



## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

Serbia  
European Integration Facility  
- Indirect management -



### ***Action Summary***

*The contents of the IPA 2014 Action on European Integration is being proposed at the point when the Republic of Serbia has recently started accession negotiations and has finalised the revision of the NPAA to accompany this process; it has newly established the structures for this process and has embarked with the implementation of the sector approach in line with the requirements of the new IPA for period 2014-2020 (IPA II) and with creation of the single national investment projects pipeline. In order to maintain the momentum of important reforms on the medium-term, administration in Serbia will necessitate properly configured assistance to keep progressing on several tracks in parallel. It is therefore proposed that flexible assistance facilities reaching widely throughout national structures, are financed from IPA 2014 allocation as presented herewith.*

<b>Action Identification</b>	
<b>Programme Title</b>	Annual Action Programme for Serbia (2014)
<b>Action Title</b>	European Integration Facility – indirect management
<b>Action Reference</b>	
<b>Sector Information</b>	
<b>ELARG Sectors</b>	<i>Democracy and Governance</i>
<b>DAC Sector</b>	31120, 31165, 41010
<b>Budget</b>	
<b>Total cost</b> (VAT excluded) <sup>1</sup>	11 574 160 EUR
<b>EU contribution</b>	11 574 160 EUR
<b>Management and Implementation</b>	
<b>Method of implementation</b>	Indirect management
<i>Direct management</i>  <i>Indirect management:</i> <b>Responsible Unit or National Authority/Implementing Agency</b>	Central Financing and Contracting Unit (CFCU) - Ministry of Finance, Department for Contracting and Financing of EU Funded Projects
<b>Implementation responsibilities</b>	CFCU and IPA units/SPOs in line beneficiary institutions
<b>Location</b>	
<b>Zone benefiting from the action</b>	Republic of Serbia
<b>Specific implementation area(s)</b>	N/A
<b>Timeline</b>	
<b>Deadline for conclusion of the Financing Agreement</b>	31 December 2015
<b>Contracting deadline</b>	3 years after the signature of the Financing Agreement
<b>End of operational implementation period</b>	6 years after the signature of the Financing Agreement

<sup>1</sup> The total action cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

## 1. RATIONALE

### PROBLEM AND STAKEHOLDER ANALYSIS

#### **IPA 2014 EU Integration Facility – indirect management**

In order to satisfy demand for establishing more flexible instrument which would address specific well circumscribed self-contained subjects of limited scope and not possible to be identified in detail in the time being, the EU Integration Facility is being introduced.

EU Integration Facility complements the needs which might appear in certain sectors in the regular course of country developments, even if they are not strictly interrelated with the outcome of screenings or negotiations per certain chapters, but are nevertheless, directly or indirectly also accession driven. In various aspects, the institution building and technical assistance requirements appear particularly through needs surveys and identification of priorities for IPA assistance, but also as related to the bottlenecks observed in the regular monitoring of projects already approved for IPA financing. This facility may be used for the purposes of implementation of following types of actions:

- Twinning/twinning light type of actions with EU Member States for Acquis related issues or institution building
- General type of actions: technical assistance, grants, activities related to strengthening the indirect management institutions and operating structures (“support measures and general technical assistance) and other types of contract implementation under PRAG rules

In the current programming cycle, some accession-driven needs have been identified in certain sectors, but in the insufficient maturity to be incorporated as parts of respective Actions. This is the case in:

- (i) some areas of public administration reform, where the new Strategy is in place, but at the point of finalisation of IPA 2014 programming, respective Action Plan is not finalised to provide all details necessary to anticipate exact type of the needed assistance. The sequence of exact steps to be undertaken for the demanding inspection system reforms, or the pre-conditions underlying the systemic introduction of corporate governance in the public sector are still pending, to illustrate only some of challenging potential assistance areas;
- (ii) economic governance as the new key feature of the EU enlargement strategy, opens a broad field of cross-sector priorities which will have to be addressed and some of them in a rather prompt manner. Exact understanding of the requirements of the announced national economic reform programme, action plan for public financial management and competitiveness and growth programme is still missing, and it can be reasonably anticipated that the demands for assistance, targeted and of smaller scale, will appear already for the elaboration of those programmes;
- (iii) with the perspective and intention of preparing grounds to exploit new financing options under IPA II - namely the sector budget support (but only with the IPA 2015 or IPA 2016 Program);
- (iv) although Serbia has advanced in harmonising its legal framework with EU environmental legislation in recent years there is still the lack of operational level documents, which would allow to produce long pipelines of environment related projects and guide institutional activities and investments.

Furthermore, the topics of a cross-cutting nature, usually not suitable for the sector or stand-alone actions in the core national program (such as tourism and culture, regulatory reforms and capacities of independent state bodies, etc.) are to be considered for the support from EU Integration Facility.

The “support measures” and general technical assistance funds will be an important source of support for the CFCU and national institutions within the operating structures for the indirect management of IPA, notably in the first years after the initial conferral of management. In the majority of cases for works and supplies contracts, but also for more complex service contracts - particularly those pertaining to the design of information systems, external expertise is desirable for elaboration of detailed and quality tender documentation in the form of tender dossiers, technical specifications or terms of reference. Given the fact that IPA 2012/2013 unallocated funds are almost entirely “booked” at the point of drafting of this Action Document, there is a strong argument for the extension of the mechanism by allocation of additional resources within IPA 2014 Programme.

The experience gained so far concerning the demand for usage of the previous IPA ‘unallocated’ envelopes, demonstrates high interest expressed by the national administration and the purposefulness of disposing of such a programming and financing tool incorporated in the national IPA package. As expected, this proved to be relevant in particular for sectors with diversified and voluminous *Acquis* such as environment, agriculture and rural development, phytosanitary issues and internal market, but also justice and human resources development. In that respect EU Integration Facility ensures the reserve of funds to be mobilised with the aim to respond to emerging tasks related to the institution building and further strengthening of administrative capacities of institutions responsible for implementation of the *Acquis* and to foster exchange of best practice in a flexible and immediate way. So far support for implementing policy reforms is anticipated notably under: chapters 11 (quality policy, organic farming, promotion of agricultural products, carcass classification) and chapter 12 (plant variety registration); chapter 27 (waste management); chapter 28 (consumer protection).

#### **RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES**

This AD is designed to support Serbia in its specific path to the EU, in line with the **Enlargement Strategy and the Strategy Paper for Serbia** and thus also in line with the pillars of the SEE 2020 and Europe 2020 strategy (“Strategy Paper” itself is shaped to be consistent with EU policies like Europe 2020 and benchmarks agreed under SEE 2020).

With regards to PLAC type of support the AD will address the specific needs arising from the screening process and further during the accession negotiations. The PLAC support will address the part of reforms in the Justice and Home Affairs Sectors in line with the accession negotiation framework thus allow implementation of the action plans under Chapters 23 and 24 as these will be the core of EU assistance in this sector. The PLAC support will be used to provide targeted advice and guidance to national administration in overcoming the benchmarks and setting the negotiation positions for each chapter.

Through the EU Integration Facility support will be mobilised in response to unforeseen priority needs relevant to the accession negotiations, but which do not fall under the identified priority areas. PAR and economic governance will be supported, but also assistance will be provided for *Acquis* alignment and institution building in various sectors.

According to Article 72 (Title VI - Approximation of Laws, Laws enforcement and Competition Rules) of the **Stabilisation and Association Agreement (SAA)**, the contracting parties recognise the importance of the approximation of the existing and future legislation in Serbia with the EU legislation as well as of effective implementation and enforcement. In addition, Serbia is obliged to ensure that its existing and future legislation will be gradually made compatible with the EU *Acquis*.

The revised **National Plan for the Adoption of the *Acquis* – NPAA** for period 2014-18 (adopted in July 2014) represents the comprehensive plan for the alignment of national legal system with the *Acquis*, as well as for the capacity building for the correct and thorough implementation of the aligned legislation. Such revised detailed plan allows for taking the positions on dynamics of legislative harmonisation and institutional adjustments already during bilateral screenings. Furthermore, the revised NPAA reveals also the pending and open issues concerning harmonisation and implementation of legislation and thus also indicate possible requirements on transition periods. The revised NPAA within the Chapter 22 on Regional Policy and Coordination of Structural Instruments provides the overview of technical assistance projects which supported Serbian administration in preparing the documentation for investments, while the priority infrastructure projects are mentioned in respective chapters (e.g. on energy, transport, etc.). Likewise, given that the compendium of *Acquis* is under constant development, the regular annual revisions of the NPAA will be used to adjust its contents to the modifications of the *Acquis* itself. Of course, the annual revisions shall reflect the modifications initiated by national competent institutions based on their internal revised plans or based on the suggestions/comments by the EU on the contents of defined plans. In such a manner, the Republic of Serbia shall in some cases amend its legislation simultaneously with the Member states.

**EC Progress report for the Republic of Serbia for year 2013** is generally perceived as one of the most positive reports to date. Part of the reasons is related to the progress made in the reform agenda. The fulfilment of the political criteria in the areas of democracy and the rule of law, human and minority rights and regional issues and international obligations was also advanced, with few setbacks

noted in relation to the previous reporting period. In the reporting period (October 2012 to September 2013), Serbia has continued to build a satisfactory track record in implementing the obligations from the SAA. The progress in economic criteria was weak, uneven and generally unsatisfactory. The slow progress in economic reforms suggests that Serbia is nowhere close to the fulfilment of the 1993 Copenhagen criteria on the existence of a functioning market economy. In regard to the ability to take on the obligations from the membership, Serbia has showed an uneven progress in different policy areas. The fulfilment of conditions for the full membership is moderately advanced in most of the policy areas (Chapters). In the areas of intellectual property, company law, statistics, customs union and foreign and security policy, Serbia has achieved a substantial and satisfactory fulfilment of the EU membership criteria, while particularly weak chapters are those on agriculture and rural development, employment and social policy, judiciary and fundamental rights, environment and climate change, and budgetary and financial provisions. In these policy areas, much more efforts and results are expected in order to meet the EU membership criteria. EC Progress Report for year 2013 also underlines, particularly in relation to Chapter 22, the lack of investment plans, low capacities for production of project documentation and weak project pipeline.

**National Priorities for International Assistance (NAD) in the Republic of Serbia 2014-2017, with projections until 2020.** Support from the international development assistance funds (IPA, bilateral donors and international financial institutions), as well as related co-financing, is being planned in accordance with the new NAD adopted by the Government on the 8th of November 2013, and is subsequently formalized in accordance with specific financing agreements. Whilst the NAD is the fourth in a series of planning documents since 2007, it is the first to fully anticipate the complete introduction of a Sector Approach over the planning period it covers i.e. from 2014 onwards. For this reason the NAD has a wide policy scope, covering all sectors and policy areas which are judged to be significant in preparing the country for EU accession and its socio-economic development. Given that the NAD is intended to provide basis for implementing the Sector Approach in line with explicit requirements of IPA II and given the overarching priority of the accession to the EU for Serbia, the topics of EU agenda are incorporated in all NAD sectors and thematic areas. In terms of programming however, the horizontal issues of European integration, negotiations, legislative harmonisation and implementation, effective usage of IPA II for Actions in various sectors – are treated within one comprehensive Action under Public Administration Reform sector as presented herewith for IPA 2014.

#### **SECTOR APPROACH ASSESSMENT**

The activities under this stand-alone Action are horizontal and cross several sectors. In terms of IPA 2014 Programme and following the logic of the Strategy paper this Action is presented within the Public Administration Reform sector.

#### **LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE**

##### **EU Integration Facility**

In terms of usage of unallocated envelope from IPA 2012 (another one is envisaged by IPA 2013) it is observed that interaction with national institutions on this mini-programming incites the continuous programmatic thinking on a smaller scale and provides for a resource in selecting quality ideas even if they cannot be supported under the envelope itself but from other development assistance.

Capacity building envisaged within the present Action is to be fully coordinated with the support programmed under a different Action Document within IPA 2014 Programme – namely, with the capacity building activities for EU Programmes. The assistance there is intended for increasing efficiency of absorption of funds available from various EU Programmes by reinforcing management and implementation capacities of Serbian administration and potential beneficiaries. Also, the Action should be coordinated with the TAIEX programme which acts as a complement to the national IPA programme, responding to individual requests not covered in the National Programme.

## 2. INTERVENTION LOGIC

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION		
Serbian administration effectively conducts accession negotiations and successfully manages overall EU integration and pre-accession assistance geared towards EU membership	<ul style="list-style-type: none"> <li>Progress made on political criteria, Acquis and economic criteria</li> <li>Achievement in closing negotiation chapters Regular and successful functioning of the National Investment Committee and gradual improvement in withdrawal of committed loans</li> </ul>	EC Progress Reports Government reports Negotiating team reports Reports on functioning of the committee drafted by NIC secretariat; Reports of the Public Debt Administration.		
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS	
Legislative and institutional capacities in place for the efficient carrying out of accession negotiations and for fulfilling the requirements of EU membership including the effective usage of available funds for priority reforms and investments.	<ul style="list-style-type: none"> <li>Successful fulfilment of EC recommendations contained in annual Progress Reports for the Republic of Serbia</li> </ul>	Progress Reports; SEIO Reports on implementation of the Action Plans for fulfilment of EC recommendations contained in Annual Progress Reports Financing Agreements on Annual Programmes on pre-accession assistance	Continuous support of the GoS to European Integration process Continuous support of the Member States to Serbia's European Integration process Future allocation by the government of appropriate levels of human and financial resources; Budgetary constraints are not increased;	
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS	
<p><i>EU INTEGRATION FACILITY – INDIRECT MANAGEMENT</i></p> <p><b>Result 1</b></p> <p>-Ensured implementation of a number of accession related Actions of various actors per different sectors by effective and participatory programming of EU Integration Facility under IPA 2014.</p> <p>-Elaborated small scale project documentation under <u>IPA 2014 support measures facility</u>, in order to meet specific and urgent needs identified in the course of the pre-accession and negotiation processes and for the management of IPA projects/Actions.</p>	<ul style="list-style-type: none"> <li>Successful commitment of EU Integration Facility funds under indirect management to accession related actions of relevant stakeholders</li> <li>Progress made towards meeting accession criteria, as assessed by the Progress Report</li> <li>- Decrease of rejection rate of procurement documentation in the scope of ex-ante controls under indirect management</li> </ul>	CFCU reports; CFCU database on ex-ante controls; IPA Monitoring Committee reports; MIS Progress reports and DG Enlargement Reports	National structures regularly accredited for the decentralised management of IPA II funds	
ACTIVITIES		MEANS	OVERALL COST	ASSUMPTIONS
<ul style="list-style-type: none"> <li><i>EU INTEGRATION FACILITY-INDIRECT MANAGEMENT</i></li> <li><b>Activities to achieve Result 1</b></li> <li>Implementation of a number of accession related actions of various actors (such as public institutions, ministries and other state institutions for the needs related to <i>Acquis</i> implementation, local administrations, etc.)</li> <li>Implementation of support measure facility in the form of drafting of (pre-)feasibility and impact studies and carrying out (pre-)investment studies (environmental impact assessments, business plans, market studies, economic and cost-benefit analysis, investment appraisals etc.) for the upcoming investments and preparation of procurement documents (terms of reference, technical specifications, bills of quantities, guidelines for grant schemes and other supporting documents for tender dossiers); Preparation of various analysis, studies, surveys, reviews, assessments or monitoring reports on a need basis for the purpose of support to the EU financial assistance and integration process of Serbia.</li> </ul>		Various contracts – for EU Integration Facility for Result 1	Total budget for the Action – EUR 11 574 160 IPA budget - EUR 11 574 160	Tender procedure successfully implemented without bidders complaints within scheduled timeframe

## **ADDITIONAL DESCRIPTION**

### **Result 1: EU Integration Facility – indirect management**

The activities and tasks listed under this result will serve the purpose of supporting *Acquis* chapters through creation of an EU Integration Facility for unspecified institution building needs (training, technical assistance, grants, Twinning/twinning light, etc).

The support will be provided in cases where an initial proposal is considered to correspond to a priority for IPA financial assistance, (justified in terms of short or medium term priorities; needs identified through the Regular Reports; activities defined in the NPAA and other relevant strategic documents), but where further efforts are needed to design and appraise mature projects ready for implementation under the upcoming IPA financial assistance programme. Several important areas of assistance have been identified during the programming process of IPA 2014, pertaining to classical programming sectors but not representing the comprehensive sector actions which is why they are addressed within this facility. This non exhaustive list encompasses as follows:

- Chapter 11: (i) carcass classification - establishing harmonised rules for common organisation of agricultural markets in the area of classification of carcasses; (ii) organic farming and quality policy- - strengthening capacities for implementation and further development of legislation in the field of marketing, supervision and control of production and processing and certification of organic production, national food quality policy and promotion of agricultural products;
- Chapter 12: Plant Variety Registration - strengthening capacities of phytosanitary sector in the fields of plant varieties registration, including improvement of testing authorities
- Chapter 27: waste management – supporting Waste Management Policy Development including source separation activities; updating of regional and local waste management plans to reflect EU legal requirements pertaining to waste prevention, source separation and recycling
- Chapter 28: consumer protection - improving capacities of market operators and regulators to reduce the number of breaches of consumer protection rules

Under this Result funds are also to be allocated for the “Support Measures Facility”. Namely, in many cases thorough project implementing documentation in the form of tender dossiers, technical specifications or terms of reference need to be drafted in order to initiate the tender procedures for acquiring the services, works or supplies required. Accompanying requirements might appear, such as need for additional analysis, studies, surveys, reviews, assessments or monitoring.

The eligible applicants for these components/results are the line ministries and public institutions/agencies and their staff directly involved in the EU accession process and management of IPA.

### **MAIN ASSUMPTIONS AND PRECONDITIONS:**

The **main assumptions** that should be considered on the level of the whole Action include

- Continuous support of the GoS to European Integration process
- Continuous support of the Member States to Serbia’s European Integration process
- Future allocation by the government of appropriate levels of human and financial resources; Written commitment of the central and local authorities;
- Budgetary constraints are not increased;
- Staff experienced in European integration tasks remain in respective institutions as civil servants
- Accession negotiations rolled-out in accordance with planned dynamics
- National structures regularly accredited for the decentralised management of IPA II funds
- Quality expertise available

- Tender procedure successfully implemented without bidders complaints within scheduled timeframe
- Methodology for prioritisation and selection of infrastructure projects widely and accurately followed by national institutions in the course of investments' planning and preparation.
- Availability of staff to attend trainings on the implementation of the methodology

### **3. IMPLEMENTATION ARRANGEMENTS**

#### **ROLES AND RESPONSIBILITIES**

This Action Document under IPA II assistance was prepared and will be implemented and managed in accordance with provision of respective legislation, implementing and operating agreements and procedures.

The Serbian European Integration Office (SEIO) have been responsible for programming, implementation, monitoring and evaluation of the interventions foreseen under this actions document. SEIO is also perceived in the context of a NIPAC TS/Body responsible for coordination of programming, monitoring and evaluation (BCPME).

Other bodies and actors such as the CFCU as a Contracting Authority, NAO SO, NF, and EU Delegation have specific roles in the programming and implementation process in line with respective legislation and procedures and depending on the determined modality of implementation (Direct vs. Indirect).

SEIO -NIPAC TS/BCPME is a final beneficiary under the envisaged Result. Since the Action envisages additional programming for the usage of the funds, by its legal mandate, SEIO -NIPAC TS/BCPME interacts with the institutions applying for assistance projects/support through framework contracts, etc. and consolidates the quality of proposals. These institutions represent end recipient(s) of the support foreseen under this result.

Since the EU Integration Facility will be implemented via indirect management, in accordance with the applicable legislation and manuals, CFCU will act as the Contracting Authority and interact in accordance with management procedures with the SPOs of the final beneficiary institutions, their support units and the final beneficiary department/departments.

#### **IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING**

This Action Document under IPA II assistance will be implemented through Indirect management mode.

#### **Result 1: EU Integration Facility**

Activities under this Result will be implemented through various contracts including twinning/twinning light contracts, but also framework contracts as well as grants and other types of contract implementation under PRAG rules.

SEIO -NIPAC TS/BCPME is responsible for the implementation of activities to achieve Result 1

### **4. PERFORMANCE MEASUREMENT**

#### **METHODOLOGY FOR MONITORING (AND EVALUATION)**

Monitoring of the progress in implementation of actions will be done in accordance with the respective rules and procedures for monitoring under indirect management mode. Manuals of procedures include detailed procedure for monitoring on different levels with clear responsibilities and deadlines in the monitoring process.

IPA II monitoring process is organised and led by the NIPAC/ Serbian European Integration Office (SEIO) as a NIPAC TS/BCPME. National IPA Coordinator (NIPAC) is the main interlocutor between the Serbian government and the EC regarding strategic planning, co-ordination of programming, monitoring of implementation, evaluation and reporting of the overall IPA assistance and is responsible for ensuring the linkage of IPA assistance to the EU accession process. NIPAC monitors the process of programming, preparation and implementation as well as the sustainability and effects



of actions aiming to improve these processes, timely identification, remediation and alleviation of potential problems and issues in the process of programming and implementation of Action documents.

Through the support of the NIPAC TS/BCPME (SEIO), the NIPAC is responsible to establish the monitoring procedure and roles and responsibilities of the institutions in the programming and monitoring process. Furthermore, with the support of NIPAC TS/BCPME (SEIO), NIPAC is responsible to establish, chair and organise the work of the IPA Monitoring Committee (IPA – MC) and submits to the EC annual and final reports on the overall IPA implementation. In addition, NIPAC establish, chair and organise the work of the IPA Sectorial Monitoring Committees (SMCs), prepare regular monitoring reports for the Government and the EC based on the reports drawn up by the final beneficiaries responsible for implementation, it reports on the formulation and implementation of Action Documents, monitor the fulfilment of preconditions for the initiation of public procurement procedures and organise the process of evaluation of IPA support. The NIPAC prepares regular reports for the IPA Monitoring Committee that includes information on status and progress in implementation of all relevant actions. In addition, NIPAC prepares reports to be examined by the NAP Sector Monitoring Committees. Monitoring process envisages participation of various stakeholders such as EC/EUD, NIPAC/NIPAC TS/BCPME, final beneficiaries, CFCU, NF, AA and other institutions and civil society organisations.

Monitoring and reporting on activities foreseen under this Action document will be organised and performed within the monitoring framework elaborated above and through the structure and roles described under sections 2 Roles and responsibilities and 3 Implementation method and type of financing.

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

## INDICATOR MEASUREMENT

Indicator	Description	Baseline (year)	Last (year)	Milestone 2017	Target 2020	Source of information
Action outcome indicator1 Achievement in closing negotiation chapters	<ul style="list-style-type: none"> <li>Measuring achievement in closing negotiation chapters</li> </ul>	n/a	n/a		All negotiation Chapters closed by end 2018	Government reports and reports of the Negotiating team
Action outcome indicator2 Successful fulfilment of EC recommendations contained in annual Progress Reports for the Republic of Serbia	<ul style="list-style-type: none"> <li>Measuring the progress in fulfilling the EC recommendations for Serbia - established as the overall success rate in implementing the Government Action Plan for fulfilment of EC recommendations contained in Annual Progress Reports. Action Plan in the reporting year concerns the EC Progress Report for previous year.</li> </ul>	2012 82% <sup>2</sup>	n/a (report shall be available in September 2014)	100%	100%	EC Progress reports; SEIO reports on implementation of the Action Plans for fulfilment of EC recommendations contained in Annual Progress Reports
Action outcome indicator 3 Ratio between planned and implemented overall NPI/NPAA normative measures on annual basis	<ul style="list-style-type: none"> <li>Measuring fulfilment of implementation of NPAA expressed in percentage</li> </ul>	(2011) 63.9%	(2013) 52%	100%	100% (Target year 2018)	SEIO Reports on implementation of NPI (years 2011) and NPAA (for year 2013 and the following years)
Action outcome indicator 4 Transition periods successfully negotiated as planned in negotiation positions for respective chapters and accompanied by detailed plans on steps to be undertaken by the set deadlines	<ul style="list-style-type: none"> <li>Success in negotiations measured by success in agreeing on transition periods with EC in accordance with the plans outlined in Serbia's negotiation positions for respective chapters</li> </ul>	n/a	n/a	YES	YES	Government reports and reports of the Negotiating team
Action output indicator 1 Successful commitment of EU Integration Facility funds under indirect management to accession related actions of relevant stakeholders	<ul style="list-style-type: none"> <li>Full commitment of EU Integration Facility funds for indirect management programmed under IPA 2014 Action</li> </ul>	n/a	n/a	100% of funds contracted	100% of funds disbursed	CFCU reports; CFCU database on ex-ante controls; IPA Monitoring Committee reports; MIS

<sup>2</sup> According to the Report (from September 2013) on implementation of the Action Plan for fulfillment of EC recommendations contained in Annual Progress Report for year 2012

<p>Action outcome indicator 5 Decrease of rejection rate of procurement documentation in the scope of ex-ante controls under indirect management</p>	<ul style="list-style-type: none"> <li>▪ Measuring rejection rate in percentage</li> </ul>	n/a	n/a	40%	5% - last observed year 2019 (ex-ante controls expected to be waived by 2020)	CFCU reports; CFCU database on ex-ante controls; IPA Monitoring Committee reports; MIS
<p>Action outcome indicator 6 Progress made towards meeting accession criteria, as assessed by the Progress Report for various chapters</p>	<ul style="list-style-type: none"> <li>▪ Measuring the progress made towards meeting accession criteria in various chapters</li> </ul>			Good progress	Significant progress	Progress reports and DG Enlargement Reports

## **5. CROSS-CUTTING ISSUES**

Cross-cutting issues will be addressed throughout the Action, so to ensure that those horizontal issues are appropriately mainstreamed whenever applicable in the envisaged activities. For the reference, best practices and EU standards would be used, but also the national legislation reflecting such standards and requirements as incorporated into domestic system

### **ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)**

By their nature the majority of activities envisaged under this AD do not imply direct and major impact to environmental issues, but will however be implemented in a manner which is environmentally friendly e.g. with regards to reduction of the paperwork in the cases where introduction of IT based models and techniques are introduced for daily operations of administration.

### **ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)**

In order to enable more inclusive and transparent dialogue, consultation and communication with all relevant stakeholders in the respective sectors, SEIO established a consultation mechanism with the civil society organization (CSOs)<sup>3</sup>. This mechanism is based on the consultative process with Sectorial Civil Society Organizations (SECOs) and serves as a platform that enables exchange of information and contribution of CSOs in relation to planning development assistance, particularly programming and monitoring of the Instrument for Pre-Accession Assistance (IPA). Likewise, accession negotiations of the Republic of Serbia shall be regularly subject of public debates with special voice to be given to business subjects and CSOs.

### **EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING**

Equal participation of women and men will be secured through appropriate information and publicity material, in the design of projects and accessibility to the opportunities they offer. An appropriate men/women balance will be sought on all the managing bodies and activities of the Action. All contractors shall be requested to provide monitoring data recording the participation of men and women in terms of expert inputs, as a proof of equal participation of men and women in the different phase. Enforcement of those principles is likewise ensured through specific administrative procedures applied in accordance with the Law on non-discrimination. In the implementation of activities under this Action, the same principles shall apply, so that participation in the envisaged activities will be guaranteed on the basis of equal access regardless of sex, ethnic origin, religion or belief, disability, age, etc. Gender equality incentives will be incorporated particularly in activities concerning capacity building.

### **MINORITIES AND VULNERABLE GROUPS**

The project will in no way harm the rights of any individuals, including minorities and vulnerable groups. Since one part of the project will be implemented through EU Integration Facility there is possibility to support projects that directly deal with minorities and vulnerable groups

## **6. SUSTAINABILITY**

Action will produce sustainable results in the short run since the entire beneficiary institutions/structures are already in place, and the Action does not envisage establishment or financing of the new organisational units and their running costs. Although in the majority of cases, for the harmonisation with *Acquis*, for the preparation for negotiations and also for project preparation the ongoing technical support is being provided, the demand is still high and the need for technical assistance is likely to increase proportionally to the challenges ahead. Sustainability is also given in the fact that the support for legislative alignment results eventually in adoption of the laws, by-laws, plans, etc., by the Parliament, Government or governmental bodies.

## **7. COMMUNICATION AND VISIBILITY**

Communication and visibility will be given high importance during the implementation of the Action.

The implementation of the communication activities shall be the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions.

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<sup>3</sup> Introduced in 2011

Likewise, notably for the implementing arrangements which are supposed to take place under indirect management, communication shall be aligned with requirements of the relevant manual of procedures concerning communication. Beneficiary and Contractor shall respect the EC's visibility guidelines in all communication activities undertaken by the project (briefings, presentations, press conferences and other events) and in the production of all visual communication tools (publications, fax headers, business cards, advertising material etc.).

Standard formats will be used in press conferences (presentations or similar events), workshops, invitation for the events, etc., in a manner to ensure communicating to a broader public the fact that the sector support is funded by the EU and to promote best practices and achieved results. The potential outreach of the Action is very extensive, given the great number of stakeholder involved and the general interest of the public for the accession negotiations but also for the effective usage of EU funds. SEIO Aid Matters newsletter<sup>4</sup> shall also inform the public on major developments and on examples of good practices obtained through this IPA 2014 Action.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the EU Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectoral monitoring committees.

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<sup>4</sup> (<http://www.evropa.gov.rs/Evropa/PublicSite/TrainingsAndPublications.aspx>)