

STANDARD TWINNING PROJECT FICHE

Development of Strategic Planning and improvement of horizontal communication within the Ministry of the interior

1. Basic Information

1.1 Programme: IPA 2011

1.2 Twinning Number: SR 11 IB JH 01

1.3 Title: Development of Strategic Planning and improvement of horizontal communication within the Ministry of the interior

1.4 Sector: Justice and Home Affairs

1.5 Beneficiary country: Republic of Serbia

2. Objectives

2.1 Overall Objective(s):

To contribute to the development of the Serbian Ministry of Interior and Police into a modern, efficient, accountable service in line with the Strategy of Public Administration Reform in the Republic of Serbia and the Acquis.

2.2 Project purpose:

Institutionalizing strategic planning, strategic management and evaluation and monitoring in the Ministry of the Interior of the Republic of Serbia. In order this purpose to be achieved the twinning partner is expected to assist in: applying all modern analytical technique for strategic planning process, establishing functional strategic planning system and ensuring continuous improvement of strategic management and accountability of institution.

2.3 Contribution to National Development Plan/Cooperation agreement/Association Agreement/Action Plan

All strategic programming documents highlight the need to strengthen the efficiency of the police capacities to fully play its role.

One of priority and strategic tasks of the Ministry of the Interior, in line with the requests from the European partnership, is the development in the police education field as well as the institutional development of this ministry and implementation of comprehensive reforms. In order to achieve this objective, the Law on Police was adopted in 2005, which is based on the highest standards set in the EU documents and in compliance with the reform commitment which states that the police should become a Citizen Service.

The European Partnership with Serbia (including Kosovo) of 18 February 2008 (2008/213/EC) L 80/57 identifies medium term priorities in the area of Democracy and the rule of law.

Public administration

- Further strengthen European integration capacity within the public administration, embedding the necessary structures within line ministries and throughout government, and improve cooperation mechanisms with all departments dealing with European integration.

- Continue full implementation of civil service and public administration laws, implement measures to develop human resources in the civil service, strengthen the policy-making and coordination capacity of the public administration at government and local levels, establish a centralised payroll system, implement the constitutional provisions relating to decentralisation and ensure the resources for local governments.

European Commission Serbia 2010 Progress Report¹

Political criteria

2.1 Democracy and Rule of law

Public administration (page 10)

"Overall, the capacity of the public administration is good but reform in this area is advancing at a slow and uneven pace. Further improvement of the legislative framework and a stronger commitment to respect the mandate of independent regulatory bodies and provide them with adequate resources are needed."

2.3 Regional issues and international obligations (page 21)

"The investigative capacity of the police in war crimes was hampered by the lack of expert staff such as military analysts and intelligence officers. This adversely affected the quality of the work of relevant services."

Section 4.3.4 Police

"Serbia has made some progress in the area of police reform. Capacity building has continued primarily within specialised services of the criminal police such as the services for combating organised crime, financial investigations and high-tech crime. Some measures have been taken to improve the methodology and standards of police work, including an information booklet explaining the regulatory framework. Training and education have continued on best practice in police work and on work in communities

¹ http://ec.europa.eu/enlargement/pdf/key_documents/2010/package/sr_rapport_2010_en.pdf

and with minorities. However, at the level of the Interior Ministry, there is no effective strategic planning and human resource management remains weak. This adversely affects prioritising and budgeting. Intelligence-led policing and the criminal intelligence system need to be improved. The lack of openness and transparency of recruitment procedures and career development within the police remains of concern. Understaffing and inadequate working conditions for some police services need to be addressed."

Stabilisation and Association Agreement (article 80)²

Reinforcement of institutions and rule of law

In their cooperation on justice, freedom and security, the Parties shall attach particular importance to the consolidation of the rule of law, and the reinforcement of institutions at all levels in the areas of administration in general and law enforcement and the administration of justice in particular. Cooperation shall notably aim at strengthening the independence of the judiciary and improving its efficiency, improving the functioning of the police and other law enforcement bodies, providing adequate training and fighting corruption and organised crime.

National Program for the Integration of the Republic of Serbia into the European Union³

The public administration tasks include the participation in shaping Government policy (by preparing laws, other regulations and general acts for the Government and proposing development strategies and other measures); monitoring and assessment of the state of affairs in the areas falling within the competence of specific authorities; execution of laws, other regulations and general acts;(pg.6)

Strategy for the reform of the State Administration

In the Decision of the EU (80/46, 2008; L 80/59; L 80/60) principles, priorities and conditions for the partnership of the Republic of Serbia are defined. Within the framework of the short term priorities which are defined by this document the reform processes of the state administration and security aspects are encompassed.

The Stockholm Programme represents the EU strategy for the next five years in the area of building and maintenance of freedom, security and justice. This Programme can be a starting point for the design solution of the development strategy of the MOI and assessment of needs and possible models of strategic planning which could be applied, which would in turn speed up the reform process in the MOI and the process of the EU integration as well.

Development strategy of the Ministry of Interior 2011-2016⁴ includes as one of the main strategic issue development of the organization and managing. Within this issue development of strategic planning is set as a goal.⁵

² http://ec.europa.eu/enlargement/pdf/serbia/key_document/saa_en.pdf

³ http://kzpeu.seio.gov.rs/dokumenti/npi/npi_october2008_en.pdf

⁴ Strategy was adopted in January 2011 <http://www.mup.gov.rs/cms/resursi.nsf/2011-2016-DEVELOPMENT-STRATEGY-OF-THE-MINISTRY-OF-INTERIOR.pdf>

Ministry of Interior adopted the Communication strategy of the Ministry of Interior of the Republic of Serbia from 2010 to 2012⁶ as a basic guideline for development in the area of communication. Strategy highlights internal communication (including horizontal communication) as one of the priorities.

3. Description

3.1 Background and justification:

The Ministry of Interior performs very complex public administration affairs relating primarily to protection of life, citizens' personal and property safety, prevention and detection of criminal offences, state border protection etc. Duties falling within the competence of the Ministry of the Interior require proper planning at strategic and policy level, effective execution management with a focus on performance, and coordination of activities within the Ministry of the Interior itself as well as in cooperation with other state authorities. Finally, in the context of modernization and reform of the public administration, the Ministry's delivery needs credible, professional monitoring and evaluation.

The Ministry of Interior is currently facing multiple challenges related to the police reform process. In the context of Serbia's determination to integrate the European Union (EU), and within the general public administration reform taking place in Serbia, the police reform aims at an irreversible transformation into a modern, efficient, effective, democratic and accountable police service which complies with the EU standards and models. To integrate the *acquis communautaire* and uphold the standards required by the European Administrative Space, the Ministry of Interior will need to profoundly modify its operating procedures. The Ministry needs to integrate **strategic planning** through the development of strategic documents and policy decisions, **strategic performance-oriented management** necessary for the efficient implementation of documents and decisions, and professional **monitoring and evaluation** ensuring that the Ministry of Interior is an accountable learning organization.

The recent impetus of the European integration process in Serbia creates favourable conditions for such evolution. Relevant strategic documents adopted by the Serbian Government and agreements with the European Union are positive factors. The Ministry of Interior has adopted a number of relevant sector-specific strategies such as its communication strategy, which pave the way for , as well as the current efforts towards public administration reform provide strong grounds for the introduction of strategic management.

Strategic Planning

The Ministry's recent efforts in the areas of strategic planning and human resources issues constitute a favourable environment to introduce strategic management procedures and practices. To date, the Bureau for Strategic Planning, belonging to the Minister's

⁶ <http://www.mup.gov.rs/cms/resursi.nsf/Flajer%20engleski%20sajt.pdf>

Cabinet, is chiefly in charge of facilitating and coordinating strategic planning. By the start of the project, a certain practice of strategic planning will therefore exist in the Ministry. However the Ministry of Interior lacks a full-fledged, institutionalized methodological approach that would systematically include all relevant structures of the Ministry in an adequate manner into the strategic planning process. Currently, there is no uniformed model for horizontal cooperation within strategic planning process. Instruments that are being used are ad hoc working groups. In the absence of methodology and practice of consultation and consensus-building, the quality and adequacy of strategic documents is sometimes suboptimal. This shortfall also reduces the ownership of the responsible police services towards the strategic documents, which in turn endangers effective implementation.

The Ministry requires procedures and mechanisms that will institutionalize wide internal consultations and the channelling of strategic analysis into strategy-making. This necessitates the establishment of strong structural relations between the Bureau for Strategic Planning and other organizational units. The Bureau for Strategic Planning needs to strengthen its role as a coordinator and facilitator strategic planning and the development of strategic documents, strategic analysis, reform projects coordination as well as institutional building of the Ministry of Interior. In that respect procedures and methodologies securing the collaboration between the Bureau for Strategic Planning, the Police directorate and four sectors⁷ that make up the structure of the Ministry of Interior is essential. The Sector for Analytics, Telecommunications & Information technologies in particular should have an important role in strategic planning of the Ministry, as it will contribute to anticipating the trends of further development of the Ministry based on SMART (specific, measurable, achievable, realistic, time-bound) criteria. In the strategic planning process we need to bear in mind the resources available and/or that will be available to the institutions competent for realization of strategic objectives. The Sector of Finance, Common Affairs and Human Resources will therefore be actively involved in the planning process. For the purpose of efficiency, within every Sector of the Ministry of Interior and particularly in the Police Directorate the personnel in charge for strategic planning issues and for cooperation with the Strategic Planning Bureau personnel should be identified.

The Ministry also lacks elaborate methodologies for the definition of priorities and their channelling into strategic documents. Short of systematic planning standards, the Ministry lacks the basis upon which to monitor and evaluate the execution of strategies and policies. The Ministry needs to embed strategic planning and strategic analysis into operational decision and policy making, using effective procedures and practices. The Ministry therefore needs to systematize the use of strategic planning methodologies, and embed strategic planning into its practices and organisational culture. This will lead to consistent, coherent strategy-making. The methodology should comprise the following steps:

- Performing strategic and functional analysis;

⁷ Sector for analytics, Sector for finance, common affairs and human resources, Internal affairs sector, Sector for emergency management

- Review of strategic documents map
- Identification of the teams in charge of strategic objectives implementation;
- Reporting on the level of the defined objectives accomplishment;
- Use of balanced scorecard (BSC) and other relevant tools;
- Defining maps in the process of evaluation.

Strategic, performance-oriented management

The significant efforts that Serbia and its international partners have invested in police reform will be of limited impact on the long run if strategies and policies are not implemented by efficient, capable senior managers inside the MoI and the police service. If the Ministry of Interior is to sustainably implement the planned reforms and play an active part in the process of European integration, it will need to adapt its internal management structures, procedures and practices. We are aware of the disappointing fact that out of all strategic documents developed, at global and national levels, a minority are adequately implemented.

By the end of 2011, a number of basic management training sessions should have been conducted. Yet strategic management capacities at senior management and leadership levels are insufficient: modern management principles and skills including efficiency and optimization of resources, performance-oriented management, human resources management principles, delegation of responsibilities, accountability of managers, gender and minority management, management of occupational safety and health, all essential to a modern police service, remain unequally spread or under-utilized. This seriously reduces the level of efficiency in the implementation of reforms strategies and strategic objectives. Lengthy and heavy internal management procedures and a lack of delegation mean that senior managers, overburdened day-to-day tasks of little relevance to their actual function, do not sufficiently perform strategic management. Another negative effect of this situation is the repeatedly reported unsatisfactory retention rate of staff in which education and training investment has been made. Finally, the lack of clear delegation of responsibilities, combined with the absence of solid monitoring and evaluation structures and procedures, dilutes professional accountability at implementation level.

For the purpose of efficient implementation of strategies, groups of tasks need to be identified; the functions of the various management layers need to be re-defined with a higher degree of delegation, while duties and responsibilities should be more clearly stated. Organizational units must become functionally connected with a view to more efficient communication, team work and coordination at all levels. In other words, the Ministry of the Interior and the police service need to develop their public administration business models, based on the best practice of the EU Member States. The model developed should be institutionalized and embedded into internal organization and everyday operation of the MoI at all levels of the organization, with a particular emphasis on both the vertical and horizontal communications. The management model must ensure that every representative of the Ministry is responsible for their performance and understands the benefit of their activity. The Ministry also requires the formation of a Core management group which would facilitate the transmission of strategic documents

and priorities, chiefly from the Ministry of Interior overall strategy, to the implementation management levels. Concretely, this will require targeted restructuring, strong capacity building and deep procedural changes.

Monitoring and evaluation

While strategic planning and strategic management have received increasing attention, which should lead to the existence of basic capacities by the start of the project, the Ministry to date does not possess any monitoring and evaluation component. The Ministry of Interior does utilize certain basic principles of internal and external control and audit (implementation of general budget and regular reporting to the Government and the Parliament). However, these activities are of limited effect, because they are not geared towards the identification of lessons learned. The Ministry is deprived of a trained, professional in independent monitoring and evaluation. Finally, the Ministry officials are not sufficiently trained on the ways to use the results of monitoring and evaluation for better planning and management.

In the years to come, and as the reform process accelerates in the context of EU accession, this shortfall will be growingly detrimental to an informed development process for the police service. Without sound monitoring and evaluation, the results and process of strategies and policies implementation cannot be assessed, lessons cannot be identified, and strategic documents cannot be consequently updated, budget and human resources planning cannot be adequately adjusted.

Accordingly the Ministry needs to develop its internal structures to transform itself into institution accountable for results, which critically reviews its achievements on a regular basis and strives for constant improvement. The Ministry therefore needs to equip itself with the human resources, capacities, procedures and mechanisms to monitor and evaluate the fulfilment of its objectives. The development strategy, as well as all strategic documents, will need to include a basic monitoring scheme, which should serve as basis for performance assessment. A monitoring and evaluation unit, whose location in the organizational structure needs to be determined, based on professional assessment, would develop SMART criteria and precise evaluation schemes, and perform monitoring and evaluation functions. The strategic planning methodology should then incorporate evaluation results to update and stir strategic decisions, taking account of lessons learned. Finally, at implementation level, management procedures will need to build upon performance evaluation to increase delivery. This means that strategic monitoring and evaluation will not only feed into future strategies and policies; they will also strengthen performance management. This approach would enable to ensure best possible performance, and augment the accountability of the Ministry and the police towards those they serve.

3.2 Linked activities:

The project crowns an existing reform architecture which draws on several donors and partners. At the time of implementation of the project, several endeavours will have delivered results.

Primarily, the Ministry of Interior has been engaged since 2009 in the formulation of its overall strategy, identifying chief strategic objectives for the organisation. This will represent a good foundation for the implementation of the project. Building on this given, the project will equip the Ministry with institutionalised procedures and practices to regularly update this basic document and break it down into achievable sub-strategies and objectives.

Within the Memorandum of Understanding signed between the Ministry of Interior of the Republic of Serbia and the OSCE Mission to Serbia in September 2009, both Ministry and OSCE Mission are seen as the strategic partners in the priority areas of the police reform. One of the main defined activities within the MoI is strategic planning and development. Bureau for Strategic Planning realizes focused activities of smaller scope aimed to development of strategic planning process and capacity building for strategic planning and management.

In February 2009, Ministry of Interior signed with OSCE Mission to Serbia the Memorandum of Understanding for realization of the Project “Enhancing core capacities for Strategic Planning and Management in the Ministry of Interior of the Republic of Serbia” financed by the Government of Finland. Project aims to assist the Ministry of Interior’s Bureau for Strategic Planning in increasing its core capacities for strategic planning and decision making thereby improving existing management practices within the Ministry. This is seen as a key requirement for advancing a sustainable, effective and efficient police reform process. The Project will be finalized by the June 2010.

In 2011, Ministry of Interior started with a two years project “Development of Strategic Management Capacity in the Ministry of Interior of the Republic of Serbia” financed by the Government of Sweden. Project aims to enhance strategic management skills and knowledge among middle and senior managers within the Ministry through realization of number of internationally accredited courses in management area.

The CARDS 2006 twinning project had the goal to analyse the current Human Resources Management system, including the legal framework, design a new Human Resources Management System, carry out training of the key personnel and develop the curricula for education and training of the staff involved in the IBM activities.

The project will build upon recent and on-going activities implemented in the Ministry of Interior and the police service, as well as in the Serbian Government and administration more generally.

Primarily, the project will take place within the context of continued police reform activities and project. At the time of implementation of the project, the following on-going activities directly linked to the project should be on-going:

- Continued reform of the human resources management (HRM) system of the Ministry of Interior, in cooperation with the Norwegian Government, the OSCE and possibly Sigma (a joint EU and OCDE agency). This set of activities will draw on the evaluation of the Ministry’s HRM system performed with the same partners in 2010, and will offer strong synergy with the proposed project.
- Continued integration of the Ministry of Interior and police into the Government’s overall planning efforts, including in particular human resources and financial

planning. In particular the Ministry of Interior will be fully participating to the yearly operational (GOP) plan of the Serbian Government. As earlier mentioned, this aspect will increase the catalytic effect of the project, as the changes introduced in the Ministry of Interior are likely to create emulation in other public administration bodies who conduct joint planning with the Ministry of Interior.

In addition, the project will link with public administration reform activities implemented in the Government of Serbia and Serbian public services in general:

- It is expected that concomitantly to the project, other IPA projects will be ongoing in other sectors of the Government. This will reinforce the impact of the project, while constituting a favourable context for the proposed project.
- At the time of project implementation, the reform of the Justice sector, particularly criminal justice, will have matured, with significant impact on the processing of the cases brought to justice as a result of Ministry of Interior and police activity. This will constitute a supplementary pulling factor for the project.

3.3 Results:

1. All modern analytical technique for strategic planning process are applied and functional strategic planning system established

Indicators

- Consultations are regularly held and contributions requested throughout strategic planning processes
- Strategic and operational analysis are basis for strategic documents and policies
- The Ministry issues strategic decisions and produces strategic documents within determined timeframe

2. Ensured continuous improvement of strategic management and accountability of institution

Indicators

- Decision makers and policy makers are applying in their everyday work the strategic management methodologies and procedures
- New Rulebook of internal organization of the Ministry of Interior adopted by the Government and responsibilities of both managers and subordinates clearly defined in each organisational unit
- Human, financial and material resources allocated in accordance with goals defined in strategic documents
- Performance of organisational units and individual monitored regularly and in line with description of tasks and delegation of responsibilities

3. Strategic decisions are updated according to monitoring and evaluation results.

Indicators

- Synthetic evaluation reports regularly produced and disseminated
- Further strategic plans integrate the results of evaluation reports
- Management procedures and practices are updated based on the recommendations from evaluation reports

3.3 Activities:

Activities related to the result 1:

1.1 Conduct analysis of the present strategic planning process in the Ministry of Interior in relation with planning, determine compliance/non-compliance ratio and identify possible gaps in the system which contribute to the inadequate formulation of strategic documents and develop recommendations for system improvement and better interconnectivity.

1.2 Design, in line with the EU best practice and using the recommendations provided a strategic planning methodology, and procedures for the development of the Ministry of Interior strategic objectives.

1.3 Develop and deliver a three-level training program in the field of strategic planning for, respectively, decision and policy makers, employees of the Bureau for strategic planning, and other employees engaged in the preparation of strategic documents and plans.

1.4 Organize study visits with the aim to adopt best practice of the EU in the area of strategic planning in the institutions of similar character.

1.5 Update the Ministry of Interior overall strategy, and the relevant sector-specific strategies, using the new mechanisms and procedures.

Activities related to the result 2:

2.1 Develop an assessment of general management procedures, as well as of current organisational structure of the Ministry, and formulate recommendations on adjustments necessary to accommodate the new requirements of strategic planning and strategic management.

2.2 Prepare, enact and present to the Ministry staff a new Rulebook (regulatory framework) on internal organizational structure of the Ministry of the Interior in accordance with assessment under Activity 2.2.

2.3 Develop terms of reference for a Core Management Group responsible for facilitating the execution by the management structures, of the strategic priorities defined as per Result 1.

2.4 Develop a tool for regular mapping of strategic and operational documents and presenting their functional links and hierarchy, as well as their links to the implementation management structure.

2.5 Develop general strategic performance-oriented management procedures of the Ministry of Interior, with a view to implementation of strategic objectives in line with the EU best practice and using the recommendations provided.

2.6 Develop and deliver a three-level specialized training programs on strategic and performance-oriented management and updated management procedures for, respectively, senior, middle and first-line managers.

2.7 Design handbooks on practical implementation of methodology and procedures of strategic planning, management and monitoring of the realization of strategic objectives.

Activities related to the result 3:

3.1 Conduct an assessment of existing capacities for professional and independent monitoring and evaluation, as well as determine, in consultation with all sectors of the Ministry, the best location of a future monitoring and evaluation unit in the updated organizational structure.

3.2 Develop terms of reference for new professional and independent monitoring and unit in charge of conducting evaluation; staff the evaluation unit

3.3 Develop and deliver a training program for the new monitoring and evaluation unit.

3.4 Define and introduce relevant tools, balanced score card or other in line with the EU best practice using the recommendations provided.

3.5 Develop a modular, multi-level training program on using independent evaluation results for realizing strategic objectives and perfecting management procedures and practices, for, respectively, decision and policy makers, employees involved in strategic planning, senior, middle and line managers.

3.6 Organize a study visit with an aim to adopt best practices used in an EU member state in using evaluation and monitoring as a means to foster the realization of strategic goals and perfect management procedures and practices.

3.5 Means/ Input from the MS Partner Administration:

Twinning tender will be equally open to all EU member states who qualify within the required profiles.

3.5.1 Profile and tasks of the Project Leader

Profile of PL:

Project leader of EU MS should be a high-ranked officer who has backing at the political level. PL manages and directs project implementation. He/she should have excellent theoretical and practical experience, minimum 7 years of professional experience, in the

area referring to strategic management in the Ministry of Interior. He/she should possess good knowledge from EU legislation and relevant University degree; Excellent command of written and spoken English.

Tasks of PL:

- Complete project management skills, directing and implementation of the project
- Responsibility for activities in his MS administration within Work plan of Twinning project
- Responsibility for EU MS experts' work

3.5.2 Profile and tasks of the RTA

Profile of RTA

The following profile is provided to give an indication of the types of skills, qualifications and expertise that it is expected would be required for the post. Compliance with the profile is not however a strict requirement and Member State institutions may propose Resident Twinning Advisors with other profiles so long as they have proven experience and expertise in the tasks required to be conducted by this RTA.

Qualifications:

- Relevant University degree. Excellent command of written and spoken English. General experience;
- Proven experience in strategic management in police, with at least 3 years of experience as a civil servant/police officer.
- Excellent project management, reporting, presentation and communication skills,
- Experienced in consensus building; conflict resolution; negotiation and communication with senior officials and Ministers,
- Experienced in the delivery of training,
- Excellent Information and Communication Technology skills,
- Familiarity with the process of public administration reform and police reform
- Previous experience in twinning arrangements would be considered as advantage.
- Specific experience:
 - Work experience in strategic planning, organisational design and management and human resource planning at a senior level within a Ministry of Interior or similar institution in member state country.
 - Practical skills in business process modelling and improvement.
 - Specific experience in restructuring/reorganising official capabilities and practices in the field of strategic management in line with EU MS and international practices

3.5.3 Profile and tasks of the short-term experts

Short-term experts should possess following knowledge and experience gathered at the Ministry of Interior or similar institution of MS EU:

- Proven experience in strategic management in police.
- Analysis of needs for training and its implementation Information management and systems of reporting.
- Internal and external communication systems.
- Excellent communication skills and presentation skills

Tasks of short-term experts:

Number, frame, duration and specific tasks of short-term experts will be defined in the Work plan of twinning project. It is expected of short-term experts to support all the above activities, secure implementation stated above in following areas: Planning and reporting, administrative procedure, communication demands and human resources management. Experts must have direct experience and skills in management and contribution to professional development of different teams' investigators, which need functional management and help in their professional discipline with management of unit where he/she works ("management of line of work").

Procedure and skills, compatibility analysis of domestic legislation with rules, standards of EU MS and international standards.

Skills and experience in improvement of capacities of national departments for police internal affairs.

EU Member states should specify in their proposals availability of short-term experts, in order to give support to these tasks.

All short-term experts engaged on the project will be citizens of MS EU.

Ministry of Interior will contribute to the project in kind, by providing premises and all the facilities (computers, telephones, printers etc.) during the lasting of the project.

The working language of the project will be English.

However, where translation or interpretation is needed, the costs will be covered by the Twinning budget.

4. Institutional Framework

The Ministry of Interior is in charge of implementation and monitoring of this project. The work, mandate and competencies of the Ministry are regulated by the Law on Ministries and Law on the Police.

The Ministry of Interior consists of the following Sectors:

- Sector for analytics,
- Sector for finance, common affairs and human resources,

- Internal affairs sector,
- Sector for emergency management
- Bureau for Strategic Planning is organizational part of the Cabinet of the Minister.

Bureau for strategic planning is responsible for strategic planning, strategic analysis, reform projects coordination as well as institutional building of the Ministry of Interior. Its objective is to provide directions, monitor and coordinate the reform processes being implemented by the Ministry of Interior and evaluate status and position of the Ministry as a whole.

The Bureau for Strategic Planning, belonging to the Minister's Cabinet, is chiefly in charge of facilitating and coordinating strategic planning. The BSP is comprised of 15 employees, primarily of young administrative professionals who do understand policy issues and practices, but in some area lack the required skills to implement given and desirable tasks and missions. Functionally, the BSP is tasked with the following key areas:

- Analyzing the needs and responsibilities of the Ministry in the process of police reform;
- Facilitating the procedure of setting strategic directions and aims in the priority areas of the sector of internal affairs;

By the start of the project, a certain practice of strategic planning will therefore exist in the Ministry. However the Ministry of Interior lacks a full-fledged, institutionalized methodological approach that would systematically include all relevant structures of the Ministry in an adequate manner into the strategic planning process. The Ministry requires procedures and mechanisms that will institutionalize wide internal consultations and the channelling of strategic analysis into strategy-making. This necessitates the establishment of strong structural relations between the Bureau for Strategic Planning and other organizational units. In that respect procedures and methodologies securing the collaboration between the Bureau for Strategic Planning, the Police directorate and four sectors⁸ that make up the structure of the Ministry of Interior is essential. The Sector for Analytics, Telecommunications & Information technologies in particular should have an important role in strategic planning of the Ministry, as it will contribute to anticipating the trends of further development of the Ministry based on SMART (specific, measurable, achievable, realistic, time-bound) criteria. In the strategic planning process we need to bear in mind the resources available and/or that will be available to the institutions competent for realization of strategic objectives. The Sector of Finance, Common Affairs and Human Resources will therefore be actively involved in the planning process. For the purpose of efficiency, within every Sector of the Ministry of Interior and particularly in the Police Directorate the personnel in charge for strategic planning issues and for cooperation with the Strategic Planning Bureau personnel should be identified.

⁸ Sector for analytics, Sector for finance, common affairs and human resources, Internal affairs sector, Sector for emergency management

5. Budget

The budget for this twinning is 1.5 million euro.

6. Implementation Arrangements

6.1 The Delegation of the European Union to the Republic of Serbia will be the Contracting Authority.

Contact details:

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6.2 Main counterpart in the BC:

Main counterpart in the BC is the Bureau for strategic planning in the Ministry of Interior, Blvd. Mihaila Pupina 2, 11000 Belgrade. Contact person is the Head of the Bureau, Dražen Maravić, tel. (+38111) 3131719, email drazen.maravic@mup.gov.rs.

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RTA counterpart is Vesna Radović, strategic planner in the Bureau, tel. (+38111)3121687, email vesna.radovic@mup.gov.rs

Project Steering Committee (PSC):

Steering committee will be composed by the representatives of the Ministry of Interior (Sector for finance, human resources and common affairs, Biro for strategic planning), Serbian European Integration Office and Delegation of the EU to the Republic of Serbia. This committee carries out at least four meetings in a year for assessing the activities and recommend solutions for solving the problems that might occur during the implementation of the project.

This committee carries out at least four meetings in a year for assessing the activities and recommend solutions for solving the problems that might occur in the future.

6.3 Contracts

One Twinning contract.

7. Implementation Schedule (indicative)

- 7.1 Launching of the call for proposals: July 2011
- 7.2 Start of project activities: April/May 2012
- 7.3 Project completion: April/May 2014
- 7.4 Duration of the execution period (number of months): 21 months for implementation of the work-plan + 3 months for the inception and final reports.

8. Sustainability

The sustainability of the project is primarily guaranteed by its comprehensive nature, in terms of themes of intervention (planning, management, monitoring and evaluation), in terms of the type of activities (amendment of procedures, adjustment of structures and human capacity building), and in terms of outreach within the Ministry.

The project aims at a profound transformation of planning and management procedures and practices in the Ministry of Interior. It addresses the full cycle of strategic planning, implementation management and monitoring and evaluation. With the implementation of this project, planning will be transmitted to operational management, which will be subject to monitoring and evaluation, while monitoring and evaluation results will in turn feed planning and execution. Therefore the three components of the project complement each other in a virtuous circle of service delivery. The transformation of the Ministry's traditional functioning mode into a cyclical one, will ensure that the results of the project reproduce themselves, hence securing sustainability of the project results. In addition, each component of the project introducing a stronger degree of accountability for results. With every official of the Ministry of Interior and the Police increasingly accountable, violation of the procedures and practices of the project will be easily spotted and corrected.

The project uses a wide range of intervention techniques to provoke change and achieve lasting results. The Ministry of Interior and police's organisational culture gives strong importance to procedures and routine, which is quite natural having in mind the nature of the tasks performed. Therefore, by modifying planning, management and monitoring and evaluation procedures, the project will lastingly affect the mode of operation, and the organisational identity of the Ministry of Interior and the police. Activities geared towards modification of procedures are complemented by a strong training component which will reinforce change by affecting the perception that officers have of their responsibilities. This methodology will also ensure that new procedures are adequately promoted and receive support from all layers of the Ministry and police. Indeed the training activities do not only target incumbent senior managers but also junior managers who will constitute the future core of the Ministry's decision makers. The project therefore presents a low vulnerability to turn-over, and invests into both human resources and institutional structures in the long run. Finally, the project envisages some targeted restructuring activities: the creation of an independent monitoring and evaluation unit, and the adoption of a regulatory framework on basic organisational structures of the Ministry. This reduces the risk of existing structures becoming a barrier to the changes

introduced by the project. On the contrary, the Ministry's structures will come in support of new planning and management procedures and practices. This multi-methods approach ensures that each activity of the project reinforces the others. Not only does this approach ensure coherence of the intervention, it also means that the changes provoked are deep enough to be lasting.

The project is also comprehensive in that it will address the Ministry's general functioning rather than focusing on isolated units. The inclusion of all segments of the Ministry into the project will create a critical mass of drivers of change throughout the institution, and secure the adherence of all concerned. The project will therefore entrench strategic approach and performance-oriented management as a self-reproducing practice.

Finally, it should be kept in mind that the project relies on an existing reform architecture, ensuring that all crucial segments of the police and Ministry of Interior reform are targeted in a way complementary to the project (see the section *Linked Activities*.) In this way, the project will rely on a number of secure pre-conditions. Chiefly, at the time of implementation of the project, the Ministry of Interior will have already invested a lot of efforts, in partnership with various donors and institutions, into raising the awareness of its employees to the concepts of strategic planning, strategic management, accountability and monitoring and evaluation. Therefore the project will intervene in a prepared environment, where new procedures and practices are expected and their purpose understood.

In addition, at the time of implementation of the project, key officials will already possess an experience of basic strategic planning practices. The Ministry of Interior will have produced its overall strategy, as well as a number of sector-specific strategies. The introduction of institutional standards and procedures of strategic planning will crown these efforts and make strategic planning a lasting practice. At management level, by the start of the project, the Ministry's communication strategy, including a two-way dialogue with the citizens, will have been implemented for at least two years. This signifies that expectations of the citizens will be better known, hence providing strong motivation for the Ministry and police personnel to rip the benefits of the project and continue improving the image of their organisation. The same communication strategy also addresses internal communication and promotion. Thus the project will be able to rely on already updated internal communication practices, which will greatly facilitate the diffusion of a new organisational culture following the realisation of the three project results.

In addition, while the project will cover all layers and segments of the Ministry of Interior and the Police, the Ministry of Interior recognises that certain segments need particular support. This mainly applies to human resources management. When the project starts, projects targeting the human resources system will have delivered results. Therefore human resources will not hinder the realisation and sustainability of the project; on the contrary they will be ready to support the changes introduced through the project.

9. Crosscutting issues

9.1 Equal Opportunity

By enhancing the management processes and building monitoring and evaluation capacities, the project will increase the Ministry's ability to monitor gender indicators. Clear lines of responsibilities and clear delegation will increase the possibility to monitor the level of responsibility actually exerted by both men and women.

Gender sensitivity will be integrated to all training programs developed under the project.

The project will be implemented in a way which provides equal opportunity for men and women from within the Ministry of Interior and other stakeholders to participate in project activities. No discrimination will be made on the basis of gender and activities such as training will be designed in such a way so that they are accessible to men and women. The number of men and women participating in training events will be monitored during the project and this information will be provided to the Steering Committee as part of the regular progress reports.

9.2. Environment

By building monitoring and evaluation capacities, the project will increase the Ministry's ability to monitor and report on environmental indicators.

The project has no negative effect on the environment. The project will introduce an electronic information systems, which will directly reduce the amount of paper storage and reduce the environmental cost of transporting paper based reports and data transfer.

9.3. Minorities

By enhancing the management processes and building monitoring and evaluation capacities, the project will increase the Ministry's ability to minority representation and minority sensitivity indicators. Clear lines of responsibilities and clear delegation will increase the possibility to monitor the level of responsibility actually exerted by both men and women.

Minority sensitivity and minority rights will be integrated to all training programs developed under the project.

The project will be implemented in a way which does not discriminate against any individual on the grounds of their ethnic origin, race or religion.

10. Conditionality and sequencing

Projects to be implemented through twinning require full commitment and participation of the Serbian counterparts. The Ministry of Interior makes available staff resource to ensure a consistent implementation of the project.

The Serbian counterparts will ensure a further continuation of all activities and new methodologies supported by this project. Furthermore, they commit themselves to apply the acquired best practices in line with the EU rules, methods and standards.

The Ministry of Interior is implementing several projects and strategies to strengthen its planning and management capacities. These initiatives, relying on strong support from both the Ministry leadership and line management, are showing sizeable results in areas of internal and external communication development, human resources management, mechanisms for the preparation of strategic and management documents (strategies, action plans, etc), and general management practices. Having invested in its capacities in these areas, the Ministry will be ready to embrace the input and guidance of the twinning partner, and to implement changes required by the *acquis communautaire* and requirements of the European Administrative Space.

These initiatives have also considerably improved cooperation, coordination and real time communication within the Ministry of Interior. Strategic documents are prepared by task forces that include all relevant organizational units of the Ministry, hence creating a practice of timely communication and internal consensus building.

Likewise, the Ministry has considerably strengthened its cooperation with other State and non-State bodies. During the process of drafting strategic documents, Ministry forms working groups with members from respective ministries and governmental bodies. Examples include the drafting of the National Strategy for Combating Organized Crime, which relied on intense cooperation with several other Ministries, such as Ministry of Finance, Ministry of Justice, or the preparation of the National strategy for protection and rescue during emergencies, where members from 14 ministries and governmental institutions were involved. In routine activities, the Ministry of Interior strives to further enhance working ties with its partner Ministries, in particular the Ministry of Finance, Ministry of Public Administration and Self Government. For instance, the Action plan for implementation of Communication Strategy of the Ministry of Interior from 2010 to 2012 emphasises cooperation with local self-government bodies. The Ministry of Interior made considerable efforts to take part in training and staff development within the framework of the Human Resources Management Service (HRMS) of the Government. This project will rely upon these experiences, and will further entrench inter-institutional cooperation, structurally and in practice.

Particular emphasis will be placed upon inter-institutional cooperation and harmonisation of public administration reform conditionality where project activities envisage legal and regulatory outputs. The HRMS will be fully involved in assessing the applicable regulatory framework, and in drafting corresponding Rulebook.

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format (compulsory)

ANNEX I: LOGICAL FRAMEWORK MATRIX

LOGFRAME PLANNING MATRIX FOR Project Fiche			
Development of strategic planning and improvement of horizontal communication within the Ministry of Interior		Contracting period expires: 2 years after the signing of the FA	Disbursement period expires: 5 years after the signing of the FA
		Total budget : 1.5 M€	IPA budget: 1.5 M€
Overall objective	Objectively verifiable indicators	Sources of Verification	
To contribute to the development of the Serbian Ministry of Interior and Police into a modern, efficient, accountable service in line with <i>acquis communautaire</i> , particularly the requirements of the European Administrative Space .	Improved strategic planning process in the MoI	EC progress report for RS MoI annual reports	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Institutionalizing strategic planning, strategic management and evaluation and monitoring in the Ministry of the Interior of the Republic of Serbia.	Compliance between operational plans and strategic planning process improved and increased percentage of the goals foreseen in operational plans which stems from the strategies comparing 2010 and 2016.	Annual Government working plan for 2016.	Willingness for cooperation of all relevant institutions. Willingness for changes among top managers in relevant institutions, and political will to improve strategic planning in Serbian public services in general

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>Result 1: All modern analytical technique for strategic planning process are applied and functional strategic planning system established</p>	<ul style="list-style-type: none"> • Consultations are regularly held and contributions requested throughout strategic planning processes • Strategic and operational analysis are basis for strategic documents and policies • The Ministry issues strategic decisions and produces strategic documents within determined timeframe 	<ul style="list-style-type: none"> • Government conclusion • Ministry of Interior intranet portal • Analytical reports; overall and sector strategies; references to analytical reports in policy statements • Proceeds and participation sheets of strategic planning meetings; internal communication and inter-ministerial correspondence • Sector and overall strategies, policy statements • Ministry's post table; Ministry's budget plans; Yearly Operational Planning (GOP) documents 	<p>Willingness of all MoI sectors and organisational units to contribute to strategic planning process; Sufficient human resources enable organisational units to participate in strategic planning process; relevant organisational units perform operational and strategic analysis; willingness of decision-makers to incorporate analysis results into decision-making.</p> <p>Support and input from relevant state institutions</p>
<p>Result 2: Ensured continuous improvement of strategic management and</p>	<ul style="list-style-type: none"> • Decision makers and policy makers are applying in their everyday work the strategic management methodologies and 	<ul style="list-style-type: none"> • Reports on conducted training and the evaluation of the 	<p>Willingness of employees to take on delegated responsibilities; willingness of managers to delegate</p>

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
accountability of institution	<p>procedures</p> <ul style="list-style-type: none"> • New Rulebook of internal organization of the Ministry of Interior adopted by the Government and responsibilities of both managers and subordinates clearly defined in each organisational unit • Human, financial and material resources allocated in accordance with goals defined in strategic documents • Performance of organisational units and individual monitored regularly and in line with description of tasks and delegation of responsibilities 	<p>participants.</p> <ul style="list-style-type: none"> • Internal correspondence; feed-back from employees • Annual report on MoI progress 	<p>responsibilities. Ability of mid-level managers to appraise subordinates; ability of senior managers to appraise organisational units. Ability of human resources directorate to process and compile performance appraisal.</p> <p>Political changes will have minimal effect on the Ministry's staffing and operational business.</p>
Result 3: Strategic decisions are updated according to monitoring and evaluation results.	<ul style="list-style-type: none"> • Synthetic evaluation reports regularly produced and disseminated • Further strategic plans integrate the results of evaluation reports • Management procedures and practices are updated based on the recommendations from evaluation reports 	<ul style="list-style-type: none"> • Evaluation reports • Strategic plans • Internal procedures 	<p>Retention of staff at management and leadership level</p> <p>Updated regulations are adopted at Minister of Governmental level</p>

Activities	Means /Costs	Assumptions
<p><u>Activities related to the result 1:</u></p> <p>1.1 Conduct analysis of the present strategic planning process in the Ministry of Interior in relation with planning, determine compliance/noncompliance ratio and identify possible gaps in the system which contribute to the inadequate formulation of strategic documents and develop recommendations for system improvement and better interconnectivity.</p> <p>1.2 Design, in line with the EU best practice and using the recommendations provided a strategic planning methodology, and procedures for the development of the Ministry of Interior strategic objectives.</p> <p>1.3 Develop and deliver a three-level training program in the field of strategic planning for, respectively, decision and policy makers, employees of the Bureau for strategic planning, and other employees engaged in the preparation of strategic documents and plans.</p> <p>1.4 Organize study visits with the aim to adopt best practice of the EU in the area of strategic planning in the institutions of similar character.</p> <p>1.5 Update the Ministry of Interior overall strategy, and the relevant sector-specific strategies, using the new mechanisms and procedures.</p> <p><u>Activities related to the result 2:</u></p> <p>2.1 Develop an assessment of general management procedures, as well as of current organisational structure of the Ministry, and formulate recommendations on adjustments necessary to accommodate the new requirements of strategic planning and strategic management.</p> <p>2.2 Prepare, enact and present to the Ministry staff a new Rulebook</p>	<p>Twining: 1.5 M€</p>	<p>Ministry employees willing to participate in the study. Prior evaluation studies available. Availability of national and international experts.</p> <p>Availability of national and international experts. Incumbent political leadership support proposed methodology.</p> <p>Relevant state institutions involved</p> <p>Contribution to draft methodology by Ministry units and relevant State institutions</p> <p>Access to classified documents and resource persons relevant to the assessment</p> <p>Confidence, openness and trust in project team by all Ministry employees</p>

Activities	Means /Costs	Assumptions
<p>evaluation unit</p> <p>3.3 Develop and deliver a training program for the new monitoring and evaluation unit.</p> <p>3.4 Define and introduce relevant tools, balanced score card or other in line with the EU best practice using the recommendations provided.</p> <p>3.5 Develop a modular, multi-level training program on using independent evaluation results for realizing strategic objectives and perfecting management procedures and practices, for, respectively, decision and policy makers, employees involved in strategic planning, senior, middle and line managers.</p> <p>3.6 Organize a study <u>visit with</u> an aim to adopt best practices used in an EU member state in using evaluation and monitoring as a means to foster the realization of strategic goals and perfect management procedures and practices.</p>		<p>the Ministry of Finance</p> <p>Limited turnover of staff who take part in evaluation training</p> <p>The unit is envisaged in the system, and the budget as well</p>

Activities	Means /Costs	Assumptions