

**EU-SERBIA 11th SPECIAL GROUP ON
PUBLIC ADMINISTRATION REFORM
8 April 2025 (9:00-13:00)
Belgrade and [online connection](#)
OPERATIONAL CONCLUSIONS**

2. Strategic framework of public administration reform, including public financial management:

1. The parties agreed on the need for effective implementation, monitoring and reporting on the PAR strategic framework. While reliance on donor funding needs to be gradually reduced, discussions with donors, as well as with civil society organisations, need to be strengthened. Upon the appointment of the new government, the Ministry of European Integration will organise Sector Working Groups with donors, including on PAR.
2. Serbia will consult the European Commission on the draft action plan and programmes 2026-2030 under the PAR Strategic Framework by the end of Q3 or at the beginning of Q4 2025.
3. Serbia committed to ensuring stronger political steer, budgetary commitment and effective coordination to underpin the reform process, including through more regular and focused meetings of the PAR Council. Under the new IPA project “EU4PAR”, Serbia will analyse how to enhance the capacity of the PAR Council to steer reforms by making strategic decisions.
4. The Ministry of Public Administration and Local Self-Government will consult, by Q4 2025, the European Commission on draft amendments to the Law on Local Self-Government. Serbia will ensure that the Commission for Financing Local Self-Governments regularly meets (one per quarter as prescribed by the law) and analyses the regulatory framework for financing local government including methodology and criteria for allocating any earmarked transfers to local self-government units.

3. Public Financial Management (PFM):

1. Serbia will establish a unified, comprehensive and transparent system for prioritising all public investments, regardless of type and source of financing at the latest by the end of 2027.
2. Serbia will ensure a comprehensive, inclusive and transparent consultation process on the Policy Paper and its Action Plan on public investment management as part of the Reform Agenda step at the latest by December 2026.
3. Serbia will consult the European Commission on the draft Public Financial Management Reform Programme 2026-2030.

4. Serbia will increase the number of internal auditors and ensure the establishment of internal audit functions in all central budget institutions of importance by the end of 2026.
5. Serbia will increase efforts to improve budget transparency, as well as public participation and parliamentary oversight over the budget process for the 2026 budget and the following budgetary cycles.
6. Serbia will create by Q4 2025, and regularly update, an overview of projects that have been marked as being of “special importance” under the Regulation or before that through the *lex specialis*.
7. Serbia will answer in writing, in April/May 2025, to questions under item 3.2 of the agenda concerning the state of play in developing a single mechanism for prioritising all investments regardless of the source of financing.
8. Serbia will discuss the issue of the high number of the first-level budget users with the European Commission and SIGMA in a technical meeting before Q4 2025.

4. Policy development and coordination:

1. Before the next PAR strategic policy dialogue with the European Commission in autumn 2025, Serbia will provide for a stronger quality control role of the Public Policy Secretariat and other Centre of Government institutions to ensure effective implementation of the law on the planning system and other relevant legislation, including at the local level where necessary. As a binding, quality control, mechanism is needed to verify that legislation and policy planning documents adopted by the government effectively comply with the legal framework, a review of the rules of procedures of the government could be considered.
2. The European Commission stressed the need to strengthen quality control mechanisms on public consultations. Serbia agreed to further put efforts in increasing the number of regulations and public policy documents (PPDs) for which public consultations will be conducted as well as publication of their Summary reports in line with the legal framework. It will increase, by the end of 2025, the percentage of public consultations on draft legislation to 65% (from 58.3% in 2024) and on draft by-laws to 36% (from 29.7% in 2024). Serbia will consult the European Commission on changes to the legislative framework on public consultations, with the aim of adopting it by the end of 2025.
3. Serbia will increase the number of adopted medium-term planning (MTP) to 30 for the next cycle (2026-2028).
4. Serbia will take measures to improve the quality of regulatory impact assessment and increase the share of laws with complete impact assessment to at least 40% by the end of 2025.
5. As regards the optimisation of sectors, Serbia agreed to increase further the number of optimised sectors to 7 sectors by the end of 2025 and 8 by the end of 2026.

6. Serbia will keep the European Commission informed on the process of adopting a new national plan on alignment with the acquis (NPAA) shortly after the adoption of the ‘Plan for fulfilling the most important obligations in the negotiation process by the end of 2026’.

5. Accountability:

1. Serbia will provide for the full establishment of analytical units in all ministries in accordance with the Roadmap for Improving Managerial Accountability and will adopt unified standards and guidelines for the functioning of analytical units by Q2 2025.
2. Serbia will keep the European Commission informed on plans to comprehensively address the challenges in the area of access to information as well as access to administrative justice. It will schedule, in June 2025, a meeting with the European Commission and SIGMA to discuss all possible venues to address the issue of potentially abusive requests for access to information, including the draft amendments to the Law on access to information of public importance and other elements of the legal framework.

6. Public service and human resources management:

1. Serbia will share with the European Commission, by the end of 2025 or as soon as available, the conclusions of the upcoming ex post assessment of laws and by-laws regulating recruitment procedures and will make proposals for improvement, including draft amendments to the Law on civil servants if applicable.
2. Serbia will send, in April/May 2025, detailed information about the organisation of selection processes for temporary employments as well as the procedure applicable to internal competitions which would be open to temporary staff in order to become permanent, based on transparent and merit-based criteria.
3. Serbia committed to fully roll out HRMIS in state administration bodies by Q2 or early Q3 2025 and in local self-governments by Q3 or Q4 2026.
4. On the “*recruitment and management the career of civil servants on the basis of clear and transparent criteria, focusing on merits and proven skills*” as per chapter 23 interim benchmark, Serbia will prioritise the reduction of the high number of acting senior management posts. Following the appointment of the new Government of the Republic of Serbia, the representatives of the European Commission will initiate meetings with MPALSG in order to prepare political-level decisions on this matter.
5. Following the repeal of the Law on the Salary System for Public Sector Employees, Serbia will share in writing, in April/May 2025, explanations on the rationale for repealing the law and on the objectives and parameters of the upcoming salary reform.

7. Service delivery to citizens and businesses:

1. To address the issue of institutional fragmentation in this area, Serbia will follow up, before the next PAR strategic policy dialogue with the European Commission in autumn 2025, and through the ex post analysis of the e-Government Development Programme 2023-2025 and proposal and support of the EU4PAR project, with the creation of feasible mechanisms for the co-ordination structures that could streamline the issue of institutional fragmentation in this area. Serbia will include these mechanisms in the new e-Government Programme to be drafted in 2025.
2. As regards the ongoing extension of one-stop shops (OSS), in order to ensure a citizen-centric and standardised minimum number and level of service provision and quality throughout the country, Serbia will complete its analysis of one-stop shops by June 2025, with the aim of establishing a catalogue of one-stop shops services in municipalities.
3. Serbia will continue its work on aligning provisions of all sectors existing and future laws with the Law on General Administrative Procedure (LGAP) with the overall aim of ensuring legal security and more effective service delivery to citizens and businesses.