Project Title: Strengthening the Oversight Function and Transparency of the Parliament

UNDAF Outcome(s): Strengthened Good Governance

Expected CP Outcome(s): Rule of law is strengthened for compliance with international commitments and human rights instruments

Expected Output(s): Strengthened oversight function of parliamentary, independent and regulatory bodies

Implementing Partner: National Assembly of the Republic of Serbia

Responsible Parties: National Assembly of the Republic of Serbia/UNDP

**Purpose:** to develop the capacity of scrutiny teams; to improve Parliament’s outreach to citizens with emphasis on oversight/scrutiny mechanisms and to pilot successful outreach mechanisms in local assemblies; to develop a system for real-time tracking of the State budget expenditure in the Parliament.

**Objective:** to strengthen the oversight/scrutiny function, transparency and efficiency of the National Assembly of the Republic of Serbia and the representative role of local assemblies.

The robust monitoring of the executive by the parliament is an indicator of good governance. Besides the parliament’s legislative function, it is through oversight that the parliament can ensure a balance of power and assert its role in presenting people’s interests.

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Agreed by (National Assembly of the Republic of Serbia):
Mr. Nebojša Stefanović, Speaker of the National Assembly

Agreed by UNDP:
Mr. William S. Infante, UNDP Resident Representative

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1 The Present Project has a Serbian translation, which is marked by: “prevod na srpski jezik” [“translation into Serbian”], in the upper left corner of the front page. In the case of any dispute between signing parties, the text in English shall prevail.
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Executive Summary:

Purpose
This project has a three-fold purpose: to develop the capacity of scrutiny teams; to improve the Parliament’s outreach to citizens, especially at the local level, with emphasis on oversight/scrutiny mechanisms and to pilot successful outreach mechanism in local assemblies; to develop a system for real-time tracking of the State budget expenditure in the Parliament.

Objective
The objective is to strengthen the oversight/scrutiny function, transparency and efficiency of the National Assembly of the Republic of Serbia and the representative role of local assemblies.

Objectives of Parliamentary Oversight
Parliamentarians conduct oversight in order to:
1. Ensure transparency and openness of executive activities. Parliaments shed light on the operations of government by providing a public arena in which the policies and actions of government are debated, scrutinized, and subjected to public opinion;
2. Hold the executive branch accountable. Parliamentary oversight scrutinizes whether the government’s policies have been implemented and whether they are having the desired impact;
3. Provide financial accountability. MPs scrutinize government spending by highlighting waste within publicly-funded services. Their aim is to improve the economy, efficiency and effectiveness of public expenditure; and,

2 AGORA portal for parliamentary development, http://www.agora-parl.org/
4. Uphold the rule of law. Parliament protects the rights of citizens by monitoring policies and examining potential abuses of power, and any arbitrary, illegal or unconstitutional conduct by government.

The present proposal confronts the issue of parliamentary oversight, focusing on the four objectives listed above and placing a particular emphasis on financial accountability through the introduction of an innovative tool to assist MPs in scrutinizing government spending. The proposal builds on results achieved to date, such as the institutionalization of public hearings and the regulation of relations with independent bodies, which have created positive momentum for further strategic reform of the Parliament in improving its oversight role.

The project goes a step further by strengthening Parliament’s outreach to citizens, particularly at the local level, and engaging them in the effort of gathering information and support in the performance of its oversight role. Mobile committee sessions will take MPs to sites where issues requiring further scrutiny arise, while public scrutiny hearings will invite written witness statements nation-wide. In addition, outreach mechanisms, enabling two-way communication, will be introduced in pilot municipalities – local municipal assemblies. According to the Law on Local Self-Government, municipal assemblies are the supreme authority at the local level, with a dominant representative function. These interventions will lead to greater political awareness and participation of citizens both at the central and local levels, and strengthen the elements of democratic governance in Serbia.

I. CONTEXT

The Republic of Serbia has a parliamentary system of democracy with a unicameral National Assembly. The National Assembly is the supreme representative body and the holder of constitutional and legislative power in Serbia. Apart from its representational and legislative roles, it holds an important oversight/scrutiny function. According to the Constitution, 250 members of parliament are elected through direct elections, by a single nationwide constituency, using a proportional representation electoral system. Out of 250 MPs, currently 21.6% are women and 2.8% are representatives of minorities; however, the proportion of women is expected to increase to at least 30% in the next legislature, in accordance with the May 2011 amendments to electoral law.

According to the Multiannual Plan for the Training of Parliamentary Staff the first strategic objective for building parliamentary capacities is ‘strengthening capacities of the Secretariat in the fields of the legislative and scrutiny functions of the National Assembly, financial oversight, internal audit and the system for internal control’. The present project directly addresses this objective by building capacities of staff and MPs to scrutinize draft legislation and oversee implementation of adopted laws, as well as provide a tool to the Parliament for conducting financial oversight.

In the Annual Progress Report of the European Commission for 2009, it was noted that a complete reform of the National Assembly of the Republic of Serbia is yet to take place, bearing in mind its weak institutional capacities; that the Parliament does not sufficiently exercise its oversight powers over the Executive; that there is a need for a larger number of qualified staff, as well as the need to consult the public on the contents and impact of laws. The 2010 Progress Report finds that the functioning of the committees remains largely reactive and their effectiveness varies significantly. There is a lack of adequate expert and support staff to assist the committees. The Parliament continues to hold regular hearings of the Government. However, these remain formalistic rather than substantive in nature. The Report also notes that public consultation on the

content and impact of draft laws remains insufficient. Finally, the 2011 Analytical Report notes a gradual improvement in the Parliament’s role of oversight and control of the government. However, it later recognizes that although the use of oversight tools has developed, it remains largely formal, noting in particular that it still needs to develop the use of the findings brought forward by independent regulatory bodies, to enhance its own oversight over the Executive. 

The European integration process requires countries to put their legislation in line with the *aquis communautaire*, which may represent a substantial challenge for legislators. The past mandate of the National Assembly, however, may be characterized as successful in terms of the implementation rates of the National Program for Integration and the fact that from June 2008 until March 2012 the Assembly adopted a total of 807 laws and 217 other enactments. Implementing these laws is the next challenge for the country and the National Assembly has a demanding role in ensuring this happens. This project will contribute to the National Assembly’s ability to oversee effective implementation of the legislation required for Serbia’s accession to the EU, by strengthening existing and introducing new scrutiny mechanisms.

The National Assembly has **reinstitutioned question time** (MP’s questions) as a scrutiny mechanism. It has also **institutionalized public hearings** for the first time, i.e. permitted committees to organize public hearings through the Law on the National Assembly (adopted on 26 February 2010), while the Law also provides for the **relations of the Parliament with independent bodies**.

Bearing in mind the specific areas the independent bodies cover, their reports to and consultations with the Parliament represent an important source of information, which gain political power through the Parliament, while also providing the MPs with a tool for more effective scrutiny over the Executive.

An **independent evaluation** commissioned by UNDP in 2011 noted the following:

> The absence of adequate professional training for the employees of the National Assembly Service hampered the essential consideration of some reports of the independent state bodies. So, for instance, the National Assembly does not have qualified employees who would provide professional assistance in the consideration of the reports of the State Audit Institution, as this requires specialised knowledge.

The greatest space and need for further work and support lies in the strengthening of the oversight role of the Assembly, as well as the relationship between the National Assembly and the independent state bodies. In Serbia at the moment, there are various independent state bodies and regulatory bodies with different legal positions, different responsibilities and different dynamics of work. Therefore, it would be useful to work on the coordination of institutions at the country level.

In Serbian society, a clear awareness of the position of the independent state bodies in the legal system has not yet been formed. The legal nature of the independent state bodies is understood in different ways. Generally, two extremes are identified: the first that views the independent state bodies as the fourth pillar of authority (or the fifth, if the Constitutional Judiciary is taken as the fourth), which is not subjected to the Assembly, and the second that views these bodies as the extended arm of the Assembly, and which should point out the problems to the Assembly in the areas they have been established for. The first understanding is held by the representatives of the independent state bodies and the latter is held by the representatives of the National Assembly – both being rather resolute in their stands. Although these two concepts are usually looked upon as two extremes, the two stands are not necessarily as mutually exclusive, as they may seem. The key question is what the independence of these bodies means (from whom or what are these bodies independent?) – i.e. does independence mean unaccountability and the ability to avoid

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4 Please refer to extracts from the Progress Reports in Annex 3 – Excerpt from the EU Annual Progress Reports.


6 Final Evaluation of the UNDP Project: Strengthening the Accountability of the National Assembly of the Republic of Serbia, evaluator: Slobodan Vukadinovic
answering for the work they conduct? Clearly, the independent state bodies must be held accountable for their work. They must answer to the citizens for the work they do, and this is accomplished through the representation of the citizens, which, in the particular case of the Serbian legal system, occurs in the National Assembly. But the relationship between the independent state bodies and the National Assembly should be examined. The independence of the independent state bodies should be understood systematically as independence from executive authority. In order to achieve this goal, independent state bodies should also be politically neutral bodies.

To ensure their independence, it is important that the operations of the independent state bodies do not depend on political will. The current composition of the National Assembly indicates a readiness to establish independent state bodies, but the continuation of such readiness must also be ensured in the next composition of the National Assembly. Also, during the next project, it would be useful to further strengthen the mutual partnership relationships between the independent state bodies and the regulatory bodies, so they can complement each other and work in a coordinated manner.

As there are open issues related to the relationship between the National Assembly and the independent state bodies, there is a clear space and need for further project support in this area.

During the interviews conducted while evaluating the project, representatives of the independent state bodies voiced significant objections to the rigid bureaucratic procedures of the National Assembly and expressed the need for greater flexibility. They expressed the need to develop the mechanisms available to the National Assembly in responding to executive authorities, as well as the need to develop those mechanisms within the National Assembly itself that would enable reports of the independent state bodies to be incorporated into the decisions of the National Assembly and to be binding upon the executive authorities.

The independent state bodies and the regulatory bodies regularly submit reports to the National Assembly. They are first considered by the NA commissions and then, together with a proposal reflecting the conclusions and recommendations of the commission, they are considered at the next plenary session of the National Assembly.

The majority of the reports of the independent state bodies in the actual composition of the National Assembly were considered by the Commission for Judiciary and Administration. The reports of the following bodies were considered in those sessions: the Anti-Corruption Agency, the Commissioner for the Protection of Equality, the Commissioner for Public Information and Personal Data Protection and the Ombudsman, whereas the Financial Commission considered the report of the State Audit Institution.

According to research conducted by the Center for Development of Serbia, citizens strongly believe that local authorities fail to follow the actual needs of citizens. One of the recommendations stemming out of this study calls for a change in the communication channels between local authorities and citizens.

With regards to the Ministry of Finance, Treasury, it is important to note that a Financial Management Information System (FMIS) exists and is operational. The business processes have been standardized through a unified application, which produces standardized reports for budget
users. Therefore, accurate information on incomes and expenditures is available upon request for external stakeholders, such as the Government or the Parliament. This provides a solid basis for proactive management of public finances. For more information on the FMIS, please visit: http://www.trezor.gov.rs/fmis-cir.html

Basis of the initiative in laws, strategies and other official documents:

Excerpt from the Law on the National Assembly:

Article 7. states:
The National Assembly performs the following functions:
- Representative,
- Legislative,
- Electoral and
- Scrutiny.

Article 11 defines:
The publicity of the work of the National Assembly is provided through: facilitating television and internet broadcasts of National Assembly sessions; presenting press conferences and press releases; opening National Assembly sessions to representatives of the media, interested citizens and observers and to national and international associations and organizations; providing access to the Archives of the National Assembly and the minutes from the sessions; and presenting the National Assembly website, as well as other means prescribed by the Law and Rules of Procedure.

Article 27:
The Committee may organize a public hearing.

Article 15:
In performing its scrutiny function, the National Assembly oversees the following:
1) The government and determines when the government's and ministers’ mandates cease
2) Security services;
3) National Bank of Serbia’s Governor;
4) Ombudsman;
5) Other bodies as defined by law.

Article 53:
The procedure for passing laws and other procedures in the National Assembly shall include:

... 16) the procedure for performing its oversight role over the work of state bodies, organizations

Activities specified under paragraph 1. of this Article are defined by the Law and regulated by the Rules of Procedure.

Article 58:
The National Assembly shall review the reports submitted by the state bodies, organizations and bodies as defined by law.
The relations between the National Assembly and other state bodies and organizations shall be regulated by the Rules of Procedure.

Please refer to the case study at this link:
Excerpt from the Rules of Procedure:

Article 55 states:
The Committee on Finance, State Budget and Control of Public Spending shall consider Bills and proposals of other general acts and issues in the following areas:
....
The Committee shall:
- consider reports of the State Audit Institution and submit a report with opinions and recommendations thereof to the National Assembly;
- control the implementation of the state budget and accompanying financial plans in regard to legality, effectiveness and efficiency of public spending, and submit a report thereof with recommendations of measures to the National Assembly;

Articles 83-84 regulate public hearings

Article 83
Committees may organise public hearings for the purpose of obtaining information, or professional opinion on proposed acts that are in parliamentary procedure, for clarification of the provisions within an existing or proposed act, for clarification of issues of importance in preparing the proposals of acts or other issues within the competences of the committee, as well as for the purpose of monitoring the implementation and application of legislation, i.e., to conduct the oversight function of the National Assembly.

Article 84
Proposals for organising public hearings may be submitted by any committee member.
The proposal referred to in paragraph 1 of this Article shall contain the topic of the public hearing and a list of persons who shall be invited.

Decisions to hold public hearings shall be made by the committee.
The Chairperson of the committee shall notify the Speaker of the National Assembly on the decision referred to in paragraph 3 of this Article.
The Chairperson of the committee shall invite committee members, MPs, and other persons whose presence is of importance to public hearing topics.
The invitation referred to in paragraph 5 of this Article shall contain information about the topic, time and location of the public hearing, and a list of invited participants.

Public hearings shall be held regardless of the number of committee members present.
After the public hearing, the committee Chairperson shall draft a memo and communicate it to the Speaker of the National Assembly, the committee members, and to the participants in the public hearing. The memo shall contain the names of the participants in the public hearing and a brief overview of the opinions, attitudes and proposals presented at the public hearing.

Members of the committee and participants in the public hearing may submit written complaints about the memo on the public hearing to the committee Chairperson who shall forward them to persons referred to in paragraph 8 of this Article.

The National Strategy for the Fight against the Corruption defines the following recommendations:
- Strengthening public access and the transparency of the work of the state bodies
- Timely publishing of reports on the voting and other activities of MPs
- Enhanced oversight of the National Assembly
The Public Administration Reform Strategy identifies the obligation of the State and the Government to its citizens to undertake all necessary steps in reaching European standards in public affairs management such as: reliability and predictability, transparency, accountability, economy, efficiency and effectiveness. These steps are set to further the process of accession to international integrations.

The most important global trends in development that impact the public administration structure and public sector are:

- Transition from industrial to IT community;
- Transition from national economy to global;
- Transition from short-term to long-term planning;
- Transition from centralisation to decentralisation.

The legislation relevant to the development of the Information Community in Serbia is set in the obligations undertaken by the Republic of Serbia upon signing regional documents on the development of the Information Community and the eSEE Agenda from 2002 and the eSEE Agenda+ from 2007. These regional documents foresee the obligation by South-Eastern European countries to have their legislative infrastructure fully complemented with the directives and legal framework of the EU in this domain. Serbia first adopted the particular strategic documents and then passed the relevant laws as follows:

The Law on Local Self-Government (2007) regulates the structure and competences of local assemblies in articles 28 to 41, noting that municipal assemblies are the supreme authorities of municipalities, giving them a more important status, in accordance with the traditional European principle that calls for a strong assembly and a weaker president of the municipality. Previously, municipal assemblies were qualified only as a representative body.

ICT Strategies, Action Plans and Laws

1. Strategies and Action Plans for development of ICT ("Official Gazette", No. 87/06) was adopted in accordance with the eSEE 2002 Agenda. It covers the institutional, economic and technical aspects of ICT development and as an important strategic goal includes the development of broadband access, the insurance of safety nets and the development of the programme e-inclusion, e-learning, e-health and e-business, pursuant to the Action plan e-Europe.

2. The Strategy and Action Plan for development of e-government by 2013 was adopted in October 2009 (Official Gazette No. 83/09) and is based on the Strategy and Action Plan for development of the Information Community in Serbia and the Public Administration Reform in Serbia. Its aim is to motivate participants engaged in accelerating activities in this area and to create an institutional framework to manage and coordinate the development of e-government at the strategic and operational levels. Priorities are grouped around pillars of e-government development. The first pillar will identify the key features needed for the development of the ICT infrastructure, establish e-entity ICT and implement e-signature and e-documents. It will also create the official electronic records, standardize the implementation of ICT and coordinate projects among government bodies. The second pillar of e-government development is dedicated to automating the process, both within particular resources, as well as in the exchange of structured documents among inter-governmental e-processes in order to accomplish the reform towards modernization. For the e-government to develop successfully, it is also necessary to train civil servants to use the e-system for state administration, as well as to employ experts responsible for the proper functioning and maintenance of the technical systems.

3. Action Plan for implementation of the eSEE Agenda + defines concrete measures and activities to accomplish the individuals goals defined by the Agenda+, establish the
competencies for their realisation and to meet the deadlines adopted in April 2009. (Official Gazette No. 29/04).

b) Laws
Law on telecommunications
Law on e-signature
Law on e-document
Law on access to information of public importance
Law on personal data protection

II. RESULTS AND LESSONS LEARNED

Summary of Final Evaluation of the UNDP Project: Strengthening the Accountability of the National Assembly of the Republic of Serbia, evaluator: Slobodan Vukadinovic

“The UNDP Project: Strengthening the Accountability of the National Assembly of the Republic of Serbia is relevant to national priorities and users' needs. It has been tailored to the needs of the National Assembly, which was not able to implement it independently due to the lack of means of the Assembly's limited budget. The project has been formulated and implemented within the UNDP mandate (in accordance with the CPD and UNDAF for the Republic of Serbia). The National Assembly was actively involved in setting up the project activities during the project preparation phase.

The planned project outcomes were fully realised (100%). All the envisaged project activities were accomplished in full-scope. In practice, the project made a significant difference in regard to all three outcomes of the project, i.e. a visible advance was made in respect to the work of the National Assembly and to the normative framework regulating it. The project beneficiaries evaluated that the project was very useful and that it enabled sustainable results to be implemented in the NA parliamentary practice in future.

Bearing in mind that one of the outcomes of the project was the institutionalization of public hearings, it is important to emphasise that the project achieved an important innovation, i.e. introduced a novelty in the parliamentary development of Serbia, making a strong contribution. This achievement is very significant as, under the impact of the project, public hearings were introduced into the legal system of the Republic of Serbia for the first time. The created legal framework enables public hearings to be organised and held, and during the project duration, a total of 33 public hearings were held in the NA, of which 10 were directly supported by the UNDP. The others were held using the legal framework that is one of the project's outcomes. The need for the UNDP's support for an increased number of public hearings was expressed by the NA, though the limited project budget did not provide for that.

The project developed recommendations for the treatment of the reports of independent state bodies when submitted to the Assembly and contributed to creating a legal framework in Serbia that regulates the submission of the state bodies' reports to the National Assembly and the treatment of the reports by the NA.

The project supported the deputies in their contact with citizens at a local level. During the project's duration, a total of 23 sessions of the NA commissions were held away from the NA's seat, of which 7 sessions were held with direct UNDP support while 16 sessions were independently organised by the NA commissions. Some sessions of the commissions held away from the NA's seat were organised in the form of public hearings, thus achieving a synergy of the realised project's outcomes.

The National Assembly took part in the decision making procedure in all project activities during project implementation. In accordance with the rules and procedures of the UNDP, the national project director was selected prior to the project's commencement. Bearing in mind that the NA Secretary General is simultaneously the head of the National Assembly Service, and that the function of the Secretary General is de facto the most operational function in the NA, the national director of this project was the NA Secretary General. All crucial decisions related to
the project implementation were made by the project commission at its meetings, which were held regularly.

When comparing the budget size with the outcomes and the results of this project, the well-founded conclusion can be made that the achievements outweigh by far the modest funds invested in the project. A part of the project’s implementation was realised through national procedures (NIM).

The presence of the project team office within the Assembly’s building provided a significant contribution to advancing the cooperation between the National Assembly and the UNDP, enabling easier and faster communication with the national partner and increased efficiency in the project’s implementation. A more efficient use of the limited means was assured through the good decisions to hold the consultation workshops as public hearings and to hold the conference on the NA and independent state bodies’ relations on the NA’s premises.

In the course of project implementation, the UNDP initiated the establishment of mutual cooperation and maintained excellent coordination with other international organisations and stakeholders. This support was directed to the parliamentary development of Serbia in order to avoid overlapping activities, to plan certain activities, and to jointly organise others. The UNDP also established cooperation with the non-governmental sector and implemented a study visit to London with a domestic NGO.

Within the framework of this project, the UNDP opened the National Assembly’s door to other UN agencies (UNHCR, UNICEF) and provided logistical support so that they also assisted, within their mandates, in holding public hearings at the National Assembly.

The efficient organisation and successful implementation of the planned project activities speaks of adequate project management. The decisions were made correctly and efficiently and the risks inherent to the project implementation were avoided.

All the innovative activities that were realised during the project implementation are still being implemented – i.e. they have been continued after the project’s completion, thereby achieving the highest level of sustainability of all the project outcomes. The institutionalization of public hearings was a contribution to the NA to keep organising public hearings as a regular (permanent) activity. In the period following the completion of the project, i.e. from May to December 2011, 14 public hearings were independently organised and held by the NA commissions. The capacity of the employees with the NA Service to organise the NA commissions’ sessions away from the NA’s seat was increased. Following the completion of the project (from May to December 2011), 7 sessions were independently organised and held by the NA commissions away from the NA’s seat.

Although it was ungrounded to expect considerable impact from a project of short duration and a small budget, the impact of this project was recorded as causing some change at a national level. Specifically, the impact of the project activities caused some alterations related to the laws and by-laws applied within the territory of Serbia.

The public hearings show that topics were well selected and significant to the citizens’ problems and issues in society. The hearings also demonstrate that public hearings instigate a policy of dialogue on human development issues in the NA. The interlocutor interviews pointed out that the public hearings and sessions of the NA commissions away from the NA’s seat contributed to an increase in the quality of the debates and citizen feedback. Having held the public hearings and established relations with various interlocutors, the commission secretaries set up a network (register) of the civil society organisations that would be called as witnesses.

In the course of the project’s implementation, gender equality was taken into account. Having been supported by the UNDP in 2009, the Commission for Gender Equality held a public hearing on the Bill of Gender Equality, and in September that year, the UNDP supported the Commission in organising the Commission’s session away from the NA’s seat (specifically, in Niš). In the course of the project’s implementation, the National Assembly passed the Law on Gender Equality and, at the request of the Commission for Gender Equality, the UNDP supported the organisation of a special session dedicated to gender-based violence on the occasion of the International Day for the Elimination of Violence against Women on November 25, 2009.

Men and women who belong to marginalised groups expressed their needs during the public hearings and sessions held away from the NA’s seat. Some public hearings were organised on topics in the area of social inclusion. The participants in the public hearings were the deputies
from all deputy groups, i.e. political areas, and included citizens and representatives of marginalised groups, non-governmental organisations, executive authorities, independent state bodies and international organisations.

It should be added that when the evaluation was complete, in addition to the apparent and significant results achieved by this project, the UNDP office in Serbia was recognised as a reliable and quality partner of the National Assembly in Serbian parliamentary development. Beyond the great practical value of the sustainable results of this project and the benefits achieved during its work, the deputies interviewed during the evaluation especially pointed out that the UNDP had opened up many doors they could not have opened themselves. The politically neutral approach of the UNDP, the appreciation of official communication channels, the excellent project concept, the responsible implementation, the inclusion of national partners in the decision making procedures during the project implementation, and the implementation of a part of the project through national procedures resulted in the recognition of the UNDP as the preferred organisation for cooperation among all the international organisations and other international partakers. This is supported by the fact that only the UNDP (of all the international organisations with projects in Serbia directed towards parliamentary development) had its office in the Assembly building.

In the 56 recommendations made, the evaluator pointed out the considerable area available for further support and the needs of the National Assembly for further democratic parliamentary development. For this reason and the fact that the previous support of international organisations was primarily directed towards the executive and judiciary pillars of authority in Serbia, there is a need for larger scale projects directed towards supporting parliamentary development in Serbia as an adequate response to the needs of the National Assembly.

**Lessons learned** (excerpt from the Final Evaluation of the UNDP Project: Strengthening the Accountability of the National Assembly of the Republic of Serbia, evaluator: Slobodan Vukadinovic):

1. Setting up the **project team office in the premises of the National Assembly** contributed significantly to advancing the relationship between the UNDP and the national partner, as well as to better, simpler and faster communication and thus to a more efficient implementation of the project activities. In addition to facilitating direct contact with the users, using the premises of the Assembly for project teamwork considerably reduces the office costs in the project budget.

2. The decision that the **Secretary General** of the National Assembly would be the **national project director** contributed significantly to the greater efficiency of the project implementation, as the NA Secretary is simultaneously the head of the National Assembly Service and practically responsible for all the operational and organisational activities in the National Assembly, thus being able to make decisions directly at the meetings of the Project Board.

3. The **use of the official communication channels** of the National Assembly (the national project director sends out information, invitations, notices) significantly contributes to an increased level of user attention, their proactive approach and greater response to and participation in the project activities.

4. The **politically neutral approach of the UNDP**, the appreciation of the official communication channels, an excellent project concept, responsible implementation, the inclusion of the national partner in decision making procedures during project implementation, as well as the implementation of a part of the project through national procedures, resulted in the recognition of the UNDP as a quality and reliable partner – the most preferred for cooperation of all international organisations and other international partakers. This is supported by the fact that only the UNDP (out of all the international organisations that have projects in Serbia directed towards parliamentary development) had its office in the Assembly building. This approach to the national partner and excellently established relationship opened the National Assembly's door to other UN agencies (UNHCR, UNICEF)

5. **Holding conferences and consultation workshops on the premises of the National Assembly** contributes to a better response from officials, as it does not require the dislocation of the NA Service, and creates savings in the project budget.

6. Organising **a number of workshops** allows participation of more deputies, who find it difficult to plan their activities due to numerous obligations.
Recognising the sessions of the NA commissions held away from the NA's seat as an efficient mechanism for the Assembly to perform its supervisory function, resulted in the assignment of funds for their implementation in the Assembly budget for 2012 by the National Assembly (this has not happened before).

Organising a study visit so that the deputies and officials employed in the NA Service can jointly participate in education is a strong solution as it contributes to the NA's capacity building and teamwork. The deputies interviewed during the evaluation pointed out that teamwork is necessary for the deputies and employees who provide them with professional support and that future education should be organised jointly for both these target groups.

Establishing **coordination with other international organisations** and non-governmental organisations that have projects in Serbia directed towards parliamentary development contributes to transparency, avoids overlapping, encourages mutual complementing, as well as the joint organisation of common project activities, for the sake of savings.

So that as many deputies as possible participate in the workshops, it is necessary to inform them using as many different methods as possible (through written notifications, deputy groups, the presidents of deputy groups, direct e-mails, officers/secretaries in deputy groups, and secretaries of the NA commissions.

To ensure gender equality when establishing the composition of the participants of study visits.

For funds deployed to date, please see Annex 6 – UNDP's Parliamentary Practice

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III. Objectives

**Objectives of Parliamentary Oversight**

Parliamentarians conduct oversight in order to:

1. Ensure transparency and openness of executive activities. Parliaments shed light on the operations of government by providing a public arena in which the policies and actions of government are debated, scrutinized, and subjected to public opinion;
2. Hold the executive branch accountable. Parliamentary oversight scrutinizes whether the government’s policies have been implemented and whether they are having the desired impact;
3. Provide financial accountability. MPs scrutinize government spending by highlighting waste within publicly-funded services. Their aim is to improve the economy, efficiency and effectiveness of public expenditure; and,
4. Uphold the rule of law. Parliament should protect the rights of citizens by monitoring policies and examining potential abuses of power, arbitrary behavior, and illegal or unconstitutional conduct by government.

The present proposal tackles the issue of parliamentary oversight, focusing on all four objectives listed above, with special focus on financial accountability by introducing an innovative tool for assisting MPs in scrutinizing government spending. It builds on results achieved to date, including the institutionalization of public hearings and regulation of relations with independent bodies, which creates positive momentum for further strategic reform of the Parliament in improving its oversight role.

The project goes a step further, by working on the Parliament’s outreach to the citizens, particularly at the local level, by engaging them in order to seek information and support in performing its oversight role. Mobile committee sessions will take MPs to sites where issues for scrutiny arise, while public scrutiny hearings will invite written witness statements nation-wide. The project will also pilot successful outreach mechanisms with local municipal assemblies, leading to increased political awareness and participation of citizens at both central and local levels.

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Strong parliamentarian representation of citizens’ interests and a will to bring citizens into the political process is often overlooked as a tool in the fight against corruption at the central and local levels. MPs and representatives of municipal assemblies should engage citizens in public deliberation and debate on matters of public policy. This strengthens citizens’ perceptions of the Parliamentary system and local self-government and will raise the integrity of MPs and local representatives. Furthermore, engaged citizens may feel empowered to reject corruption and raise concerns about the corrupt practices of politicians and officials, leading to a policy of zero tolerance against corruption. This is underlined in a recent GOPAC study on the project will pilot, leading to a policy of zero.

Before institutionalizing public hearings, certain committees held their sessions in this form, abiding by the existing legislation (possibility for organizing round tables), often with the assistance of international organizations. Bearing in mind the expressed position of the Parliament (the Constitution, the Law on the National Assembly and the Rules of Procedure) to encourage this form of dialogue and scrutiny mechanism, the project will review the existing framework and practices for conducting public hearings and provide recommendations stemming from comparative practice in standardizing the proceedings for public hearings. It will also introduce the possibility of submitting the written witness statements of interested parties before the actual public hearing and regulate the public announcements of the hearings. In addition, the project will pilot public hearings with local municipal assemblies and their committees, in order to transfer these good practices from the central level (National Assembly) to the local level.

The Project also proposes to develop the capacity of scrutiny teams, comprised of advisors recently allocated to committees, as part of the Parliamentary Service, with a mandate of supporting committees when performing oversight/scrutiny over the Executive and following up on the reports of independent bodies. The advisors will work alongside the committees’ secretarial staff to provide impartial oral and written expertise predominantly for use by committees when processing reports of independent bodies and performing their scrutiny function in general.

The representative and oversight functions demand that MPs be informed on issues important to their constituents. This is where ICT could have a significant impact on their two-way communication (through various discussion forums and by offering possibilities to the wider population to comment on draft laws, as well as other similar methods.). The timely publishing of parliamentary enactments and information on the work of Parliament leads to drawing the Parliament closer to the public (more efficient outreach), but also decreases the room for potentially malicious and incorrect information to be presented through the media. Finally, effective oversight includes outreach to the public in order to solicit comments regarding the actual oversight process, recommendations for issues to be reviewed and suggestions on the burning issues to which the MPs should focus their attention.

Improving access to information allows both parliamentarians and citizens to make better decisions about the allocation of funding, improve service delivery and so on, but also allows for greater vertical accountability, for a more responsive and positive relationship between MPs or local municipal representatives and citizens. The project will draw on the successful piloting of a survey on budget priorities, conducted under the Municipal Support Program, supported by the Swiss Agency for Development and Cooperation. It will also promote this practice in new municipalities. Similar surveying will be organized for other issues tabled on the agenda of municipal assemblies, while their websites will be redesigned to provide citizens with the opportunity to voice their opinions in a more sustainable fashion.

At the central level, a component of the project relates to the development of a mechanism for tracking public spending – a portal for the transparency of the budget process. This is an

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12 Available online at http://www.gopacnetwork.org/Docs/Parl%20Fighting%20Corruption%20a%20conceptual%20overview%20EN.pdf
innovative tool, with timely data, which would enable MPs more effective scrutiny over public finances, which is at the core of a parliament’s oversight role. The data would be fed from the treasury information system, and while pre-defined or ad hoc generated reports would adapt the data to the needs of government organs such as the Committee on Finance, the State Budget and Control of Public Spending, MPs, and the administration, some of the reports may also be provided to the public.

Gender is an integral component of UNDP’s parliamentary development work. It is mainstreamed in UNDP’s legislative, oversight, and outreach activities, as it is vital that deliberations of parliament address the distinct needs of both women and men as well as the differing impacts of policies and the budget on various segments of society.

IV. IMPLEMENTING STRATEGY

The project will be executed under the National Implementation Modality. Within the National Implementation of UNDP projects, the Government is responsible for the management and delivery of programme activities to achieve project outputs. Government regulations, rules and procedures therefore apply to project implementation to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Compliance with the principles of the Financial Regulations and Rules of UNDP are assessed during the evaluation of capacity of the implementing partner. Potential shortcomings may lead to one or both of the following situations:

• UNDP and the implementing partner agree upon specific management arrangements and procedures for project implementation which will complement governmental policies and procedures. Such agreement shall be materialized through a special annex to the project document.

• UNDP provides support services to national implementation as a Responsible Party. Such services shall be detailed in a Letter of Agreement (for support services under national implementation). As the support services will be provided by UNDP, usual UNDP regulations, rules and procedures apply.

Please see the capacity assessment of the National Assembly in Annex 3.

Description of Intervention Approach/Methodology/Instruments – Quality Management for Project Activity Results

<table>
<thead>
<tr>
<th>OUTPUT 1: Scrutiny teams established and capacitated</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Activity Result 1 (Atlas Activity ID)</strong></td>
</tr>
<tr>
<td><strong>Purpose</strong></td>
</tr>
</tbody>
</table>
| **Description** | 1. Activity Result: Scrutiny teams underwent coaching for performing their functional mandate Actions:  
- Thorough analysis of the effectiveness and implementation of the NARS scrutiny function and role of scrutiny teams  
- Twinning of scrutiny teams following comparative examples from other countries  
- Training in oversight principles  
- Training in scrutiny of public finances |
| | 2. Activity Result: MPs and staff capacitated in oversight mechanisms Actions:  
- Training of trainers from the scrutiny teams  
- Training in principles of integrity, ethics and scrutiny for MPs and staff |
- Exposure to comparative examples of good practice in exercising parliament's scrutiny function
- Administrative support for operating a national GOPAC chapter (Global Organization of Parliamentarians against Corruption)
- Conference/workshop for networking among independent bodies, financial institutions and parliament

3. Activity Result: Roster of experts established, functional guidelines developed

   Actions:
   - Establishment of a sustainable roster of experts
   - Guidelines developed for closer cooperation and/or secondments of staff from independent bodies and other institutions, with the respective committees for drafting committee reports to the plenary.
   - Functional analysis of the NARS performed and guidelines for scrutinizing reports of the Executive and processing of reports of independent bodies

<table>
<thead>
<tr>
<th>Quality Criteria</th>
<th>Quality Method</th>
<th>Date of Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>How/with what indicators will the quality of the activity result be measured?</td>
<td>Means of verification. What method will be used to determine if quality criteria has been met?</td>
<td>When will the assessment of quality be performed?</td>
</tr>
<tr>
<td>- Number of issues scrutinized by the Parliament annually.</td>
<td>Annual report of working bodies</td>
<td></td>
</tr>
<tr>
<td>- Number of reports submitted, public hearings held, written evidence received.</td>
<td>Annual report of working bodies</td>
<td></td>
</tr>
</tbody>
</table>

OUTPUT 2: Outreach of the National Assembly and 5 pilot municipal assemblies

<table>
<thead>
<tr>
<th>Activity Result 1 (Atlas Activity ID)</th>
<th>Outreach</th>
<th>Start Date:</th>
<th>End Date:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purpose</td>
<td>The purpose of this initiative is to standardize the Parliament’s and municipal assemblies’ outreach and oversight mechanisms, introducing them as common practice.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Description                           | 4. Activity Result: Guidelines developed for undertaking public hearings, with emphasis on public scrutiny hearings  
   Actions:  
   - Review of existing framework for conducting public hearings with emphasis on improvement of practice for public scrutiny hearings  
   - Exposure to comparative experience in implementing public scrutiny hearings  
   5. Activity Result: MPs and staff trained in implementing public scrutiny hearings guidelines:  
   Actions:  
   - Training workshops for MPs and staff separately in conducting public scrutiny hearings  
   6. Activity Result: NARS committees supported in organizing public scrutiny hearings  
   Actions:  
   - On the job support for organizing public scrutiny hearings both in house and as mobile committee sessions  
   - Development of an online system for inviting witness statements for public scrutiny hearings  
   7. Activity Result: Outreach mechanisms functional for attracting public opinions and citizens’ participation  
   Actions:  
   - Public opinion polls on Parliament conducted  
   - Pilot communications strategies developed and implemented for selected events |
- Capacity development of the initiatives, petitions and proposals mechanisms
- Upgrade of NARS website allowing for two-way communication with citizens
- Training (and ToT) of NARS staff for sustaining outreach mechanisms
- Development of internal and external NARS bulletins and educational applications
- Study on the functioning of municipal assemblies in Serbia
- Surveys for soliciting citizens’ opinions and needs for adoption of budgets and other issues on the agenda of the municipal assemblies
- Development of web portals for pilot municipal assemblies for two-way communication with citizens
- Support to pilot municipal assemblies for conducting public hearings

<table>
<thead>
<tr>
<th>Quality Criteria</th>
<th>Quality Method</th>
<th>Date of Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>How/with what indicators will the quality of the activity result be measured?</td>
<td>Means of verification. What method will be used to determine if quality criteria has been met?</td>
<td>When will the assessment of quality be performed?</td>
</tr>
<tr>
<td>- Number of public scrutiny hearings and mobile committee sessions</td>
<td>Annual report of working bodies</td>
<td></td>
</tr>
<tr>
<td>- Number of follow up actions after public hearings, mobile sessions</td>
<td>Project progress reports</td>
<td></td>
</tr>
<tr>
<td>- Number of petitions, proposals and initiatives of citizens and other state bodies</td>
<td>Annual report of working bodies</td>
<td></td>
</tr>
<tr>
<td>- Number of follow ups to citizens’ petitions and proposals</td>
<td>Project progress reports</td>
<td></td>
</tr>
<tr>
<td>- Public opinion poll findings</td>
<td>Public opinion polls conducted under the project</td>
<td></td>
</tr>
<tr>
<td>- Degree to which citizens’ opinions are taken into consideration</td>
<td>Project progress reports, final evaluation</td>
<td></td>
</tr>
</tbody>
</table>

OUTPUT 3: Public expenditure scrutinized through e-Parliament

<table>
<thead>
<tr>
<th>Activity Result 1 (Atlas Activity ID)</th>
<th>Parlanet</th>
<th>Start Date:</th>
<th>End Date:</th>
</tr>
</thead>
</table>

Purpose

The purpose of this output is the development of a mechanism for tracking public spending — a portal for the transparency of the budget process — a tool, with timely data, which would enable MPs more effective oversight over public finances. The portal will be developed as a module, compatible with the e-Parliament system.

Description

8. Activity Result: System analysis and system design conducted for the public expenditure tracking system
   Actions:
   - Analysis of MoF Treasury information systems from the aspect of data availability for use of the Parliament and necessary fields for bridging of data between the two systems
   - Survey on needs for information (types of info, timeframes, purpose of info, etc) draft and final system design

9. Activity Result: Public expenditure tracking system for Parliament developed and piloted
   Actions:
   - Development of client software/web portal (graphical user interface), with standard report generator and different user rights and security levels, data exposure risk ensured
   - Piloting of beta version of the public expenditure tracking system with client satisfaction survey
   - Updating of the system according to findings of the client satisfaction survey
   - Trial period

10. Activity Result: Scrutiny team, MPs, parliamentary staff, trained in using the system
    Action:
    - In depth training of scrutiny team and Parliament IT department
    - MPs, parliamentary staff training on using the system and the data it generates
<table>
<thead>
<tr>
<th>Quality Criteria</th>
<th>Quality Method</th>
<th>Date of Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>How/with what indicators will the quality of the activity result be measured?</td>
<td>Means of verification. What method will be used to determine if quality criteria has been met?</td>
<td>When will the assessment of quality be performed?</td>
</tr>
<tr>
<td>- No. of data entries</td>
<td>Project progress reports</td>
<td></td>
</tr>
<tr>
<td>- No. of registered users</td>
<td>Project progress reports</td>
<td></td>
</tr>
<tr>
<td>- No. of reports generated</td>
<td>Project progress reports</td>
<td></td>
</tr>
</tbody>
</table>

**Sustainability:** The project focuses on the introduction of guidelines, procedures and innovative tools, which are not limited by the duration of the project and will have full national ownership. The proposal was designed with the active involvement of parliamentary staff and MPs, ensuring it tackles issues of priority for the Parliament, projected to last beyond the mandate of a single project or legislature.

The following points set an example of instruments that will remain with the institutions beyond the project cycle:

- A team of scrutiny advisors capacitated to provide assistance to committees
- A functional national GOPAC chapter
- Guidelines for scrutinizing reports of the Executive and processing reports of independent bodies
- Tools for conducting public hearings at central and local levels, including an online system for inviting witness statements nation-wide
- Methodology for conducting opinion polls on Parliament
- Web portals of the National Assembly and local municipal assemblies which allow two-way communication with citizens
- An interface enabling MPs access to real-time data on public expenditures for more effective oversight over public finances.

These instruments, along with continual advisory services, targeted ToT and on-the-job coaching envisaged through the project, will lead to the achievement of the project’s purpose and objective as outlined above.
V. Organization, Management and Administration

The Parliament will appoint a National Project Director (NPD) to take overall responsibility for the project’s execution. The NPD may delegate responsibility for day-to-day management to the Project Manager but will report on the progress of the project to the Project Board.

Please refer to Annex 4 – the project organogram, for a graphic overview of the project’s organizational structure

The Project Board is the group responsible for making management decisions by consensus for a project when guidance is required by the Project Manager, including recommendation for approval of project plans and revisions. Project Board decisions should be made in accordance to standards\textsuperscript{13} that shall ensure best value in terms of money, fairness, integrity transparency and effective international competition. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager. This group is consulted by the Project Manager for decisions when tolerances (normally in terms of time and budget) have been exceeded. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies.

Project Assurance is the responsibility of each Project Board member; however, this role can be delegated. The Project Assurance role supports the Project Board by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed.

The Project Manager has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Board. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Manager’s prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

The Project Support role provides project administration, management and technical support to the Project Manager as required by the needs of the individual project or Project Manager.

All deliverables produced during the project term, will bear the logo of SDC and UNDP and, where appropriate, the standard SDC/UNDP disclaimer.

The time frame envisaged for implementation of the project is 3 years. For an activity breakdown by quarters, please refer to the Logframe matrix.

\textsuperscript{13} UNDP Financial Rules and Regulations: Chapter E, Regulation 16.05: a) The administration by executing entities or, under the harmonized operational modalities, implementing partners, of resources obtained from or through UNDP shall be carried out under their respective financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. b) Where the financial governance of an executing entity or, under the harmonized operational modalities, implementing partner, does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, that of UNDP shall apply.
VI. RESOURCES

The total resources estimated for this initiative amount to $1,206,560.00.

For reasons of cost-efficiency, the Parliament's facilities will be used for the implementation of project activities, whenever feasible. This has been the practice of previously implemented UNDP projects for the Parliament.

For a detailed breakdown of the budget, please refer to Annex 2.
# VII. Risk Analysis

<table>
<thead>
<tr>
<th>Main identified risks related to the intervention</th>
<th>Probability of incidence</th>
<th>Impact</th>
<th>Planned measures (for mitigation or others)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of engagement of certain Parliamentary groups for attaining the project goals</td>
<td>Medium probability</td>
<td>High impact</td>
<td>Continued advocating with leaders of parliamentary groups and NA leadership; Active engagement of NPD to involve all caucuses in attaining the project goals; Emphasis on work with Parliamentary staff in order to preserve the institutional knowledge; Coordination with other development partners supporting the Parliament with similar objectives;</td>
</tr>
<tr>
<td>Operations of the Parliament overburdened or disrupted, thus impeding proper implementation of activities</td>
<td>Medium probability</td>
<td>High impact</td>
<td>Selection of activities directed towards the senior Parliamentary staff; Realign activities’ timeframe; Focus activities in line with priority issues on the agenda of the Parliament and municipal assemblies (e.g. for public hearings)</td>
</tr>
<tr>
<td>A new round of elections scheduled before the official end of the current MP term in office.</td>
<td>Low probability</td>
<td>Medium impact</td>
<td>Align project activities to: Implement activities for the standing staff (during the period of parliamentary elections). Focus on preparation of publications during such period; Assessment of potential impact of new Parliament composition to the Project – and accordingly, re-adjust activities;</td>
</tr>
<tr>
<td>Lack of engagement of CSOs and/or their lack of capacity to engage</td>
<td>Low probability</td>
<td>Medium impact</td>
<td>Engage with CSOs in all project stages; Build CSO awareness on the need to network with the Parliament. Provide guidance to CSOs for communicating with the Parliament, by building on previous UNDP resources in this area; Facilitate contact and communication between CSO and the Parliament;</td>
</tr>
<tr>
<td>Divergent local interests and political directions may reduce the efficiency of the interventions</td>
<td>Medium probability</td>
<td>Medium impact</td>
<td>Coordinate activities with the Standing Conference of Towns and Municipalities. Assign local consultants as advisors to the municipal authorities. Engage civil society and other non-state actors at the local level in advocacy for project objectives</td>
</tr>
</tbody>
</table>

2. Reference to the tool(s) used for the assessment
   1) Interviewing Parliamentary staff;
   2) UNDP Risk log matrix;
   3) UNDP toolkits for parliamentary development and local and sustainable development

*See Excerpt from the Final Evaluation of the UNDP Project: Strengthening the Accountability of the National Assembly of the Republic of Serbia, evaluator: Slobodan Vukadinovic*

3. Information on how the risks will be monitored
   1) Continued field visits – Continuous communication with the Parliament;
   2) Context analysis – Daily and Weekly follow-up to Parliamentary trends through publicly available media sources;
   3) CSO information and analysis on the work of the Parliament;
   4) Parliament capacity staff assessment conducted by UNDP and constantly monitored during the course of Project duration;
   5) Constant communication with the CSOs at both national and local level.
   6) Feedback from project partners
In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.

- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project

- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

- Reports will include information regarding activities with focus on gender mainstreaming (e.g. the project will seek to include both men and women on an equal basis in all activities, gender related statistics will be generated from output 3 of the project, the project will seek to cover topics of relevance for both men and women through public hearings)

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.
### Hierarchy of objectives

#### Strategy of Intervention

<table>
<thead>
<tr>
<th>Impact (Overall Goal)</th>
<th>Key Indicators</th>
<th>Data Sources</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

Enhancement of the oversight/scrutiny function, transparency and efficiency of the National Assembly of the Republic of Serbia\(^{14}\)

- OBI Index for Serbia improves by 5 percentage points by the end of the project.
- Trends in the public opinion poll on the National Assembly improved by the end of the project

- Open Budget Index/International Budget Partnership
- Results of the public opinion polls (two planned – one baseline, one final poll).

### Outcomes

#### Outcome Indicators

<table>
<thead>
<tr>
<th>Outcomes</th>
<th>Outcome Indicators</th>
<th>External Factors (Assumptions &amp; Risks)</th>
</tr>
</thead>
</table>
| Outcome 1 Scrutiny teams established and capacitated | 1.1 Increase in the number of issues scrutinized by the Parliament by 20% by the end of the project\(^{15}\)  
1.2 All reports of independent bodies duly processed in line with the Rules of Procedure of the National Assembly and the law.\(^{16}\) | NARS keeps administrative setup with scrutiny teams in place  
Strengthening of the oversight role of the NARS remains on the development agenda |
| Outcome 2 Outreach of the National Assembly and 5 pilot municipal assemblies strengthened | 1.1 Increase in the number of public hearings and mobile committee sessions held annually by the end of the project.  
1.2 Trends in the participation of | Outreach towards citizens remains on the development agenda of the NARS.  
Public hearings continue being used as an oversight tool. |

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\(^{14}\) The needs of both men and women will be taken into account in all stages of project implementation, including monitoring and evaluation.

\(^{15}\) The project will seek to engage the Parliament in debating issues of relevance both for men and women.

\(^{16}\) Reports of the Ombudsperson and Commissioner for Protection of Equality, both dealing with gender related issues, are included under this outcome.
<table>
<thead>
<tr>
<th>Hierarchy of objectives</th>
<th>Key Indicators</th>
<th>Data Sources</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategy of Intervention</td>
<td>citizens in the work of the National Assembly improved by the end of the project.</td>
<td>final poll).</td>
<td>Political will of local authorities for soliciting citizens' feedback.</td>
</tr>
<tr>
<td></td>
<td>1.3 Pilot municipal assemblies develop mechanisms for engaging citizens' opinions by the end of the project.</td>
<td>1.3 Municipal assemblies’ websites</td>
<td></td>
</tr>
<tr>
<td>Outcome 3 Public expenditure scrutinized through e-Parliament</td>
<td>1.1 MPs provided with in-house access to real time information on public expenditure by the end of the project.</td>
<td>1.1 Existence of a functional system for providing real time information on public expenditure in the Parliament.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.2 MPs use information provided through the system for exercising their scrutiny function by the end of the project.</td>
<td>1.2 Reports of plenary sessions; press clippings; reports of committee sessions</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outputs (per outcome) and costs</th>
<th>Output Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>For outcome1: Scrutiny teams established and capacitated</td>
<td></td>
</tr>
<tr>
<td>Output 1 Scrutiny teams underwent coaching for performing their functional mandate</td>
<td>- Analysis conducted by Q2 of the project&lt;br&gt;- Scrutiny teams complete all trainings by the end of the project.</td>
</tr>
<tr>
<td>- Analysis conducted by Q2 of the project&lt;br&gt;- Scrutiny teams complete all trainings by the end of the project.</td>
<td>- Project progress reports&lt;br&gt;- Project progress reports</td>
</tr>
<tr>
<td>Output 2 MPs and staff capacitated in oversight mechanisms</td>
<td>- ToT performed by Q3 of the project&lt;br&gt;- MPs and staff trained in principles of integrity, ethics and scrutiny by Q5&lt;br&gt;- National GOPAC chapter operational by Q3 of the project&lt;br&gt;- MPs and staff exposed to comparative examples of good practice in scrutiny functions by the end of the project.&lt;br&gt;- Workshop on networking of independent bodies, financial institutions and parliament held by Q5 of the project</td>
</tr>
<tr>
<td>- ToT performed by Q3 of the project&lt;br&gt;- MPs and staff trained in principles of integrity, ethics and scrutiny by Q5&lt;br&gt;- National GOPAC chapter operational by Q3 of the project&lt;br&gt;- MPs and staff exposed to comparative examples of good practice in scrutiny functions by the end of the project.&lt;br&gt;- Workshop on networking of independent bodies, financial institutions and parliament held by Q5 of the project</td>
<td>- Project progress reports&lt;br&gt;- NARS website, annual reports of working bodies&lt;br&gt;- Internal NARS bulletin</td>
</tr>
<tr>
<td>Hierarchy of objectives</td>
<td>Key Indicators</td>
</tr>
<tr>
<td>-------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Strategy of Intervention</td>
<td></td>
</tr>
</tbody>
</table>
| Output 3               | Roster of experts established, functional guidelines developed | - Roster of experts developed and kept by the end of the project  
- Guidelines developed for scrutinizing reports of the Executive and processing reports of independent bodies (including secondment of staff) by the end of the project. | - Records of committee secretaries and scrutiny advisors  
- Project progress reports  
- Internal NARS bulletin | Sufficient capacities of the NARS Secretariat for maintaining an expert roster.  
Establishment of Working Group for developing guidelines. |

Costs of outputs for outcome 1: USD 240,000  
In case of joint projects: 1) amount of SDC contribution:  
2) in % of total cost:  
3) Total cost:  

For outcome 2: Outreach of the National Assembly and 5 pilot municipal assemblies strengthened

| Output 4 | Guidelines developed for undertaking public hearings, with emphasis on public scrutiny hearings | - Review of existing framework for public hearings conducted by Q 3 of the project. | - Internal NARS bulletin  
- Project progress reports | Establishment of a Working Group for developing public scrutiny hearing guidelines. |
| Output 5 | MPs and staff trained in implementing public scrutiny hearing guidelines | - Training workshops held by Q5 of the project. | - Project progress reports | Active participation of MPs and staff in trainings. |
| Output 6 | NARS committees supported in organizing public scrutiny hearings | - At least 10 public scrutiny hearings supported by the end of the project.  
- Online system for inviting witness statements for public hearings set up and functional by Q5 of the project. | - NARS website  
- Reports of committee sessions  
- Project progress reports | NARS committees organize public scrutiny hearings.  
Sufficient capacities of NARS Secretariat for running a system for inviting witness statements. |
| Output 7 | Outreach mechanisms functional for attracting public opinions and citizens’ participation at national and local level. | - Two public opinion polls on Parliament conducted (first in Q2 of the project, second by the end of the project)  
- At least 5 pilot communications strategies developed and implemented by the end of the project  
- Outreach mechanisms developed for petitions and proposals by the end of the project.  
- NARS website upgraded by the end | - Presentation of public opinion poll results  
- Project progress reports  
- NARS internal bulletin  
- NARS external bulletin  
- NARS website  
- Results of citizens’ surveys  
- Websites of pilot municipal assemblies | Sufficient capacities of NARS Secretariat for practicing outreach mechanisms.  
Technical capacities exist at the municipal administrations for introducing citizens’ surveys and web tools. |
## Hierarchy of objectives

### Strategy of Intervention

<table>
<thead>
<tr>
<th>Key Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>of the project.</td>
<td>Means of Verification</td>
</tr>
<tr>
<td>- NARS staff trained for sustaining outreach mechanisms by Q5 of the project.</td>
<td>- Project progress reports</td>
</tr>
<tr>
<td>- Internal and external NARS bulletins and educational applications launched by Q 4 of the project.</td>
<td>- Access to all relevant stakeholders and systems for conducting a proper system analysis.</td>
</tr>
<tr>
<td>- Baseline study on the functioning of municipal assemblies in Serbia conducted by Q1 of the project.</td>
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<tr>
<td>- 5 pilot municipal assemblies conduct 3 surveys each for soliciting citizens' opinions and needs for adoption of budgets and other issues on the agenda of the municipal assemblies by the end of the project.</td>
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</tr>
<tr>
<td>- 5 pilot municipal assemblies develop web portals for two-way communication with citizens (with applications for casting simulated votes for or against pending issues on the agenda of the assemblies and other tools) by Q 6 of the project.</td>
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<tr>
<td>- 5 pilot municipal assemblies conduct at least 3 public hearings each by the end of the project.</td>
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</tbody>
</table>

### Costs of outputs for outcome 2: USD 399,560

<table>
<thead>
<tr>
<th>In case of joint projects: 1) amount of SDC contribution:</th>
<th>2) in % of total cost:</th>
<th>3) Total cost:</th>
</tr>
</thead>
</table>

### For outcome 3: Public expenditure scrutinized through e-Parliament

<table>
<thead>
<tr>
<th>Output 8</th>
<th>System analysis and system design conducted for the public expenditure tracking system</th>
<th>- System analysis finalized by Q 2 of the project</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- System design finalized by Q 3 of the project</td>
<td>- Project progress reports</td>
</tr>
<tr>
<td></td>
<td>- Project progress reports</td>
<td>Access to all relevant stakeholders and systems for conducting a proper system analysis.</td>
</tr>
<tr>
<td></td>
<td>- Client satisfaction survey</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Output 9</th>
<th>Public expenditure tracking system for Parliament</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Software developed by Q 6 of the project</td>
</tr>
<tr>
<td></td>
<td>- Project progress reports</td>
</tr>
<tr>
<td></td>
<td>- Client satisfaction survey</td>
</tr>
<tr>
<td></td>
<td>Active participation of NARS staff and MPs in the piloting of the software.</td>
</tr>
<tr>
<td>Hierarchy of objectives</td>
<td>Key Indicators</td>
</tr>
<tr>
<td>-------------------------</td>
<td>--------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Strategy of Intervention</td>
<td>- Developed and piloted&lt;br&gt;- Software piloted and client satisfaction survey conducted by Q 9 of the project&lt;br&gt;- System updated according to client satisfaction survey by Q 10 of the project&lt;br&gt;- System maintained during trial period until Q 12 of the project</td>
</tr>
</tbody>
</table>

| Output 10 | Scrutiny team, MPs, parliamentary staff, trained in using the system | - Training of scrutiny team and IT department conducted by Q 7 of the project<br>- MPs, parliamentary staff trained in using the system and data it generates by Q 10 of the project. | - Project progress reports<br>- NARS internal bulletin | Active participation of MPs and staff in training sessions. |

Costs of outputs for outcome 3: USD 494,317.76  
In case of joint projects: 1) amount of SDC contribution: 2) in % of total cost 3) Total cost:
<table>
<thead>
<tr>
<th>Activities (per output)</th>
<th>Inputs</th>
<th>Inputs for outputs 1-3:</th>
</tr>
</thead>
</table>
| List of activities for output 1: Scrutiny teams underwent coaching for performing their functional mandate  
- Thorough analysis of the effectiveness and implementation of the NARS scrutiny function  
- Capacity needs assessment of the scrutiny teams  
- Twinning of scrutiny teams following comparative examples from other countries  
- Training in oversight principles  
- Training in scrutiny of public finances | List of activities for output 1: Scrutiny teams underwent coaching for performing their functional mandate  
- Thorough analysis of the effectiveness and implementation of the NARS scrutiny function  
- Capacity needs assessment of the scrutiny teams  
- Twinning of scrutiny teams following comparative examples from other countries  
- Training in oversight principles  
- Training in scrutiny of public finances | Inputs for outputs 1-3:  
International consultants  
National consultants  
Travel  
Conference/workshops  
Equipment  
Printing  
Sundries  
Contractual services individuals | Access to all stakeholders for conducting a thorough analysis of the effectiveness and implementation of the NARS scrutiny function.  
Availability of scrutiny teams for training. |
| List of activities for output 2: MPs and staff capacitated in oversight mechanisms  
- Training of trainers from the scrutiny teams  
- Training in principles of integrity and scrutiny for MPs and staff separately  
- Induction training for new MPs focused on scrutiny  
- Development of guidelines for new MPs with emphasis on the scrutiny function  
- Exposure to comparative examples of good practice in exercising Parliament’s scrutiny function  
- Administrative support for operating a national GOPAC chapter  
- Conference/workshop for networking with independent bodies, financial institutions and Parliament | List of activities for output 2: MPs and staff capacitated in oversight mechanisms  
- Training of trainers from the scrutiny teams  
- Training in principles of integrity and scrutiny for MPs and staff separately  
- Induction training for new MPs focused on scrutiny  
- Development of guidelines for new MPs with emphasis on the scrutiny function  
- Exposure to comparative examples of good practice in exercising Parliament’s scrutiny function  
- Administrative support for operating a national GOPAC chapter  
- Conference/workshop for networking with independent bodies, financial institutions and Parliament | Active participation of MPs and staff in project activities.  
Capacity of scrutiny teams for effective ToT.  
Sustained interest of MPs in forming a GOPAC chapter | |
| List of activities for output 3: Roster of experts and internship program established, functional guidelines developed  
- Establishment of a sustainable roster of experts | List of activities for output 3: Roster of experts and internship program established, functional guidelines developed  
- Establishment of a sustainable roster of experts | Sufficient capacities of the NARS Secretariat for maintaining an expert roster and hosting interns.  
Establishment of Working Group for |
experts
- Development of an internship program related to the exercise of the scrutiny function
- Development of guidelines for closer cooperation and/or secondments of staff from independent bodies and other institutions, with the respective committees for drafting committee reports to the plenary
- Functional analysis of the NARS and development of guidelines for scrutinizing reports of the Executive and processing reports of independent bodies.

| List of activities for output 4: Guidelines developed for undertaking public hearings, with emphasis on public scrutiny hearings |
| - Establishment of working group for development of public scrutiny hearings guidelines |
| - Exposure to comparative experience in implementing public scrutiny hearings |
| - Development of guidelines for undertaking public hearings adapted to the Serbian context |

| Inputs for outputs 4-7: |
| International consultants |
| National consultants |
| IT support |
| Travel |
| Contractual services companies |
| Communication costs |
| Printing |
| Sundries |
| Contractual services individuals |

| List of activities for output 5: MPs and staff trained in implementing public scrutiny hearings guidelines |
| - Training workshops for MPs and staff in conducting public scrutiny hearings |

| List of activities for output 6: NARS committees supported in organizing public scrutiny hearings |
| - On the job support for organizing public scrutiny hearings both in house and as mobile committee sessions |
| - Development of an online system for |

| NARS establishes a Working Group for developing public scrutiny hearings guidelines. |
| Active participation of MPs and staff in trainings. |
| NARS committees organize public scrutiny hearings. |
| NARS committees identify issues at local level for conducting mobile committee sessions. |
| Sufficient capacities of NARS Secretariat for running a system for inviting witness |

| developing guidelines. |
| Access to all stakeholders for conducting a functional analysis. |
inviting witness statements for public scrutiny hearings

### List of activities for output 7: Outreach mechanisms functional for attracting public opinions and citizens’ participation
- Public opinion poll on Parliament conducted
- Pilot communications strategies developed and implemented for selected events
- Capacity development of the initiatives, petitions and proposals mechanisms
- Upgrade of the NARS website allowing for two-way communication
- Training (and ToT) of NARS staff for sustaining outreach mechanisms
- Development of internal and external NARS bulletins
- Study on the functioning of municipal assemblies in Serbia
- Surveys for soliciting citizens’ opinions and needs for adoption of budgets and other issues on the agenda of municipal assemblies.
- Development of web portals for pilot municipal assemblies for two-way communication with citizens.
- Support to pilot municipal assemblies for conducting public hearings.

Sufficient capacities of NARS Secretariat for practicing outreach mechanisms.
Events identified jointly with NARS for pilot communications strategies
Availability of NARS staff for training and ToT.
Active participation of NARS staff in development of internal and external NARS bulletins.

### List of activities for output 8: System analysis and system design conducted for the public expenditure tracking system
- Analysis of the MoF Treasury Information systems from the aspect of data availability for use by the Parliament and necessary fields for bridging of data between the two systems

Inputs for outputs 8-10:
- International consultants
- Contractual services companies
- National consultants
- Travel
- Equipment

Access to all relevant stakeholders and systems for conducting a proper system analysis.
- Survey on needs for information (types of info, timeframes, purpose of info, etc)
- Draft and final system design

<table>
<thead>
<tr>
<th>List of activities for output 9: Public expenditure tracking system for Parliament developed and piloted</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Development of client software/web portal (graphical user interface), with standard report generator and different user rights and security levels, data exposure risk ensured</td>
</tr>
<tr>
<td>- Piloting of beta version of the public expenditure tracking system with client satisfaction survey</td>
</tr>
<tr>
<td>- Updating of the system according to findings of the client satisfaction survey</td>
</tr>
<tr>
<td>- Trial period</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>List of activities for output 10: Scrutiny teams, MPs, parliamentary staff trained in using the system</th>
</tr>
</thead>
<tbody>
<tr>
<td>- In depth training of scrutiny team and Parliament IT department</td>
</tr>
<tr>
<td>- MPs, parliamentary staff training on using the system and the data it generates</td>
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</table>

<table>
<thead>
<tr>
<th>Sundries</th>
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<tbody>
<tr>
<td>Contractual services individuals</td>
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<tr>
<td>General Management Services (GMS)</td>
</tr>
</tbody>
</table>

| Active participation of NARS staff and MPs in the piloting of the software. |
| Active participation of MPs and staff in training sessions. |
## X. ANNEX 2 Detailed Budget (Annual Work Plan)

<table>
<thead>
<tr>
<th>Expected Outputs</th>
<th>Planned Activities</th>
<th>Timeframe</th>
<th>Funding Source</th>
<th>Budget Description Account</th>
<th>Amount in USD</th>
<th>Amount in CHF (rate 0.90)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Output 1</strong> Scrutiny teams established and capacitated</td>
<td>1. Activity Result: Scrutiny teams undertaking work upon their functional mandate</td>
<td>Q1 Q2 Q3 Q4 Q5 Q6 Q7 Q8 Q9 Q10 Q11 Q12</td>
<td>NARS</td>
<td>SDC</td>
<td>Consultants - 7100</td>
<td>$30,000.00</td>
</tr>
<tr>
<td><strong>Baselines</strong></td>
<td></td>
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<tr>
<td></td>
<td>2. Activity Result: MPs and staff capacitated in oversight mechanisms</td>
<td>x x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$50,000.00</td>
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<tr>
<td></td>
<td>3. Activity Result: MPs and staff capacitated in oversight mechanisms</td>
<td>x x x x x x x x x x x</td>
<td>NARS</td>
<td>UNDP</td>
<td>Travel-71600</td>
<td>$40,000.00</td>
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<tr>
<td></td>
<td>4. Activity Result: Review of reports submitted, functional guidelines developed</td>
<td>x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>Consultants - 7100</td>
<td>$10,000.00</td>
</tr>
<tr>
<td><strong>Output 2</strong>: Outreach of the National Assembly and 6 pilot municipal assemblies strengthened</td>
<td>1. Activity Result: Standards developed for undertaking public scrutiny hearings</td>
<td>x x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$44,000.00</td>
</tr>
<tr>
<td><strong>Baselines</strong></td>
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<tr>
<td></td>
<td>2. Activity Result: MPs and staff training in implementing public scrutiny hearings guidelines</td>
<td>x x</td>
<td>NARS</td>
<td>UNDP</td>
<td>IF support-71300</td>
<td>$35,000.00</td>
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<tr>
<td></td>
<td>3. Activity Result: National Assembly Committees supported in organizing public scrutiny hearings in-house and ex-officio committees hearings</td>
<td>x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$40,000.00</td>
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<tr>
<td></td>
<td>4. Activity Result: National Assembly Committees supported in exploring public scrutiny hearings in-house and ex-officio committees hearings</td>
<td>x x</td>
<td>NARS</td>
<td>UNDP</td>
<td>Communication costs - 71600</td>
<td>$15,000.00</td>
</tr>
<tr>
<td><strong>Output 3</strong>: Public expenditures scrutinized through e-Parliament</td>
<td>1. Activity Result: System analysis and design conducted for the public expenditure tracking system</td>
<td>x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$40,000.00</td>
</tr>
<tr>
<td><strong>Baselines</strong></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>2. Activity Result: Public expenditure tracking system designed for Parliament and pilot</td>
<td>x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$120,000.00</td>
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<td></td>
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<tr>
<td></td>
<td>3. Activity Result: Public expenditure tracking system designed for Parliament and pilot</td>
<td>x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$120,000.00</td>
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<td></td>
<td>4. Activity Result: Public expenditure tracking system designed for Parliament and pilot</td>
<td>x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$120,000.00</td>
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<tr>
<td></td>
<td>5. Activity Result: Public expenditure tracking system designed for Parliament and pilot</td>
<td>x x x x x x x x x x</td>
<td>NARS</td>
<td>SDC</td>
<td>National Consultants - 7100</td>
<td>$120,000.00</td>
</tr>
</tbody>
</table>

### Total Programmable Amount

| Total Programmable Amount | $1,133,877.76 | CHF 1,036,489.58 |

| Total Budget | $779,282.34 | CHF 695,941.09 |

| Total Budget SDC Contribution | $297,260.00 | CHF 269,000.00 |

| Total Budget UNDP Contribution | $482,022.34 | CHF 426,941.09 |
## XI. Annex 3 Institutional Set-up (Capacity Assessment)

<table>
<thead>
<tr>
<th>INDICATOR</th>
<th>AREAS FOR ASSESSMENT</th>
<th>APPLICABLE DOCUMENTS/TOOLS</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PART I – REFERENCES AND PRELIMINARY CHECKS</strong></td>
<td></td>
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</tr>
<tr>
<td><strong>1.1 History and Compliance with International Resolutions/Standards</strong></td>
<td></td>
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</tr>
<tr>
<td><strong>1.1.1 History</strong></td>
<td>Date of creation and length in existence Has the institution gone through a recent re-organization/re-structuring?</td>
<td>Annual Reports Media Kit Website</td>
<td>The Great National Assembly was convened in 1830 in the surroundings of today’s House of Parliament, marking the beginning of parliamentary life in Serbia. The last reorganization of the National Assembly was conducted in July 2006. <a href="http://www.parlament.gov.rs">www.parlament.gov.rs</a></td>
</tr>
<tr>
<td><strong>1.1.2 United Nations Security Council 1267</strong></td>
<td>Is the institution listed in any reference list?</td>
<td>United Nations Security Council 1267 Committee’s list of terrorists and terrorist financiers</td>
<td>No</td>
</tr>
<tr>
<td><strong>1.1.3 Certification</strong></td>
<td>Is the institution already certified through international standards?</td>
<td>ISO, Project Management standard, other standards</td>
<td>No</td>
</tr>
<tr>
<td><strong>PART II. ASSESSING NATIONAL INSTITUTION CAPACITY FOR PROJECT MANAGEMENT</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>2.1 Managerial Capacity</strong></td>
<td>Ability to plan, monitor and coordinate activities</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Planning, Monitoring &amp; Evaluation</strong></td>
<td>Does the institution produce clear, internally consistent proposals and intervention frameworks, including detailed workplans? Does the institution hold regular programme or project review meetings? Are there measurable outputs/deliverables in the defined project plans? Was the institution previously exposed to UNDP RBM approach/methodology or equivalent in other donor agencies?</td>
<td>Well-designed project and programme documents Action Plans/Work plans Log frame or equivalent Project reports Evaluation reports Indicators available in project plans Lessons-Learned reports</td>
<td>Meetings for reviewing the program and work of the Parliament are held regularly. Work plans are made for certain committees; however, they are not mandatory. Specific project management in the UNDP context is not practiced.</td>
</tr>
<tr>
<td><strong>2.1.2 Reporting and performance track record</strong></td>
<td>Does the institution monitor progress against well defined indicator and targets, and evaluate its programme/project achievements? Does the institution report to its stakeholders on a regular basis?</td>
<td>Reports to donors and other stakeholders Reporting system</td>
<td>Reports on the work of the Parliament are issued periodically to the public. There are also regular internal reports on the work of certain working bodies, which are opened to the public upon approval of the Secretary General.</td>
</tr>
<tr>
<td>INDICATOR</td>
<td>AREAS FOR ASSESSMENT</td>
<td>APPLICABLE DOCUMENTS/TOOLS</td>
<td>COMMENTS</td>
</tr>
<tr>
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</tr>
<tr>
<td>2.2 Technical Capacity</td>
<td></td>
<td></td>
<td>An information bulletin with complete analytics may be found on the Parliament website; however, it is outdated. The Parliament is a party to various bilateral and multilateral meetings on a regular basis. Meetings at the local level are also held on a regular basis and related reports are issued, dependent on the working body participating in the meeting. Internal monthly bulletins used to be prepared regularly, reporting on seminars, international meetings, etc. According to the current Rules of Procedure, reports on international meetings are submitted to the Committee for International Affairs.</td>
</tr>
<tr>
<td>2.2.1 Specialization</td>
<td>Does the institution have the technical skills required? Does the institution have the knowledge needed? Does the institution stay informed about the latest techniques/competencies/policies/trends in its area of expertise? Does the institution have the skills and competencies that complement those of UNDP?</td>
<td>Publications on activities, specific issues, analytical articles, policies Reports from participation in international, regional, national or local meetings and conferences Tools and methodologies Evaluations and assessments</td>
<td></td>
</tr>
<tr>
<td>2.2.2 Ability to monitor the technical aspects of the project.</td>
<td>Does the institution have access to relevant information/resources and experience? Does the institution have useful contacts and networks? Does the institution know how to get baseline data, develop indicators? Does it apply effective approaches to reach its targets (i.e participatory methods)?</td>
<td>Evaluations and assessments Methodologies/training materials Use of toolkits, indicators and benchmarks/capacity-development tools Databases</td>
<td>A system analysis for an e-parliament information system has been undertaken and the system design prepared. The system was piloted two years ago, but has not been further implemented. Partial data bases do exist in different sectors, but they are insufficient.</td>
</tr>
<tr>
<td>2.2.3 Human Resources</td>
<td>Does the institution staff possess adequate expertise and experience? Does the institution use local capacities (financial/human/other resources)? What is the institution capacity to coordinate between its main office and decentralized entities/branches (if relevant)? Have staff been trained on project management methodology?</td>
<td>Profile of staff, including expertise and professional experience Staff turnover Chart of assignments of roles and functions Reports on technical experience from national or international agencies for operations and capacity-building Individual certification on project management such as PRINCE2</td>
<td>The Law on Civil Servants, Decision on the Organization and Operations, Rulebook on the Systematization of Working Posts prescribe detailed conditions. A small number of employees have gone through certain trainings on project management methodology. No one is PRINCE 2 certified.</td>
</tr>
<tr>
<td>INDICATOR</td>
<td>AREAS FOR ASSESSMENT</td>
<td>APPLICABLE DOCUMENTS/TOOLS</td>
<td>COMMENTS</td>
</tr>
<tr>
<td>-----------</td>
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</tr>
<tr>
<td>3.1 Administrative capacity</td>
<td>Ability to provide adequate logistical support and infrastructure</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.1.1 Ability to manage and maintain infrastructure and equipment</td>
<td>Does the institution possess logistical infrastructure and equipment? Can the institution manage and maintain equipment?</td>
<td>Adequate logistical infrastructure: office facilities and space, basic equipment, utilities Computer capability and library materials Proper equipment for area of specialization inventory to track property and cost</td>
<td>Office space with adequate infrastructure exists. Work on computers is usual. The Research Center disposes of a virtual library. A fully developed library exists in the House of Parliament. A complete inventory is carried out once a year.</td>
</tr>
<tr>
<td>3.1.2 Ability to procure goods services and works on a transparent and competitive basis.</td>
<td>Does the institution have the ability to procure goods, services and works on a transparent and competitive basis? Does the institution have standard contracts or access to legal counsel to ensure that contracts meet performance standards, protect UNDP and the institution’s interests and are enforceable? Does the institution have the authority to enter into contracts?</td>
<td>Standard contracts Examples of how procurement is done Written procedures for identifying the appropriate vendor, obtaining the best price, and issuing commitments</td>
<td>The Law on Public Procurement is applied entirely. The Assembly has a separate procurement department. The institution regularly enters contracts.</td>
</tr>
<tr>
<td>3.1.3 Ability to recruit and manage the best-qualified personnel on a transparent and competitive basis.</td>
<td>Is the institution able to staff the project and enter into contract with personnel? Does the institution use written job descriptions for consultants or experts?</td>
<td>Standard contracts Job descriptions</td>
<td>Employment of civil servants is carried out according to current legislation. Consultants are engaged only for political party caucuses.</td>
</tr>
<tr>
<td>3.2 Financial Capacity</td>
<td>Ability to ensure appropriate management of funds</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.2.1 Financial management and funding resources</td>
<td>Is there a regular budget cycle? Does the institution produce programme and project budgets? What is the maximum amount of money the institution has managed? Does the institution ensure physical security of advances, cash and records?</td>
<td>Operating budgets and financial reports List of core and non-core donors and years of funding Written procedures ensuring clear records for payable, receivables, stock and inventory Reporting system that tracks all commitments</td>
<td>A regular budget cycle exists. The Parliament has an independent budget. Audit is regularly carried out. The Parliament has both internal and external reporting systems. The institution has experience with handling large financial resources, which go beyond the amount foreseen by the project.</td>
</tr>
<tr>
<td>INDICATOR</td>
<td>AREAS FOR ASSESSMENT</td>
<td>APPLICABLE DOCUMENTS/TOOLS</td>
<td>COMMENTS</td>
</tr>
<tr>
<td>-----------</td>
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</tr>
<tr>
<td></td>
<td>Does the institution disburse funds in a timely and effective manner? Does the institution have procedures on authority, responsibility, monitoring and accountability of handling funds? Does the institution have a record of financial stability and reliability?</td>
<td>and expenditures against budgets by line</td>
<td></td>
</tr>
<tr>
<td>3.2.2. Accounting System</td>
<td>Does the institution keep good, accurate and informative accounts? Does the institution have the ability to ensure proper financial recording and reporting?</td>
<td>A bank account or bank statements Audited financial statements Good, accurate and informative accounting system Written procedures for processing payments to control the risks through segregation of duties, and transaction recording and reporting</td>
<td>According to current legislation, the Parliament performs financial recording and reporting.</td>
</tr>
<tr>
<td>3.2.3. Knowledge of UNDP financial system</td>
<td>Does the institution have staff familiar with Atlas through External Access?</td>
<td>External access provided</td>
<td>The Parliament does not have staff familiar with Atlas, nor External Access.</td>
</tr>
</tbody>
</table>
XII. ANNEX 4: PROJECT ORGANIGRAM

Project Organisation Structure

Project Steering Committee

Senior Beneficiary  
Parliament, Standing Conference of Towns and Municipalities

Executive  
Parliament  
National Project Director

Senior Supplier  
SDC, UNDP

Project Management Unit  
Project Manager, Outreach Associate, Project Finance Assistant

Pool of consultants

Project Assurance  
UNDP

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The Project will interact mainly with the following organizational structures of the Parliament and other stakeholders:

The Legislation Sector, which includes advisors in scrutiny teams, provides support to standing committees of the Parliament:

1. Committee on Constitutional and Legislative Issues
2. Defence and Internal Affairs Committee
3. Foreign Affairs Committee
4. Committee on the Justice, Public Administration and Local Self-Government
5. Committee on Human and Minority Rights and Gender Equality
6. Committee on Diaspora and States in the Region
7. Committee on the Economy, Regional Development, Trade, Tourism and Energy
8. Committee on Financial, State Budget and Control of Public Spending
9. Agriculture, Forestry and Water Management Committee
10. Committee on Spatial Planning, Transport, Infrastructures and Telecommunications
11. Committee on Education, Science, Technological Development and the Information Society
12. Committee on Tourism and Hospitality
13. Culture and Information Committee
14. Committee on Labour, Social Issues, Social Inclusion and Parish Production
15. Health and Family Committee
16. Environmental Protection Committee
17. European Integration Committee
18. Committee on Administrative, Budgetary, Mandate and Immunity Issues
19. Security Services Control Committee
In the frame of the Convention on the Elimination of All Forms of Discrimination Against Women, which (CEDAW) obliges State Parties to actively combat discrimination against women, this tool follows SDC’s mainstreaming approach (SDC gender equality policy, Toolkit "gender in practice"), to reduce inequalities between women and men:
- To collect gender specific information about projects,
- To mainstream gender systematically from the very beginning of project cycles,
- To report the gender performance to headquarter for knowledge management and statistical requirements.

Name, Country and F-Number:___________________________________________

1 Level of compliance with SDC’s Gender Equality Policy and institutionalized mainstreaming

<table>
<thead>
<tr>
<th>Key questions</th>
<th>yes</th>
<th>no</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A: Rationale of Project: Promoting gender equality GE and/or combating discrimination against women as explicit goals of the project</strong> (Toolkit Sheets 2, 9, 10) -</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>• Is the promotion of GE reflected and explained in the objectives of the project, in the justification or rationale?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Is combating discrimination against/exclusion of women reflected and explained in the project objectives, the project justification or rationale?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Comments</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| **B. Design and Planning: The project/programme refers to gender analysis, gender sensitive analysis, or gendered assessment of context and stakeholders** (TK, 4, 5, 6) |     | X  |
| • Were gender issues identified as a part of the project preparation and design? |     |    |
| • Does the project/programme baseline gives information about gender inequalities in access to resources, roles, needs, and control over assets? |     |    |
| • Are the data used for the project design disaggregated by sex? |     |    |
| Comments                                                                     |     |    |

Lessons learnt related to gender equality in evaluations of previous UNDP initiatives were taken into consideration in the design phase of this project, in line with CEDAW.
The project design provides gender statistics related to the Parliament.
Above all, the project will seek to generate gender data for the use of the Parliament, municipal assemblies and in project reporting.

| **C. Monitoring and Evaluation – the log frames are gender responsive at all levels** (TK 8, 11) |     | X  |
| • Have output indicators been developed that refer to gender equality and equity? |     |    |
| • Have outcome indicators been established that refer to gender equality and equity? |     |    |
| • Is there a reference to the gender specific information in the baseline that enables the measurement of project outputs / outcomes for women and men separately? |     |    |
| • Is gender integrated into the evaluation according to the baseline and indicators? |     |    |
| Comments                                                                     |     |    |

Special references are given in the Logframe regarding gender equality indicators, as well as in the monitoring and evaluation mechanisms.
D: GE Mainstreaming and institutional compliance (TK 9, 10):

- Have institutional mechanisms been incorporated to facilitate and monitor quality execution of gender equality mainstreaming?
- Are women's NGOs, CBOs, gender experts involved in the planning and implementation of the project? Is gender training part of it?
- Does the reporting system incorporate information on the monitoring of GE?
- Has a budget been assigned to ensure the implementation of gender-specific components/actions?
- Are there terms of reference and budget for gender mainstreaming responsibilities?

Comments

UNDP gender mainstreaming tool was applied in the design of the project.
The Committee for Human and Minority Rights and Gender Equality will take active part in project activities
The project document envisages the inclusion of information related to GE and gender statistics in project reports.
Budget lines are given through UNDP chart of accounts at output level, not depicting specific activities.
UNDP has a standing gender focal point, ensuring gender mainstreaming of its activities and programs.

XIV. ANNEX 6: LEGAL CONTEXT

If the country has signed the *Standard Basic Assistance Agreement (SBAA)*, the following standard text must be quoted:

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP’s property in the implementing partner’s custody, rests with the implementing partner.

The implementing partner shall:

a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) assume all risks and liabilities related to the implementing partner’s security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via [http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm](http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm). This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".
In Serbia, UNDP was one of the first partners of the National Assembly, having commenced collaboration in 2004. The key entry point was based on a thematic approach related to poverty reduction, which resulted in the creation of a caucus of MPs and staff, actively pursuing the social inclusion and poverty reduction agenda.

After the latest elections in 2008, UNDP was the first partner to approach the new assembly and provide immediate support. Well positioned with the national partner, UNDP brought together other development partners (Council of Europe, NDI, OSCE) supporting the Parliament and organising an orientation training for newly elected members, across parties.

UNDP continued further support, funded through the UNDP Democratic Governance Thematic Trust Fund,

- Focusing on provision of technical assistance for the drafting of a Law on Parliament and the new Rules of Procedure, institutionalizing public hearings (they have for the first time been included in the Law on Parliament and draft Rules of Procedure),
- Linkages of the Parliament with the independent bodies were made functional (e.g. right after inputs provided through an international conference facilitated by UNDP, the first State Audit Report was formally presented to the Parliament) and
- Strengthening the ties of the MPs with citizens (through, e.g. mobile committee sessions, organized in situ on issues of relevance).

It is also important to mention that only UNDP has a project office within the Serbian Parliament premises, allowing more efficient and participative management of our projects.

UNDP's network of 166 Country Offices and its confirmed status as a non-partisan agency provide a strong framework for UNDP parliamentary programs. UNDP's global Strategic Plan 2008-2013, emphasizes the importance of representative institutions at national, regional and local levels and the need to strengthen mechanisms of responsiveness and accountability. At any given time, UNDP supports over 60 national parliaments globally. In terms of e-parliament, of those, on average, approximately 40% have an ICT outcome. So that would mean at least 24 parliaments a year receive support from UNDP projects with regard to the procurement, installation and application of ICT in the enhancement of the capacity of MPs and parliaments.

Funds deployed to date:

Activities related to parliamentary development were implemented through three CARDS (EU funding prior to IPA) funded programs which contained activities dedicated to parliament and one UNDP DGTTF (Democratic Governance Thematic Trust Fund) initiative exclusively dedicated to parliament. Parliamentary development was mainstreamed through other UNDP initiatives, but on an ad hoc basis.

1: Civil Society Participation in Poverty Reduction Strategy and Support to Social innovation Fund:  
   Total budget: EUR 1,600,000

2: Inclusion of Civil Society in Poverty Related Policy Process  
   Total budget: EUR 2,000,000

3: Strengthening the Role of Civil Society in Shaping Poverty-Related Policies and Practices  
   Total budget: EUR 4,500,000

5-10% of the total budgets were disbursed for parliament related activities.

4. Strengthening the Accountability of the Serbian Parliament  
   Total budget: USD 212,000
For 2009:

The National Assembly of the Republic of Serbia

Following a prolonged period of obstruction, amendments to the parliament's rules of procedure were adopted in February 2009, providing for more efficient parliamentary debates. This has led to improvements in the functioning of the parliament including the passage of laws through the legislature. The conditions for MPs to invoke procedural violations, the main source of the previous practice of obstruction, were tightened up. The agenda and timing of plenary debates have been streamlined. Parliament activated the existing, but previously rarely used, instrument for exercising oversight of the executive, namely the possibility for MPs to ask both written and oral questions and for organizing debates on specific topics proposed by MPs. There has been increased legislative output from the parliament. There is, however, a need to improve ex ante compatibility checks with EU standards before legislation is adopted. There has, moreover, been insufficient public consultation on content and impact of draft laws.

In February 2009, disputes over the decision by the public broadcasting service to suspend live transmission of parliamentary sessions led to suspension of the work of parliament. A temporary solution was found, whereby sessions would continue to be broadcast until a special parliamentary channel is established.

Parliament and its committees still lack sufficient numbers of qualified staff. Committees remain weak and their work is largely reactive. The practice of law-making by urgent procedure has continued and this has had an impact on the quality of legislation.

Inflammatory, and at times offensive, language was used by some MPs against political opponents and human rights defenders. Sanctions were applied in some cases but, on the whole, the current parliamentary rules have proved inadequate and have not prevented such behavior. Parliament still lacks a coherent approach to consultations with civil society, international organisations and other stakeholders.

The parliamentary committee for finances has not ensured adequate control of the funding of political parties. Under the current deficient legislation, the committee lacks powers to investigate reports fully and to sanction parties which fail to abide by their obligation to submit reports.

Overall, there have been some improvements on the functioning of the parliament including the passage of laws through the legislature, such as in the areas of competition, agriculture justice, freedom and security. There has also been some progress on streamlining debates following the procedural revisions, although a complete reform is still pending. The institutional capacity of parliament remains low and, in spite of changes to the rules, parliament has not sufficiently used its powers of control over the executive branch. The work of parliament continues to be affected by the controversial issue of MPs' mandates. The capacity of parliamentary committees remains limited. Election legislation has not yet been revised.

For 2010:

Parliament

In February 2010, parliament adopted the Law on the National Assembly, required by the Constitution. The law establishes parliamentary budgetary autonomy through a separate budget as opposed to the previous practice of government-decided allocations. It also provides for procedural innovations, in particular the establishment of a parliamentary collegium which formalises the earlier ad hoc practice of consultations between the Speaker and the heads of political groups in the parliament. New parliamentary Rules of Procedure were also adopted.

The new Rules of Procedure consolidate the existing instruments of control over the executive and further clarify the legislative procedures. However, some provisions related to parliament's relations with other state bodies and institutions have been criticised by the Ombudsman and by
the Commissioner for Free Access to Public Information as an attempt to interfere on the functioning of the independent regulatory bodies.

The current legislature has continued to be active in adopting legislation. However, the quality of the legislative output has been affected by the practice of lawmaking by urgent procedure. This continued to be used frequently and for major systemic pieces of legislation. Public consultation on content and impact of draft laws has remained insufficient. The new Rules of Procedure provides for a reduction of the number of standing parliamentary committees from 30 to 19. However, this provision remains to enter into force for the next legislature. The functioning of the committees remains largely reactive and their effectiveness varies significantly. There is a lack of adequate expert and support staff to assist the committees. Parliament has continued with regular hearings of the government. However these remain formalistic rather than substantive in nature. Inflammatory and offensive language has continued, with sanctions being applied in some cases.

The electoral framework legislation has been partially revised. Parliament adopted the law on the single voter register in December 2009. This legislation regulates in a coherent and consolidated way the establishment and management of the permanent central register of voters, including Serbian citizens residing abroad. The register will take the form of an electronic database managed by the Ministry for Public Administration and Local Self-Government. However, the Law on the State Electoral Commission has not been adopted. Constitutional and legal provisions which do not meet European standards remain in force. These relate to political party control over the mandates of the MPs and parties’ ability to arbitrarily appoint MPs instead of following the order of candidates from electoral lists.

Overall, further steps were taken to improve the functioning of parliament through the adoption of a new Law on the National Assembly and new rules of procedure. However, efforts are necessary to further improve the quality of the legislative output. The electoral framework legislation needs to be brought fully into line with European standards.

For 2011:

Parliament

The Serbian Parliament is unicameral, with 250 members elected by direct universal suffrage for a four-year term. The Constitution guarantees the right to vote to all Serbian citizens over the age of 18. The Law on the Election of Members of Parliament provides for proportional representation, according to the D'Hondt method, of candidate lists which have achieved a five per cent threshold of votes; in order to facilitate their representation, no threshold is applied to lists representing national minorities. Serbia is regarded as a single constituency. The parliamentary elections, held in May 2008, were assessed by OSCE/ODIHR as being overall in line with international standards. The work of the election administration was good and transparent. However, significant shortcomings of the electoral legislation against EU standards were noted, particularly provisions that allowed political parties to appoint Members of Parliament (MPs) after the vote without adhering to the order of the lists of candidates presented to the voters. In April 2010, the Constitutional Court ruled similar provisions in the Law on Local Elections to be unconstitutional.

The electoral legislation has since been brought into line with European standards. The 2000 Law on the Election of Members of Parliament was amended in May 2011 and now requires that the appointment of MPs should follow the order of the lists. It also puts an end to the practice of 'blank resignations', by which MPs were tendering resignation letters to their parties. Similar changes were also introduced in the Law on local elections in July 2011. The 2009 Law on a Single Voters Register will also improve the accuracy and security of data when it enters into force in December 2011. The Law on Financing of Political Activities adopted in June 2011 covers the financing of electoral campaigns with provisions on transparency of funding sources, allocation of state funding and enhanced control prerogatives for the Anti-Corruption Agency.

The Speaker of Parliament is elected for a four-year term. Among the six deputy speakers, four are currently from the opposition. There are 30 standing committees, 12 of which are chaired by MPs from the opposition. Debates in committees are open to the media and plenary sessions are broadcast. The President of the Republic can dissolve parliament on a proposal from the government and shall dissolve parliament when it fails to elect a new government following its resignation or a motion of non-confidence. Women account for 22% of the number of MPs, a proportion which will be increased to at least 30% in the next legislature, in accordance with the
May 2011 amendments to the electoral law. Requests to waive the immunity of an MP in cases involving criminal offences have recently begun to be processed.

Legislative proposals can be tabled by each MP, the government, the Assembly of the Autonomous Province, an initiative supported by 30,000 voters and, in their respective areas of competence, by the Ombudsman and the National Bank of Serbia. Laws are normally adopted after four readings: two in the relevant committees, followed by two readings in the plenary comprising, respectively, a general debate on the rationale, objectives and essential elements of the proposed legislation and a detailed debate on those articles that are the subject of amendments, before final adoption. A single debate may be organised for a number of bills that are related. An urgent procedure, which shortens the deadlines of readings and the length of debates, may be used under exceptional circumstances, including for the purpose of alignment with the EU acquis. A fast-track procedure, with similarly abbreviated stages, can be applied to legislation aimed at achieving harmonisation with the EU acquis. Laws are generally adopted by a simple majority vote and with the proviso that a majority of MPs are present.

The 2010 Law on the National Assembly established the budgetary autonomy of parliament, a "collegium" composed of the bureau of parliament and the heads of political groups, which meets occasionally, and rules on the transparency of parliamentary bodies. The first autonomous budget was approved in December 2010; an office for budget planning and analysis was established and an internal auditor was appointed in April 2011. The rules of procedure adopted in 2010 clarified the legislative procedures, introduced public hearings and enhanced the existing instruments of control over the executive. Under these rules the number of standing parliamentary committees will be reduced to 19 as from the next legislature. Amendments adopted in 2010 allowing MPs to hold other public functions were deemed invalid by the Constitutional Court in July 2011 and concerned MPs had to choose between their mandates in September 2011.

Twenty-one political parties are currently represented in parliament; four parties representing national minorities have constituted a parliamentary group. They took part in the parliamentary elections of May 2008, either individually or as part of coalition lists. The largest opposition party split after the elections into two separate political groups. The 2009 Law on Political Parties established stricter rules for party registration, including the obligation to collect 10,000 signatures (1,000 for parties representing national minorities). Following its entry into force, a total of 81 parties have been registered, of which 45 represent national minorities.

Parliamentary business has run more smoothly and effectively under the current legislature than previously. Since 2008, parliament engaged in extensive legislative activity aimed at establishing a systemic legal framework in line with European standards. New procedural rules have streamlined the parliamentary agenda and reduced the previously widespread practices of parliamentary obstruction. There was also an intense mobilisation in 2011 on the priorities of the government's Action Plan aimed to address the challenges identified in the 2010 Commission Progress report. Nevertheless, urgent and other abbreviated procedures were applied in many instances, including for key pieces of legislation, thereby limiting parliamentary and public debate. Stricter criteria should be applied to urgent and fast-track procedures aimed at harmonisation with the EU acquis in order to limit their application to measures of technical alignment with the EU acquis. There is no consistent approach to the consultation of stakeholders. Not enough attention is paid to the quality of legislation. As a result, the Constitutional court invalidated parts of several important pieces of legislation. Appointments that fall under the competence of parliament are often late and in some instances based on unclear criteria.

A Committee for European Integration has been in place since May 2004 and is tasked with verifying the compatibility of proposed legislation and other measures with European standards. Since 2009 it has held regular hearings of the government on the implementation of the National Plan for European Integration. There has been a gradual improvement in parliament's role of oversight and control of the government. It is exercised mainly by means of parliamentary questions addressed to the government, to one or more ministers and to the Prime Minister, during sessions held on a monthly basis. There is provision for interpellations, votes of confidence and the establishment of committees of inquiry. The Government presents an annual report. Individual ministers provide specific reports and attend hearings of the relevant committees. Although the use of oversight tools has developed, it remains largely formal. Parliament adopted amendments to its rules of procedure in February 2011 that clarified its relations with
independent regulatory bodies. It still needs to develop the use of their findings to enhance its own oversight over the executive.

The work of committees remains weak and largely reactive due to limited resources and expert staff. This hampers the ability of parliament to scrutinise draft legislation in depth, including its financial implications, and to monitor the implementation of legislation. A European Integration Department, with some initial capabilities, was established in the parliamentary service to support the work of the Committee for European Integration.

Overall, elections have been consistently conducted in accordance with international standards for democratic elections since 2001. The electoral legislation has recently been brought into line with European standards and consolidates the free exercise of parliamentary mandates, a principle which also needs to be fully enshrined, in due course, in the Constitution.

There has been a marked improvement in the functioning and the legislative activity of parliament in the current legislature. There was a striking mobilisation of efforts in the last year, which led to substantial results. Improved rules of procedure helped to streamline the debates, while at the same time reducing obstruction. Further efforts are needed in order to enhance the legislative process, including the conduct of proper impact assessments and a consistent approach to the consultation of stakeholders. Oversight of the government, including the monitoring of the implementation of legislation, has still to be strengthened.