United Nations Development Programme

United Nations Development Programme
Country: Republic of Serbia
Project Document

Project Title	Strengthening the Oversight Function and Transparency of the Parliament
UNDAF Outcome(s):	By 2020, governance institutions at all levels have enhanced accountability and representation to provide better quality services to people and the economy
Expected CP Outcome(s): *(Those linked to the project and extracted from the CPAP)*	By 2020, governance institutions at all levels have enhanced accountability and representation to provide better quality services to people and the economy
Expected Output(s): *(Those that will result from the project and extracted from the CPAP)*	Output 3: Representation and accountability at all levels strengthened
Implementing Partner:	National Assembly of the Republic of Serbia
Responsible Parties:	National Assembly of the Republic of Serbia/UNDP

Brief Description

Project purpose: to bring MPs and local assembly representatives closer to their electorate, improve practices and transmit experiences from the national to the local level in terms of oversight and representation tools and close the accountability circle towards citizens.

Project objective: fostering accountability in the National and local assemblies

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Programme Period:	2016-2020	**4- years AWP budget:**	**2,512,222 USD**
Key Result Area (Strategic Plan): Support national partners to implement democratic governance practices grounded in human rights, gender equality and anti-corruption.		Total resources required:	2,512,222 USD
		Total allocated resources:	2,512,222 USD
Atlas Award ID:	00090554	• Regular	50,000 USD
Start date:	1November 2015	• Other:	
End Date	31 October 2019	○ SDC	2,162,222 USD
PAC Meeting Date		SIDA parallel	300,000 USD
		○ Donor	_____
		○ Government	_____
		Unfunded budget:	_____
Management Arrangements	NIM	In-kind Contributions Parliament facilities	

Agreed by National Assembly of the Republic of Serbia:
Veroljub Arsic, Deputy Speaker
18 November 2015

Agreed by United Nations Development Programme:
Irena Vojackova-Sollorano, UNDP RR and UN RC
18 November 2015

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I.   Context:

Parliamentary democracy can be upheld on two pillars – **empowered citizens and a strong parliament representing their interests**. The **link between the two in Serbia is rather weak,** both at central and local levels, with a **need for stronger accountability** of office holders.

Stipulated by the Constitution as the supreme representative body, the National Assembly houses 250 MPs who all represent one constituency – all of Serbia, making it harder for citizens to identify with and follow "their own representative" as the case may be in other systems. Moreover, the members are elected through a **closed list proportional system**, which, according to analysis **does not favour effective representation**. A similar situation is present at the local level for election of members of local municipal assemblies, also elected through a proportional system and representing the entire municipality. Although one may claim that the potentials for direct contact with the constituency at local level may be better than at national level, the chain of accountability remains the same. Closely linked to representation is the assemblies' oversight role. While at the national level, these authorities are clearly defined in the Constitution and the Law on the National Assembly, the situation at the local level is quite different. Namely, the **Law** on Local Self-Government **does not clearly depict an oversight role for local assemblies** and such authorities may be drawn by way of interpretation from other legislative enactments, mostly governing public services and their obligation to report to the local assembly. Oversight is relevant for both levels, however, it is considerably less developed and exercised at the local level. On the other hand, in the spirit of decentralization, there is an increasing need to boost oversight at the local level by strengthening local assemblies, as more powers require stronger oversight.

The initiative seeks to **address these accountability gaps** (both horizontal and vertical) with different measures designed for the central and local level, given the above contexts. The parallel interventions country-wide aim at accelerating development at an equal pace and giving a stronger contribution to the overall project impact of strengthened accountability of office holders. For the central level, the project will seek to strengthen the **National Assembly's representative and oversight** roles, while at the local level, measures will target **local assemblies' oversight** over their administrations and related public authorities as well as their **relations with the constituency**. Some of the measures will be mirrored both at central and local level, allowing for transfer of institutional practice and knowledge (such as public hearings and mobile sessions/meetings).

II.   Evidence-based programming:

The findings of studies commissioned under the Strengthening the Oversight Function and Transparency of the Parliament project, funded by the SDC and implemented through UNDP, indicate further niches for development at central and local levels:

- A public opinion poll on Parliament pointed to the need to take a step further from supporting oversight at national level to building representation, since the results show this function to be the weakest of all, causing a discontinuity between the electorate and their representatives.

- An analysis on the functioning of local municipal assemblies points to the weak oversight role at local level and improper checks and balances. The analysis also notes an almost complete lack of direct contact between members of local assemblies and their electorate.

III.   Opportunities:

The EU integration of the Republic of Serbia demands wide reforms at all levels on one hand and is a momentum to be harnessed, building on the political will for such reforms. On the other hand, the process demands not only adoption of legislation aligned to the EU Acquis, but also its effective implementation. Finally, the authorities are faced with a task to contextualize the reforms – adapt them to local circumstances in order to be implementable. This is where engagement of the broader public is a necessity and an active citizenry, taking on the reforms is of paramount importance. In addition, the implementation of approximately 60 per cent of all mandatory European-law based regulations has to be carried out by local governments[1]. Local municipal assemblies need to oversee implementation of such regulations – both those adopted nationally and locally, by the local governments', thus ensuring Serbia's steady progress on the EU track. UNDP has been discussing with the EU Integrations Committee of the NA the possibility of including representatives of local self-governments/local assemblies (with the support of the Standing Conference of Towns and Municipalities) when debating EU issues, especially those directly related to the local level, following the model of including civil society as an external partner.

An important momentum is also the creation of a working group in May 2015 at the National Assembly to deal with political system reforms. Such reforms are at the core of improving parliamentary roles, especially representation, and oversight to a lesser degree.

IV.   Implementation strategy

At the **national** level, the assistance aims at developing tools and mechanisms that enable MPs to engage resources of the constituency country-wide and reach out to the electorate, especially at local level. Further efforts of the Parliament for strengthening its pre- and post-legislative scrutiny function and oversight role will also be supported. Such tools include mobile Parliament/committee sessions, decentralized public hearings, innovative web-based tools for enhancing citizen participation allowing

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[1] *LOGON REPORT 2000 Experiences made by Associations of Local and Regional Authorities in Austria, Finland and Sweden on Issues related to EU Accession Challenges,* Association of Austrian Cities and Towns, Vienna, August 2000.

users to contribute to and track their defined political interests as they emerge and are debated in Parliament, digesting citizens' inputs and streamlining them into solid legislative proposals or recommendations for policy measures, supporting more effective oversight over public finances and other measures. A component will also be devoted to analysing and discussing options for improving the representativeness of elected officials.

At **local** level, the assistance aims at supporting the policy debate for strengthening the oversight role of municipal assemblies, strengthening the permanent working bodies supporting the assemblies, taking assembly members to the field (in the form of mobile sessions or field meetings in order to directly oversee issues on the assembly's agenda), supporting the introduction of public scrutiny hearings at local level, encouraging participation of citizens in the work of the assemblies (e.g. by informing citizens of procedures for their participation and capturing public opinion on issues) and promoting outreach (e.g. through guidelines for external and internal communications) in order to inform their constituency on issues they are scrutinizing. Apart from closely coordinating activities with the SCTM and using their advice, UNDP also plans to link to parallel SCTM initiatives in select municipalities related to public finances and work on the demand side of public finance accountability with municipal assemblies.

Regarding local level interventions, UNDP will employ a demand driven approach, adapting interventions to local contexts. It will also apply performance-based elements in selecting success stories and promoting them further.

An example of the approach UNDP exercises was evident in the first phase, where the same concept of greater outreach and communication with citizens was deployed in distinct ways, dependent on the local circumstances, with Becej having developed a website with a section allowing for citizens' questions for their local representatives, with online answers, while Svrljig opened an assembly office for direct contact with citizens, simply due to the population structure and use (or lack of) new technologies.

In addition, we can also mention the criteria used in the pre-selection of the pilot municipal assemblies in the first phase, which was developed together with the Standing Conference of Towns and Municipalities and elements of which will be used in the second phase as well, in selection of municipalities which will be targeted with specific interventions:

- Several representative municipalities/cities were selected from each of the following categories of population:
- With over 100.000 inhabitants
- With 30.000 -100.00 inhabitants
- With up to 30.000 inhabitants
- Number of NARS MPs from the listed municipalities as a precondition for enabling transfers of good practices related to public hearings and similar mechanisms from central to local level;
- Transparent local administration web-sites with all relevant documents available to the public (Official Gazette, Municipal Council decisions, Statute of the municipality, budget, announcements of Municipal Assembly session, E-government portal, strategic documents, 48 hours service center for citizens, etc.);
- Political diversity (ensure selection of municipalities with different political parties in power);
- Political stability as a precondition for smooth implementation of the project activities;
- Status of development of municipality, as a necessary technical precondition for implementation of the project activities.
- Complementary initiatives at local level, related to transparency, outreach or public expenditure, including those financed by SECO.
- Equal geographical distribution and presence of higher that one third representation of women had advantage in selection process.

Interventions are envisaged at three levels: a) interventions covering all municipalities (networking of local representatives, analyses and debates on oversight role, dissemination of good practices, etc), b) interventions covering up to 1/3 of LAs (introduction of e-parliament at local level, oversight over municipal finances, mobile sessions to local communities etc.) and c) piloting innovative tools in up to 10

municipalities (such as the introduction of live streaming of assembly sessions, etc.). However, no specific differentiation will be made for city municipalities – they will have the same treatment as all other municipalities.

The local level will also be targeted from the component referring to the National Assembly. Namely, mobile committee sessions are frequently organized at the invitation of local authorities and while they tackle a distinct issue arising in a certain area, the response of the NA has a spill-over impact across the country as these local issues are given a national dimension and often resolved through amendments of legislation affecting the whole country, not only the given area.

The project will also maintain a strong gender dimension, mainstreaming the need to focus on both the needs of men and women in various political interventions. From supporting the Women's Parliamentary Network, to gender responsive budgeting and debating gender related issues in public hearings, the project will contribute to efforts in equal representation of interests of both men and women in Parliament.

V.   UNDP's previous engagement in parliamentary development at national and local levels in Serbia:

UNDP in Serbia has been working on **parliamentary development** since **2004**. At national level, a thematic approach of poverty reduction was used as an entry point at first, expanding the portfolio onto institutional capacity development. UNDP has been working continuously with the National Assembly since 2004 and currently implements the "Strengthening the Oversight Function and Transparency of Parliament" project, funded by SDC. At local level, UNDP had implemented a one year project in 2004 aiming to increase the professionalization and efficiency of municipal assemblies. Since 2012, a component of the "Strengthening the Oversight Function and Transparency of the Parliament" project is dedicated to piloting new outreach mechanisms for local municipal assemblies, thus enhancing their communications with citizens.

VI.   Why merge interventions in parliamentary development at national and local levels?

Mechanisms that assemblies at all levels use are comparable if not identical. Structures and entry points for programming tend also to be comparable, with structures at national level usually just being more complex, but following the same principle of housing politicians in a plenary and, where applicable, committees, as well as support staff, with only numbers and functions varying. Most importantly, their essential functions are the same.

Given the above, the same approaches, **the same development strategies and tools may be employed in assisting assemblies, regardless of whether they cover the entire country, a province, a city or municipality**.

Transferring practices from levels where they exist within the same country context has, within the municipal assembly **pilot** deployed through the "Strengthening the Oversight Function and Transparency of the Parliament" project proven to be a) **very efficient**, b) **cost effective**, c) **well received by national stakeholders**.

A concrete **example** may be seen with the **introduction of public hearings**[2]. Namely, the institutionalization of public hearings was a **lengthy process in the National Assembly** of the Republic of Serbia. UNDP introduced the notion of public hearings to the Parliament in 2004 and provided support for several years in piloting them for specific, 'politically soft' topics. This resulted in their institutionalization in the Rules of Procedure in 2010 and only today, with further extensive support, they have become standard practice and are exercised for a variety of issues, at the initiative of the Parliament (not being prompted

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[2]   In essence, a public hearing is a mechanism by which parliamentary committees obtain information, expert opinions, and alternative perspectives on a proposed piece of legislation or issue of oversight. As a result, it can inform all MPs, the executive, and the general public of potential implications of the legislation and present possible means of improving proposed legislation.

through development partner assistance). In this period of time, UNDP has been heavily working on building capacity of both staff and MPs to conduct public hearings and raising awareness on the need for such mechanisms to exist.

On the other hand, UNDP conducted a thorough analysis of the functioning of local municipal assemblies, which revealed low public participation and seemingly inexistent communication between local MPs and their constituency. Based on these findings, UNDP approached the pilot municipal assemblies with a **proposal to introduce public hearings in 2013 and by the end of 2014, the first assembly** (Pancevo) had already **institutionalized** them through their Rules of Procedure. For this purpose, UNDP used the capacity and expertise built over the years at the National Assembly, bringing peers from the National Assembly to the local municipal assemblies to consult local assembly colleagues. UNDP had also enabled local assembly staff and MPs to attend public hearings it had been supporting in the National Assembly, to see how this mechanism works in practice. Such an approach was very cost effective as it did not require expensive exposure to international comparative experience, but rather in country practice and expertise that was both contextualized and at ready disposal to UNDP, since it had actually worked on developing it previously.

Other recent instances where UNDP Serbia also facilitated the transferring of good practices within the same country context from the national to the local level include the use of expert witnesses (for public hearings) and live streaming of sessions.

For the second phase of the project, it is envisaged to primary use experience NA staff, bringing them to the local level to present their experience and conduct consultative workshops for their peers in municipalities, but also MPs for liaising with local members of municipal assemblies. In the pilot phase, UNDP has also reverted to bringing local representatives and staff to the National Assembly sessions – public hearings – to see first-hand what the mechanism looks like.

As the first phase has resulted in institutionalized or well accepted mechanisms at the local level, UNDP will also use practitioners from the initial first phase pilot municipalities for extending consultations to their peers at local level.

VII.   UNDP parliamentary practice globally:

UNDP provides support to **one in four parliaments globally** and its parliamentary programming dates back to **1994**, being the first international development partner to work on parliamentary development, thus having created a vast network of practitioners and extensive comparative experience in log. UNDP's network of **170 Country Offices** and its confirmed status as a **non-partisan** agency provide a strong framework for UNDP parliamentary programs. UNDP's previous global Strategic Plan 2008-2013, emphasized the importance of representative institutions at national, regional and local levels and the need to strengthen mechanisms of responsiveness and accountability. The current global Strategic Plan (2014-2017) goes further in detailing UNDP role in strengthening of legislatures in order to help them perform their core functions, building on updated internal systems for managing legislative work, stronger skills among legislators and their staff, and systematic outreach, consultation and hearings to tap technical expertise and hear citizen perspectives.

VIII.   UNDP – comparative strengths:

UNDP is one of the few multilateral agencies working **holistically** across sectors and across the world. It has a proven ability to influence policy and build capacity, and a long-standing role as a **trusted partner** working with **multiple stakeholders**, often on **sensitive issues**. A large country network and a core coordination function within the UN Development System reinforce UNDP's strengths.

A recent outcome evaluation of UNDP's work in the governance domain in Serbia noted the following:

"UNDP has **directly facilitated important NARS reform** steps over the past years towards its increased oversight over the executive performance. The important role of the UNDP support to the NARS was recognized numerous times throughout the span of this evaluation process and the scope and targeting of the UNDP project clearly indicates a high level of attribution to these pioneering reform steps of the NARS. Improvement of the NARS' oversight function was also noted by the EU Progress Report for 2013."

National and international partners interviewed during the course of the evaluation noted the following:

- UNDP support was effective in **strengthening partnerships among national institutions** (e.g. parliament and the "independent" bodies, or inter-ministerial coordination in law-making).
- UNDP's ability to **respond more timely to emerging needs**/policies in the governance area than other agencies (e.g. SAI, ACAS)
- The **joint development** of projects with national partners
- UNDP's **permanent presence** in Serbia and knowledge of the country **context and culture**,
- UNDP's **network** of regional and global offices and regional initiatives
- The approachability, enthusiasm and dedication of its **staff**
- UNDP's **non partisan** nature
- The fact that as a **UN member Serbia** is an equal among other members
- UNDP's readiness to provide small volume support avoids overstretching and undermining government capacity
- The relatively **short time lapse from idea to action**
- The significant **influence beneficiaries can have on project steering**

An evaluation of UNDP's past work on parliamentary development in Serbia, notes among the rest:

"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."

Globally, UNDP is:

- Recognized as being neutral, able to act as an **impartial facilitator of dialogue** and cooperation on important development issues;
- Trusted due to **long-standing relationships at the country level**, maintained through good times and bad;
- Able to **draw on knowledge and expertise** gained in all development settings, thus, able to grasp and respond **flexibly** to common concerns and important differences between countries and regions;
- Geared to address development issues as they actually exist — complex, multi-dimensional and often unique to each society;
- Acknowledged as a partner who can advise on the 'big' issues of economic and social transformation, environmental sustainability and democratic governance, as well as help develop the plans and capacities to deliver on them;
- Seen widely as having a strong **operational capability**, deployable in widely varying conditions, but also operating on a bedrock of transparency (in 2014 UNDP has scored **first on the global Aid Transparency Index**); and
- Positioned to tap the assets of the UN Development System to support countries in their development efforts.

UNDP is non-partisan in nature and being a development agency provides it with significant advantage in approaching a politicized entity as is the Parliament. UNDP's development support seeks to be institutional and facilitates local ownership, providing UNDP with space for dealing with potentially sensitive issues from a neutral perspective that is typically welcomed by governments. More than 100 countries have requested and have received UN election assistance since 1991. With regards to Serbia, once political will is in place for a change of the electoral system, UNDP may offer support in assessing election system challenges and advise both the central and local level on impact of various systems. UNDP would address these questions upon invitation of public authorities and with careful consideration of the variety of stakeholder interests potentially involved. With its extensive expertise of working with governments on development priorities across the globe, UNDP procedures ensure that various local political economy considerations are taken into account in project implementation, designing activities and results to be beneficial on the institutional rather than political level. Program staff regularly assesses stakeholder

interests, influences and incentives and examines formal and informal institutions and their interrelationships, if needed modifying activities to preserve its neutral status.

According to the 2015 Partnership Survey that UNDP runs regularly, 88% of governmental partners consider UNDP as valuable partner. Also, 75% work with UNDP because they think that we contribute to national development goals, 86% think we are transparent and 100% is satisfied with our performance i.e. achievement of results.

The mechanisms that UNDP proposed to be supported in phase II and that were supported in phase I with significant results, such as mobile committee sessions, mobile parliament, joint committee sessions and public hearings at central and local level work in any electoral system. If the electoral system changes, these mechanisms continue playing a crucial role as evidenced in developed parliamentary democracies with a constituency based representation system such as the UK. According to UK Hansard Society analysis, mobile committee sessions have proven to be the most effective parliamentary outreach mechanism, even more so than constituency offices. In conclusion, all proposed interventions are compatible with any electoral system.

IX. ANNUAL WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	PLANNED BUDGET							
		Funding Source	Budget Description	2015	2016	2017	2018	2019	Amount USD
Outcome 1 National Assembly makes informed changes advancing its representative role with citizens in the entire country feeling better represented.	Two public opinion polls conducted (in 2017 and 2019), publicly distributed and analysed and discussed - Expert debates and political economy analyses on system reforms (including but not limited to electoral system reforms) in support of the representative function in 2016 and 2017 - Regular feedback to findings ensured of mobile committee sessions and public hearings and other constituency engagement tools supported throughout the project duration (e.g. NARS bulletins, Education Unit website upgrade, workshops for students, Mobile Parliament and other educational materials) - More committees have a chance to exercise mobile committee sessions, including on gender related issues, towards ensuring sustainability of this mechanism by 2019. - At least 3 committees supported in responding to citizens' petitions and proposals through facts based analytical statistical evidence by 2019, with special emphasis on analyses on what issues raised affect men and women respectively. - A mechanism between CSOs and EU Accession Committee created for support in reviewing alignment of legislation with EU Acquis by 2016 - At least 3 thematic caucuses representing particular interests such as	SDC	71200-International Consultants	-	25,000.00	-	-	-	25,000.00
		SDC	71300-National Consultants	-	22,000.00	17,000.00	7,000.00	7,000.00	53,000.00
		SDC	71400-Contractual Services Individuals	5,375.00	43,000.00	43,000.00	43,000.00	37,625.00	172,000.00
		SDC	71600-Travel	-	11,000.00	13,500.00	13,500.00	11,000.00	49,000.00
		SDC	72100-Company contracts	-	20,000.00	32,000.00	-	12,000.00	64,000.00
		SDC	72400-Communication&Media	-	-	-	-	-	-
		SDC	72600-Grants	-	-	-	-	-	-
		SDC	72800-Equipment	-	-	5,000.00	-	-	5,000.00
		SDC	74100-M&E	-	-	2,500.00	-	2,500.00	5,000.00
		SDC	74200-Printing and translation	-	18,000.00	18,000.00	8,000.00	8,000.00	52,000.00

	gender, anti-corruption and environment supported through access to media and their constituency countrywide during the project	SDC	74500-Miscellaneous	1,000.00	7,500.00	7,500.00	7,500.00	6,500.00	30,000.00
	- Innovative web-based tools for enhanced citizen participation introduced by the second year of project implementation	SDC	75700-Training, workshops and conferences	-	25,000.00	30,000.00	20,000.00	15,000.00	90,000.00
	- At least 50 concerns of CSOs facilitated in effective public hearing participating and engaging in the work of parliamentary committees, including on gender related issues, by 2019	SDC	64300 -Policy Advice&Backstopping	1,000.00	7,000.00	7,000.00	7,000.00	6,000.00	28,000.00
Outcome2 National Assembly applies greater legislative scrutiny and strengthens the application of its oversight mechanisms.	- Platform for advancing the legislative process developed by 2017 (e.g. placement of amendments on NARS website, e-module for comments on draft legislation enabled, etc.)	SDC	71200-International Consultants	-	-	15,000.00	-	-	15,000.00
	- Committees (in particular EU Accession Committee) capacity built for reviewing draft legislation for alignment with EU Acquis by 2019.	SDC	71300-National Consultants	-	23,000.00	33,000.00	23,000.00	3,000.00	82,000.00
		UNDP	71300-National Consultants		5,000.00	5,000.00			10,000.00
	- University course on legal drafting piloted and at least 50 representatives of institutions proposing legislation (NARS - MPs, Ombudsman, provincial assembly, Executive, National Bank) pass legal drafting course by 2018 (including course certificate).	SDC	71400-Contractual Services Individuals	5,375.00	43,000.00	43,000.00	43,000.00	37,625.00	172,000.00
		SDC	71600-Travel	-	20,000.00	15,000.00	15,000.00	15,000.00	65,000.00
	- NARS supported in addressing issues raised by independent scrutiny bodies with the respective parliamentary committees throughout the project duration, with special emphasis on gender related issues; expert support provided to committee staff in processing the reports, secondment of staff from independent bodies to temporarily work with the parliamentary services supported, etc.)	SDC	72100-Company contracts	-	2,000.00	47,000.00	2,000.00	2,000.00	53,000.00
		SDC	72400-Communication&Media	-	2,000.00	4,000.00	2,000.00	2,000.00	10,000.00
		UNDP	72600-Grants	-	15,000.00	15,000.00	-	-	30,000.00
	- Public Budget Portal fully operational	SDC	72800-Equipment	-	-	30,000.00	-	-	30,000.00

and adapted to the user needs of committees, parliamentary services and independent bodies, and used by MPs and interested citizens in scrutinizing progress in budget execution, throughout the project duration. - Finance Committee supported in conducting strategic overviews of public finances during the budget cycles throughout the project duration, including from a gender-sensitive budgeting perspective; findings are facilitated; - At least 20 mobile committee sessions supported by 2019, including, but not limited on issues of concern raised by the independent bodies. - At least 20 public hearings (in seat and as mobile sessions) supported by 2019, including, but not limited on issues of concern raised by the independent bodies.	SDC	74100-M&E	-	-	2,500.00	-	2,500.00	5,000.00
	SDC	74200-Printing and translation	-	-	-	-	-	-
	SDC	74500-Miscellaneous	2,000.00	5,000.00	5,000.00	5,000.00	5,000.00	22,000.00
	SDC	75700-Training, workshops and conferences	-	9,000.00	10,000.00	10,000.00	4,000.00	33,000.00
	UNDP	75700-Training, workshops and conferences		5,000.00	5,000.00			10,000.00
	SDC	64300 -Policy Advice&Backstopping	1,000.00	7,000.00	7,000.00	7,000.00	6,000.00	28,000.00
Outcome3 Local assemblies develop the oversight function and citizens feel better represented.	-Municipal assemblies' accountability index measured at the beginning, middle and end of project implementation with wide dissemination of results and discussion on findings. - Expert debates (e.g. LA network of SCTM, MPALSG, etc.) and analyses aimed at regulating more precisely and practicing the oversight role of local municipal assemblies conducted by 2019. - Scale-up of public hearings ensured by 2019 through the introduction of public hearings in at least 10 municipalities, access to local assemblies' sessions for CSOs enabled in at least 10 local assemblies by 2019 (e.g. through public hearings, or other forms of direct participation), introduction of joint area-	SDC	71200-International Consultants	-	20,000.00	-	-	-	20,000.00
	SDC	71300-National Consultants	-	45,000.00	30,000.00	26,000.00	41,000.00	142,000.00
	SDC	71400-Contractual Services Individuals	6,875.00	55,000.00	55,000.00	55,000.00	48,125.00	220,000.00
	SDC	71600-Travel	-	47,000.00	56,000.00	26,000.00	20,000.00	149,000.00

based public hearings and general promotion of the concept nationwide through the LA network of the SCTM, including on gender-related issues. . - Development of public budget portals by the SCTM/SIDA/UNDP project in at least 10 municipalities by 2018. - Training on oversight over public finances for at least 1/3 of all municipal assemblies held by 2017 and support on using public budget portals at local level provided to at least 10 municipal assemblies by 2019. -Cooperation between local assemblies and independent scrutiny bodies improved (through, e.g. organization of public hearings at local level on issues raised in reports of independent bodies, identification of focal points at local level for liaison with independent scrutiny bodies, etc.) - At least 10 municipal assemblies supported in organizing mobile sessions to local communities (mesne zajednice) by 2019 and general promotion of the concept nationwide through the LA network of the SCTM. - Participation of citizens in the work of the assemblies promoted by informing citizens of procedures for their participation and capturing public opinion on issues, with gender disaggregated data. - Role of assemblies' working bodies (committees) clarified and promoted throughout the project duration and at least 1/3 of all assemblies representatives pass training and/or peer to peer learning on the work of committees based on experience at national level by 2019. - Live streaming introduced in at least 5 local assemblies by 2019. At least 10 municipal assemblies receive direct guidance for external and internal communications (including the	SDC	72100-Company contracts	-	57,500.00	89,500.00	17,500.00	19,500.00	184,000.00
	SDC	72400-Communication&Media	-	5,000.00	5,000.00	5,000.00	5,000.00	20,000.00
	other parallel	72600-Grants	-	50,000.00	100,000.00	100,000.00	50,000.00	300,000.00
	SDC	72800-Equipment	-	7,500.00	2,500.00	-	-	10,000.00
	SDC	74100-M&E	-	-	-	-	-	-
	SDC	74200-Printing and translation	-	11,000.00	11,000.00	11,000.00	6,000.00	39,000.00
	SDC	74500-Miscellaneous	1,000.00	12,000.00	12,000.00	12,000.00	11,057.61	48,057.61
	SDC	75700-Training, workshops and conferences	-	25,000.00	2,000.00	22,000.00	5,000.00	54,000.00
	SDC	64300 -Policy Advice&Backstopping	1,000.00	7,000.00	7,000.00	7,000.00	6,000.00	28,000.00

introduction of innovative tools) and at least 1/3 of municipal assemblies in Serbia receive general guidance on external communication by 2019. - E-Parliament introduced in at least 1 local assembly by 2019 using a competitive selection process based on best performance according to the municipal accountability index.							
Subtotal Direct Project Costs		24,625.00	656,500.00	782,000.00	494,500.00	394,432.61	2,352,057.61
General Management Services 8%		1,970.00	46,520.00	52,560.00	31,560.00	27,554.61	160,164.61
TOTAL PROJECT COST		26,595.00	703,020.00	834,560.00	526,060.00	421,987.22	2,512,222.22

other CONTRIBUTION		-	75,000.00	125,000.00	100,000.00	50,000.00	350,000.00
SDC CONTRIBUTION		26,595.00	628,020.00	709,560.00	426,060.00	371,987.22	2,162,222.22

X.   RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:

By 2020, governance institutions at all levels have enhanced accountability and representation to provide better quality services to people and the economy

Related Strategic Plan outcome: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance (2)

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Indicator: Governance effectiveness index

Baseline (2013): -0.10

Target: 0.1 by 2020

Indicator: Regulatory effectiveness index

Baseline (2013): 0.15

Target: 0.44 by 2020

Applicable Key Result Area (from 2014-2017 Strategic Plan): Inclusive and effective democratic governance (Area of Work 2)

Project title and ID (ATLAS Award ID): Strengthening the Oversight Function and Transparency of the Parliament /00090554

INTENDED OUTPUTS (Outcomes in PRODOC logframe)	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
Output 1 National Assembly makes informed changes advancing its representative role resulting in citizens feeling better represented. **Baseline**: 1.1 Action group for the reform of the political system is formed on 15 May 2015 in the National Assembly. While the gender quota has mainly been reached with regards to the legislative branch of power at all	1.1 By 2019, the Action group for the reform of the political system is supported by the Project to adopt informed, evidence based decisions that are positive for the representative role of the NA (including	Conducting two public opinion polls in two cycles (in 2017 and 2019); Supporting expert debates and political economy analyses on systems for improving effective representation ; Supporting regular feedback of mobile committee sessions and public hearings and other constituency engagement tools (e.g. NARS bulletins, upgrading Education Unit	NARS	International Consultants National Consultants Contractual Services Individuals Travel Company contracts Communication & Media

levels (30%), it remains to be instilled for the executive branch.	representation of the less represented sex, especially at local level) and inform citizens widely on its deliberations	website, workshops for students, Mobile Parliament and other educational materials); Support for organizing mobile committee sessions to all committees; Supporting committees in processing citizens' petitions and proposals through statistical and analytical overviews		Grants Equipment Monitoring and Evaluation Printing and translation Miscellaneous Training, workshops and conferences Policy Advice & Backstopping
1.2 96 percent of those polled in 2015 say they have never had the chance to communicate with an MP; 4 percent wrote and received a reply; whilst fewer than 1 percent never received an answer.	1.2 Results of the public opinion polls in 2017 and 2019 improved in terms of recognition by citizens of parliamentary representation and access to MPs.	Creating network between CSOs and EU Accession Committee for support in reviewing alignment of legislation with EU Acquis; Providing extended support for thematic caucuses representing particular interests;		
1.3 Figures as per survey in first half of 2016	1.3 Citizens increase use of the National Assembly web services for at least 5% by 2019 to stay informed on the work of their representatives	Introducing innovative web-based tools in order to enhance citizen participation; Supporting CSOs in engaging in the work of parliamentary committees;		
Indicators: *1.1 Type of support to Action Group* *1.2 Percentage of citizens communicating with MPs according to the Public Opinion Poll* *1.3 Percentage of increase in the use of NARS website services*				
Output 2 National Assembly applies greater legislative scrutiny and strengthens the application of its oversight mechanisms **Baseline:** 2.1 In 2014, 2634 amendments submitted by MPs and 69 amendments submitted by committees.	2.1 At least 10% increase in the number of amendments submitted by MPs and parliamentary committees by 2019 (including amendments contributing to	Establishment of Platform for advancing the legislative process (e.g. placing of amendments on NARS website, enabling e-module for comments on draft legislation, etc.); Capacity building for Committees (in particular EU Accession Committee) for reviewing draft legislation for alignment with EU Acquis;	NARS	International Consultants National Consultants Contractual Services Individuals Travel Company contracts Communication & Media Grants

2.2 3 legislative and 7 scrutiny hearings were held in 2014. 2.3 16% of respondents classify the oversight function as the most important in 2015 2.4 In 2014, one public hearing devoted to addressing issues/concerns raised by independent scrutiny bodies was held. In 2014 no hearings on gender-related issues were held *Indicators*: *2.1 Number of amendments* *2.2 Number of hearings* *2.3 Percentage of citizens who see the NARS oversight function as important according to the Public Opinion Poll results* *2.4 Number of public hearings/mobile committee sessions addressing issues raised by independent scrutiny bodies*	gender-responsive budgeting). 2.2 At least 20% increase in the number of legislative and scrutiny hearings respectively by 2019. 2.3 Results of the public opinion poll in terms of recognition of parliamentary oversight improved by at least 10% by 2019. 2.4 At least one public hearing or (mobile) committee session held annually per independent scrutiny body devoted to addressing issues/concerns raised by independent scrutiny bodies by 2019, including gender related issues.	Piloting university course on legal drafting and representatives of institutions proposing legislation passing legal drafting course; Supporting NARS in addressing issues raised by independent scrutiny bodies (organizing public hearings and/or mobile committee sessions on issues raised by independent bodies, organizing joint media events around these issues, providing expert support to committee staff in processing the reports, supporting secondment of staff from independent bodies, etc.); Advancement of Public Budget Portal and usage by MPs in scrutinizing progress in budget execution ; Supporting Finance Committee in conducting strategic overviews of public finances during the budget cycles; Supporting mobile committee sessions; Supporting public hearings (in seat and as mobile sessions);		Equipment Monitoring and Evaluation Printing and translation Miscellaneous Training, workshops and conferences Policy Advice & Backstopping
Output: 3 Local assemblies develop the oversight function and citizens feel better represented. **Baseline**: 3.1 baseline to be determined in 2016, following the first assessment of the municipal accountability index	3.1 At least 1/3 of 174 local assemblies have measurably improved their oversight and representative functions by 2019.	Measuring municipal assemblies' accountability index at the beginning, middle and end of project implementation; Conducting expert debates and analyses focused on regulating more precisely and practicing the oversight	NARS	International Consultants National Consultants Contractual Services Individuals Travel Company contracts Communication & Media

3.2 the Law on Local Self-Government does not clearly depict an oversight role for local assemblies and such authorities may be drawn by way of interpretation from other legislative enactments, mostly governing public services and their obligation to report to the local assembly 3.3 No local women's parliamentary networks operational in 2015. *Indicator :* *3.1 Municipal Accountability Index* *3.2 Y/N* *3.3 Number of local women's parliamentary networks established*	3.2 Legislative framework is amended, thus defining local assemblies' oversight role clearer and wider in the spirit of decentralisation by 2019. 3.3 Women's Parliamentary Network prompts the assembly of local women's parliamentary networks country-wide by 2019 with an aim to promote the political participation of women, gender sensitive legislation-making and their economic empowerment at local level.	role of local municipal assemblies; Scaling-up of public hearings and introduction of public hearings in municipalities, introduction of joint area-based public hearings and promoting of the concept nationwide; Training on oversight over public finances for municipal assemblies and providing support in usage of public budget portals at local level municipal assemblies; Improvement of cooperation between local assemblies and independent scrutiny bodies (e.g. organization of public hearings at local level on issues raised in reports of independent bodies, identification of focal points at local level for liaison with independent scrutiny bodies, etc.); Supporting municipal assemblies in organizing mobile sessions to communities; Promotion of participation of citizens in the work of the assemblies (e.g. informing citizens of procedures for their participation and capturing public opinion on issues); Promoting the role of assemblies' working bodies (committees) and organizing training for assemblies' representatives and/or peer to peer learning on the work of committees based on experience at national level; Introducing live streaming in local assemblies. Direct guidance for municipalities for external and internal communications (including the		Grants Equipment Monitoring and Evaluation Printing and translation Miscellaneous Training, workshops and conferences Policy Advice & Backstopping

		introduction of innovative tools) and general guidance on external communication for municipalities; Introducing e-Parliament in at least one local assembly;		

XI.   LOGFRAME

Hierarchy of objectives Strategy of Intervention	Key Indicators:	Data Sources Means of Verification	External Factors (Assumptions & Risks)
Impact (Overall Goal)	**Impact Indicators**		
Strengthening assemblies at national and local level in Serbia in order to fulfil their role as a central institution of representative democracy.	- By 2019, Open Budget Index (OBI) for Serbia has improved by five points. **Baseline**: the last OBI for Serbia was measured in 2012, published in 2013 with a score of 39% - Until 2019 positive trends in improved public opinion poll on the National Assembly, measured through the Index of Public Perception of Parliament's Place and Role in Serbia. **Baseline**: 29% of citizens hold positive views of the national legislature as opposed to 40% with negative and 31% with neutral views in 2015. - In 2019, the Aggregate municipal assemblies' accountability index has improved by 10% **Baseline**: baseline to be determined in 2016, following the first assessment.	• Open Budget Index/International Budget Partnership • Results of the public opinion polls (two planned – 2017 and 2019). • Municipal assemblies accountability index (foreseen to be conducted three times)	
Outcomes	**Outcome Indicators**		
Outcome 1 National Assembly makes informed changes advancing its representative role resulting in citizens feeling better represented.	1.1 By 2019, the Action group for the reform of the political system is supported by the Project to adopt informed, evidence based decisions that are positive for the representative role of the NA (including representation of the less represented sex, especially at local level) and inform citizens widely on its deliberations. **Baseline**: Action group for the reform of the political	1.1 Legal acts, Project progress reports, Number of special hearings, NARS webpage. 1.2 Public opinion polls in 2017 and 2019 1.3 Statistics on the number of visits to the NARS (National Assembly of the Republic of Serbia) website	Political stability

Hierarchy of objectives Strategy of Intervention	Key Indicators:	Data Sources Means of Verification	External Factors (Assumptions & Risks)
	system is formed on 15 May 2015 in the National Assembly[3]. While the gender quota has mainly been reached with regards to the legislative branch of power at all levels (30%), it remains to be instilled for the executive branch. 1.2 Results of the public opinion polls in 2017 and 2019 improved in terms of recognition by citizens of parliamentary representation and access to MPs. **Baseline**: 96 percent of those polled in 2015 say they have never had the chance to communicate with an MP; 4 percent wrote and received a reply; whilst fewer than 1 percent never received an answer. 1.3 Citizens increase use of the National Assembly web services for at least 5% by 2019 to stay		

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[3] During the first three Special hearings, the participants have been proposing ideas, programs and policies for the following political and constitutional issues:

- Definition of Serbia (nation vs. citizens' state)
- The issue of the constitutional Preamble (mentioning of the sovereignty of Serbia over Kosovo)
- Definition of the official language and the letter
- Definition of military neutrality
- Number of MPs (250 or less)
- Reform of the electoral system (proportional vs. majoritarian, and/or combined)
- Election for the President of Republic (direct vs. indirect election by the Parliament)
- Regulation of the work of independent bodies
- Judicial reforms and provisions related to fair trials (election of the High Judicial Council, appointment of judges and prosecutors, definition of the presumption of innocence, etc.)
- The issue of decentralization and regionalization
- Election of mayors and municipal assemblies (direct elections of mayors, electoral system for the municipal elections)
- Definition and enumeration of powers of the Autonomous Province of Vojvodina (legislative powers, collecting revenues)
- The approach and the manner of constitutional change (new constitution vs. amendments to the existing, Constitutional Assembly elections vs. the existing procedure)
- Introduction of the quotas for national minorities representation;
- Necessary constitutional changes related to the European Union accession.

Hierarchy of objectives Strategy of Intervention	Key Indicators:	Data Sources Means of Verification	External Factors (Assumptions & Risks)
	informed on the work of their representatives. **Baseline**: Figures as per survey in first half of 2016.		
Outcome 2 National Assembly applies greater legislative scrutiny and strengthens the application of its oversight mechanisms.	1.4 At least 10% increase in the number of amendments submitted by MPs and parliamentary committees by 2019 (including amendments contributing to gender-responsive budgeting). **Baseline**: Amendments as a valuable instrument to avoid fast track procedure in new legislation. In 2014, 2634 amendments submitted by MPs and 69 amendments submitted by committees 1.5 At least 20% increase in the number of legislative and scrutiny hearings respectively by 2019. **Baseline**: 3 legislative and 7 scrutiny hearings were held in 2014. 1.6 Results of the public opinion poll in terms of recognition of parliamentary oversight improved by at least 10% by 2019. **Baseline**: 16% of respondents classify the oversight function as the most important in 2015. 1.7 At least one public hearing or (mobile) committee session held annually per independent scrutiny body devoted to addressing issues/concerns raised by independent scrutiny bodies by 2019, including gender related issues. **Baseline**: In 2014, one public hearing devoted to addressing issues/concerns raised by independent scrutiny bodies was held. In 2014 no hearings on gender-related issues were held.	1.4 Information bulletin of the National Assembly, website of the National Assembly 1.5 Website of the National Assembly 1.6 Public opinion poll 1.7 Annual reports of standing committees of the National Assembly; project progress reports; interviews with independent scrutiny bodies	Gradual decrease in the number of urgent procedures
Outcome 3 Local assemblies develop the	1.8 At least 1/3 of 174 local assemblies have measurably improved their oversight and	1.8 Municipal assemblies accountability index	Political stability at local level

Hierarchy of objectives Strategy of Intervention	Key Indicators:	Data Sources Means of Verification	External Factors (Assumptions & Risks)
oversight function and citizens feel better represented.	representative functions by 2019. **Baseline:** baseline to be determined in 2016, following the first assessment of the municipal accountability index. 1.9 Legislative framework is amended, thus defining local assemblies' oversight role clearer and wider in the spirit of decentralisation by 2019. **Baseline:** the Law on Local Self-Government does not clearly depict an oversight role for local assemblies and such authorities may be drawn by way of interpretation from other legislative enactments, mostly governing public services and their obligation to report to the local assembly. 1.10 Women's Parliamentary Network prompts the assembly of local women's parliamentary networks country-wide by 2019 with an aim to promote the political participation of women, gender sensitive legislation-making and their economic empowerment at local level. **Baseline:** no local women's parliamentary networks operational in 2015.	1.9 Legal acts, Project progress reports	

Outputs (per outcome) and costs	Output Indicators	
For Outcome 1: National Assembly makes informed changes advancing its representative role with citizens in the entire country feeling better represented.		
Output 1.1 Tools for effective representation introduced through electoral reform	➤ Two public opinion polls conducted (in 2017 and 2019), publicly distributed and analysed and discussed **Baseline:** public opinion poll conducted in 2015 ➤ Expert debates and political economy analyses on system reforms (including electoral system) in support of the representative function provided to the Parliament in 2016	**Data Sources/Means of Verification:** • Project progress reports • NARS website • Annual reports of working bodies

	and 2017. **Baseline:** Action group for the reform of the political system is formed on 15 May 2015 in the National Assembly	• NARS bulletins **External Factors:**
Output 1.2 Enhanced mechanisms that strengthen the representative function in practice	➢ Regular feedback to findings ensured of mobile committee sessions and public hearings and other constituency engagement tools supported throughout the project duration (e.g. NARS bulletins, Education Unit website upgrade, workshops for students, Mobile Parliament and other educational materials) **Baseline**: request for further support in ensuring feedback to constituency engagement tools in 2015. ➢ More committees have a chance to exercise mobile committee sessions, including on gender related issues, towards ensuring sustainability of this mechanism by 2019. **Baseline:** limited number of committees has exercised mobile committee sessions by 2015. ➢ At least three committees supported in responding to citizens' petitions and proposals through facts based analytical statistical evidence by 2019, with special emphasis on analyses on what issues raised affect men and women respectively. **Baseline:** three committees receive the largest number of citizens' petitions and proposals in 2015, requiring support in processing them. ➢ A mechanism between CSOs and parliamentary committee on EU Accession created for support in reviewing alignment of legislation with EU Acquis by 2016 **Baseline:** The EU Accession Committee has expressed interest in establishing a mechanism for cooperation with CSOs in 2015. ➢ At least three thematic caucuses representing particular interests such as gender, anti-corruption and environment supported through access to media and their constituency countrywide during the project **Baseline:** thematic caucuses have been formed in the 2013-2015 period and are in need of support for accessing their constituency. ➢ Innovative web-based tools for enhanced citizen participation introduced by the second year of the project implementation. **Baseline:** Need for innovative web-based tools identified in 2015. ➢ At least 50 concerns of CSOs facilitated in effective public hearing participating and engaging in the work of parliamentary committees, including on gender related issues, by 2019. **Baseline:** Beginning of 2016 will start at baseline 0, when it comes to the number of CSO concerns.	• Active participation of MPs and staff in project activities

For outcome 2: National Assembly applies greater legislative scrutiny and strengthens the application of its oversight mechanisms		

Output 2.1
 	
Enhanced capacity for legislative scrutiny
	➤ Platform for advancing the legislative process developed by 2017 (e.g. placement of amendments on NARS website, e-module for comments on draft legislation enabled, etc.)
	   Baseline: platform for e-support to the legislative process not developed in 2015.
	➤ Committees (in particular EU Accession Committee) capacity built for reviewing draft legislation for alignment with EU Acquis by 2019.
	   Baseline: request for capacitating the committees to review alignment of legislation with EU Acquis
	➤ University course on legal drafting piloted and at least 50 representatives of institutions proposing legislation (NARS - MPs, Ombudsman, provincial assembly, Executive, National Bank) pass legal drafting course by 2018 (including course certificate)
	   Baseline: university course on legal drafting not existent in 2015.
		Data Sources/Means of Verification:
		
		• Project progress reports
		• EU Progress Report
		• NARS website
		• Annual reports of working bodies
		• NARS bulletins
		• Reports of independent scrutiny bodies
		
		External Factors:
		• The demand for mobile-committee sessions

Output 2.2 Enhanced capacity for oversight role	➢ NARS supported in addressing issues raised by independent scrutiny bodies with the respective parliamentary committees throughout the project duration, with special emphasis on gender related issues; expert support provided to committee staff in processing the reports, secondment of staff from independent bodies to temporarily work with the parliamentary services supported, etc.) **Baseline:** According to the 2014 EU Progress Report for Serbia, the role of independent regulatory bodies should be continuously acknowledged and their recommendations followed up. ➢ Public Budget Portal fully operational and adapted to the user needs of committees, parliamentary services and independent bodies, and used by MPs and interested citizens in scrutinizing progress in budget execution, throughout the project duration **Baseline:** Public Budget Portal expected to be launched at the end of 2015. ➢ Finance Committee supported in conducting strategic overviews of public finances during the budget cycles throughout the project duration, including from a gender-sensitive budgeting perspective; **Baseline:** According to the Rule of Procedure, the Committee on Finance monitors state budget expenditures and reports to the plenary – such reporting has not been initiated in 2015. ➢ At least 20 mobile committee sessions supported by 2019, including, but not limited to issues of concern raised by the independent bodies **Baseline:** Beginning of 2016 will start at baseline 0, when it comes to the number of mobile committee sessions. ➢ At least 20 public hearings (in seat and as mobile sessions) supported by 2019, including, but not limited on issues of concern raised by the independent bodies; **Baseline:** Starting from zero public hearings in 2016.	largely depends on requests arising from the local level
For outcome 3: Local assemblies develop the oversight function and citizens feel better represented		

| Output 3.1 Oversight role of local municipal assemblies strengthened | ➢ Municipal assemblies' accountability index measured at the beginning, middle and end of project implementation with wide dissemination of results and discussion on findings
Baseline: municipal assemblies' accountability index not yet measured.

➢ Expert debates (e.g. LA network of SCTM, MPALSG, etc.) and analyses aimed at regulating more precisely and practicing the oversight role of local municipal assemblies conducted by 2019.
Baseline: expert debates on the oversight role of local assemblies not yet organized.

➢ Scale-up of public hearings ensured by 2019 through the introduction of public hearings in at least 10 municipalities, access to local assemblies' sessions for CSOs enabled in at least 10 local assemblies by 2019 (e.g. through public hearings, or other forms of direct participation), introduction of joint area-based public hearings and general promotion of the concept nationwide through the LA network of the SCTM, including on gender-related issues
Baseline: public hearings institutionalized so far in one municipality in Serbia.

➢ Development of public budget portals by the SCTM/SIDA/UNDP project in at least 10 municipalities by 2018.
Baseline: no public budget portals of municipalities existent in 2015.

➢ Training on oversight over public finances for at least 1/3 of all municipal assemblies held by 2017 and support on using public budget portals at local level provided to at least 10 municipal assemblies by 2019.
Baseline: training will be organized following the introduction of the public budget portals.

➢ Cooperation between local assemblies and independent scrutiny bodies improved (through, e.g. organization of public hearings at local level on issues raised in reports of independent bodies, identification of focal points at local level for liaison with independent scrutiny bodies, etc.)
Baseline: cooperation between independent scrutiny bodies and local assemblies has not yet been recorded. | **Data Sources/Means of Verification:**
• Project progress reports
• SCTM website and reports to UNDP
• Expert analyses, debate minutes
• Municipal assemblies accountability index, with gender diversified data
• Reports of independent scrutiny bodies

External Factors:
• Development of local public budget portals by SCTM/SIDA/UNDP project
• Issues raised in reports of independent bodies of relevance for the local assemblies
• Willingness of local assemblies to organize public hearings |
| **Output 3.2** Outreach of local assembly representatives to citizens enhanced | ➢ At least 10 municipal assemblies supported in organizing mobile sessions to local communities (mesne zajednice) by 2019 and general promotion of the concept nationwide through the LA network of the SCTM
Baseline: no structured approach to mobile sessions existent at the local level.

➢ Participation of citizens in the work of the assemblies promoted by informing citizens of procedures for their participation and capturing public opinion on issues), with gender disaggregated data
Baseline: According to research conducted by UNDP in 2013, direct contacts between | **Data Sources/Means of Verification:**
• Project progress reports
• Municipal websites
External Factors:
• Interest of citizens in political participation |

Output 3.3 Enhanced efficiency of local assemblies	➤ Role of assemblies' working bodies (committees) clarified and promoted throughout the project duration and at least 1/3 of all assemblies representatives pass training and/or peer to peer learning on the work of committees based on experience at national level by 2019. **Baseline:** According to research conducted by UNDP in 2013, the practice of establishing working bodies under municipal assemblies differs greatly throughout the country. ➤ Live streaming introduced in at least five local assemblies by 2019. At least 10 municipal assemblies receive direct guidance for external and internal communications (including the introduction of innovative tools) and at least 1/3 of municipal assemblies in Serbia receive general guidance on external communication by 2019. **Baseline:** no local assemblies have live streaming; no training on communications has been recorded for municipal assemblies. ➤ E-Parliament introduced in at least one local assembly by 2019 using a competitive selection process based on best performance according to the municipal accountability index. **Baseline:** no local assembly has e-parliament in 2015.	**Data Sources/Means of Verification:** • Project progress reports **External Factors:** • Technical pre-conditions

List of activities (per output)	Inputs	External Factors
Output 1.1: Tools for effective representation introduced through electoral reform ➤ Conducting two public opinion polls in two cycles (in 2017 and 2019) ➤ Supporting expert debates and political economy analyses on systems for improving effective representation	Inputs for Outputs 1.1 and 1.2: • International consultants • National consultants • Contractual Services Individuals	• Availability of staff for training

Output 1.2: Enhanced mechanisms that strengthen the representative function in practice ➢ Supporting regular feedback of mobile committee sessions and public hearings and other constituency engagement tools (e.g. NARS bulletins, upgrading Education Unit website, workshops for students, Mobile Parliament and other educational materials) ➢ Support for organizing mobile committee sessions to all committees ➢ Supporting committees in processing citizens' petitions and proposals through statistical and analytical overviews ➢ Creating network between CSOs and EU Accession Committee for support in reviewing alignment of legislation with EU Acquis ➢ Providing extended support for thematic caucuses representing particular interests ➢ Introducing innovative web-based tools in order to enhance citizen participation ➢ Supporting CSOs in engaging in the work of parliamentary committees	• Travel • Company contracts • Printing and translation • Miscellaneous • Training, workshops and conferences • Policy Advice & Backstopping	
Output 2.1: Enhancing capacity for legislative scrutiny ➢ Establishment of Platform for advancing the legislative process (e.g. placing of amendments on NARS website, enabling e-module for comments on draft legislation, etc.) ➢ Capacity building for Committees (in particular EU Accession Committee) for reviewing draft legislation for alignment with EU Acquis ➢ Piloting university course on legal drafting and representatives of institutions proposing legislation passing legal drafting course ➢	Inputs for Outputs 2.1 and 2.2: • International consultants • National consultants • Contractual Services Individuals • Travel • Company contracts • Communication & Media • Grants • Equipment • M&E • Miscellaneous • Training, workshops and conferences • Policy Advice & Backstopping	• Active participation of MPs and staff in project activities
Output 2.2: Enhancing capacity for oversight role ➢ Supporting NARS in addressing issues raised by independent scrutiny bodies (organizing public hearings and/or mobile committee sessions on issues raised by independent bodies, organizing joint media events around these issues, providing expert support to committee staff in processing the reports, supporting secondment of staff from independent bodies, etc.) ➢ Advancement of Public Budget Portal and usage by MPs in scrutinizing progress in budget execution ➢ Supporting Finance Committee in conducting strategic overviews of public finances during the budget cycles ➢ Supporting mobile committee sessions ➢ Supporting public hearings (in seat and as mobile sessions)		

Output 3.1: Oversight role of local municipal assemblies strengthened	<u>Inputs for Outputs 3.1, 3.2 and 3.3:</u>	• Interest at the local level for introducing new mechanisms
➢ Measuring municipal assemblies' accountability index at the beginning, middle and end of project implementation ➢ Conducting expert debates and analyses focused on regulating more precisely and practicing the oversight role of local municipal assemblies ➢ Scaling-up of public hearings and introduction of public hearings in municipalities, introduction of joint area-based public hearings and promoting of the concept nationwide ➢ Training on oversight over public finances for municipal assemblies and providing support in usage of public budget portals at local level municipal assemblies ➢ Improvement of cooperation between local assemblies and independent scrutiny bodies (e.g. organization of public hearings at local level on issues raised in reports of independent bodies, identification of focal points at local level for liaison with independent scrutiny bodies, etc.)	• International consultants • National consultants • Contractual Services Individuals • Travel • Company contracts • Communication & Media • Equipment • M&E • Printing and translation • Miscellaneous • Training, workshops and conferences • Policy Advice & Backstopping	• Absorption capacity at local level
Output 3.2: Outreach of local assembly representatives to citizens enhanced ➢ Supporting municipal assemblies in organizing mobile sessions to communities ➢ Promotion of participation of citizens in the work of the assemblies (e.g. informing citizens of procedures for their participation and capturing public opinion on issues)		
Output 3.3: Enhanced efficiency of local assemblies ➢ Promoting the role of assemblies' working bodies (committees) and organizing training for assemblies' representatives and/or peer to peer learning on the work of committees based on experience at national level ➢ Introducing live streaming in local assemblies. Direct guidance for municipalities for external and internal communications (including the introduction of innovative tools) and general guidance on external communication for municipalities ➢ Introducing e-Parliament in at least one local assembly		

XII. MANAGEMENT ARRANGEMENTS

Explain the roles and responsibilities of the parties involved in managing the project.
Please refer to the [Project Document - Deliverable Description](#) to complete this component of the template.
Use the diagram below for the composition of the Project Board.

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 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[4] 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.

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[4] 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.

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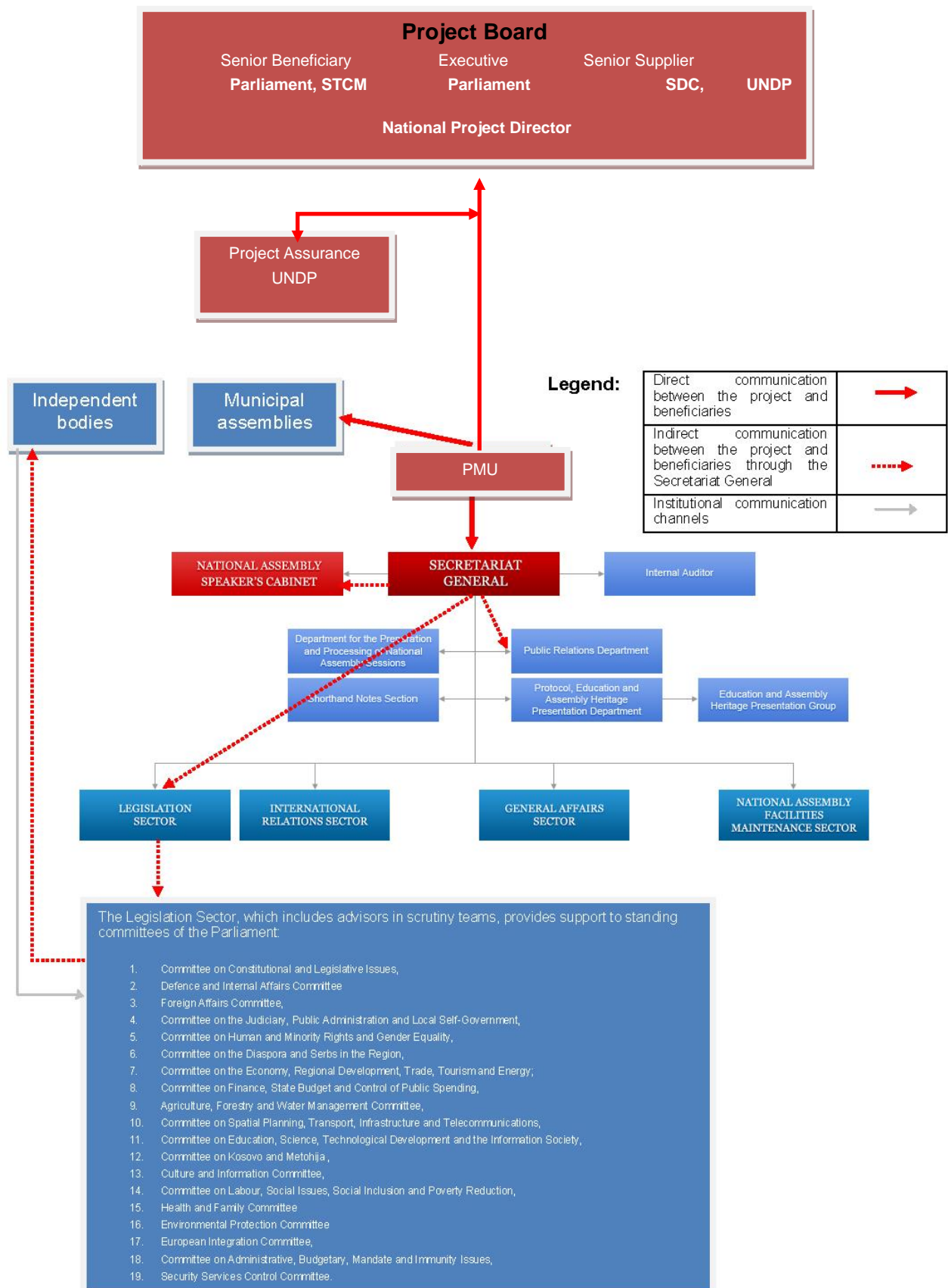
XIII. RESOURCES

The total resources estimated for this initiative amount to **$ 2,512,222.00**
.
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 the Annual Workplan.

XIV. MONITORING FRAMEWORK AND EVALUATION

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, Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard UNDP report format.

> ➢ 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

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.
> ➢ **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.

An evaluation of the project will be commissioned directly by the donor.

XV. Legal Context

This document together with the CPAP signed by the Government and UNDP which is incorporated herein by reference, constitute together a Project Document as referred to in the Standard Basic Assistance Agreement (SBAA); as such all provisions of the CPAP apply to this document. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner", as such term is defined and used in the CPAP and this document.

Consistent with the Article III of the Standard Basic Assistance Agreement (SBAA), 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. To this end, 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 the Implementing Partner's obligations under this Project Document.

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/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under/further to this Project Document".

XVI. Risk Analysis

Main identified risks related to the intervention	Probability of incidence	Impact	Planned measures (for mitigation or others)
Lack of engagement of certain Parliamentary groups for attaining the project goals	Medium probability	High impact	Continued advocating with leaders of parliamentary groups and NA leadership; Active engagement of the National Program Director (Deputy General Secretary of the Parliament Administration) to involve all caucuses in attaining the project goals; Emphasis on work with Parliamentary staff to preserve the institutional knowledge; Coordination with other development partners supporting the Parliament with similar objectives;
Lack of political consensus for electoral	Medium probability	Medium impact	The Project will support assessments and facts based discourses that raise

reforms			awareness on the different options available in case of electoral reforms; The supported mechanisms that strengthen NAs representative function such as mobile committee sessions, mobile parliament, joint committee sessions and public hearings at central and local level work in any electoral system. If the electoral system changes, these mechanisms continue to play a crucial role, as evidenced in developed parliamentary democracies with a constituency based representation system.
NA operations overburdened or disrupted, thus impeding proper implementation	Medium probability	High impact	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)
A new round of elections scheduled before the official end of the current MP term in office.	Low probability	Medium impact	Align project activities to: Implement activities for the standing staff (in 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;
Lack of engagement of CSOs and/or their lack of capacity to engage	Low probability	Medium impact	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;
Divergent local interests and political directions reduce efficiency of interventions	Medium probability	Medium impact	Coordinate activities with the Standing Conference of Towns and Municipalities. Assign local consultants as advisors to the municipal authorities. Engage civil society and other local non-state actors at the local level in advocacy for project objectives
Further decrease of the NA budget	Medium probability	High impact	Ensure minimum operating costs for introduction of new mechanisms in order not to overburden the NA budget for sustainability of mechanisms.

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

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