

Transparency of work of provincial administration and the manner of achieving this transparency shall be regulated by relevant regulations.

4.3. Modernization of Provincial Administration

4.3.1. Structural changes in provincial administration and introduction of quality management and standardization

The structure of provincial administration is relatively simple and clear with distinct levers of management and accountability within

the administration itself and in relation to the Executive Council of APV. These advantages ensure the survival of the existing structure even after new competences have been assumed. In this process we need to consider the possibility, modelled on the state administration, to establish administrative bodies within provincial secretariats or other provincial administrative organizations.

Normative-legal framework for the implementation of provincial administration reform as well as the implementation of structural changes will comprise at least two legal documents. One will lay down the number of provincial administrative bodies and their competences (Decision on Provincial Administrative Bodies), and the other normative act will regulate the rights and duties, advancement in service and responsibility of civil servants, internal organization, manner of management (under legal provisions) and type of activities executed by provincial administrative bodies (Decision on Provincial Administration).

Structural changes are necessary in the internal organization of provincial administrative bodies. New internal organization should correspond to the competences of the relevant bodies. It should also meet the challenges of modern life (challenges in setting norms and strategic management in the relevant area). The desired structure of provincial administration will envisage organizational units in charge of new duties, their adequate linking, job descriptions which correspond to new duties, officials and civil servants responsible for the modernization of administration and evaluation of implemented measures.

Higher level of skills in executing provincial administrative duties,

especially administrative work, could be provided by establishing a new function, i.e. assistant to head officer in charge of administrative duties. This assistant would be specially charged with duty to prepare documents dealing with internal organization and job classification, organization of work and application of QM and ICT in work, evaluation of employees, and other measures and activities related to the functioning of provincial administrative bodies. Preferably, a civil servant with degree in law and years long experience in administrative work should be appointed to this function.

Structural changes are closely connected with quality management measures. QM has to be introduced in the provincial administration in the form of modernization measure, in keeping with the valid standards of the European Union in this field. Quality Management, which is closely connected with other measures envisaged in this strategy, allows the development of provincial administration and better quality of its work without additional tax burden for the citizens.

Structural changes are necessary in the internal organization of provincial administrative bodies. New internal organization should correspond to the competences of the relevant bodies. It should also meet the challenges of modern life (challenges in setting norms and strategic management in the relevant area). The desired structure of provincial administration will envisage organizational units in charge of new duties, their adequate linking, job descriptions which correspond to new duties, officials and civil servants responsible for the modernization of administration and evaluation of implemented measures.

Common Assessment Framework (CAF) should be introduced in the work of the provincial administrative bodies immediately. CAF represents a joint European framework for quality management, i.e. independent evaluation of the functioning of administration for the purpose of continually improving the quality of administrative work. CAF is compatible with detailed and more elaborated systems of quality management standardization, such as Spayer, EFQM or ISO 9000 – 2000, the application of which should be stimulated selectively and gradually. A broad application of CAF in the provincial administrative bodies as well as some public services, should contribute significantly to the modernization and high-quality performance of provincial bodies and services.

In order to introduce QM in the work of provincial administration, it is necessary to develop Provincial Administration Quality Management

Strategy (hereinafter: QM Strategy), which should define normative-legal framework for the implementation of this process, measures which need to be taken, evaluation of results, process of implementation monitoring, etc. To this end, it is necessary to form a work group which would develop the QM Strategy.

4.3.2. Application of ICT in provincial administration

ICT play a crucial role in the development of society, because they offer completely new forms of communication and methods of work in almost all fields. It is commonly believed that we live in an era of social development whose principal value is accurate information, knowledge and intensive use of ICT (knowledge-based society, information society). Systems of administration on all levels (international, national, regional, local) rely on ICT to a great extent. New information technologies bring about significant changes in the organization of work, whereas correct application of ICT allows improvement of relations between provincial administration, as service providers, and citizens as service users (clients).

Shifting to new modes of work in administrative bodies is an inevitable process, but also very complex, expensive and often time-consuming. This process is inevitable because the world today is in the era of information. Without computer-supported system it will be impossible to involve individuals and institutions in work process. Complexity of this process results from the required preconditions to shift to e-administration, the most important ones being: organization structure, adequate normative-legal acts,

technical-technological capacities, information and human resources.

The main precondition for the application of ICT in the work of provincial administration implies the development of Provincial Administration Information System Strategy (hereinafter: ICT Strategy), a document which will define the framework for the implementation of this process, measures, procedure for results evaluation, implementation monitoring, etc. Adoption of this strategic document by specially formed work group for ICT Strategy represents a starting point for further implementation of this pillar of provincial administration reform.

Organizational structure for the implementation of ICT Strategy in provincial administration should include:

- 1) appointed person responsible for ICT Strategy;
- 2) formed body responsible for ICT Strategy coordination. Realization of this precondition is of exceptional importance for the setting up of mechanisms for results evaluation, financial supervision and monitoring of ICT Strategy implementation in order to define corrective measures in this process.

Normative-legal acts relevant for the introduction of e-government comprise laws¹⁵ which deal with the following: accessibility of information, protection of personal data, personal documents, public information systems, electronic documents, electronic signature, etc. For successful implementation of ICT Strategy it is

¹⁵ The following relevant legal acts have been adopted in Serbia: *Law on Public Information* (2003), *Law on Electronic Signature* (2004) and some complementary by-laws (2005).

necessary to support development of information systems in provincial administration through provincial regulations, together with provision of technical preconditions.

ICT Strategy should define means of providing **technical-technological resources** (communication, computer and software), which implies defining and applying standards for each category of resources and securing financing for this purpose.

Information resources comprise data required to ensure functioning of provincial administration. It is necessary to define precisely the conditions for accessibility to data which correspond to their type (data of public importance – available to broad public; personal data – available in accordance with regulations).

For successful implementation of ICT Strategy in provincial administrative bodies it is essential that people have the skill to use these technologies. Here we can distinguish between two basic categories of **human resources**: provincial administration civil servants and citizens. These skills can be developed among provincial administration civil servants if the competent provincial body adopts a plan for the training on information technologies. This plan would introduce standardized training in computer skills and programme for their evaluation modelled on the European Computer Driving License ¹⁶ in the system of additional education and permanent training for civil servants.

¹⁶ European Computer Driving Licence (ECDL) is internationally recognized certificate for computer literacy which represents international standard for evaluation and attestation of computer skills.

Provincial administration computer network

Computer network represents a basic technical-technological requirement for the application of ICT in the administrative bodies. This network should provide:

- Network support for distributed information system intended for all organizational units of provincial bodies located in the buildings of the Executive Council of APV and Assembly of APV – INTRANET (internal network);
- Safe communication of users located in the buildings of the Executive Council of APV and Assembly of APV with external private user networks, public communication networks, and especially the Internet – EXTRANET (external network).

INTRANET (provincial administration internal network)

Combination of Internet technology and databases, especially e-mail and web technologies, is changing the way of communication and data processing. Data are updated, more easily saved and found, browsing is simpler and faster. All this increases efficiency and economy of work. By way of Intranet databases can be updated at any time which guarantees access to the latest versions of data for the users. Filing of employees' attendance records and overtime work records as well as the updating of civil servants personal data will be carried out on the intranet as a matter of routine. This way of linking provincial administrative bodies contributes to better and more efficient cooperation between the bodies (e.g. If several civil servants from different

provincial administrative bodies work on a same project, this project can be published on the web-site and each of them would have the opportunity to review and update their own segment).

EXTRANET (user-oriented network)

Extranet represents a link between internal systems and the outside world and serves to establish all forms of communication with clients (most often different types of announcements, competition documentation, etc.).

Unified and controlled internet access, as well as dial-up access for authorized users, and other requirements have to be provided to secure safety of data and safe access to extranet services.

It is also necessary to determine standards for drawing up and publishing different contents on the web-site of provincial administrative bodies and to create a unified internet presentation of provincial administration.

Provincial administration database

ICT Strategy, as a development strategy of provincial information system, will determine in detail the form, type and contents of provincial administration database.

This database will be available for use to all provincial administrative bodies through unified network infrastructure, but with different access authorization corresponding to the type of data. In addition to developing new and modern software, it is necessary to upgrade and connect the existing personal records databases of the Department, attendance records and bookkeeping records.

To provide satisfactory computer support in the work of provincial administrative bodies it is necessary to develop system in such a way as to include:

1) Document management system – system for the management of a large number of electronic documents, allowing the compiling of documents base with defined criteria for search, which also ensures efficiency, economy and faster flow of data and information.

2) Document workflow – enabling the users to define and automatize documents flow procedure, allowing identification and tracking of documents as well as protection through restricted access (electronic signature), and providing automatic updates on the status and progress of administrative process.

3) Data storage system, Backup system – system for storing, i.e. filing of documents. By scanning and electronic filing of printed documents we could create an electronic archive of provincial administrative bodies.

E-government

Introduction of e-government in the provincial bodies should be carried out on the model of experiences of countries which launched this process several years ago and based on simultaneous cooperation on all levels of government in the Republic of Serbia.

Introduction of modern ICT systems is aimed at raising the quality of services, increasing efficiency, transparency, accountability and economy in the work of provincial

administration. Creating the possibility for electronic access to public services would contribute to increased participation of citizens in the decision-making process and spreading of democracy in the society as well as improving the relations between provincial administration and the citizens.

Introduction of e-government should result in a satisfied 'service user' for whom service based on knowledge and competence is provided at one place and at any time, wherever he or she may be in a quick, simple, satisfactory, transparent, reliable and professional manner by the provincial administrative bodies.

Introduction of modern ICT systems is aimed at raising the quality of services, increasing efficiency, transparency, accountability and economy in the work of provincial administration. Creating the possibility for electronic access to public services would contribute to increased participation of citizens in the decision-making process and spreading of democracy in the society as well as improving the relations between provincial administration and the citizens.

The concept of e-government includes three phases:

- Collecting documents and information from the Internet without computer interaction with the administration;
- Exchange of electronic documents, forms and requests via the Internet;
- Possibility to monitor transactions as well as to include a third party in the communication, for the purpose of electronic payment of administrative fees and other financial obligations.

In this process the principle of unified information system, accessibility of service to the users, safety and protection of data, application of modern technologies and continual development, should be observed with the assistance of local scientific-research institutions.

5. PROVINCIAL ADMINISTRATION REFORM MANAGEMENT

The process of provincial administration reform management has to be continual, well organized and coordinated since this process cannot be implemented through single-instance measures.

The Executive Council of APV shall form a Provincial Administration Reform Council (hereinafter: Council). This body will be in charge of reform strategic management. It would be best if the head of this Council were the President of the Executive of APV and its members included: Provincial Secretary for Regulations, Administration and National Minorities; Provincial Secretary of Finance; Secretary of the Executive Council of APV; and the Director of the Service.

On the operative level, the implementation of reform as regards normative-legal aspect would be managed by the Provincial Secretariat for Regulations, Administration and National Minorities in cooperation with competent provincial administrative bodies.

In order to coordinate reform activities it would be useful if all provincial administrative bodies appointed reform coordinators who would represent a link between the respective body and the Provincial Secretariat for Regulations,

Administration and National Minorities. Reform coordinators will be civil servants with the function of assistant to the head officer in charge of administrative matters.

Considering the relevance of implementing modernization principle through the third pillar of reform, the Council should form work groups for QM and ICT Strategies and assign responsible person to chair this working group.

During provincial administration reform, the management should include continuous monitoring of implementation of specific activities and measures taken as well as the evaluation of their success.

Monitoring and evaluation should be conducted systematically on three levels:

- 1) By evaluating the success in each of the provincial bodies and indicating achieved results and identified problems – provincial administration reform coordinators in each provincial body shall submit periodic quarterly reports to the Provincial Secretariat for Regulations, Administration and National Minorities;
- 2) Through monitoring and evaluation carried out by the Provincial Secretariat for Regulations, Administration and National Minorities – which shall submit quarterly reports to the Council and more frequently if so requested by the Council;
- 3) Through periodic analysis and evaluation by the Council in the form of Communications for the Executive Council of APV.

Monitoring and analysis of the implementation of provincial

administration reform should serve to identify problems. This represents a basis for intervention within the adopted reform strategy by proposing amendments to it, should the analysis results indicate that this is necessary or beneficial.

Upon the adoption of the decision on Provincial Administration Reform and Development Strategy by the Executive Council of APV and the Assembly of APV, in accordance with action plan which represents its integral part, special attention shall be paid to promotion of measures and activities envisaged in this document for the purpose of informing all relevant actors with the reform process and their role in it.

Planned presentations for provincial bodies are aimed at the following target groups:

- 1) Officials of provincial bodies (elected, assigned and appointed);
- 2) Employees in the provincial administration bodies.

Implementation of provincial administration reform should be based on the needs and demands of citizens, other partners and users of services of the provincial administration. In this respect, simultaneous with the said presentations, it is necessary to present and promote this strategy to the public, bring it closer to all the stakeholders and make it available for all segments of society, from which suggestions and proposals should be sought for the purpose of creating better and more efficient provincial administration (organization of press conferences, press releases, calls for citizens to put forward their suggestions and proposals on the web-site, etc.).

6. АКЦИОНИ ПЛАН ЗА СПРОВОЂЕЊЕ РЕФОРМЕ ПОКРАЈИНСКЕ УПРАВЕ

| Activities and legal acts | Deadline | Implementing bodies | Forthcoming activities | Adopted by |
|---|-----------------|--|---|-----------------------|
| 1. DECISION ON PROVINCIAL ADMINISTRATION DEVELOPMENT AND REFORM STRATEGY | September 2006 | Work group in charge of drafting provincial administration development and reform strategy | 1. translation into minority languages 2. publishing on the web-site | APV Assembly |
| 2. DECISION ESTABLISHING PROVINCIAL ADMINISTRATION REFORM COUNCIL | October 2006 | Work group in charge of drafting provincial administration development and reform strategy | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 3. PROMOTION OF DEVELOPMENT AND REFORM OF PROVINCIAL ADMINISTRATION, PRESS CONFERENCES, PRESS RELEASES, INVITING CITIZENS TO GIVE THEIR SUGGESTIONS AND PROPOSALS ON THE WEB-SITE | October 2006 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | |
| 4. DECISION ON PROVINCIAL ADMINISTRATIVE BODIES | Nov / Dec 2006 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Assembly |
| 5. DECISION ON PROVINCIAL ADMINISTRATION | Nov / Dec 2006 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Assembly |
| 6. DECISION ON THE EXECUTIVE COUNCIL OF APV | January 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Assembly |
| 7. DECISION ESTABLISHING SPECIAL ORGANIZATION IN CHARGE OF PROVINCIAL HUMAN RESOURCES MANAGEMENT | January 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 8. DECISION ESTABLISHING SERVICE CENTRE OF PROVINCIAL ADMINISTRATIVE BODIES | January 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 9. LEGAL ACT REGULATING THE PROCEDURE AND METHOD OF PREPARING LEGAL ACTS WITHIN THE COMPETENCE OF THE PROVINCE | February 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Assembly |
| 10. DECISION ON AMENDMENTS TO DECISION ON PRINCIPLES OF INTERNAL ORGANIZATION AND JOB CLASSIFICATION IN PROVINCIAL ADMINISTRATIVE BODIES, ORGANIZATIONS AND SERVICES | March 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 11. HARMONIZATION OF BOOKS OF RULES ON THE INTERNAL ORGANIZATION AND JOB CLASSIFICATION | March/July 2007 | покрајински органи управе, пок. организације и службе | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |

6. АКЦИОНИ ПЛАН ЗА СПРОВОЂЕЊЕ РЕФОРМЕ ПОКРАЈИНСКЕ УПРАВЕ

| Activities and legal acts | Deadline | Implementing bodies | Forthcoming activities | |
|---|---------------|--|---|-----------------------|
| 12. DECISION ON EVALUATION CRITERIA FOR EMPLOYEES IN PROVINCIAL ADMINISTRATION BODIES, ORGANIZATIONS, SERVICES AND DIRECTORATES | March 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 13. DECISION ON AMENDMENTS TO DECISION ON SALARIES OF ASSIGNED, APPOINTED AND EMPLOYED PERSONS IN PROVINCIAL BODIES, ORGANIZATIONS, SERVICES AND DIRECTORATES | March 2007 | Provincial Secretariat of Finance | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 14. CODE OF CONDUCT FOR PROVINCIAL ADMINISTRATION EMPLOYEES | March 2007 | Provincial Secretariat for Regulations, Administration and National Minorities | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 15. DECISION ON CRITERIA AND COMPETITION PROCEDURE IN ALLOCATION OF FUNDS FROM THE BUDGET OF APV | April 2007 | Provincial Secretariat of Finance | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 16. DECISION ON THE STRATEGY OF PROVINCIAL ADMINISTRATION INFORMATION SYSTEM | April 2007 | Work group in charge of developing ICT Strategy | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 17. DECISION ON QUALITY MANAGEMENT STRATEGY IN THE WORK OF PROVINCIAL ADMINISTRATION | April 2007 | Work group in charge of developing QM Strategy | 1. translation into minority languages 2. publishing on the web-site | APV Executive Council |
| 18. ANALYSIS AND EVALUATION OF THE SYSTEM | December 2006 | Coordinators in each provincial administrative body | 1. translation into minority languages 2. publishing on the web-site | |
| 19. MODIFICATIONS OF THE SYSTEM | December 2006 | Provincial Administration Reform Council | 1. translation into minority languages 2. publishing on the web-site | |
| | | Provincial Secretariat for Regulations, Administration and National Minorities | | |

* table above contains provisional titles of legal acts which need to be adopted.

HUMAN RESOURCES MANAGEMENT

Implementation phases for legal acts in this field shall be determined by the specially established organization which will be in charge of human resources.

INTRODUCTION OF QM AND ICT

Phases in the introduction of QM and ICT will be determined by the work groups formed by the Provincial Administration Reform Council.