

**DEVELOPMENT STRATEGY OF THE
MINISTRY OF INTERIOR
2011 – 2016**

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INTRODUCTION

On January 20th, 2011 the Ministry of Interior of the Republic of Serbia will mark its bicentenary. In the course of its 200-year history, it operated in different states; organizational forms and operating methods changed and so did people. However, the Ministry continued to work in the interest of justice, enforcing and protecting the laws and the citizens of the Republic of Serbia.

In constant search of the best methods for fulfilling its constitutional and legal mission, the Ministry adapts to the actual needs of the citizens. In order to achieve that, it must open itself to cooperation and partnership with the international community and civil society both on the central and local levels. Furthermore, it must raise its capacities and reputation it enjoys as an institution, which entails internal reorganization in order to create a more efficient police service that is less costly for Serbian citizens.

Problems are not solved by removing their consequences, but rather by addressing the causes. The causes of security problems are economic, social or political. All these areas are outside of the scope of police work. The state authorities and the society as a whole need therefore to mobilize themselves and participate in eliminating these causes in the struggle for creating a better and safer Serbia. Our Ministry will contribute to this struggle to the best of its abilities and subject to its competences. However, we cannot win without the help of other stakeholders. Therefore we will initiate, but also accept every useful and well-intentioned initiative to the same end.

The Ministry of Interior is facing a new phase of its development. The goal of this process is, from the standpoint of the international community, to become a reliable partner and mainstay of European integration. From the perspective of law abiding citizens, we must become a public service serving, helping and protecting the citizens.

On the other hand, those who infringe on the Law may not expect and will not receive other protection from the police but the guarantee that all their rights, freedoms and human dignity will be respected in the course of an investigation.

This Strategy points to the direction and ways in which this process will develop.

The Minister

Ivica Dačić

STRATEGIC ANALYSIS

In the elaboration of the Development Strategy of the Ministry of Interior of the Republic of Serbia for the period 2011-2016, a systematic and comprehensive analysis has been conducted of the legal, political, economic, social and technological environment. Key internal indicators of the situation in the Ministry were also analyzed (security, strategic, legislative and economic framework, human resources, technological and organizational framework).

Having elaborated the Development Strategy of the Ministry of Interior for the period 2011-2016, the Ministry has organized public debates among professionals aimed at informing the citizens and drawing up the final text of the document that will represent a good basis for further planning. Public debates took place in the police districts of Subotica and Niš, as well as in the headquarters of the Ministry in Belgrade, in the period from 20th to 23rd December, 2010. The Draft Strategy was available on the website of the Ministry for a month, while the debates were attended by the representatives of the government and non-government sector, international organizations, embassies, universities, local judiciary, attorneys-at-law, as well as the local government representatives. The Ministry of Interior presented and, having discussed it with interested citizens, examined and accepted certain suggestions and proposals.

The strategic framework is defined through a situational analysis entailing: a SWOT analysis, PESTLE analysis, stakeholder analysis, problem analysis, as well as additional analyses of human and material resources. Furthermore, the analyses and conclusions of the European Commission Progress Report for Serbia were used, as well as the reports of the OSCE Mission to Serbia, the Council of Europe and other international, governmental and non-governmental organizations. The results of research and the recommendations released by non-governmental organizations in relation to public safety and policing matters were also resorted to. In view of the excessive quantity of material obtained in the said analyses, the Strategy contains merely the basic results therein.

On the basis of the analyses conducted, in view of the permanent and rapid changes in society, as well as the uncertain and often unpredictable factors, the complexity and interrelatedness thereof and their effect on the Ministry, the opportunity has arisen for formulating the mission and the vision and defining strategic priorities and goals.

Environmental scanning

While conducting the environmental scanning i.e. the analysis of the environment, political, economical, social and technological factors of relevance for the business of the state administration were considered, as well as those affecting the security and needs of citizens.

The Republic of Serbia has reaffirmed its commitment to general democratic values, international law and respect of its own statehood tradition. In the framework of the United Nations, European and other international and regional organizations, the Republic of Serbia contributes to the advancement and improvement of its own safety, as well as to regional

and global security. Particularly important for the development and progress of Serbia are the safeguarding of internal stability, the rule of law and development of democracy and democratic institutions and integration in the European Union (EU) and other international organizations. The Republic of Serbia has embarked on institutional changes and adapting the affairs of its public administration to the needs of the EU integration process, building the said administration to represent the pillar of successful reforms. The priority goals of foreign policy in protecting the interests of the Republic of Serbia are to persevere in pursuing diplomatic efforts in order to defend its constitutional order and territorial integrity, speeding up the process of European integration and developing good neighborly relations and regional cooperation in the Western Balkans. Additional efforts are needed in order to put the existing administrative capacities in the function of accelerating European integration in keeping with the expectations of the citizens, foreign policy priorities and the needs of society as a whole.

The priorities of Serbia in the pursuit of accelerated economic development are to develop a knowledge-based economy, reduce foreign and domestic debt, complete the privatization of the former socially owned enterprises and the restructuring of public companies in keeping with national interests. The economic development of Serbia is also subject to external factors, involving the need to constantly meet the preconditions related to EU association and integration processes and active participation in the international economy and regional agreements. The global economic downturn and upheaval on the financial market have had a powerful effect on Serbia's economy. The goals of economic policy are the development and achievement of economic stability of the state and creating the prerequisites for foreign and domestic investments, as well as for other forms of international cooperation, including cooperation with international financial institutions. Budget investments in the developmental capacities of state administration bodies, including the Ministry of Interior, will not grow considerably in the coming period.

The main priorities of social policy are the fulfilment of citizens' needs, protection of their rights and enhancement of their security. In addition, the goals of Serbia's social policy are aimed at providing social welfare, reducing the unemployment rate, improving work conditions, education and permanent professional development of human resources. A high unemployment rate and poverty of a considerable part of the population, along with a large number of refugees and internally displaced persons represent possible future drivers of serious social and political tensions. Significant progress has been achieved in implementing structural reforms, particularly in the area of company privatization, as well as in the consolidation and privatization of the banking sector. The upward trend of the number of private sector employees has not absorbed the excess labour from the former socially owned enterprises. These trends require an adequate approach by all competent state authorities in both making security assessments and analyses and in development planning.

The Republic of Serbia guarantees all individual and collective rights to national minorities on its territory. It also promotes and supports the duty to respect human and minority rights of Serbs in other countries through the improvement of relations with those countries and in accordance with the relevant documents of international law. It also takes effective measures to improve mutual respect, understanding and cooperation among all the peoples living on its territory, regardless of their ethnic, cultural, linguistic or religious identity.

The introduction of information technologies (IT) in the operations of the state authorities both at the central and local levels has enabled the citizens to have an influence on public life. Owing to information and communication technologies (ICT), the citizens have been offered various services in electronic form, in line with the principle of complete transparency and public expression of their views. The increased use of ICTs is accompanied by growing risks from high-tech crime and threats to information and telecommunication systems. In the following five-year period, establishment of a single computer and telecommunications network of institutions of special relevance, the modernization of local government, coordinated development and introduction of e-government services, provision and improvement of Internet accessibility in disadvantaged areas, raising IT literacy and promotion of Information Society will be promoted.

Situation Analysis of the Ministry of Interior of the Republic of Serbia

Recognizing the key goals of the current Government, which goals relate to the commitment to a European future for Serbia, rejecting the unilateral declaration of independence of Kosovo and Metochia, combating organized crime and corruption and strengthening economic and social accountability, the Ministry of Interior has employed all its capacities for the attainment of the mentioned objectives. The Ministry is working on the formation of a modern, strong, professional, technically equipped and adequately-manned police service. The current reforms are aimed at creating a police service ready, in accordance with the powers vested in it by law, to resolutely protect every citizen from all forms of threats and enable effective and rapid enjoyment of human rights and freedoms.

A number of strategic documents and action plans have been passed in an attempt to define the further course of action of the Ministry in countering security challenges, risks and threats. Initial strategic, normative, organizational, financial and personnel conditions were created for the realization of these goals. What is lacking is a comprehensive strategic plan that would set up a framework for the development of the Ministry.

The Ministry is implementing intensive normative activities, as the main prerequisite for the realization of all reform processes, the primary goal being the harmonization of laws and regulations from this area with the standards and *Acquis Communautaire*. In accordance with the obligations from the Action Plans for Harmonization of the National Legislation with the EU Law, the Ministry has prepared a number of new laws from its scope of competence and set up a working group comprising the top management of the Police, which will reassess the entire normative framework.

A strategic approach to the development of the Ministry has been recognized as one of the key priorities in the scope of the overall public administration reform and one of the key elements of Serbia's European integration, since candidate countries are expected to fulfill the conditions also by properly adjusting their administrative structures.

However, the implementation of the adopted national strategies and action plans is lagging behind the set deadlines for the realization of the planned activities. An efficient mechanism for evaluating the quality of the results is also missing.

Analyses have demonstrated the need to introduce modern strategic management methods, define priorities and establish development strategies in key areas; the further development of a range of systems of external and internal oversight; ensuring operational transparency; and the development of partnership cooperation with a large number of entities.

For the above reasons, it is necessary to define key areas of strategic importance for further development and reform of the Ministry. Furthermore, it is important to clearly express the values that will be guiding the Ministry in the accomplishment of strategic goals, which must be met in the daily work of all representatives of the Ministry.

A strategic approach will ensure the development of the Ministry as a flexible and innovative institution with an integrated and citizen-oriented approach to security. This involves changes to the existing practices in the Ministry, enhancing the capacities for combating crime, as well as the development of employees' new knowledge and skills. It is particularly important to ensure the longterm sustainability and constant improvement of reform measures introduced in the previous period, as well as to implement contemporary achievements in the area of management theory and practice in public administration.

In operating the Ministry, the approach must enable efficient work, optimum use of budget resources, transparency and accountability in work and facilitated citizen access to services provided by the Ministry.

Based on the findings of the environmental scanning and the current state of affairs, as well as those of a critical evaluation of the results of reforms undertaken in the past years, the Ministry has concluded that standardization is needed in order to oversee the work and evaluate the results of various organizational units at the same level of hierarchical structure (benchmarking). The vertical operating structure is functioning well, but it will be periodically reassessed for improvement. A pressing need was identified for improving horizontal coordination and better functioning of the connection between organizational units. Internal procedures need to be further developed in order to enable efficiency in work and clear division of responsibilities and to promote innovations.

The improvement of regional and international police cooperation is part of an important foreign policy goal of the Republic of Serbia. European integration, economic development and stabilization directly depend on improvements to be achieved in that area. In order to intensify the said cooperation, as one of the main preconditions for the success of all reform processes and the development of the police in the Republic of Serbia, a number of laws have been passed pertaining to the ratification of agreements and protocols; many multilateral and bilateral agreements have been signed with neighboring and other countries with the aim of combating terrorism, illegal migrations, human trafficking, illegal drugs smuggling, etc. However, the need still exists for extending the legal framework for bilateral police cooperation by concluding international treaties on police cooperation. There are no effective mechanisms for the systemic and comprehensive planning of international cooperation and the necessary resources for the unhindered implementation thereof, as well as for the monitoring of the realization of these treaties, memoranda, conventions and other similar international acts.

A special emphasis is put on joining efforts of all strengths and potentials of the community and establishing an efficient system of combating organized crime. The system is founded upon three main principles: the enforcement and development of preventive and repressive measures and seizure of criminal assets. All these segments require further development in accordance with the adopted strategic documents. It is necessary to substantially improve the efficiency of interagency cooperation, especially with regard to financial crime investigations.

The model of proactive policing is insufficiently developed: that model should be based on a criminal intelligence system, as well as on the expectations and needs of the community. Enhancement of this field is needed through the development of strategic planning documents, methodology of police work, information management in accordance with European standards in this field, as well as through substantial investments in ICTs, material and human resources. The police have good public order management capacities. The need for enhancing additional capacities to be deployed with the goal of restoring public order on the occasion of large-scale public gatherings or high-risk events has been identified.

Traffic safety in the Republic of Serbia is an issue of high importance both for the citizens and for unimpeded economic activity and the complete integration of our country in the European traffic corridors. New legal concepts in the field of traffic safety from the police's area of competence are starting to yield results, but major investments in traffic management capacity development are necessary.

The Ministry accomplished all tasks from the so called Visa Liberalization Roadmap, which made possible in 2009 the lifting of the visa regime for traveling to the countries of the Schengen area. It was ascertained that the reforms as regards border safety are going according to plan. Nonetheless, substantial financial and material investments are still needed in the integrated border management system, since the foreseen budget to be allocated will be insufficient.

A great deal has been accomplished in the area of personal document safety, which was also a very important issue from the Visa Liberalization Roadmap. Moreover, personal document safety is extremely important for both the citizens and for the security of legal transactions in general. The issuance of personal document is only partially efficient and requires further improvement of the necessary material and human resources, as well as the constant streamlining of procedures in order to facilitate the obtaining of personal documents for all citizens, in line with the European document safety standards.

Analyses have shown that the establishment of a modern human resources management system is the major challenge. Capacities need to be developed for personnel planning and recruitment, career development, basic and specialized police training. In all the said areas reforms have yielded initial results. At the same time, the strategic importance of human resources for the overall success of the police reform is of such significance that it requires permanent attention.

The conditions for employment in the Ministry of Interior are provided for by the Law on Civil Servants (Article 45) and the Law on Police (Article 110). Employment in the Ministry is prohibited for persons convicted of any offense subject to public prosecution or undergoing criminal proceedings for such offense, persons sentenced to a non-suspended

term of incarceration greater than three months or whose employment with a government agency, state authority with public powers, was terminated due to a binding decision on grave dereliction of duty. Employment in the Ministry is not subject to legal or any other restrictions or conditions based on the national, religious or any other affiliation of the candidate applying for the job.

Pursuant to the Law on Civil Servants that guarantees equal opportunity to work in civil service positions, as well as under the Law on Police, entering employment in civil service shall not be subject to any conditions related to national, ethnic or racial affiliation; on the contrary, the selection of candidates is based on the fulfillment of general and special conditions, as provided for by the Law. Stating one's national affiliation is a personal right, but not an obligation of the citizens of the Republic of Serbia. This is also stipulated by the Constitution of the Republic of Serbia, since the provisions of Article 47 say that "no person shall be obliged to declare their national affiliation". Furthermore, the Law on Police of the Republic of Serbia, and in particular the provisions relating to the hiring of staff in Articles 110-115 are promoting the principle of consent and voluntary acceptance of the candidates regarding the matter of expressing one's national affiliation.

Accepting the standards set by the EU, the Ministry has seen a constant increase in the number of women among the total number of employees. The number of employed women is higher in police districts than in the headquarters of the Ministry. However, the opportunities for women to be employed on equal footing with men, as well as to benefit from equal opportunities for career development, are still insufficiently developed. The issue of gender equality needs to be constantly reassessed and the position of the underrepresented sex needs to be improved.

The public promotion of the police profession needs to be further improved, especially with the goal of attracting more Serbian citizens belonging to minorities in the police service.

The Ministry has considerably improved its computer and communication infrastructure by replacing analog communications with new installations. This has enabled faster data flow to police districts and Ministry facilities both for the Intranet and Internet communication infrastructure. Further improvement of the communication infrastructure is planned in keeping with the requirements of introducing new technological concepts and information system for providing support to the Ministry's lines of work.

In order to modernize the operations and data exchange with other state agencies and organizations and in order to ensure a more efficient provision of services to the citizens, a concept has been defined of a gradual transition from the classic modus operandi to tasks based on the principles of electronic transactions and e-government. A technical and technological platform has been created at the level of communication installations, which platform fulfils the highest protection standards at network level. Furthermore, the possibility has been created to establish services and data and information exchange with external users.

Since the existence of a reliable and efficient radio communications system is a prerequisite for successful and safe policing, the Ministry has invested considerable efforts since 2004 in the development of an adequate radio-telephony system. The development of a digital

telephony system under the TETRA standards started in 2005. The digital TETRA system is the latest state-of-the-art multifunctional and multi-user system, fully in line with European telecommunications standards and trends in the field of public security. The users of the TETRA system may and should include other public authorities and particularly the Security Information Agency (BIA), the military, government institutions, the Emergency Medical Service and other organizations in order to enable the networking of various entities when the need arises. The setting up of the first third of the TETRA system of the Ministry was completed in June 2010, enabling the accessibility of the radio network in areas of the Republic with the highest crime rate (excluding Kosovo and Metochia and the Ground Safety Zone), covering headquarters of almost all police districts and major roads.

Financial management needs to be further developed in order to ensure that available resources are spent in accordance with the most stringent standards of control and efficiency. The resources for the Ministry's operations and activities are provided in accordance with the Law on the Budget. The policy of reducing expenditures and freezing of salaries was defined in 2009 and remained in effect in 2010. The amount of resources available to the Ministry in the last couple of years is insufficient and utterly restrictive. In view of the general economic situation, such trend is expected to continue. Budget funds that may be anticipated in the period foreseen by the Strategy will probably be inadequate for the achievement of reform-related goals in this area. Major enhancement is needed of the Ministry's capacity to develop reform projects, attract foreign donor aid and allocate the latter effectively.

Moreover, the efficiency in all management segments needs to be improved (finances, human resources management, material resources, strategic planning and project management, etc.). The changes in management must be accompanied by organizational changes in the structure of the Ministry.

VISION, VALUES, MISSION, GOALS

Vision

The Ministry of Interior, as a public service, is constantly striving to be a modern, democratic, accountable and efficient police service, which guarantees security, acts as a service to the citizens and contributes to sustainable development and European integration.

Values

1. We are working for the benefit of society, transparently and adhering to the law.
2. We are decisively combating crime protecting everyone under the law, while not shielding anyone from the law
3. We respect the right to diversity while making justice accessible to all.
4. We are ready to constantly learn in collaboration with our environment.
5. We are working in good faith adhering to the police code of ethics and respecting the right to privacy.

Mission

The Ministry of Interior shall protect the rights and freedoms of all citizens, guaranteeing their safety as individuals and members of the community as a whole, in keeping with their expectations and recognized international standards.

The Ministry of Interior shall combat crime and act preventively in cooperation with other stakeholders – judicial and other state authorities, foreign police agencies and international organizations.

The Ministry of Interior shall maintain public order contributing to freedom of expression and assembly, while respecting traditional, religious, cultural and other particularities of various socially vulnerable, marginalized and other social groups and the specific features of local communities.

The Ministry of Interior shall keep records and issue modern and safe documents acting as a service for the citizens, while respecting privacy rights.

The Ministry of Interior shall protect citizens from technological breakdowns and provide assistance in related emergency situations acting in partnership with the local community, other local and state institutions, foreign countries and international organizations.

The Ministry of Interior shall keep the state borders of the Republic of Serbia secure, in accordance with the principles of integrated border management and transborder cooperation, enabling safe movement of people, unimpeded economic activity and combating transborder crime.

The Ministry of Interior shall establish and improve police protection in the area of traffic safety by setting up a comprehensive protection system, activating traffic factors on all levels

of society and developing traffic prevention through enhancing the model of inspection oversight with regard to drivers, vehicles and road signalization.

STRATEGIC AREAS

The Development Strategy of the Ministry of Interior for the period 2011-2016 lays down the main course of development of the Ministry in the backdrop of a dynamic internal and external environment, limited financial resources for growth and development, taking into consideration the need to meet the expectations and needs of our society.

We have defined the courses of development through the Strategic Areas reflecting the striving of the Ministry of Interior to be the best organized ministry in the Government of the Republic of Serbia. The ambition is also to have the widest network of strategic partnerships and the highest level of security for the community and optimum working environment for its own employees.

After a thorough analysis the Ministry has identified the following areas of work that are of strategic importance to future development:

- 1. Organization and management,**
- 2. Safety of the individual, the community and the state,**
- 3. Partnerships at national, regional and international level,**
- 4. Internal and external oversight systems and operational transparency.**

The Development Strategy of the Ministry provides the guidelines for the realization of a number of strategic goals in each of the strategic areas. These goals will be elaborated further through concrete activities and tasks in the Action Plan for the Implementation of the Development Strategy of the Ministry of Interior for the period 2011-2016. The said Action Plan will specify the individuals and the Ministry's organizational units to be in charge of the attainment of the aforementioned goals.

The Action Plan will set the deadlines and estimated costs for the implementation of tasks and activities; it will also specify precise indicators for the evaluation of the successfulness of the Strategy's implementation. The Action Plan will be enacted within six months from the adoption of the Strategy.

1. Organization and management

The Strategic Areas regarding the organization and management of the Ministry entail the following strategic goals:

A) A developed normative framework aligned with international standards and regulations

The reform of legislation governing the organization and the work of the police is a prerequisite for the implementation of all other reform processes. Furthermore, the harmonisation of domestic legislation with the European one, is one of the conditions for joining the European Union . In our effort to fulfill our tasks we are acting in accordance with national and international laws and in respect of human rights. The prerequisite for the

above is that our national legislation be harmonized with international law and human rights standards. There is a need to conduct an analysis and evaluation of conformity of the legislative framework governing the activities of the Ministry of Interior with the Constitution, other systemic laws and the European legal system.

A review is needed of all internal operating procedures in the Ministry in order to ensure efficient operation and optimum horizontal communication. All procedures aimed at external parties should be streamlined so as to enable citizens and other parties addressing the Ministry to fulfil their needs and protect their interests in the most efficient way.

B) Enhanced strategic management and leadership

The Ministry is currently facing multiple challenges related to the police reform process. In the context of Serbia's commitment to join the EU and in the scope of the overall reform of public administration, the police reform aims at irreversibly transforming the police into a modern, efficient, effective, democratic and accountable service, in line with the EU standards and models. In order to enforce the Acquis Communautaire and embrace the standards of the European Administrative Area, the Ministry must enhance its strategic management.

The Ministry must ensure longterm planning and setting of priorities in key areas of work through developing the methodology, practice and knowledge necessary for the adoption, implementation and evaluation of the successfulness of strategic decisions.

There is a need to develop capacities for strategic analysis, as well as to develop strategic maps, plans for evaluation and reporting. Furthermore, there is a need to set up teams for the implementation and monitoring of strategic goals. In addition, horizontal communication and team work in the Ministry must be institutionalized. Reporting about the degree of fulfilment of goals by using modern management solutions and practices must be ensured.

Each of the sectors in the Ministry shall adopt a sectoral development strategy in line with the Development Strategy of the Ministry of Interior for the period 2011-2016, while the General Police Directorate shall adopt the Strategic Plan of the Police. On an annual basis, the Ministry will adopt a list of priority reform projects to be submitted while applying for foreign development aid and donations.

Enhancing the capacities for strategic management and leadership will enable a clear division of competences and coordination of reform activities in all organizational units. The Ministry will develop capacities and know-how for change and risk management, team management, as well as for quality and project management.

The foundation of the new approach to management at the strategic level is the standpoint that the police shall serve the citizens and that the police officer is a citizen in uniform. Managing police in a democratic society also requires the development of new skills for police managers. Police managers have a constant obligation to insist that tasks are performed in timely and correct manner, as well as to foster good relations with the citizens, cooperate with other agencies tackling public order and crime, local communities, non-

governmental organizations and ethnic and other communities. At the same time, each member of the police, as a public servant with special powers, must also be personally responsible for his/her actions and omissions in performing policing duties. Indicators need to be introduced for performance assessment and comparing the performance of organizational units at the same level of the vertical operating structure.

A functional analysis of the Ministry is needed in order to examine the need to change the organizational framework. It is necessary to particularly look at the organizational structure, division of labour and the functioning the General Police Directorate in order to determine the optimum model for police service and the organization thereof at the central level.

B) A developed Human Resources Management System

Human resources management is a new concept of personnel management in the organization, and it entails the reform of the old-style cadre department and its transformation into a modern service empowered to address the challenges of the 21st century.

An individual sees the police as a provider of means of subsistence; as well as challenge and chance to grow as a person and to achieve professional success, expecting from his/her organization respect and acknowledgment for their performance and equal opportunities for career development. In order to realize these expectations, a developed human resources management system is needed, founded upon modern standards, criteria and procedures of recruitment, selection, training and career development. Such a system will make possible competitiveness among police personnel based on competences and performance efficiency. The end result would be a high level of professionalism, job satisfaction and legal security of employees. All aspects of personal accountability for the work of each police employee must be further enhanced.

Career development has to be based on transparent procedures, through the use of internal vacancy notices as the rule when filling in vacancies at the mid and senior management level, based on performance results and professional development and subject to standardized testing.

Training and professional development system needs to be further developed in the part concerning specialized training, management training and permanent professional development. New strategic and action plans need to be developed, as well as research and development projects and specific operational activities.

As an agency serving the whole society, the police must with its composition reflect all segments of society and be representative of the community it serves along with promoting the police profession. Also, there is a need to further foster social dialogue within the Ministry and trade union activity. Special attention should be devoted to improving the position of police officers, enhancing work conditions and the financial and social position of the employees. The Ministry will work intensively on improving the occupational health protection system and reducing occupational injury and illness.

D) Developed Information and Communication Technologies (ICTs)

The use of ICTs is the prerequisite for having a functional organization based on the contemporary principles of a service-oriented institution, where the tasks are standardized and automated to the highest degree. The adoption of a general architecture of the Ministry's information system will enable the constant monitoring, improvement and appraisal of the organization, work methods and performance, with the aim to find the best response for addressing the needs of citizens and businesses.

In view of the rapid changes in the area of ICTs, long-term planning is needed when supplying all levels of the organization with the proper equipment, while at the same time allowing for the upgrade of the system that will be "future-proof".

2. Safety of the individual, the community and the state

The Strategy is focused on the safety of the individual, while recognizing the needs of different social groups and communities. The Ministry is aware of its leading role in ensuring internal security in line with the European standards and high human rights and freedoms-related requirements. The development of this strategic area will be implemented through the following strategic goals:

A) Developed criminal police capacity for effective and efficient action

The repressive and the reactive model needs to be evenhandedly developed along with the proactive model of police work. The continued advancement of legislative, organizational, technical, technological and human resources will create the conditions for the functioning of the criminal-intelligence system. Focus on analytical work will enable the preparation of operational and strategic analysis and threat assessment, which will serve as a basis for the actions of the operational/investigative part of the police.

The *modus operandi* of data collection, storage and access needs to be revised; furthermore, criminal-intelligence data from all lines of work of the Ministry must be cross-checked in a central database. The analysis will enable the targeted use of material and human resources and it will also be used as a basis for proactive action.

All forms of proactive work need to be developed in partnership with other government authorities and representatives of civil society; the Crime Prevention Strategy needs to be adopted in line with the Initial Framework of the National Crime Prevention Strategy. All mechanisms of assistance and protection of the victims of crime – especially violent crimes – should be further developed.

Further development of the National Crime Technical Center's capacities will ensure the level of work which enables the use of evidence according to the EU standards. Sustainable development of forensic capabilities needs to be ensured, in line with the progress in the relevant scientific fields.

B) A developed, efficient and effective Integrated Border Management System

Integrated border management (IBM) is a precondition for the overall level of security in the country and contributes to the fight against crime by creating the conditions for cooperation with countries from the region, as well as for European integration processes. IBM will enable the long-term development of border security and create borders open for free flow of people and goods, while at the same time being safe from all forms of transborder crime.

A master plan is needed for the equipping and development of infrastructure on the border crossings, as well as for formulating training plans for border police officers.

The implementation of the Integrated Border Management Strategy, through further strengthening of agencies involved in that process, as well as through the enforcement of the cooperation agreement in the area of IBM, will ensure interagency cooperation that will, in turn, establish a more efficient system of uncovering illegal migration and illegal drugs trade.

The development of migration management capacities needs to be further enhanced and the capacity for combating illegal migration and human trafficking must be advanced, in accordance with the already adopted strategies, plans and international standards.

C) Developed capacities of the police for public order management

The Ministry will develop capacities for preserving public order, especially through consistent enforcement of regulations in the field of prevention and combating violence and misconduct on sport events and improvement of relations with the relevant state institutions and non-governmental organizations. To the same end, the Ministry will create an efficient mechanism for keeping in check informal social groups advocating or resorting to violence and intolerance on any grounds.

Furthermore, the development of the Ministry's capacities should include the adapting of the organization thereof in order to enable a more direct and more operational cooperation, namely coordination of activities on the national and international levels. Material and human resources need to be further developed, including the necessary professional skills for risk assessment and developing operational plans for public order management in high-risk situations. It is particularly important to further develop the capacities for preventive action and non-violent resolution of dangerous situations.

D) Developed community policing practice

The concept of community policing promotes the idea of greater participation of the community and citizens in police decision-making and engagement. As a modern approach to the security of the citizens, society and the state, community policing strives for the creation of a safer community.

The concept of community policing is founded upon changing the *modus operandi* of the police, police organizations, police management, the police value system, appraisal of police work and changes in the community. Through the adoption and the implementation of the

Community Policing Development Strategy, and its accompanying Action Plan, conditions will be created in which the new mindset and new police culture of proactive action will ensure the safety of the community, while respecting the views of the citizens.

E) Developed Traffic Police capacities and traffic flow monitoring methodology

In view of the global relevance of the issue of traffic safety, the characteristics of traffic must be observed in a systematic way, through the main subsystems (man-vehicle-road-environment). In view of the interactive measures that include the simultaneous effects of the several subsystems, through constant complementarity and development in keeping with the latest research results and best practice in European countries and the region, a Traffic Safety Strategy and action plan for the implementation thereof need to be adopted and consistently enforced.

There is a need to develop a master-plan that would deal with equipping traffic police with modern devices and equipment, and which plan would also contribute to the adoption of more efficient traffic police procedures on/relating to traffic monitoring, traffic regulation at cross-roads, immediate control and traffic police regulation in special/extraordinary security conditions and circumstances.

F) Developed capacities for emergency management

Since the Republic of Serbia faces permanent security challenges such as natural disasters (fires, floods, earthquakes, etc.), technical and technological accidents or dangerous materials-related hazards, there is a demonstrable need to organize a modern rescue system and establish a single scheme of management, organising citizens and logistic support in protection and rescue. That goal will be accomplished with the adoption and implementation of the National Strategy for Emergency Management, as well as the action plan for the implementation thereof.

This system must be developed at the national level, with the active participation of all state authorities, special organizations and other entities. It is necessary to further develop all forms of international cooperation in the case of emergencies, both at the regional level and beyond.

3. Partnerships at the national, regional and international levels

A) An efficient mechanism for cooperation with state authorities and other institutions

The necessary preconditions (related to the legal framework, organization and human resources) need to be ensured in order for the police to work more effectively together with its partners and mechanisms must be developed for horizontal cooperation with other stakeholders. The relations between the police, prosecution and other elements of the judiciary, customs, state authorities in the anti-money laundering system, as well as the with communities in which the police operates, must be functional, flexible and subject to constant review. The police must proactively develop these relations and seek whenever necessary the active participation of the respective partner. Special attention needs to be paid

to the development of partnership relations with the private security sector, the regulation thereof in accordance with European and international standards, as well as to the involvement of the police in the national security system. The goal is to lay down clear competences of the private security sector and develop at the same time a network of partnership relations and cooperation.

B) Established partnership relations with civil society institutions

In order to enable civil society institutions to take part in the Ministry's policymaking and recognizing the importance of civil society institutions, the Ministry will formulate a consulting process with the representatives thereof on regular basis, both at the national and local levels. The Ministry wishes to contribute to a better understanding of the nature of police work by civil society institutions and is ready to be additionally engaged in this field through workshops, seminars and other forms of interactive approach. It is needed to further increase, subject to financial possibilities, funds intended for donations to civil society institutions, as well as develop transparent means for the realization thereof, by advertising an open competition for the allotment of funds and by defining priority project areas.

In addition to setting out common goals, the goal of establishing partnership relations is to have a joint implementation and regular joint evaluation of the efficiency of the partnership relationship.

C) Developed capacities for regional police cooperation

The issue of security of any country in our region may not be observed outside of the context of regional and European security. A firm commitment to the development of good neighbourly relations means that we must have a joint approach to addressing problems: achieving and preserving peace and stability in the region in order to create the preconditions for economic and general development in the scope of Euroatlantic integrations of the region. The necessary legal, institutional, financial and human resources need to be created that will ensure efficient regional police cooperation. The Ministry will continue to promote regional cooperation through ministerial conferences, professional development seminars and operational meetings. It will actively participate in the work of regional institutions and formulate joint projects in the scope of the cooperation with these institutions. Activities will be intensified as regards signing of bilateral agreements with countries in the region in order to allow the practical implementation of the Police Cooperation Convention for Southeast Europe, especially in the part relating to transborder surveillance and controlled deliveries. Periodic bilateral meetings will be held with the police services both at the strategic and operational level in order to assess the effectiveness of cooperation, remove obstacles and agree upon joint projects.

D) Involvement in European and international integration processes

International cooperation promoting the principle of efficient democratic policing will diminish threats to international and national security and increase the citizens' sense of safety. In order to join European and international integration processes it is necessary to boost international cooperation capacities, particularly in terms of human resources. It is

necessary to develop special training programs, including foreign language courses, in order to allow the participation of the widest possible range of police officers in the processes of European integration and international cooperation. We are committed to continuing with the adoption of modern policy standards, good practice and proven work methods through partnership cooperation and meeting the obligations for the accession of the Republic of Serbia to the EU.

The Ministry will continue to participate in the UN peace missions and prospectively in the EU peace missions. It is necessary to continue with developing the capacities and training of officers for participating in peace missions, in accordance with international standards. It is particularly important to create the necessary organizational and institutional conditions for joint preparation for participation in peace missions with other state authorities and especially with judicial bodies and the customs.

4. Internal and external oversight systems and operational transparency

Effective and efficient elements of internal and external oversight, as well as transparency and fostering a cooperative relationship between the police and the public, is a prerequisite for democratic work of the police, who are accountable for their actions before the law, the state and the citizens. In order to attain the goals in this strategic area, the following strategic objectives are foreseen:

A) A developed and strengthened system of internal oversight

Police reform does not involve merely modernization and the establishment of a streamlined and more functional organization. It is necessary to bolster the mechanisms of internal oversight, lawfulness of work, professionalism and accountability of all members of the Ministry. The goal is to embrace the highest European standards and good practices of EU countries.

The fundamental purpose of oversight mechanisms is to responsibly supervise the exercise of police powers and to impartially take measures against those who abuse those powers. The latter is fundamental for effective fight against corruption in the police and for establishing clearly defined professional standards and police ethics, by strengthening and making more efficient the organization of the Internal Affairs Division. The role of Internal Affairs is to be a key factor of oversight because the most immediate information about the conduct of police officers rests with the police itself. Within the internal oversight system, supervision by senior officers of their subordinates plays an important role, as do the control activities of specific internal oversight units.

This will primarily advance/progress towards improving prevention by thwarting abuse and unlawful actions by police officers, through concrete investigation of police work, continuous collaboration with the media, creating a good proactive relationship with the citizens and the public, as well as by introducing international(ly accepted) professional standards for police officers. It is therefore necessary to formulate a detailed development plan for the internal oversight system through the implementation of the current twinning project “Police Reform – Internal Affairs”. This project will help enhance technical

capacities of internal oversight and create better capacities for a robust fight against crime, especially organized crime and drug trafficking involving police officers.

Activities aimed at ensuring complete territorial coverage and more efficient operation of the Internal Affairs Division Regional Centers, and creating conditions to improve the work of organizational units in the Division's central office, will continue. With a view to share experiences, cooperation with internal affairs departments in the police services in the region and other European countries will be intensified and enhanced, and regular participation continued at regional and other conferences, symposiums, courses and seminars.

B) A developed system of financial operations and audit

With the aim to achieve cost-effective and controlled allocation of the existing assets it is necessary to conduct a complete audit of financial resources and the efficiency and effectiveness of their spending. It is necessary to set up a cost monitoring system, both by organizational units and by specific lines of work. This will make possible to compare the invested resources with the achieved performance. It is particularly important to ensure transparent spending of the budget coupled with the proper financial reports as a part of regular reporting in the Ministry, with public access and protection of confidential information in accordance with the law.

The Ministry's absorption capacities need to be increased in order to better consume foreign donations and particularly EU IPA funds, along with providing control mechanisms in line with EU standards. Human resources necessary for drafting and managing projects need to be enhanced. Project management must become part of daily activities.

C) Conditions ensured for the enforcement of democratic and civilian oversight

Establishing of multiple and efficient oversight of police activities is a precondition for the protection of human rights and rule of law. In order to make a realistic assessment of the activities of the Ministry of Interior, it is necessary to improve the knowledge both of the general public and state authorities involved in external oversight about the nature of police work and activities of Ministry. Moreover, institutional mechanisms for cooperation with the Parliament, the Ombudsman, and Commissioner for Information of Public Interest and Personal Data Protection and other institutions need to be additionally developed.

D) Transparency

Police work must be transparent and open to public scrutiny and there must be mechanisms for ensure that kind of accountability. Without police transparency there can be no watchdog role to be played by the public. Regular updates of the Bulletin reporting on the activities of the Ministry posted on the Ministry's website will enhance the system providing information to the general public on the activities of the police. At the same time, by introducing the practice of making the Report on the Ministry's activities public will promote the Ministry's achievements.

It is necessary to keep track of requests for information of public interest in order to make the most frequently demanded information available to the citizens on a regular basis on the Ministry's website, in the scope of publicly released reports, and in the aforementioned

Bulletin. All documents are, in principle, public by nature, except those that are classified as “confidential” under the law.

It is particularly important to enhance the communication with the citizens at the local level, as well as to set up special channels and instruments of communication with specific social groups and particularly with minorities, vulnerable and marginalized groups.

IMPLEMENTATION OF THE STRATEGY

The Development Strategy of the Ministry of Interior will define the framework for the implementation of reforms and demonstrate clear commitment to introducing the necessary changes and the implementation thereof.

The implementation of the Strategy represents an internal operational activity involving organization, budgeting, motivation, monitoring, evaluation and reporting and leading to the achievement of all set objectives relying on the Action Plan of the Strategy.

Monitoring, evaluation and reporting

In order to allow for the complete implementation of the Strategy and in order to successfully improve the work of the police, mechanisms will be introduced for continuous monitoring and evaluation of the activities and tasks undertaken in order to achieve the set goals. These mechanisms will be based on key performance indicators and defined according to an exact timeframe. They will encompass all phases and levels of the Strategy’s implementation and provide information about the progress and success of the realization of the goals.

By monitoring and evaluating the realization of the Strategy goals, the effectiveness and efficiency of the Ministry will be assessed, as well as the relevance of the results achieved for the development of the Ministry. In the process of drawing up a monitoring and evaluation plan, the best international practices will also be considered. Monitoring and evaluation will also include a detailed analysis of the problems and obstacles that have emerged in the process of implementation of the Strategy. The improvements achieved in the work of the Ministry will be identified in order to create the conditions for proposing the necessary changes and upgrades.

An **Implementation Monitoring Team** will be set up, consisting of the Bureau for Strategic Planning and the persons from other Ministry’s organisational units designated to monitor implementation of tasks and activities. The Team will follow up the implementation of the Strategy, as well as collect and compile information obtained from all units of the Ministry, as well as from relevant actors outside the Ministry, where appropriate.

The basis for monitoring and evaluation of the Strategy will be the Action Plans for its implementation. The Action Plans will be drawn up for a two-year period. The Action Plan for the first two-year period will be adopted within six months from the adoption of the Strategy. The Action Plan will define, in keeping with the Strategy, the activities and tasks, those responsible for activity implementation as well as the indicators and risks. Timeframes

and means/funds for the implementation of the Strategy, as well as the persons responsible for reporting thereof, will also be determined.

MONITORING will be carried out in regular intervals – quarterly and annually – in accordance with the elements of the Action Plan. The Strategy implementation monitoring system will encompass: the defined activities and tasks, as well as persons responsible for activity implementation, the persons designated to monitor and report, the resources, indicators, risks and time frames.

The persons designated to monitor implementation of activities and tasks in the organizational units of the Ministry will on a quarterly basis follow up the performance of particular activities. The report on progress made or recommendations as regards identified problems shall be quarterly submitted to the Analytics Directorate. The Analytics Directorate will compile these reports submitted by organizational units, and submit a quarterly as well as an annual report to the the Bureau for Strategic Planning. Quarterly reports shall be submitted no later than on the fifth business day of the first following month after the expiry of the quarter. The annual report shall be submitted by January 15th each year for the previous year.

In order to establish a unified formal reporting system and in cooperation with the Analytics Directorate, the Bureau for Strategic Planning will standardize the reporting procedures and format of these reports. After an analysis of the common segments of the organizational units' work and in accordance with the elements of the Strategy implementation monitoring system, the Analytics Directorate will compile the reports and submit the same to the Bureau on a quarterly and annual basis.

An informal reporting system will be introduced in the form of meetings with the competent organizational units. The meetings will be forum for discussing implementation of activities as well as areas that need to be improved.

EVALUATION is defined as systematic and objective oversight of the results of the Strategy's implementation. Evaluation is the key mechanism for defining the degree of success in the implementation of the Strategy. It will be used to establish the implementation progress, take corrective measures and propose changes. Evaluation will be carried out on regular basis once a year, by using different data sources, including the annual report as the main source of information, on the basis of the required indicators. Internal information will be systemically compared with external information sources, such as interviews, public opinion polls etc. Depending on the type of indicators, the realization and the effects of the planned and performed activities will be assessed, along with institutional and legislative changes.

The scores of the review will be presented under the “traffic lights” principle.

- **“Green light”** – means that the activity has been implemented in keeping with the expectations and that no additional measures are necessary;

- **“Yellow light”** – means that the activity has been implemented but additional measures are nonetheless required in order to raise the quality of performance up to the planned level;
- **“Red light”** – means that the activity has not been implemented and that additional measures are required.

On the basis of the received annual report, the Bureau for Strategic Planning will conduct evaluation. If necessary, the Bureau will propose that the Strategy be revised so as to improve its effectiveness and sustainability.

Upon expiry of the period foreseen for the implementation of the Strategy, an evaluation will be conducted containing the recommendations, conclusions, lessons learned as well as the best practice regarding the implementation.

REPORTING: The Ministry will develop and release annual reports on the implementation of the Strategy, entailing the degree of implementation of goals and activities, problems and challenges. The report detailing the course of the Strategy implementation will be an integral part of the Report on the work of the Ministry, submitted to the Government and the Parliament. The Strategy Implementation Report shall be public.

FINANCING

The Action Plan for the implementation of the Strategy will specify for each task and activity the means and financial sources necessary for their implementation. The financial sources required for the implementation of the Strategy shall partly be provided from the Budget of the Republic of Serbia earmarked for the Ministry’s regular activities and partly from international funds.

Budget

The Ministry’s financial plan for 2010, with projections for 2011 and 2012, has earmarked the funds needed for the implementation of new activities from the competence of the Ministry arising from statutory obligations, strategies and strategic documents, for which no funds were earmarked until now and the start of which is expected in the following two years. These activities predominantly relate to the Law on Road Traffic Safety, the Integrated Border Management Strategy of the Republic of Serbia, the Law on Emergency Situations and the Law on Asset Seizure.

International funds and financing instruments

The implementation of the Strategy as defined in the Action Plan presupposes the development of new projects that will be funded from donations provided by international organizations, foreign governments and other levels of authority, as well as by the use of funds from donations for projects approved in the previous period.

It is envisaged that a number of tasks and activities will be funded through the approved IPA projects: Police Reform – Internal Affairs (IPA 2007) in the amount of 1,000,000 euro; the Development of an Information System for Border Management (IPA 2008) in the amount of 4,000,000 euro; Enhancing Capacities for Data Collection, Analysis and Statistical and Analytical Processing (IPA 2010) in the amount of 1,200,000 euro; Establishing an Efficient System for Combating Illegal Migration on the Territory of the Republic of Serbia (IPA 2010) in the amount of 5,000,000 euro; and the Enhancing Strategic Planning and Horizontal Communication in the Ministry of Interior (IPA 2011) in the amount of 1,500,000 euro.

In addition to donations obtained from foreign countries for projects that are already underway and that are closely connected to the attainment of the Strategy's goals, in the framework of the cooperation with the Swedish National Police Board and the Swedish International Development Agency, a joint project is planned with the aim of providing support to the Ministry in developing the Action Plan, defining the indicators and creating a Strategy Implementation Monitoring System, as well as in creating the conditions for an adequate implementation of the Strategy's objectives.