

REVISION OF NALED STRATEGIC GOALS AND ACTION PLAN 2022-2025

NALED's Strategic plan defines 12 program goals grouped into two key areas, or levels of operation, that ensure the improvement of public policies and services in various sectors, on the local, national and regional level, in the framework of EU integration: **1) Improvement of public policies and services and 2) Promotion of territorial development and EU integration.** It also defines seven organizational goals that define NALED's further development and sustainability from the perspective of human resources, finance, communication etc.



In accordance with the Strategic plan, a periodic progress evaluation was performed in 2024, estimating the achieved strategic goals and results, and some individual goals, expected results and indicators were updated in line with the changes in internal and external environment, performed analyses, member surveys and feedback from members and donors. The revised strategic goals, indicators and results are provided below.

STRATEGIC AREA 1: IMPROVEMENT OF PUBLIC POLICIES AND SERVICES

Program goal 1: Improved quality and process of enactment of regulations

- 1.1 Improved institutional accountability and analytical basis for enactment of regulations
 - Improved regulatory reform monitoring through publishing of Quarterly Reports
 - Improved transparency of the legislative process and monitoring of harmonization with the EU regulations through the annual Regulatory Index of Serbia
 - Partially or fully implemented at least 10 Grey Book recommendations per year
 - At least one regulation per year improved based on NALED's ex ante analyses
 - NALED supports institutions in adopting evidence-based decisions by drafting at least 5 policy analyses per year
 - Open data portal for public policy making piloted in at least two sectors by the end of 2025.
- 1.2 Sustainable public-private dialogue established to improve conditions for doing business
 - Economic Caucus in the Parliament established with NALED's support and holding at least four meetings a year

- NALED participates in at least 20 Government's joint groups for drafting regulations a year
- NALED includes civil society organizations into public-private dialogue and organizes consultations about public policies at least four times a year
- NALED supports at least one reform or development initiative by the civil sector a year
- Public-private dialogue center established in a specifically designated space by the end of 2025

Program goal 2: Reduced shadow economy

2.1 Established strategic and institutional framework for countering shadow economy

- NALED supported the adoption of the Government Program for Countering Shadow Economy 2023-2025 with the accompanying Action plan, that are updated annually
- Support provided to the establishment and operations of the Government's Coordination Body and the Expert Group for Countering Shadow Economy from 2022
- Monitoring of Program implementation secured through semi-annual reporting from 2023

2.2 Further Transformation of the Serbian Tax Administration supported

- Legislative framework and software for seasonal workers engagement upgraded to enable legal engagement of seasonal workers in additional sectors by the end of 2025
- Consolidated collection of taxes for entrepreneurs introduced by the end of 2024
- Risk analysis system based on eFiscalization upgraded by the end of 2025
- Support provided to the implementation of at least one measure from the Program for Countering Shadow Economy a year

2.3 Improved conditions for cashless payments

- NALED prepared a proposal of public policy for encouraging cashless payments and submitted it to the Government's Coordination Body by the end of 2024
- Supported implementation of at least one measure from the proposed public policy or Grey Book recommendation for encouraging cashless payments by the end of 2025
- Subsidies ensured and support provided for introducing cashless payments for up to 25,000 small businesses, online shops and counters by the end of 2025

2.4 Improved efficiency and cooperation of inspectorates with businesses

- Improved functionalities and use of eInspector software by the end of 2025
- Consultations between businesses and inspectors organized at least once a year starting from 2023
- NALED provided support in the development of Action plan for hiring inspectors in line with the Functional analysis of national inspections by the end of 2025
- NALED contributed to the improvement of the Law on Inspection Oversight in line with the needs of inspectors and businesses by the end of 2025

2.5 Improved regulatory framework related to labor

- Law on work engagement on seasonal jobs expanded by the end of 2025
- Regulatory framework for flexible forms of labor improved by the end of 2025
- Proposal for improvements of the Labor Law developed by the end of 2025

2.6 Strengthened awareness of the importance and ways to fight the shadow economy

- At least one campaign aimed at citizens and/or businesses implemented per year

Program goal 3: Improved public finance

3.1 Ensured optimal implementation of eInvoices

- NALED organizes at least one consultation session a year with the Ministry of Finance related to the implementation and improvement of the eInvoice system
- Improved software and/or law based on regulatory impact analysis and e-Invoice system implementation by the end of 2025

3.2 Improved public procurement system and implementation

- Registry of bidders records at least 10% annual growth of active users
- More than 2,000 contracting authorities and bidders trained on the topics of application of green, social and “best value for money” criteria by the end of 2025
- Models for green public procurement criteria (15) and social public procurement criteria (5) developed by the end of 2025
- At least one campaign for raising awareness on public procurement among bidders and citizens performed per year
- Training of trainers organized for the public procurement of innovation and trainings for participants in public procurement of innovation by the end of 2025
- Mapped challenges and suggestions provided for the improvement of public procurement processes in scientific research organizations

3.3 Improved tax system

- Reduced tax burden on low wages by the end of 2025
- Improved VAT regulations by the end of 2024
- Improved implementation and/or at least one tax relief introduced by the end of 2024

3.4 Reduced parafiscal burden

- Improved calculation method for at least 10 non-tax levies for three sectors (ministries) by the end of 2025
- Improved transparency through gradual introduction of electronic payment of non-tax levies by 2025
- Model of local decisions for selected administrative fees developed by the end of 2025

Program goal 4: Improved conditions for the development of e-government and e-commerce

4.1 Improved electronic services for citizens and businesses

- Proposal for amendments to the Law on eGovernment prepared by the end of 2025
- Amendments proposed to the Law on Electronic Document, Electronic Identification and Trust Services in Electronic Business by 2025
- NALED provided support in the drafting of Decree on remote identification by the end of 2025
- At least one LEI survey performed by the end of 2025

4.2 Improved electronic communication and conditions for the development of modern digital infrastructure

- NALED supported the development of Electronic Communication Strategy and Action plan by the end of 2024
- At least one by-law developed for the Law on Electronic Communication by the end of 2024, with NALED's support

- Optimization and digitalization of at least one procedure in the field of electronic communication performed by the end of 2025
- Instruction on the application of the Law on Environmental Impact Assessment on the construction of infrastructure adopted by the end of 2024 with NALED's support
- Law on Broadband Internet adopted by the end of 2025, with NALED's participation
- Conditions created for introducing 5G network in Serbia by the end of 2025
- Support provided for introduction of broadband internet in rural areas by the end of 2025
- Support provided to the initiative for the development of smart cities by the end 2025

4.3 Improved knowledge and awareness of eServices

- The number of eGovernment users among citizens and businesses is increasing by 10% per year
- At least 100 eServices providers educated per year
- At least one awareness raising campaign organized per year
- At least five eGovernment services promoted a year

4.4 Improved information security and the conditions for the development of artificial intelligence

- Cloud solution for reliable storage of local government data established by 2025
- Action plan for the Development Strategy for Information Society and Information Security adopted by the end of 2024
- Law on Information Security adopted by the end of 2024 with NALED's support
- All by-laws for the Law on Information Security adopted by the end of 2025 with NALED's support
- At least five trainings organized for SMEs and local government officials on the topic of information security by the end of 2024
- Open Data Portal improved based on user experience and feedback by 2025
- New Artificial Intelligence Development Strategy for the period 2024-2030 adopted by the end of 2024, with NALED's participation
- Recommendations for optimization and improvement of chatbot services of state institutions prepared by the end of 2025

Program goal 5: Improved conditions for entrepreneurship and innovation

5.1 Improved conditions for the development of SME sector

- At least one incentive or relief measure for entrepreneurs introduced in line with NALED recommendations by the end of 2025
- Access to finance for SMEs eased by the end of 2024
- Establishment and launching of online platform enabling cooperation between big and small businesses by the end of 2025
- Regular update and upgrade of the Small Business Informer web portal by the end of 2025
- SME impact analysis performed on the implementation of the EU Sustainable Finance Disclosure Regulation Directive and the EU taxonomy regulation, being the basis for ESG
- Establishing of a Small Business Council within NALED by the end of 2025
- At least one social, youth and/or women entrepreneurship project performed a year

5.2 Improved strategic and regulatory framework for the development of innovation

- Support for the establishment and work of the National Innovation Council by the end of 2024
- At least three Grey Books of Innovation published by the end of 2025
- At least 3 recommendations from the Grey Book of Innovations implemented
- At least five commentaries prepared a year regarding the laws/proposed amendments to laws in the field of innovation
- At least one impact analysis of public policies and regulations in the field of innovation prepared a year

5.3 Support for innovators provided

- Grants worth up to 500,000 USD per year for hi-tech and innovative local companies allocated by 2025
- Mentoring support provided for at least 30 innovators per year
- At least 10 startups supported through Soft Acceleration Program by the end of 2025
- Enabled development and/or placement of innovative services and products on one or more foreign markets, for at least 20 startups by the end of 2025
- Funds allocated to 10 research teams in the field of open innovation by the end of 2024

5.4 Improved conditions for research and development

- The practice of industry-related doctorates established by at least one University by 2024
- Simplified procedure for importing materials relevant for research and development by the end of 2024
- Implementation of mentorship program/training in the field of technology transfer with at least three scientific research organizations by the end of 2025
- Providing expert support to the establishment of BIO4 Campus

5.5 Improved conditions for the use of future mobility vehicles and supporting infrastructure

- Adopted Future Mobility Program by the end of 2025
- Improved infrastructure for electric and hybrid vehicles in Serbia by the end of 2025
- Survey on local government needs for electric and hybrid vehicles chargers performed by 2025
- Transition from time-based to consumption-based energy pricing by the end 2025

5.6 Promotion of innovation and entrepreneurship in Serbia performed

- At least one campaign for promoting innovation and innovators organized in the country and/or abroad per year
- At least one campaign for promoting social, youth and/or women entrepreneurship supported per year

Program goal 6: Improved conditions for investment and construction

6.1 Improved security of property rights

- Supported more efficient implementation of the legalization procedure of buildings by the end of 2025
- Reform of property registration in the Cadaster performed with NALED support

6.2 Improved spatial and urban planning and construction

- A regulation streamlining spatial and urban planning adopted by the end of 2024
- Initiated development of a consolidated Electronic Spatial Planning System (eSpace) by the end of 2024
- Regulatory framework for the development of telecommunications infrastructure improved by the end of 2024
- At least 70% of local governments issue building permits within the statutory deadlines on an annual basis

6.3 Improved conditions for investing in the energy sector and Mining

- Reduced duration of the procedure for connection to the electrical grid by the end of 2024
- Identified key barriers and proposed solutions for investing in renewable energy sources by the end of 2024
- Improved procedure for obtaining permits in the field of energy and mining by the end of 2025

Program goal 7: Improved conditions for agriculture and food industry development

7.1 Improved regulatory framework and implementation of regulations concerning agriculture and food industry

- Regenerative agriculture recognized in strategic and planning documents for agriculture and rural development by the end of 2025
- At least one new flowchart for coordination of different inspectorates on an annual level developed and forwarded to institutions
- At least one regulation in the field of food and agriculture improved in accordance with NALED recommendations by 2025

7.2 Streamlining and automation of procedures in the agricultural sector

- Registry of incentives in agriculture established by the end of 2025
- Electronic system for RPG and subsidies (eAgrar) upgraded by the end of 2023
- Digitalized Field Works Record by the end of 2025
- Digitalize at least one more procedure in the field of food and agriculture by the end of 2025

7.3 Improved conditions for the development of innovation in the field of food and agriculture

- NALED as EIT Food Hub recognized as the key point for innovative startup community in the field of food and agriculture
- At least 6 innovate teams in the field of food and agriculture supported in applying for support programs by EIT Food by the end of 2025

Program goal 8: Improved health services and availability of medicines

8.1 Streamlined health procedures and services

- At least 10% of recommendations of the Grey Book of Health implemented by 2025
- Amended regulations that govern placing medicines on the market in 2024
- Digitized procedures for putting medicines on the market in 2025
- At least three central registries of biomedical data established by the end of 2025

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8.2 Established strategic and institutional framework for automation of health data

- Action Plan for healthcare digitalization for the period 2024-2025 prepared and adopted
- Methodology prepared for monitoring the implementation of AP for the period 2024-2025
- At least three measures from the AP implemented with integration of the private sector by the end of 2025

8.3 Established conditions for encouraging innovation in biomedicine

- Regulatory framework for the use of artificial intelligence in health care established in 2023
- Integrated recommendations of the private sector in the development of the BIO4 campus platform 2025
- Optimized and digitized clinical trial procedures 2023
- Law on BIO4 Campus adopted with NALED's support by the end of 2025

Program goal 9: Supported implementation of the Green Agenda

9.1 Improved strategic and regulatory framework for environmental protection and implementation of circular economy measures

- New Circular Economy Development Program with its Action Plan prepared and adopted by the end of 2025
- Minimum 70% measures from the valid Action Plan of the CE Development Program implemented by the end of 2025
- Minimum 2 existing Regional waste management centers upgraded, and construction of minimum one new center initiated in line with the Waste Management Program of RS for the period 2022-2031

9.2 Sustainable packaging waste management chain established

- New Law on Packaging and Packaging Waste prepared and adopted 2023
- Increased quantities of collected packaging waste by an average of 15% for all materials by the end of 2025
- Increased quantities of collected packaging glass by at least 20% in selected pilot cities by the end of 2025

9.3 Improved conditions for collection and treatment of products that after use become special waste streams

- Defined business models for collection and treatment of at least two separate waste streams 2025
- An incentive for waste battery collection introduced 2025
- Regulated food waste management through legal framework and inspection 2024
- Systematically resolved collection and treatment of waste motor oils by the end of 2025

9.4 Improved regulatory framework and capacities for wastewater management

- Joint Government's working group tasked with wastewater management established by 2025
- The capacity for construction and management of wastewater treatment plants of at least 10 local governments strengthened by the end of 2025
- A system of tariffs for waste water established 2024

- 9.5 Public-private dialogue improved and citizens' awareness of environmental protection improved
- Joint Government Working Group established to improve the system of environmental fees by the end of 2025
 - At least 10 workshops on proper collection and disposal of various waste streams conducted by the end of 2025
 - At least two awareness-raising campaigns per year in cooperation with members and citizens conducted by the end of 2025

STRATEGIC AREA 2: ENCOURAGING TERRITORIAL DEVELOPMENT AND EU INTEGRATION

Program goal 10: Improved conditions for local economic development

- 10.1 Strengthened capacities of local governments to support businesses and promote investment
- At least one MasterClass organized per year for mayors and mayors in cooperation with the National Academy of Public Administration
 - At least 200 local officers trained a year on the topics of local economic development and implementing regulations relevant for businesses
 - Capacities developed in 25 local governments for design and implementation of local plans/policies and practices that recognize or are aligned with the ESG standards and sustainability principles by 2025
- 10.2 Improved local business environment through BFC SEE program
- At least 20 local governments in Serbia have improved their conditions for doing business through the Certification of Business Friendly Municipalities (BFC SEE) program until 2025
 - The average progress that cities and municipalities achieve after the end of the process is at least 15% in relation to meeting the criteria at the beginning of the process
 - Established exchange of practice between mayors by holding at least 3 sessions of the BFC Club per year

Program goal 11: Improved and harmonized conditions for doing business in the Western Balkans

- 11.1 Improved regional cooperation and business environment standards through the BFE platform
- New agreement on the establishment of CORE Partnership concluded, defining the cooperation model, scope of activities, partner roles and funding models by the end of 2024
 - Ensured support of at least one donor annually for regional cooperation projects implemented by CORE Partnership
 - Analysis of BFC SEE standard applicability on local governments in Moldova performed
 - At least 100 cities and municipalities of the region took part in the certification process by BFC SEE standard by the end of 2025
- 11.2 Established mechanisms for monitoring and implementation of economic reforms in the region
- Established Business Environment Index for the Western Balkans, published from 2023
 - NALED implemented at least one initiative for improving the Open Balkan initiative by the end of 2025
 - At least five cross-border / regional cooperation projects performed by the end of 2025

11.3 Promoted investment potentials of Serbia and the Western Balkans

- Four regional “Core Days” conferences organized by the end of 2025, with the aim of promoting the best reform practices and investment potentials of BFC SEE cities and municipalities in South East Europe
- At least 10 cities and municipalities in the region included in the BFC SEE ranked in the list of Financial Times fDi Cities of the Future by the end of 2025

Program goal 12: Improved EU integration process and hence the areas of importance for businesses

12.1 Improved process of negotiations for EU membership

- At least two meetings of the working group for the Economic Reform Program within the NCEU organized annually
- NALED contributes to the work of the National Convention on the EU (NCEU), for chapters 5, 11, 12, 13 , 16, 20, 22, 23 and 27
- Annual Progress Reports of Serbia reflects comments provided by NALED
- NALED’s analyses and inputs are reflected in the reform agenda realization reports

12.2 Improved transfer of knowledge and best practices from EU member states

- At least 2 study visits organized per year for public representatives and the private sector in EU member states
- At least 15 training sessions and meetings for knowledge exchange with EU institutions organized by the end of 2025
- At least 6 thematic workshops organized within the TAIEX program of support to local government by the end of 2025
- Local government capacity building mechanism for cohesion policy (EU project preparation and implementation) established by the end of 2025

12.3 Promoted importance and the benefits of EU integration for Serbian economy

- Provided support to public administration in promoting public administration reform with EU support by the end of 2024
- Importance of economic reforms on the EU path promoted within at least two conferences a year