



United Nations Development Programme
Country: SERBIA
Project Document

Project Title: Enhancing Anticorruption Efforts in Serbia

UNDAF Outcome(s): Strengthened Good Governance

Expected CP Outcome(s): All branches of government at local and national levels are accountable, transparent, and gender responsive
(Those linked to the project and extracted from the CPAP)

Expected Output(s): Anti-corruption mechanisms strengthened at national and local level
(Those that will result from the project and extracted from the CPAP)

Implementing Partner: Lead implementing partner: Anticorruption Agency

Responsible Parties: Anticorruption Agency, Standing Conference of Towns and Municipalities, UNDP

Brief Description

The project is aimed at supporting Serbia in achieving the necessary standards and decreasing the levels of corruption as required under UNCAC and for EU accession. The project integrates human rights into the anticorruption agenda, by introducing innovative tools designed to reduce the discriminatory effects of corruption at both the national and local level. At national level, this includes the development of whistleblower protection mechanisms, by supporting the recently established Serbian Anti-corruption Agency (ACA) in the development and enactment of the required regulations. At local level, the establishment of efficient mechanisms for combating corruption includes the piloting of the concept of citizens' charters, which are codes of conduct for municipal authorities, and setting up an index for measuring accountability and transparency at sub-national level, drawing on innovative comparative experience in the region. At the same time, the project will introduce measurement indicators and assessment tools, enabling the ACA to play a more active role in the reporting processes related to the implementation of UNCAC and to the EU accession process.

<p>Programme Period: 2011 - 2015</p> <p>Key Result Area (Strategic Plan): 1. Support national partners to implement democratic governance practices grounded in human rights, gender equality and anti-corruption, 2. Strengthening responsive governing institutions</p> <p>Atlas Award ID: _____</p> <p>Start date: 16 March 2011</p> <p>End Date: 30 September 2012</p> <p>PAC Meeting Date: _____</p> <p>Management Arrangements: Output 1: NIM, Output 2: NGO implementation</p>	<p>2011/2012 AWP budget: USD 347,000</p> <p>Total resources required: USD 347,000</p> <p>Total allocated resources: USD 347,000</p> <ul style="list-style-type: none"> • Regular: USD 47,000 • Other: <ul style="list-style-type: none"> ○ DGTTF: USD 300,000 ○ Donor: _____ ○ Donor: _____ ○ Government: _____ <p>Unfunded budget: _____</p> <p>In-kind Contributions: _____</p>
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Agreed by Anticorruption Agency:  Davor Mijatovic

Agreed by UNDP:  3-16-11

stimulate opportunities for corruption for both local governments as well as for private companies, such as in the awarding of public works and service contracts to private firms, and/or licensing private firms to be qualified to deliver certain services.

Considering this need to carefully approach and tackle corruption at local level, it is desirable to transpose the best practices from the Macedonian model to Serbia. In the Report "*Methodology for measuring the Index of Responsibility, Transparency and Accountability (RTA) at local level*"³, which was part of UNDP Macedonia's project "Fighting corruption to improve governance", it is stated that the aim of the RTA Index is "to make measurable assessments of the exposure and ability of a given institution in face of actual or potential corruption, by identifying quantifying the most vulnerable points to corruption. At the same time, the methodology provides mechanisms on how to address these vulnerabilities".

One of the strongest lessons of this successful intervention is that, in order to avoid possible reluctance among the leadership of the local governments and among other political factors, the methodology has to be clearly defined and most importantly, well communicated with central and local institutions, as well as to relevant stakeholders (civil society, media, etc...). It is crucial that the methodology is presented to the officials and civil servants in the local government, as well as to the media, as they will be the ones implementing the instruments, and moreover, they have to contribute to the clarification of the corruption situation in the country and not to become a source of new political accusations on corruption basis. This lesson points to the need to use well established local-level organizations with strong reputation in local government advisory roles in order to best convene municipalities to effectively take part and participate in the implementation of the index, but also to create the relevant impulse to take on the findings of the analysis, and implement them as part of their anti-corruption mechanisms.

Further to this, a **second important lesson** reaped from the Macedonian experience is the importance of correctly communicating to local level stakeholders the impartiality of the methodology, since this is a key for its acceptance by the leadership of the municipalities and the political factor, by persuading them that the result would be an objective reflection of the situation in the municipality.

UNDP Serbia has supported local self-governments through its two-phase Programme "Capacity Development for the Standing Conference of Towns and Municipalities (SCTM)", implemented between 2003 and 2009. The Programme was aimed at obtaining a broader approach by enhancing the capacities not only within SCTM but also among municipalities and other central and local level institutions, and supporting the wider implementation of the decentralization agenda.

The Programme focused on the following outputs:

- 1) Support to further institutionalization and functional strengthening of the Standing Conference of Towns and Municipalities and
- 2) Support to implementation of the National Public Administration Strategy and decentralization process and support to EU integration process in Serbia.

One of the main achievements of this programme has been the establishment and start up phase of the **Municipal Training Center**, within which a number of trainings has been prepared and evaluated. More importantly, the MTC with support of other partners took the lead in the process of preparation of the training system at the local level. The very first step in that regard was the preparation and development of the National Training Strategy for Local Governments in Serbia, which included a Quality Assurance System.

³ <http://europeandcis.undp.org/governance/show/E0665B63-F203-1EE9-B2237737A3E4BC48>

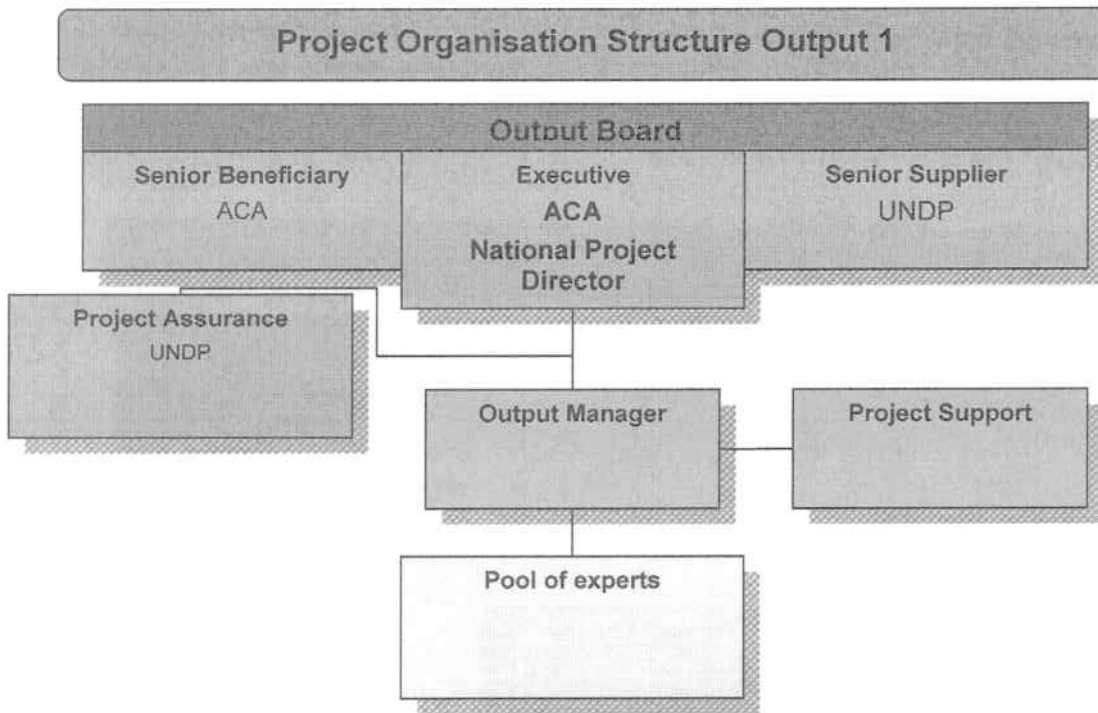
I. ANNUAL WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4	Q5	Q6		Funding Source	Amount	
<p>And baseline, associated indicators and annual targets</p> <p>Output 1: Strengthened corruption prevention capacities at national level</p> <p>Baseline:</p> <ul style="list-style-type: none"> - The law establishing the ACA mandates it to regulate whistleblower protection, however this has not been done yet - The ACA has not yet developed corruption indicators pursuant to the National Anticorruption Strategy and Action Plan <p>Indicators:</p> <ul style="list-style-type: none"> - Adopted whistleblower protection regulations - Inclusion of data on compliance with the National Anticorruption Strategy and general corruption related performance of the government in the ACA's Annual Report <p>Targets:</p> <ul style="list-style-type: none"> - Whistleblower protection mechanism introduced - ACA measures corruption related performance of the 	<p>List activity results and associated actions</p> <p>1. Activity Result: Regulation drafted for whistleblower protection</p> <ul style="list-style-type: none"> - Action: Introductory training of the working group for drafting the regulation - Action: Working group exposed to international best practice in whistleblower protection - Action: Stakeholder discussions on means for protecting whistleblowers, (e.g. legal aid defence fund) - Action: Internal guide developed for whistleblower protection (outlining the step-by-step procedures for processing a complaint) <p>2. Activity Result: Whistleblower protection promoted</p> <ul style="list-style-type: none"> - Action: Development of a whistleblower information webpage - Action: Outreach campaign conducted to raised public and professionals knowledge <p>3. Activity Result: Corruption indicators developed and tested</p> <ul style="list-style-type: none"> - Action: Training of ACA staff on the development of corruption indicators - Action: Review of National Anticorruption Strategy implementation and testing of corruption indicators 							ACA	DGTF	20,000.00	
								ACA	DGTF	International consultants (71200)	15,000.00
								ACA	DGTF	National consultants (71300)	10,000.00
		X	X	X	X			ACA	DGTF	Printing/Publications (74200)	7,000.00
								ACA	DGTF	Workshop/Conference(72100)	30,000.00
								ACA	DGTF	Travel (71600)	15,000.00
			X	X	X	X		ACA	TRAC	Contractual services companies (72100)	80,000.00
								ACA	DGTF	Contractual services individuals (71400)	5,000.00
		X	X	X	X	X		ACA	DGTF	Equipment (72800)	

II. MANAGEMENT ARRANGEMENTS

Output 1 of the project will be executed under the National Implementation Modality.

The Anticorruption Agency will appoint a National Project Director (NPD) to take overall responsibility of the project implementation. If the need for UNDP support services arises during project implementation, a Letter of Agreement will be signed, detailing types and conditions for such services.



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. Due to other obligations and responsibilities that Project Board members have outside the project, the 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. For nationally implemented projects, the assurance role is usually assumed by UNDP staff.

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 **UNDP logo and visibility elements of the respective donor**, and, where appropriate, the standard **UNDP disclaimer**.

Quality Management for Project Activity Results

Replicate the table for each activity result of the AWP to provide information on monitoring actions based on quality criteria. To be completed during the process "Defining a Project" if the information is available. This table shall be further refined during the process "Initiating a Project".

OUTPUT 1: Strengthened corruption prevention capacities at national level		
Activity Result 1 (Atlas Activity ID)	Regulation drafted for whistleblower protection	Start Date: End Date:
Purpose	<i>The law establishing the ACA mandates it to regulate whistleblower protection, which will be supported through the Project.</i>	
Description	<ul style="list-style-type: none"> - Action: Introductory training of the working group for drafting the regulation. - Action: Stakeholder discussions on means for protecting whistleblowers, (e.g. legal aid defence fund) - Action: Internal guide developed for whistleblower protection (outlining the step-by-step procedures for processing a complaint) - Action: Guide developed for whistleblower protection. 	
Quality Criteria <i>how/with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Text of the regulation drafted	Adoption of regulation by the ACA	End of project

Activity Result 2 (Atlas Activity ID)	Whistleblower protection promoted	Start Date: End Date:
Purpose	<i>Once developed under the framework of the Law Establishing the Anticorruption Agency, the whistleblower protection mechanism will be promoted publically in order to inform citizens about the opportunities and protection mechanisms it provides.</i>	
Description	<ul style="list-style-type: none"> - Action: Development of a whistleblower information webpage - Action: Outreach campaign conducted to raised public and professionals knowledge 	
Quality Criteria <i>how/with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Number of media reports regarding the whistleblower protection mechanism	Press clipping	Throughout the project
Number of website hits	Web pages dedicated to whistleblower protection	Throughout the project

Activity Result 3 (Atlas Activity ID)	Corruption indicators developed and tested	Start Date: End Date:
Purpose	<i>The National Anticorruption Strategy and Action Plan mandate the ACA to develop and monitor corruption indicators. The Project will support this initiative through advisory services drawing on comparative experience UNDP has at global level adjusting it to the local environment.</i>	
Description	<ul style="list-style-type: none"> - Action: Training of ACA staff on the development of corruption indicators - Action: Review of National Anticorruption Strategy implementation and testing of corruption indicators 	

	<i>essentially consists of: a. customer-driven service standards, b. communication, c. control. A number of supportive instruments can be used to gain insight in to customer need. These include: front line staff surveys and other information, customer journey mapping, usability testing and website analysis, consultation e.g. focus groups. They represent one of the practical and immediately visible tools for fighting corruption.</i>	
Description	<ul style="list-style-type: none"> - Action: Based on index results, selection of up to five municipalities and initial advocacy for introducing citizens' charters. - Action: Drafting a set of service standards - Action: Internal consultations on service standards - Action: Drafting citizens' charters - Action: Publishing citizens' charters - Action: Embed the charters in the organizations 	
Quality Criteria <i>how/with what indicators the quality of the activity result. will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Number of municipalities with citizens' charters introduced	Project report	End of project
Citizens' feedback on charters	Book of comments	Throughout the project

IV. LEGAL CONTEXT

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>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

	implementation of the project and inadequate outputs.			partners present in Serbia.					
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