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“Strengthening the Capacities of Law Enforcement and Judiciary in the Fight against Corruption in Serbia” (PACS)

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Final Report

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ABBREVIATIONS

ACPS - Academy of Criminalistics and Police Studies

CoE - Council of Europe

CPC – Criminal Procedure Code

CPI – Transparency International Corruption Perception Index

GIZ - Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)

ECtHR – European Court of Human Rights

EUD - European Union Delegation

GRECO - Council of Europe Group of States against Corruption

HJC - High Judicial Council

ICS – Internal Control Sector of the Ministry of Interior

JA - Judicial Academy

MoJ - Ministry of Justice

MoI - Ministry of Interior

OSCE - Organization for Security and Co-operation in Europe

OVI – Objectively Verifiable Indicator

PACS – Project “Strengthening the Capacities of Law Enforcement and Judiciary in the Fight against Corruption in Serbia”

ROM – Result oriented monitoring

RPPO - Republic Public Prosecutorial Office

SCC - Supreme Court of Cassation

SPC - State Prosecutorial Council

ToR – Terms of Reference

VC - Venice Commission

1 DESCRIPTION

1.1 Contact person

Ivan Koedjиков, Head of Action against Crime Department, Information Society and Action against Crime Directorate, Directorate General Human Rights and Rule of Law, Council of Europe

1.2 Name of Partners in the Action

Council of Europe and European Union

1.3 Title of the Action

Strengthening the Capacities of Law Enforcement and Judiciary in the Fight against Corruption in Serbia (PACS)

1.4 Contract number

IPA 2011 CRIS 2012/302-053

1.5 Start Date and End Date of the Reporting Period

15 December 2013– 31 January 2016 (total project duration 37,5 months)

1.6 Target country: Republic of Serbia

1.7 Project Beneficiaries

Ministry of Justice (MoJ); Ministry of Interior (MoI); Supreme Court of Cassation (SCC); High Judicial Council (HJC); Basic, Higher and Appellate Courts; Republic Public Prosecutor's Office (RPPPO); State Prosecutorial Council (SPC); Judicial Academy (JA); Academy of Criminalistics and Police studies (ACPS).

1.8 Implementing organisation

The Council of Europe was responsible for the implementation of the Project and the use of the Project funds under the European Union and the Council of Europe Agreement. Within the General Secretariat of the Council of Europe in Strasbourg, Directorate General of Human Rights and Rule of Law, and more specifically, the Action against Crime Department, Economic Crime and Cooperation Unit was responsible for the overall management and supervision of the Project with a Project team based in Belgrade being responsible for day-to-day implementation of the Project.

2 EXECUTIVE SUMMARY

This report covers the overall project's implementation period. It summarises the issues addressed, project interventions and activities carried out in support to anti-corruption reforms in the Serbian judiciary and law enforcement. Moreover, it seeks to address key matters concerning the project's direct or indirect impact on strengthening the capacities of relevant institutions in combating corruption.

The main objective of the project was to contribute to democracy and the rule of law through the implementation of institutional reforms aimed at preventing and combating corruption. Efficient prevention and fight against these phenomena has been very high on the reform agenda of the Serbian authorities in recent years, particularly in light of the European integration process.

The project's achievements contributed some key features to the overall reform process in the anti-corruption field in Serbia. Diversity of project interventions – from large-scale risk analyses of institutional exposure to corruption and capacity building programmes, to supporting legal reforms and development of tailored manuals, enabled better coherence and streamlining of project results. In addition, the project also benefited from 9,5 months of no-cost extension which facilitated not only a consolidation of results already achieved, but also strengthened their direct impact through additional activities.

Overall, during its entire lifetime the project carried out 11 large-scale activities. In total, 71 actions were accomplished and 20 technical papers/expert opinions/policy advice documents were delivered. The project also published and disseminated seven publications.

A total of 867 participants took part in the activities, out of which 49,2% were women.

The work was carried out through continuous consultations with various partners - stakeholders on the part of the Serbian authorities and representatives of related programmes active in the field of anti-corruption. Good cooperation with the key beneficiary institutions enabled significant impact of project interventions. Recommendations contained in different project deliverables were either incorporated into official policy or are under consideration to be implemented by various state entities.

The progress made in the implementation of the project was positively assessed by the Result-Oriented Monitoring (ROM) missions that took place in 2013 and 2014.

The project achievements were measured in line with the project management methodology - mostly indicating the fulfilment of the objectively verifiable indicators (OVIs). Given the complexity and variety of the project's fields of intervention, a small number of activities were not suited to measurement by specific indicators of the logical framework. The assessment of their impact was based on the evaluation made by the project team.

Last but not least, the project paid special attention to the visibility of its actions and results.

2.1 Project data and statistics

Expected Result	Number of activities	Number of actions	Participants	Gender ratio
1¹	7	33	342	M:52% F:48%
2	4	38	525	M:49% F:51%
SC meetings	5		86	
Total (without SC mtgs)	11	71	867²	M:50,2% F:49,8%

¹ Activity which included expert assistance in drafting the Law on Whistleblowers Protection and subsequent trainings for labour inspector, being a specific activity carried out upon the request of the MoJ has been included into this table under Expected Result 1.

² Some of the participants took part in several activities, therefore the total number of participants is lower than the sum reflected in the field 'Total'. The result in total gender ratio differs from the results in the same column for the same reason.

3 DESCRIPTION OF ACTION

Project 'Strengthening the Capacities of Law Enforcement and Judiciary in the Fight against Corruption in Serbia' (PACS) was funded by the European Union and the Council of Europe, and implemented by the Council of Europe. The initial project duration was 28 months (15 December 2012 – 15 April 2015). The project was extended without additional cost for a period of 9.5 months, so it officially ended on 31 January 2016.

Project Objective, Purpose and Expected Results

Overall objective

The overall objective of the project was to contribute to democracy and the rule of law through the implementation of institutional reforms aimed at preventing and combating corruption.

Purpose

The purpose concerned the strengthening the capacities of law enforcement agencies and judiciary to detect, investigate, prosecute and adjudicate corruption cases.

The project operated through two **Expected Results**:

Expected Result 1: Strengthened capacities to investigate and adjudicate corruption offences

1.1 Risk analysis available assessing all legislative and organisational obstacles to efficient criminal investigations and proceedings and provide recommendations and assistance for improvement of internal procedures and tools (including information of public on results);

1.2. Strengthened capacities of law enforcement and judiciary through multidisciplinary trainings and specialized courses to judiciary, prosecutorial services and law enforcement officers on corruption, economic crime cases, accounting and auditing; and through available training curricula of relevant institutions;

1.3. Available newly introduced techniques (IT tools and possible use of data base) and strategic capacities of prosecutorial services to investigate corruption and white collar crime;

1.4. Specialised undercover agents those that use special investigative means (SIMs) from law enforcement structures in charge of cooperating with prosecutorial services;

1.5 Increased public awareness and trained journalists on reports concerning allegations pertaining corruption cases and their adjudication;

1.6 Setting up a benchmarking system in measuring progress and level of efficiency of tracking/handling of corruption/economic crime cases in the Serbian judiciary and law enforcement system. The benchmarking system will be carried out throughout the process of implementation of the project and delivered at the end of the project in order

to allow all target and beneficiary groups to provide inputs and data in building up the system which is expected to be used by the Serbian authorities as of the end of the project.

Expected Result 2: Strengthened capacities to fight corruption within the justice sector

2.1. Available risk analysis and recommendations on the current situation with regard to possibilities and actual extent of corruption within the judiciary, prosecution and law enforcement;

2.2. Introduced ethical rules/implementation guidelines and with regards Judicial, Prosecutorial and Law Enforcement Codes of Conduct/Ethics to organisational aspects (including selection/appointment procedures);

2.3. Available opinions and advice on implementation to the High Judicial Council and State Prosecutors Council with regard to disciplinary rules and measures against ethical violations from judges and prosecutors when construed as corruptive practices/allegations;

2.4. Trained judges, prosecutors, and law enforcement officers on aspects of detecting corruption and controlling conflict of interests within those structures.

Workplan/other modifications

The project workplan was designed during the inception phase in close consultation with all involved beneficiaries. It was marginally revised on several occasions to adapt to the evolving needs of beneficiary institutions and to avoid overlapping with other international organisations active in the economic crime area. The first revision took place in January 2014 when, upon the request of the Ministry of Justice, the project agreed to provide expert assistance in preparing the draft Law on Protection of Whistleblowers. The second revision was made following the initiative of the Ministry of Justice and State Prosecutors Office, subsequently agreed upon by the Steering Committee when activity 1.3 was merged with the activity 1.6. The reason for this adjustment lay with the fact that activity 1.3 was overlapping with the action already carried out by the OSCE. Namely, in September 2013, the OSCE, in cooperation with the Italian State Prosecutor's Office, procured the software specifically tailored to assist in investigating white collar crime. Moreover, this package of assistance also included the training of the staff from the Office of the Prosecutor for Organised Crime. In view of this and given the findings of the scoping papers prepared within the framework of activity 1.6, it was decided that further work on IT/software components should take into account the needs elaborated under 1.6. More details about this particular activity, its concept and results are provided in the following chapters of this report.

The extension period (April 2015 – January 2016), however, had a new plan of actions given that all activities foreseen by the project's initial workplan were completed by April 2015. The only exception was activity 1.6, since it was only partially completed, thus its finalisation was scheduled to take place during the extension phase.

Assumptions and Risks

Concerning **general project risks**, the main project assumption was that *'political will to prevent corruption continues to exist'* and that *'political will exists in all beneficiary institutions'*.

Relating to specific activities, the same assumptions are elaborated in more detail.

Expected Result 1:

- *Willingness of key institutions to cooperate in risk analysis and to implement its recommendations;*
- *Readiness of beneficiaries to fully and regularly report;*
- *Sufficient absorption capacity of stakeholders to be fully involved in project, (e.g. trainings);*
- *Availability and quality of baseline data;*
- *Baseline data on attended trainings and relevant related performance available;*
- *Trainees selected appropriately.*

In practice, these assumptions were fulfilled, but only to a limited extent. With respect to *'willingness of the key institution to cooperate in risk analysis and to implement its recommendations'* the difficulty is to realistically assess the degree of implementation of the recommendations set by different project deliverables. Although a number of steps have been undertaken by the Ministry of Justice to reform the criminal legislation, a final version of the draft amendments has not been completed by the end of the project. The Working Group, which was in charge of preparing these amendments, used PACS risk analysis in its work, whereas some of the PACS experts, who carried out the analysis, were also appointed as Working Group members. However, the fulfilment of this assumption could not be fully assessed at the stage when the final report was prepared.

Concerning *'the readiness of beneficiaries to fully and regularly report'* - the cooperation that the project had throughout its lifetime enabled proper data collection under actions undertaken by the beneficiaries. These included availability of statistical data on corruption/economic crime cases, reports on on-going anti-corruption reforms/activities, granting observer status for PACS representatives in various working groups assigned to draft/amend legislation/strategies and regular meetings held to discuss any of the aforementioned issues. Therefore this assumption was fulfilled.

'Sufficient absorption capacity of stakeholders to be fully involved in project' – an assumption that mostly referred to project capacity building activities within the Expected Result 1 – was more than fulfilled. Namely, the training activities and follow-up deliverables were one of the highlights of the project and have produced tangible results.

With regard to *'Availability and quality of baseline data'* – as already indicated, relevant data was available but its quality was rather questionable. The statistics of criminal offences is a general problem in Serbia for the time being. Project actions aiming to streamline the statistics were only partially successful. Therefore this assumption could be considered as partially fulfilled.

Given the project results concerning the training activities in this Expected Result (notably activities 1.2, 1.4 and 1.5) the assumption – ‘*Baseline data on attended trainings and relevant related performance available*’ was fulfilled. Lists of trainers are available, including the list of their peers who attended the follow-up trainings conducted by PACS trainers.

The follow up assumption ‘*Trainees selected appropriately*’ – being closely linked with those concerning the training activities, was also fulfilled.

For the **Expected Result 2**, the assumptions were the following:

- *Willingness of key institutions to cooperate in risk analysis and to implement its recommendations;*
- *Readiness of beneficiaries to fully and regularly report;*
- *Sufficient absorption capacity of stakeholders to be fully involved in project, (e.g. trainings);*
- *Availability and quality of baseline data;*
- *Baseline data on attended trainings and relevant related performance available;*
- *Trainees selected appropriately;*

Overall, the Expected Result 2 was fully achieved, while in some areas the achievements exceeded the requirements set by the Objectively Verifiable Indicators (e.g. risk analysis on corruption within law enforcement; training for judges and prosecutors on detecting and preventing corruption within their own risks). In view of that, and without referring specifically to any of the assumptions listed under this Expected Result, it can be concluded that all of these assumptions were fulfilled.

Difficulties encountered during implementation

In general, throughout its lifetime the project operated without major difficulties. However, certain difficulties were encountered with regard to risk analyses findings and with the completion of activity 1.6 (*‘Setting up a benchmarking system in measuring progress and level of efficiency of tracking/handling of corruption/economic crime cases in the Serbian judiciary and law enforcement system’*).

Concerning the risk analysis on corruption within judiciary (activity 2.1), cooperation with relevant institutions became slightly difficult upon its completion, since the State Prosecutor’s Office had quite a negative view of the analysis findings. However, the specific consequence was only the postponement of the conference where these findings were publicly presented.

Another, more significant difficulty, concerns activity 1.6. At the initiative of the project one of the measures in the Serbian Anti-corruption Action Plan foresaw setting up of a reliable system to measure progress of efficiency in combating corruption through the creation of a transparent track record of cases. The project therefore largely assisted with its expertise and provided the authorities with a possible solution how such a system could be operational. The Working Group set up by the MoJ to complete this assignment, adopted PACS recommendations and considered them as its own proposal. Next steps, as agreed by the MoJ WG and the PACS team, involved the IT analysis on feasibility of

introduction of the methodology as designed by the project. However, despite this agreement, the Ministry of Justice simply refused further action in this direction thus directly disabling any tangible results in this matter.

Other than these, the project has not encountered any difficulties.

4 ASSESSMENT OF PROJECT RESULTS AND ACHIEVEMENTS

4.1 Achievements per Expected Results (ER)

Expected Result 1 (ER1)

OVI

- 1. Minimum 50% of recommendations from risk analysis implemented and the extent to which they are implemented specified (full compliance, partial compliance, non-compliance);*
- 2. At least five legislative and institutional obstacles to efficient detection, investigation, prosecution and adjudication of corruption offenses identified and addressed;*
- 3. Improved methodology and quality of statistical data;*
- 4. Increased number (compared to baseline) of reported, investigated, prosecuted and adjudicated cases (pending the adoption of standardised reporting methodology, both basic counting units – cases and suspects to be used), taking into consideration seriousness (all levels of corruption) and diversity (sectors and fields); subsequent identification of main bottlenecks in the system.*
- 5. Increased capacity of trainees due to implemented trainings, minimum 15 trainings and 10% of all beneficiaries trained;*
- 6. Sufficient number of ToT trainees available for identified needs, roughly estimated at 30 amongst different beneficiaries;*
- 7. Judges, prosecutors and police officers and long-term training plan in place.*
- 8. Benchmarking system available at the end of the project;*

The following chapter of the report assesses the achievement of the expected results per objectively verifiable indicators listed above. The order of activities' elaboration was set as per achievements and not as per numerical order in the workplan. The elaboration of the results should also be read in conjunction with the section of the report that concerns the period of project extension.

The project achievements with regard to ER1 could be considered as twofold. On the one hand, capacity building activities and their follow up (**activities 1.2; 1.4 and 1.5**) were certainly highlights of the project and their results exceeded to a large extent the OVIs and overall expectations of the counterparts and the project team. The results of other activities (**1.1; 1.3 and 1.6**) were more variable

Activity 1.2 (*Prepare and provide multidisciplinary training and specialised courses to judiciary, prosecutorial services and law enforcement officers on corruption, economic crime cases, accounting and auditing; assist implementation of training into the training curricula*)

of relevant institutions) was carried out in a way where the first step was the preparation of the curriculum based on beneficiaries' needs and project's analysis of gaps and problems encountered in the previous anti-corruption/economic crime projects in Serbia. The curriculum, once accepted by the beneficiaries, was afterwards fully implemented in cooperation with the Judicial Academy. Firstly, **29** judges, police officers and prosecutors were trained as trainers thus becoming equipped to conduct trainings for their peers. Subsequently, the trainers held four large scale training seminars in the regions, attended by more than **110³** participants. Another important aspect of this activity includes the subjects discussed by the trainers. Namely, for the first time, concrete case studies which involved corruption investigation detected through audit procedures were presented. Beneficiaries considered this element as being of exceptional/added value which distinguished these trainings from previous and/or on-going efforts coming from other partners in the field. The assistance provided within this activity culminated during the extension period with the completion of the practitioners' manual, comprising four large scale corruption typologies. Specificities of this manual will be further provided in the section which elaborates on the activities during the extension phase.

The afore-mentioned curriculum was also incorporated in the official training programme of the Judicial Academy for future actions in this field, while respective national trainers and training materials remain at the disposal of the Judicial Academy for future trainings scheduled to be organised after the project's closure.

Trainings for undercover agents (**activity 1.4**) were also conducted based on curriculum for this specific profession that was developed by the Project. Successive implementation of this curriculum was an important investment into building knowledge of the staff and management of the Serbian Undercover Agents Unit. Themes such as EU countries' standards, human resources, recruitment policy, training needs, distribution of tasks, case management, risks involved when working with informants, cooperation with Units from the EU and non-EU member states, techniques for evidence gathering, backstopping, etc. have been elaborated in depth and through practical case studies. Apart from building the Unit's capacities, the programme also enabled its management to train and improve the selection of future agents. The quality of the training programme and its execution was highly praised both by the management of the Serbian Police and of the Undercover Agents Unit. The Unit now has 5 certified trainers which will be able to train newly recruited agents. Given the nature of this highly demanding profession, it is essential that the Unit possesses such capacity, taking into account constant changes with regard to human resources that such units, regardless to which jurisdiction they belong, are confronted with.

The project's efforts to increase capacities of journalists for improved investigative journalism with regard to corruption cases and their adjudication (**activity 1.5**) was a combination of tailored trainings and awareness raising events. They brought together professional journalists, the representatives of NGOs and Anti-corruption Agency. Trainings were based on a training manual prepared by the project which included sections on ethical standards for journalists, overview of the comparative practice, international standards, definition and key components of the investigative journalism, lists of potential challenges and ways to overcome them, practical examples/case studies and a glossary of legal terminology. Forty journalists, some of them being members of the most prominent electronic media (e.g. RTS and B92) took part in these trainings. Training

³ This number includes events that took place during the regular and also extension period of the project

manual for journalists was printed in more than 200 copies and, as per demand of different journalist associations, these copies were distributed throughout the country.

In view of the above, these three activities fully achieved and even exceeded the OVIs set – those listed under numbers 5, 6 and 7.

The project efforts to set up a reliable benchmarking system which would enable measuring progress of efficiency in investigating/prosecuting and adjudicating of corruption/economic crime cases (**activity 1.6** and its sister **activity 1.3** dealing with the introduction of an IT system to support the benchmarking), were only partially successful. Notably, the policy and methodology for setting up of such a system were delivered and as such, adopted by the main beneficiary. However, commitment to continue with creation of a reliable benchmarking system was lacking. Although these actions are also part of the Serbian Anti-corruption Strategy (2013-2015) and its Action Plan, the Ministry of Justice had not pursued the phase when the IT solution for making the proposed methodology operational would be created. This follow-up action needed strong commitment by all institutions – law enforcement and judiciary, and it involved, apart from the IT component, the assignment of staff who would be in charge for relevant databases. Although the project did everything to ensure its assistance in completing this phase, the MoJ simply ignored these efforts. Therefore, this activity has not brought tangible results. On the other hand, problems encountered were, beyond the project's control and fully dependable on MoJ's commitment. Therefore OVIs listed under 2, 4 and 8 were only partially achieved.

Activity 1.1 involved large scale analysis of risks concerning legislative and organisational obstacles to efficient criminal investigations and proceedings. Prior to the launching of this activity a specifically tailored methodology for the risk analysis was prepared. The analysis, carried out during the six months period, resulted in the final report which included *detailed analysis of international standards and Serbian legal framework; results and analysis of survey conducted among judges, prosecutors and lawyers on key obstacles in investigating, prosecuting and adjudicating corruption cases; analysis of sixteen corruption cases completed before the court; and comparative analysis of the Croatian anti-corruption legal system and practices*. Each section of the report contains a list of conclusions and potential risks.

The report contains twenty consolidated recommendations. It was made public in May 2014 while its recommendations were brought to the attention of the relevant policy makers and respective Working Groups assigned to draft different pieces of anti-corruption legislation/strategies. However, the overall impact of the analysis is difficult to assess given that some of the reforms in the anti-corruption field were not yet completed by the time the project reached its end. On the other hand, all relevant institutions and expert groups took this analysis into account when drafting their policies/legislation. This primarily concerns the Criminal Code revision. In conclusion, it may be said that the OVI listed under no.1 was achieved while OVI under no.2 could not be yet assessed to the full extent.

Furthermore, under Expected Result 1 the project provided support in drafting of and subsequent awareness raising on the **Law on Whistleblowers Protection**. Although this activity was not part of project's workplan, given the fact that the Council of Europe is the only international organisation with codified standards on protection of whistleblowers

(Recommendation CM/Rec(2014)7 of the Committee of Ministers to member States on the protection of whistleblowers) PACS delivered extensive assistance to MoJ at their request. During the drafting process, PACS experts delivered several opinions on the draft itself and also took part in the final meeting of the Working Group assigned to prepare this piece of legislation. Such an approach enabled the alignment of the draft law with the relevant CoE standards and good practice. Furthermore, the extension phase of the project enabled to conduct a number of awareness raising/training events which equipped Serbian labour inspectors with necessary skills to supervise the implementation of the new law. Equally as activities 1.2; 1.4 and 1.5, the project assistance concerning whistleblowers protection could also be deemed as one of the main achievements of the project.

In light of what has been elaborated with regard to activities 1.1, 1.3 and 1.6, it may be concluded that OVIs 2 and 3 were achieved while OVIs 1 and 8 were partially achieved. In addition, given the statistics available the OVI listed under number 3 was achieved, however, such an achievement cannot be attributed to the project's efforts only. In addition, the success of the assistance on the Law on Protection of Whistleblowers should also be taken into account in this context although none of the OVIs refer particularly to it.

Expected Result 2 (ER2)

OVIs

- 1. Minimum 50% of recommendations from risk analysis implemented and the extent to which they are implemented is specified (full compliance, partial compliance, non-compliance);*
- 2. At least three regulatory and institutional framework issues will be addressed in order to implement recommendations from risk analysis (e.g. promoting ethical conduct, preventing conflict of interest and removing organisational obstacles to combating corruption);*
- 3. Establishing methodology for collecting statistical data on internal corruption;*
- 4. Increased capacity of trainees due to implemented trainings, minimum five trainings;*
- 5. Minimum 10 ToT trainees available for identified needs (i.e. depending on recommendations from risk analysis).*

Expected Result 2 also dealt, to a large extent, with analysis of corruption risks and their mitigation. Two analyses were carried out – one analysing the corruption risks within the judiciary and the other one dealing with corruption risks within law enforcement (**Activity 2.1**). Both reports provided in-depth analysis on state of play of anti-corruption policies in the institutions concerned and set a number of recommendations how these efforts should be strengthened and enforced. For the law enforcement, the report concluded with **fourteen** recommendations, while the one for judiciary had **thirty three**. It is important to note that the analyses were not simply limited to the existence and risks of simplified corruption forms (e.g. bribery), but to a broader context in that sense – considering issues such as ethics and integrity, existence of nepotism, employment and career development processes, cronyism and any other similar practices.

Overall, the recommendations set in these reports were, to a large extent, implemented by the respective authorities. However, it is rather difficult to assess their implementation through a simple classification 'implemented', 'partially implemented' or 'not implemented' given the nature and complexity of some of the recommendations. While

the implementation rate is above the criterion set by the objectively verifiable indicator, it is worth noting that the on-going reforms need to be reassessed on an annual basis in order to evaluate if the achieved criteria are fully compliant or partially compliant.

For the *law enforcement*, almost all recommendations⁴ were taken into account and, for the majority of them, their implementation has been completed or is underway. In addition, the project extension allowed for the implementation of additional actions directly deriving from risk analysis' recommendations. In view of that, it could be concluded that the risk analysis for law enforcement even exceeded the requirements set by the indicators.

For *judiciary*, out of 33 recommendations, more than 50% were implemented (full or partial compliance) or their implementation is still underway. This evaluation takes into account the comments on the risk analysis prepared by the State Prosecutorial Council submitted three months after the report was officially sent to them. Although, the State Prosecutorial Council disagreed with a number of findings from the analysis, their response confirmed that a number of risk analysis recommendations had been taken into account. Moreover, a large number of recommendations of this analysis corresponds to measures foreseen in the Judicial Reform Action Plan (2013 – 2018). Relevant reports of the Working Group assigned to monitor the implementation of this Action Plan could also indicate the progress made in this direction. However, such a report has not been made available at the time of the preparation of the PACS final report.

As an element of direct assistance in implementing the findings of the risk analysis (**Activity 2.2**) the project supported the Ministry of Interior in amending the police code of ethics. The paper prepared by the project, apart from concrete recommendations for changes, also provided relevant international standards and trends in this area. The Working Group, tasked to amend the ethics code, will officially propose the changes to the ethics code, based on the project assistance in this matter, after the adoption of the new Law on Police.⁵

Therefore, the assessment of these activities confirms the achievement of the OVIs listed under numbers 1 and 2 for ER2.

Activity 2.3 provided comprehensive assistance in two areas – amending relevant legislation, and training the newly established disciplinary prosecutors' offices of the High Judicial and State Prosecutorial Councils. In other words, an expert opinion on the Rulebooks for disciplinary proceedings of High Judicial and State Prosecutorial Councils was prepared based upon which the Rulebooks were amended. Further to that, a training seminar and a study visit for disciplinary prosecutors and members of the disciplinary commissions of the aforementioned councils were held. The latter actions were organised in cooperation with the OSCE, which had also been active in this particular field. The training and the study visit were tailored as to comprise both national and international good practice, including the ECtHR case law. Disciplinary prosecutors, their deputies, disciplinary commissions of both Councils and their secretariats took part in these events.

⁴ The risk analysis set four key recommendations and other five recommendations. Overall they targeted management, leadership, ethics, integrity and, above all, prevention of corruption in a long term.

⁵ The Law on Police was adopted on 26 January 2016.

Activity 2.4 presents another highlight of the project. It included several actions – completion and implementation of the training curricula for judges and prosecutors on the one, and police on the other side.

The Curriculum on Integrity, Ethics and Prevention of Corruption/Misconduct for Judges and Prosecutors, specifically tailored for the professions concerned, was the basis upon which a core team of judges and prosecutors (**22** of them) were trained as trainers in this matter. Afterwards these trainers delivered a number of cascade trainings to their peers throughout the country. During the lifetime of the project more than **280** judges, prosecutors and students of the Judicial Academy attended these training events. The curriculum was adopted by the Judicial Academy which now considers it as its official curriculum in this matter. These trainings continued beyond the lifetime of the project thus ensuring sustainability of this activity.

Parallel to this and in line with the recommendations of the risk analysis within law enforcement, the project negotiated the possibility to use the European Police College (CEPOL) training curriculum on ethics and integrity for police in Serbia. The negotiations resulted in signing of the Memorandum of Understanding (MoU) between the Council of Europe and CEPOL on 11 December 2014. By signing this MoU, the Council of Europe has been granted the permission to use CEPOL's Common Curriculum in each of its member states with the aim to facilitate international multi-disciplinary police cooperation. Value added from this partnership is that the curriculum was made available to Serbian police also in local language. The curriculum became operational through multiple trainings held by PACS together with police officials. Overall, **11** police officers became certified trainers on police ethics and integrity.

Therefore, it could be concluded that other OVIs listed under this ER – 4 and 5 were exceeded. As regards OVI no.3 – it is fully linked with the achievement of activity 1.6 of the ER1 and thus can be considered as partially achieved.

4.2 Extension period

The extension period of the project lasted from 15 April 2015 to 31 January 2016. A specific workplan was developed and it included only activity 1.6 from the original project workplan. Other activities were either a continuation of what has already been initiated or were a result of beneficiaries' specific needs. Overall, the extension period had a very positive impact in assuring the already achieved results and building upon them.

Most notably, it enabled:

- practical application of the Law on Protection of Whistleblowers by the labour inspectors, who are, as per this law, in charge of supervising the application of this legal act;
- streamlining of the training related to the issues elaborated in the Financial Investigation Strategy;
- continuation of tailor made trainings for prosecutors, judges and Judicial Academy students on ethics and integrity;
- carrying out an analysis on specific risks on exposure to corruption for specific professions/posts within police;
- provision of the expert assistance and facilitation of public discussion on the introduction of integrity testing within police.

All the aforementioned activities were implemented and some of them even exceeded the results expected by the respective counterparts. This primarily concerns the trainings and provision of the manual for the Financial Investigation Strategy training programme, implementation of the training programme on judicial ethics and both activities that targeted police – expert assistance on integrity testing and risk analysis on exposure to corruption of specific professions. Confirming this evaluation are the relevant reforms that were carried out during or following the completion of the project – the Law on Police was adopted and it introduced provisions on bylaws, which were prepared based on project assistance (e.g. integrity testing and asset declaration); Judicial Academy continued the training programme in 2016 based on PACS curriculum; while the manual on investigating and prosecuting corruption detected through audit procedures is widely used in follow-up training programmes organised either by the national or international organisations in Serbia. Therefore, it can be concluded that the extension period brought tangible results and thus completely justified project’s initiative for its no-cost extension.

4.3 Table of project activities and deliverables

Original workplan

Activity	Deliverables	Status	Specific challenges
Expected Result 1 - Strengthened capacities to investigate and adjudicate corruption offences			
Activity 1.1 - Carry out risk analysis in order to asses regulatory and organisational obstacles to efficient criminal investigations and proceedings and provide recommendations for improvement of internal procedures, coordination between institutions which have jurisdiction on combating corruption (i.e., exchange of information and tools used to provide public information on those risk analysis results).			
Action 1.1 - Development of the Risk Analysis methodology	Risk Analysis Methodology Guide (Technical Paper)	Completed	no
Action 1.2 - Conducting Risk Analysis and provision of the final report and recommendations	Risk Analysis Report (Technical Paper)	Completed	no
Action 1.3 - Public event to announce and discuss the Risk Analysis final report and recommendations	Conference held on 30 September 2014	Completed	no
Action 1.4 - Publication of Risk Analysis final report and recommendations	Publication	Completed	no
Activity 1.2 - Prepare and provide multidisciplinary training and specialised courses to judiciary, prosecutorial services and law enforcement officers on corruption, economic crime cases, accounting and auditing; assist implementation of training into the training curricula of relevant institutions			

Activity	Deliverables	Status	Specific challenges
Action 1.2.1 - One fact finding mission of international experts aimed at gathering input for preparing training curricula	Working meeting with relevant counterparts held	Completed	no
Action 1.2.2 - Creation and meeting of the Working Group composed of international and national experts to discuss training needs	Working Group composed of national and international experts established	Completed	no
Actions 1.2.3 – 1.2.4 - Finalisation of the training curricula and preparation of training manual	Technical Paper/Training Curricula; CoE Training Manual on Basic Anti-corruption concepts translated into Serbian and published; additional material – Technical Paper on law enforcement access to databases (German experience) delivered	Completed	no
Actions 1.2.5 – 1.2.6 – Two specialised training courses – training of trainers	Two trainings held and list of certified trainers available	Completed	No
Actions 1.2.7 – 1.2.10 – Four trainings conducted by new trainers	Four trainings held in four different regions	Completed	no
Activity 1.3 - Introduce new techniques (IT tools and possibly use of data base) and strategic capacities of prosecutorial services to investigate corruption and white collar crime			
Action 1.3.1 - Provision of the analysis and recommendations for improvements in usage of the existing system(software)	Please refer to activity 1.6	Completed	n/a
Action 1.3.2 - Workshop to discuss the technical/scooping paper	Please refer to activity 1.6	Completed	n/a
Action 1.3.3 - Provision of one training on usage of new techniques	Please refer to activity 1.6	Completed	n/a
Activity 1.4 - Provide specialised training for undercover agents in charge of cooperating with prosecutorial services and law enforcement agencies aimed at collecting evidence by inter alia use of special investigative means (e.g. simulated legal affairs, surveillance)			

Activity	Deliverables	Status	Specific challenges
Action 1.4.1 - One fact finding mission of international experts aimed at gathering input for preparing training curricula	Meetings held with the management and staff of the Undercover Agents Unit	Completed	no
Action 1.4.2 - Creation and meeting of the Working Group composed of international and national experts	Working Group composed of national and international experts established	Completed	No
Action 1.4.3 - Finalisation of the curricula	Training Curricula (Technical Paper)	Completed	no
Actions 1.4.4 – 1.4.5 One in country training and one international specialised training	In country trainings held; study visit – international specialised training held in Germany	Completed	No
Activity 1.5 - Organise awareness raising and training workshops for journalists and civil servants in view of reporting on corruption cases and their adjudication, as well as investigative journalism; assist implementation of training into the training curricula of relevant institutions			
Action 1.5.1 - Preparation of training material	Training materials/manual delivered	Completed	no
Action 1.5.2 – Awareness raising event	Event held with participation of journalists, NGOs and Anti-corruption Agency	Completed	No
Action 1.5.3 – Training course for civil servants	Training held	Completed	No
Actions 1.5.4 – 1.5.5 – Training courses for journalists	Two trainings held	Completed	No
Action 1.5.6 – Publication of training materials	Manual published	Completed	no
Activity 1.6 - Setting up a benchmarking system in measuring progress and level of efficiency of tracking/handling of corruption/economic crime cases in the Serbian judiciary and law enforcement system. The benchmarking system will be carried out throughout the process of implementation of the project and delivered at the end of the project in order to allow all target and beneficiary groups to provide inputs and data in building up the system which is expected to be used by the Serbian authorities as of the end of the project			
Action 1.6.1 - Organisation of the fact finding mission of international experts to assess state of play concerning current	Mission held and assessment report delivered	Completed	No

Activity	Deliverables	Status	Specific challenges
system of statistics on investigation, prosecution and adjudication of the corruption/economic crime cases			
Action 1.6.2 – Provision of policy advise on setting up reliable record keeping methodology/statistics on corruption/economic crime cases and benchmarking system which would enable Serbian authorities to measure progress in investigating, prosecuting and adjudicating corruption/economic crime	Technical Paper elaborating also on practical implementation of the methodology delivered	Completed	No
Action 1.6.3 – Organisation of a workshop to discuss the proposed record keeping methodology and benchmarking	Two workshops to further elaborate and finalise the TP were held	Completed	no
Action 1.6.4 – Finalisation of the recommendations and templates for record keeping/statistics on corruption/organized crime/economic crime cases and benchmarking system	Recommendations presented to the Ministry of Justice Working Group	Completed	Although a Working Group was established at the MoJ's initiative, no further activities were held following PACS workshops on record keeping methodology
Action 1.6.5 – Workshop to discuss the implementation of the new record keeping methodology and benchmarking-presentation of the statistical data	n/a	Not delivered	Any further activities aimed at making the methodology operational were not held due to lack of cooperation from the MoJ's side
Action 1.6.6 – Publication of the new record keeping methodology and benchmarking	n/a	Not delivered	Please refer to the previous action
Expected Result 2 - Strengthened capacities to fight corruption within the justice			

Activity	Deliverables	Status	Specific challenges
sector			
Activity 2.1 - Carry out risk analysis on the current situation with regard to possibilities and actual extent of corruption within the judiciary, prosecution and law enforcement and provide recommendations			
Action 2.1.1 - Development of the Risk Analysis methodology (in conjunction with action 1.1.1)	Please see activity 1.1	Completed	no
Action 2.1.2 – Conducting Risk Analysis and provision of the final report and recommendations	Two risk analyses were completed and two sets of specific recommendations to address identified shortcomings delivered	Completed	No
Actions 2.1.3 – 2.1.4 - Public event to announce and discuss Risk Analysis final report and recommendations; and Publication of the report	Two conferences were held – one for law enforcement and one for judiciary	Completed	No
Activity 2.2 - Assist with implementing recommendations from risk analysis, especially with regards to introducing ethical rules and with regards to organisational aspects (including selection/appointment procedures in the judiciary)			
Action 2.2.1 - Provision of the expert assistance in implementing selected recommendations from risk analysis report (to be selected by the beneficiary)	Trainings as a follow up to recommendations to judiciary designed and held (some of them during the extension period)	Completed	no
Action 2.2.2 – Provision of the expert opinion and assistance in revising/amending the ethical code and internal rules of procedure	Expert opinion on police code of ethics delivered	Completed	no
Activity 2.3 - Provide legal opinions and advice to the High Judicial Council and State Prosecutors Council with regard to disciplinary rules and measures against ethical violations from judges and prosecutors when construed as corruptive practices/allegations and assist implementation			
Action 2.3.1 - Strengthening the capacities and role of the disciplinary prosecutors through assistance in revising of the existing legal framework and provision of recommendations aimed at strengthening disciplinary prosecutor's role	Expert opinion on legal framework for both – High Judicial and State Prosecutorial Councils delivered	Completed	no

Activity	Deliverables	Status	Specific challenges
Action 2.3.2 – Provision of one in country training	Training held (in cooperation with OSCE)	Completed	No
Action 2.3.3 – One study visit for disciplinary prosecutors (for the same participants as under action 2.3.2)	Study visit held (in France)	Completed	no
Activity 2.4 - Provide training for judges, prosecutors and law enforcement agencies on aspects of detecting corruption and controlling conflict of interests within the structures; assist implementation of training in the framework of the training curricula of relevant institutions			
Action 2.4.1 - Fact finding mission of international experts aimed at gathering input for preparing training curricula	Mission held	Completed	no
Action 2.4.2 – Creation and meeting of the Working Group composed of international and national experts to discuss training needs	2 Working Groups (one for law enforcement and one for judiciary) composed of national and international experts established	Completed	No
Action 2.4.3 – Finalisation of the training curricula	Training curricula delivered and published – it is important to note that one curriculum was prepared for judiciary and other one for law enforcement. The latter took into account CEPOL achievements in this area through signing of the MoU	Completed	no
Action 2.4.4 - Specialised training course for trainers	Four specialised training of trainers courses (two for judiciary and two for law enforcement) were held and lists of certified trainers among police officers, prosecutors and judges available	completed	No
Actions 2.4.5 – 2.4.10 – Six	Six follow-up	completed	no

Activity	Deliverables	Status	Specific challenges
specialised trainings conducted by new trainers	trainings for judiciary were held by national trainers		

Note: as already elaborated above, activities concerning the legislation on whistleblowers and its deliverables (**two technical papers and one workshop**) were not included in the table as they were not a part of the original workplan.

Workplan for extension (15 April to 31 December 2015)

Activity	Deliverables	Status	Specific Challenges
Expected Result 1 - Strengthened capacities to investigate and adjudicate corruption offences			
Activity 1.1 - Carry out risk analysis in order to assess regulatory and organisational obstacles to efficient criminal investigations and proceedings and provide recommendations for improvement of internal procedures, coordination between institutions which have jurisdiction on combating corruption (i.e., exchange of information and tools used to provide public information on those risk analysis results)			
Action 1.1 Provide support to implementation of the Law on Protection of Whistleblowers	Six trainings for labour inspectors held	Completed	no
Activity 1.2 - Carry out risk analysis in order to assess regulatory and organisational obstacles to efficient criminal investigations and proceedings and provide recommendations for improvement of internal procedures, coordination between institutions which have jurisdiction on combating corruption (i.e., exchange of information and tools used to provide public information on those risk analysis results)			
Activity	Deliverables	Status	Specific Challenges
Action 1.2.1 – Facilitate implementation of the financial investigation strategy through support in preparation of the framework MoU and other instruments for establishing joint investigative teams	Draft MoUs made available to the MoJ; a conference and a training seminar held; manual to facilitate the implementation of the Strategy delivered and published	Completed	no
Activity 1.6 - Setting up a benchmarking system in measuring progress and level of efficiency of tracking/handling of corruption/economic crime cases in the Serbian judiciary and law enforcement system. The benchmarking system will be carried out throughout the process of implementation of the project and delivered at the end of the project in order to allow all target and beneficiary groups to provide inputs and data in building up the system which is expected to be used by the Serbian authorities as of the end of the project			
Action 1.6.1 – Provide training for focal points from institutions responsible for implementation of the new methodology	n/a	Not completed	Due to the lack of cooperation and support from the MoJ these activities were not delivered
Action 1.6.2 – Organise study visit for focal points	n/a	Not completed	

Expected Result 2 - Strengthened capacities to fight corruption within the justice sector			
Activity 2.4 - Provide training for judges, prosecutors and law enforcement agencies on aspects of detecting corruption and controlling conflict of interests within the structures; assist implementation of training in the framework of the training curricula of relevant institutions			
Action 2.4.1 – Provide four trainings for judges on ethics, integrity and conflicts of interest	Four trainings held	Completed	no
Action 2.4.2 – Provide four trainings for prosecutors on ethics, integrity and conflicts of interest	Four trainings held	Completed	No
Action 2.4.3 –Conference on judicial ethics and integrity for JA trainees	Two conferences held		no
Activity	Deliverables	Status	Specific Challenges
Action 2.4.4 – Prepare expert opinion/policy advice on asset declaration within law enforcement (including guidelines on analysis of corruption risks for specific professions/posts within police are exposed to)	Three technical papers delivered – overview of the draft legal framework; draft guidelines on risk analysis; and final risk analysis report, including the risk register	Completed	
Action 2.4.5 –Organise RTB on integrity testing in police (pending adoption of the new Law on Police)	RT held and two technical papers on integrity testing delivered	Completed	

5 COOPERATION WITH STAKEHOLDERS

Cooperation between the PACS project and the relevant state authorities has been outstanding throughout the lifetime of the project. The only exception to this was the period of last four months (September – December 2015) when the cooperation from the Ministry of Justice was lacking.

5.1 Counterparts and beneficiaries

Cooperation and communication between the PACS project and its main counterpart, the Ministry of Justice, has been excellent up to September 2015. The MoJ has recognised PACS as an important mechanism for technical assistance not only in the process of the implementation of the Anti-corruption Action Plan's measures but also in other areas, such as judicial reform and the implementation of the National Judicial Reform Strategy, whistleblowers protection and implementation of the Financial Investigations Strategy.

Cooperation with the Ministry of Interior has also been exceptionally appreciated. The Ministry cooperated fully and efficiently in the process of risk analysis and initiated a number of steps aimed at the implementation of the risk analysis recommendations. As a result of exceptional communication with the Ministry of Interior, a number of different training programmes, including for various entities of the ministry (e.g. Internal Control; Special Department for Combating Organised Crime; Undercover Agents Unit, etc.), were carried out. The cooperation culminated during the extension phase when several important activities directly contributed to the implementation of the new Law on Police.

The level of cooperation with other beneficiaries – prosecutors' offices and courts has also been outstanding. The same applies to the High Judicial Council and the State Prosecutorial Council. Their active involvement in the implementation of the risk analysis (activity 2.1), training of trainers (activities 1.2 and 2.4) and subsequent training programmes (including those during the extension period) confirmed their full commitment and readiness to take on project achievements and incorporate its deliverables into their work and practice.

Cooperation with the Judicial Academy was more than efficient. The Academy significantly contributed to project deliverables, such as the two curricula that were produced under activities 1.2 and 2.4. As already noted, these curricula became official documents of the Academy thus ensuring the ownership and sustainability of the project results.

Cooperation with the Academy of Criminalistics and Police Studies, the Anti-corruption Agency, Anti-corruption Council, State Audit Institution and Administration for the Prevention of Money Laundering has also been very good.

5.2 Third parties

PACS has been actively cooperating with other donors involved in anti-corruption reforms in Serbia. In particular, the communication and coordination with the OSCE, UNDP and the Anti-Corruption team at the US Embassy resulted in successfully avoiding any overlap of activities.

Several activities such as the training for disciplinary prosecutors of the High Judicial and State Prosecutorial Councils (activity 2.3), as well as the large scale training on the Financial Investigations Strategy (activity 1.1 of the extension period workplan) were jointly organised with the OSCE and US Embassy agencies to the full satisfaction of all partners and beneficiaries.

The cooperation that also generated concrete and tangible results, included two national institutes – the Institute for Comparative Law, whose experts prepared the risk analysis concerning legislative and organisational obstacles to efficient criminal investigations and proceedings (activity 1.1); and the Novi Sad School of Journalism – the institute that supported the implementation of activity 1.5.

On the NGOs side, PACS collaborated intensively with the Belgrade Center for Security Policy (BCSP), an NGO that also carried out a study on corruption risks within the police. This cooperation was extended to a number of PACS activities that were carried out during the extension period, and involved joint efforts in aligning draft bylaws with the provisions of the new Law on Police.

With regard to whistleblowers protection, PACS also cooperated with the NGO ‘Pistoljka’ during the drafting of the law and subsequently in awareness raising events in this matter.

Last but not least, active cooperation with Transparency Serbia was a continuous effort and their inputs were important for a number of PACS deliverables – most notably the three risk analyses and the law on protection of whistleblowers.

6 MONITORING AND EVALUATION

In line with EU policy and practice concerning the evaluation of the projects funded by their side, PACS was assessed twice through the **EU Result Oriented Monitoring (ROM)** – first monitoring mission took place in October 2013, while the second one took place a year later – in October 2014. The aim of these assessments was to provide external, objective and impartial feedback on the performance of the project.

While the first assessment mostly referred to the expectations and commitments needed from the beneficiaries’ side, the second ROM report was prepared in line with the new approach for such evaluations covering three different projects in the anti-corruption field and providing a horizontal review of their results. In addition to PACS, *Support to the Rule of Law System in Serbia, Component II: Enforcement of Civil Claims* (implemented by GIZ) and *Multi-donor Trust Fund for the Justice Sector Support* (implemented by World Bank), were subjects of the monitoring process.

The report was released in November 2014 and it granted a grade A (‘very good’) for relevance of the projects and their efficiency, while quality of their design, effectiveness, impact to date and sustainability received the mark B (‘good’). PACS project was praised for:

- Highly efficient implementation with high quality outputs/deliverables;
- Sound project management including regular reporting and careful control by the Council of Europe of the utilisation of project funds;

- Excellent cooperation and communication with project beneficiaries “*indicating high appreciation for the project results but also performance above expectations. This example of partner collaboration could be disseminated further as a success story*”
- Close follow up of donor activities to avoid overlapping and create synergies.

Finally, two recommendations were made - one addressed to the European Union Delegation and the other one to the Council of Europe. The latter focuses on the follow-up of the risk analyses and inclusion of a detailed follow-up on the status of implementation of the main recommendations. The recommendation was taken on board and applied in project reports, including the present one.

The **final evaluation of the project** was carried out as foreseen by the Description of Action – i.e. two months prior to the project completion. The evaluation was conducted by an independent expert, *commissioned with the agreement of both signatories of the Project Agreement – Council of Europe and European Union*. The objective of the evaluation was to “*provide an assessment of the overall progress of the project during its implementation against the project’s expected results and its activities (as set out in the Description of Action), its impact and added value.*” Specifically, the evaluator was tasked to look at the following aspects: impact, external factors, project design and implementation methods, and the project’s actions in the context of overall efforts/on-going programmes in the country.

The final evaluation report, released in January 2016, drew the following **conclusions**:

Recommendation 1. Continue the initiatives started by the Project so to further invest in sustaining positive results and to contribute to the Project goal to contribute to democracy and the rule of law through the implementation of institutional reforms aimed at preventing and combating corruption.

The Council of Europe is currently not developing a follow-up Project in the sector, it should maintain its presence and indirect political support through its country activities towards enabling stronger framework for advancement of institutional reforms aimed at prevention and combating corruption.

Recommendation 2: Council of Europe HQ and its Serbia office should explore whether and how they can draw upon Project specific experience to inform overall organisational learning and theory building.

Council of Europe HQ and its Serbia office should jointly explore whether and how relevant experiences and insights gained through the implementation of focused Projects, such as the one under review might be used even more effectively to inform organisational learning within Council of Europe, and inform the building or elaboration of existing theories – be it (in this case) as regards the work on strengthening capacities of law enforcement agencies and judiciary to detect, investigate, prosecute and adjudicate corruption cases; in view of working in countries in transition; or in view of the use of a system-oriented, broad Project design.

Recommendation 3: Council of Europe HQ should explore whether and how they can utilise developed products to inform and optimize institutional knowledge management.

Closely linked and building on recommendation 2 of this report is the recommendation to expand potential usage of PACS deliverables (e.g. risk analysis methodologies, manuals (on judicial ethics and on investigating and prosecuting corruption as a follow up to audits report), curricula (developed by COE and in cooperation with other partners), beyond the Serbian context. These products may serve as quality inputs for institutional strengthening in other countries in the region and beyond and would offer potential for further development and adaptation to national contexts.

Recommendation 4. The CoE should consider developing a tracking mechanism to monitor the national partners' progress over the lifespan of the Project, and to determine how and the extent to which advice provided under the Project has been applied.

The Project reports offer good insight into the progress on achievement of set results within the Project DoA. To strengthen institutional knowledge and also understand the level of change in partner institutions, CoE Projects should consider development of comprehensive M&E mechanisms which would track the level of application of new knowledge and mechanisms offered by the Projects. Such data would be beneficial not only for the Project but for the wider audience interested in the thematic areas covered by the given intervention.

Recommendation 5. The EU, national partners and CoE should consider devising rules of procedure of Project Steering Committees (SC) so to ensure that the decisions and interventions agreed upon by the SC are followed through.

The PACS Project Steering Committee has been instrumental in adopting a range of decisions of importance to the Project but also in monitoring the progress of the Project. However, experience of an abrupt halt of communication from the side of MoJ regarding the final Project activities, including IT, shows that the SC did not take all the necessary measures to ensure that all national partners (particularly members of SC) follow through on agreed Project interventions. The partners, EU, CoE and national counterparts, belonging to the SC in future Projects should consider adopting rules of procedure by which the commitment of the partners should be maintained for all interventions agreed upon and adopted by the SC. Only in such way, the SC will truly fulfil its purpose.

6.1 Situation in the sector when the project was launched versus now – concrete changes/reforms supported through project actions

Assessing corruption or understanding its extent within a particular jurisdiction is a demanding task. Corruption cannot easily be measured, at least not in broad terms of 'the level of corruption in a country'. A number of academic and other research works on this

particular issue have been done, hence no common and universally accepted approach has been agreed up to date.

Possibly the most known method in measuring corruption is the Transparency International Corruption Perceptions Index (CPI) – during the lifetime of the project Serbia had slight worsening in its score – from 42 (being placed as 72nd in the list of countries) in 2013; 41 in 2014 (being 78th in the list), to 40 (71st place in the list) in 2015. However, it is important to note that the project does not regard such indices as an accurate indicator of the situation in a country, for a number of methodological reasons upon which the indexes and scorings are made.

Another indicator could be the Council of Europe Group of States against Corruption (GRECO)⁶ evaluation that took place in 2014, with the report on Serbia being adopted in June 2015.⁷ The fourth GRECO evaluation round regards issues which are (theme wise) quite close to those that were the subjects of PACS interventions. They cover judiciary (including prosecutors) and members of the parliament and in particular: ethical principles and rules of conduct, conflict of interest, prohibition or restriction of certain activities, declaration of assets, income, liabilities and interests, enforcement of the rules regarding conflicts of interest and awareness. The GRECO report also made a number of references to the PACS activities and the support provided by the project in this context. Moreover, the project's risk analysis on corruption within judiciary was also made available to GRECO evaluation team prior to the on-site visit to Serbia. Overall, the evaluation report concludes with eight consolidated recommendations to prosecutors and judges and two general recommendations regarding '*all categories of persons*'. GRECO invited the authorities of Serbia to submit a report on the measures taken to implement the above-mentioned recommendations by 31 December 2016.

6.2 Major challenges

The policy success stories of the project are mainly the ones involving changes in the relevant policies or practices applied. In short, this includes project interventions with regard to legislative changes and developments (e.g. Law on Whistleblowers Protection, draft Criminal Code, relevant bylaws as foreseen by the new Law on Police, etc.), different processes in assessing corruption risks (e.g. police applied PACS methodology as its own in conducting risk analysis) and capacity building (curricula on ethics and integrity for judiciary and police are formally adopted by relevant institutions; project guidelines in investigating corruption/economic crime are a part of mandatory training, etc.). The main question that remains with such achievements is the extent to which they are sustainable thus further implemented in practice once the project is closed. It might therefore be concluded that proper implementation and building upon these achievements remains a major challenge for almost all project beneficiaries.

Further development and implementation of anti-corruption policy will also largely depend on political will. This mainly concerns the coordination and monitoring of the implementation of the relevant policies that, to some extent, has been weak in past years in Serbia.

⁶ <http://www.coe.int/greco>

⁷ <http://www.coe.int/greco/serbia>

Last but not least, in several areas PACS assistance has only been absorbed/used to a limited extent. This primarily concerns the implementation of the methodology for measuring the progress in prosecuting/adjudicating corruption (activity 1.6) by the Ministry of Justice and, to some extent, implementation of risk analysis recommendations by the High Judicial and State Prosecutorial Councils.

6.3 Lessons learnt

The PACS project was based on a logframe and Workplan that contained activities covering a wide number of areas. The consequence of such an approach is that the project was not in a position to focus only on those of key importance. However, the extension period enabled better disbursement of overall project resources and focus on institutions which has proven the best in terms of their absorption capacities (e.g. police, Judicial Academy). Therefore, the PACS assistance again confirmed the necessity to realistically assess the absorption capacities of different counterparts.

Another important lesson would be proper planning. Namely, during the project inception phase, when the logical framework was already agreed and project contract signed, the Government initiative to adopt the new Anti-corruption Strategy and Action Plan was launched. Some of the project activities, which were not directly linked to the measures foreseen by these new policy documents, were therefore not considered as priority by the relevant institutions. However, thanks to the efforts of the project team and the Council of Europe and the European Union, this risk was managed and the risk of their non-implementation and/or replacement by other activities was minimised.

7 CONCLUSIONS

Overall, it can be concluded that the PACS Project achieved its intended objective and expected results. The logframe scope was further extended with the new activities held during the extension phase, thus exceeding the original plan of actions.

PACS comprehensive risk analyses reports provided an in-depth analysis of Serbia's key problems with regard to existence and actual extent of corruption within key institutions – judiciary and police. Their recommendations inspired a number of legislative and other reforms and had a direct impact on their policies. This impact, however, could not be considered equal in different beneficiary institutions - e.g. police was probably more active in implementing these recommendations than the judiciary. The recommendations that are yet to be implemented have the potential to maintain significant impact on the development of Serbia's judicial and law enforcement reforms, their legal framework and operational practices in the anti-corruption field. PACS risk analyses should serve in the future as a baseline for authorities and all other relevant stakeholders in their efforts to effectively fight and prevent corruption.

The project activities largely contributed to capacity building of beneficiary institutions. A number of relevant publications/manuals already serve the authorities for continuation of the capacity building programmes introduced by the project. This was an encouraging development which is expected to have a direct impact on better investigations, prosecutions and subsequent adjudication of different types of corruption offences,

introduction and respect of ethical standards, stronger institutional integrity, improvement of disciplinary proceedings, better investigative journalism, etc. These activities also confirmed the project's ability to ensure the sustainability of its interventions.

Last but not least, legislative changes/developments proposed by the project have also played an important role in PACS overall impact. Furthermore, the project not only supported the drafting of legislation, it also strongly contributed to establishing good practice on how it could be implemented (e.g. training courses for police on ethics; trainings for disciplinary prosecutors of the High Judicial and State Prosecutorial Councils in light of changes of their regulatory framework; training seminars for labour inspectors on supervising the implementation of the law on whistleblowers protection, etc.). Again, it could be said that this largely contributed to further sustainability of the achievements related to legislative reform.

8 RECOMMENDATIONS FOR FUTURE ACTIONS

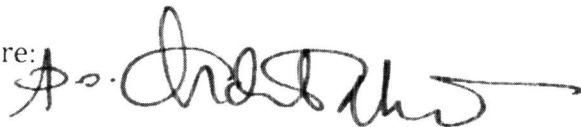
Based on the implementation and impact of the project and challenges remaining, as mentioned above, PACS considers that the following actions by the authorities are of key importance:

- Conduct proper research on specific sectors and institutions based on the PACS risk assessment methodology. Prior to submission of the integrity plans (as per the Law on Anti-corruption Agency), relevant institution should carry out highly-targeted risk assessments thus creating a proper basis for follow-up integrity plans. The good practice of the Internal Control Sector of the Ministry of Interior (which is already applying this) could be useful for other institutions.
- Make more vigorous and sustainable efforts to implement risk analysis pending recommendations, especially those that concern High Judicial and State Prosecutorial Councils;
- Apply and further strengthen knowledge and experience acquired during the implementation of the PACS curricula. This concerns all training/capacity building programmes carried out during the lifetime of the project.
- Ensure, through targeted surveys and assessments, that good practice in implementing the Law on Whistleblowers Protection is maintained through continuation of capacity building programmes for different professions (judges, prosecutors, labour inspectors, etc.);
- Continue efforts to set the reliable benchmarking system and overall crime statistics in the country. Given that the Ministry of Justice already accepted the PACS methodology as its own, further efforts should be invested to make this methodology operational.

- Further improve inter-institutional cooperation and ensure that the State Audit Institution is more involved in detecting corruption. Use the good practice set by the project to further explore the possibility to use their expertise in investigating corruption.
- On a more general level, Serbia needs to enhance and improve its general monitoring mechanisms with regard to implementation of the relevant anti-corruption policies. Better coordination and cooperation among key institutions – e.g. Anti-corruption Agency and the Ministry of Justice is of crucial importance in this endeavour.

Name of the contact person for the Action: Ivan Koedjikov

Signature:



Date:

22.07.2016

9 LIST OF ANNEXES

9.1 Annex I: Visibility action

The project continuously paid special attention to the visibility of its actions. During the inception phase, the visibility strategy was prepared in line with the Visibility Guide for European Union/Council of Europe Joint Programmes' visual identity. It serves as the basis for all further visibility actions.

Project news, events and outputs/deliverables (e.g. publications, expert opinions and policy advice papers) were regularly reported on the Council of Europe Economic Crime and Cooperation Unit website (<http://www.coe.int/corruption>) and the section which is exclusively dedicated to the PACS project (www.coe.int/pacs). Moreover, the project has its own web-page as a part of the web site of the Council of Europe Office in Belgrade (<http://www.coe.org.rs>).

A number of high level events (conferences and media pool) were organised throughout the project's lifetime. Some of them were extensively reported by major media outlets in the country. Relevant media reports could be seen through the following links: [B92](#); [Tanjug](#); [National TV \(RTS\)](#); [Novi Magazin](#); [N1 TV](#); [RTS](#), [Blic news](#); [daily Danas](#);

Not only had the project website reported on the activities that were of high visibility for the wider public. A number of others, including not only beneficiaries, but also academic and non-governmental institutions made links to project's deliverables and suggested them to be used by the expert community and the wider public. These could be found via following links:

[Judicial Academy](#); [State Audit Institution](#) [Ministry of Interior](#)
[Public Prosecutor's Office](#) [Supreme Court of Cassation](#) [Serbian EU Integration](#)
[Office Novi Sad School of Journalism](#) [NGOs](#); [Pravni portal](#)

Moreover, one of the links was created even beyond the national level – [the Slovenian National Library introduced PACS publication on risk analysis within law enforcement in its database](#).⁸

PACS project was also the first joint EU/CoE project that took active part in the EU-funded projects Fair, organised by the EU Delegation to Serbia in cooperation with Serbian EU Integration Office in March 2015. The Fair featured a selection of successful EU-funded projects implemented in Serbia and had extensive media coverage.

⁸ Once the user opens the link, he/she needs to open the 'search tool' and then insert the authors' names (Robert Sumi or Lado Lalacic) in order to open the link to PACS publication.

Project Start up and Final Conferences



Devenport: Borba protiv korupcije mora biti beskompromisna



Izvor: FoNet/Nenad Đorđević

Michael Davenport

razmišljati o budućnosti Evrope | Tramp ubedljiv, Sanders pobedio u Zapadnoj Virđžiniji

POČETNA **VESTI** **EKONOMIJA** **SVET** **SPORT** **OPUŠTENO**

[/VESTI](#) ► [BORBA PROTIV KORUPCIJE EFIKASNA SAMO AKO JE BESKOMPROMISNA](#)

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[G+1](#)

17.12.2015 Beograd

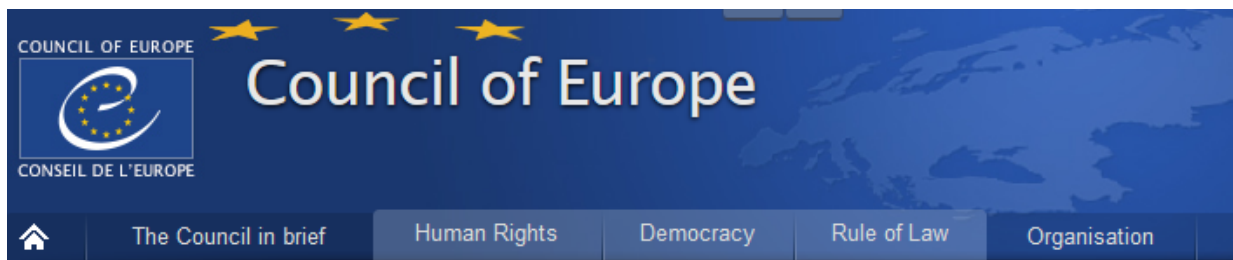
Borba protiv korupcije efikasna samo ako je beskompromisna



Foto: Tanjug/Zoran Žestić

Borba protiv korupcije može biti efikasna samo ako je sistematična, koordinirana i beskompromisna, i ako u tome učestvuju državni organi, nevladin sektor, mediji i građani, rečeno je danas na završnoj konferenciji projekta "Jačanje kapaciteta policije i pravosuđa u borbi protiv korupcije u Srbiji".

Screenshot of the Project website



[Council of Europe](#) > [Human Rights and Rule of Law](#) > [Action against economic crime](#)

Action against economic crime

[BACK](#)

PACS-Serbia - Strengthening the capacities of law enforcement and judiciary in the fight against corruption in Serbia



In recent years, Serbian authorities undertook a number of important steps in the fight against corruption, including the ratification of key Council of Europe legal instruments in this field - Criminal and Civil Law Conventions against Corruption, as well as the Additional Protocol to the Criminal Law Convention. Despite the reforms undertaken, corruption remains a serious concern for the people of Serbia. The Serbian authorities have acknowledged that corruption is a priority issue that requires comprehensive and serious countermeasures. This includes adequate responses to various challenges in investigating, prosecuting and adjudicating corruption and white collar crime. With the above in mind, the Council of Europe and the European Union have launched, in December 2012, a joint project "Strengthening the Capacities of Law Enforcement and Judiciary in the Fight against Corruption in Serbia" (PACS). With duration of 28 months, the project will encompass specialised training designed for the judiciary, prosecution and law enforcement officers; introduce new IT tools to investigate corruption and white collar crime; and will conduct risk analyses and provide recommendations aimed at improving the efficiency of criminal investigations and proceedings.

NEWS

PACS Project Closing Conference (Belgrade, Serbia, 17 December 2015)



PACS project held its closing conference on 17 December 2015. Numerous beneficiaries, as well as the wider public concerned with anti-corruption reforms, discussed the results achieved through a number of project activities carried out during the past three years. The conference opening remarks were delivered by H.E. Michael Davenport, Head of the EU Delegation to Serbia, and Mr Tim Cartwright, Head of the Council of Europe Office in Belgrade.

- ▶ [Agenda English](#)
- ▶ [Media reviews :](#)
[Tanjug](#) [RTS](#) [Studio B](#) [Dnevni Akter](#) [Novi magazin](#) [N1 info](#)

PROJECT DOCUMENTATION & DELIVERIES

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[Serbian / English](#)
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USEFUL LINKS

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MAIN ACTIVITIES

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Project publications



TRAINING MANUAL: REPORTING ON CORRUPTION AND INVESTIGATIVE JOURNALISM



” Prejudicing the court decision is strictly forbidden. Reporting has to be free of prejudice, critical, balanced and accurate because journalists inform the public “how justice is being dispensed”, therefore, their reporting is not only informative in nature, but also educational and may serve as prevention of potential criminal acts.”

Strengthening the Capacities of Law Enforcement and Judiciary in the Fight against Corruption in Serbia (PACS)

Funded by the European Union and the Council of Europe



Implemented by the Council of Europe

PRAKTIKUM ZA IZVEŠTAVANJE O KORUPCIJI I O ISTRAŽIVAČKOM NOVINARSTVU



” Prejudiciranje sudske odluke strogo je zabranjeno. Izveštavanje mora biti bez predrasuda, kritičko, izbalansirano i tačno. Jer novinari prenose građanima „kako se deli pravda“, dakle njihovo izveštavanje nije samo informativno, već i edukativno i može služiti kao prevencija potencijalnih krivičnih dela.”

Jačanje kapaciteta policije i pravosuđa za borbu protiv korupcije u Srbiji (PACS)

Funded by the European Union and the Council of Europe



Implemented by the Council of Europe

RISK ANALYSIS OF CORRUPTION WITHIN JUDICIARY



“Corruption among judges and prosecutors is not necessarily as widespread as public perceptions might suggest.”

Strengthening the Capacities of Law Enforcement and Judiciary in the
Fight against Corruption in Serbia (PACS)

Funded
by the European Union
and the Council of Europe



Implemented
by the Council of Europe

ANALIZA RIZIKA OD KORUPCIJE U PRAVOSUĐU



“Korupcija među sudijama i tužiocima nije nužno onoliko rasprostranjena koliko bi se to moglo zaključiti na osnovu percepcije javnosti.”

Jačanje kapaciteta policije i pravosuđa za borbu protiv korupcije u Srbiji (PACS)

Funded
by the European Union
and the Council of Europe



Implemented
by the Council of Europe

RISK ANALYSIS OF CORRUPTION WITHIN LAW ENFORCEMENT



“ Strengthening the accountability of law enforcement institutions is of critical importance to effectively combat corruption and break the circle of impunity.”

Strengthening the Capacities of Law Enforcement and Judiciary in the
Fight against Corruption in Serbia (PACS)



ANALIZA RIZIKA OD KORUPCIJE U POLICIJI



“ Jačanje odgovornosti policijskih institucija ima presudan značaj za delotvornu borbu protiv korupcije i prekidanje začaranog kruga nekažnjivosti.”

Jačanje kapaciteta policije i pravosuđa za borbu protiv korupcije u Srbiji (PACS)



ETIKA, INTEGRITET I PREVENCIJA KORUPCIJE U PRAVOSUĐU



” Etika i integritet nisu samo pravila koja treba sprovesti nego su isto toliko, ako ne i više, norme ponašanja.”

Materijali
za obuku

Jačanje kapaciteta policije i pravosuđa za borbu protiv korupcije u Srbiji (PAKS)



ANALIZA RIZIKA U ISTRAŽIVANJU I PROCESUIRANJU KORUPCIJE

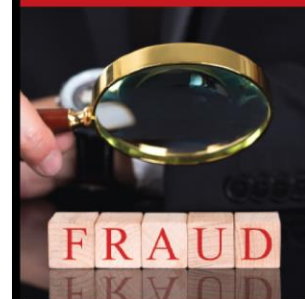


” Da li pozitivno krivično procesno zakonodavstvo Srbije ispunjava uslove neophodne za efikasnu borbu protiv koruptivnog kriminaliteta ili ne?”

Jačanje kapaciteta policije i pravosuđa za borbu protiv korupcije u Srbiji (PACS)



ISTRAGA I PROCESUIRANJE KRIVIČNIH DELA KORUPCIJE IDENTIFIKOVANIH KROZ REVIZORSKE IZVEŠTAJE



” Rad revizora i njihovi izveštaji umnogome mogu pomoći u identifikaciji koruptivnih radnji, te biti od koristi istražiteljima kada rade na otkrivanju tih krivičnih dela.”

Praktikum za pripadnike
pravosuđa i policije

Jačanje kapaciteta policije i pravosuđa za borbu protiv korupcije u Srbiji (PACS)



9.2 Annex II: Workplan

Original Workplan

					2013												2014												2015								
Overall objective	Objectively Verifiable indicators OVI(s)	Sources of verification		Total cost	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4					
To contribute to democracy and the rule of law through the implementation of institutional reforms aimed at preventing and combating corruption.	<ul style="list-style-type: none"> * Clear contribution of introduced systems to decrease the level of corruption through strengthened capacities to fight corruption; * Progress in Serbia's compliance with European anti corruption standards recorded in comparison with the initial phase. 	<ul style="list-style-type: none"> * EU Annual Progress Report; * GRECO reports; * Official statistics of key institutions; * Country reports/surveys on corruption show improvement of situation. 																																			
Project Purpose	Objectively Verifiable indicators OVI(s)	Sources of verification	Assumptions		1.183.748,06 €																																
To strengthen the capacities of law enforcement agencies and judiciary to detect, investigate, prosecute and adjudicate corruption cases.	<ul style="list-style-type: none"> * Increased number of corruption related cases reported, investigated, prosecuted and adjudicated (pending the adoption of standardised reporting methodology, both basic counting units – cases and suspects to be used), taking into consideration seriousness (all levels of corruption) and diversity (different sectors and fields); * At least 50% of recommendations from risk analysis implemented (i.e., out of those identified, the number of those prioritised and addressed) and extent to which they are implemented (e.g., full compliance, partial compliance, non-compliance); * Capacity of AC stakeholders increased through high quality custom made trainings; * Track record on typology and related number of cases in different stages of criminal procedure. 	<ul style="list-style-type: none"> * Project progress and activity reports; * GRECO reports; * Official statistics of key institutions. 	<ul style="list-style-type: none"> * Political will to prevent corruption continues to exist; * Political will exists in all beneficiary institutions. 																																		
Expected Result No. 1	Objectively Verifiable indicators OVI(s)	Sources of verification	Assumptions	Benchmarks	Cost																																
Strengthened capacities to investigate and adjudicate corruption offences	<ul style="list-style-type: none"> * Minimum 50% of recommendations from risk analysis implemented and the extent to which they are implemented specified (full compliance, partial compliance, non-compliance); * At least five legislative and institutional obstacles to efficient detection, investigation, prosecution and adjudication of corruption offenses identified and addressed; * Improved methodology and quality of statistical data; * Increased number (compared to baseline) of reported, investigated, prosecuted and adjudicated cases (pending the adoption of standardised reporting methodology, both basic counting units - cases and suspects to be used), taking into consideration seriousness (all levels of corruption) and diversity (sectors and fields) subsequent identification of main bottlenecks in the system; * Increased capacity of trainees due to implemented trainings, minimum 15 trainings and 10% of all beneficiaries trained; * Sufficient number of trainees available for identified needs, roughly estimated at 30 amongst different beneficiaries; * Judges, prosecutors and police officers and long-term training plan in place; * Benchmarking system available at the end of the project. 	<ul style="list-style-type: none"> * Monthly/progress reports; * Project deliverables (technical papers); * Government / ministry policy decisions; * GRECO reports; 	<ul style="list-style-type: none"> * Political will to prevent corruption continues to exist; * Political will exists in all beneficiary institutions. 																																		

Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4			
Activity 1.1 Carry out risk analysis in order to assess regulatory and organisational obstacles to efficient criminal investigations and proceedings and provide recommendations for improvement of internal procedures, coordination between institutions which have jurisdiction on combating corruption (i.e., exchange of information and tools used to provide public information on those risk analysis results).	1.1.1	Development of the Risk Analysis methodology	Technical Paper/Risk Analysis Methodology	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public	* 5 days of international STC																														
	1.1.2	Conducting Risk Analysis and provision of the final report and recommendations	Technical Paper/Risk Analysis Report and Recommendations	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public	* 15 days of international STC * 10 days of national STC * cost of research																														
	1.1.3	Public event to announce and discuss the Risk Analysis final report and recommendations	Public Event	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public, journalists, media	* 2 days international STC * 3 day national STC * cost of visibility event																														
	1.1.4	Publication of Risk Analysis final report and recommendations	One Publication	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public, journalists	* cost of 1 publication																														
Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4			
Activity 1.2 Prepare and provide multidisciplinary training and specialized courses to judiciary, prosecutorial services and law enforcement officers on corruption, economic crime cases, accounting and auditing; assist implementation of training into the training curricula of relevant institutions.	1.2.1	One fact finding mission of international experts aimed at gathering input for preparing training curricula	Technical Paper/Assessment Report	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 5 days of international STC																														
	1.2.2	Creation and meeting of the Working Group composed of international and national experts to discuss training needs	List of WG members; WG meeting report	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 2 days of international STC * 2 days of national STC																														
	1.2.3	Finalisation of the training curricula	Training Curricula	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 10 days of international STC * 10 days of national STC																														
	1.2.4	Preparation of training manual	Training Manual	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 6 days of international STC * 6 days of national STC * cost of 1 publication																														
	1.2.5	1st specialised course (4 days) - first training of trainers session	List of selected trainers from judiciary, prosecution, law enforcement and state audit	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 4 days of international STC * 4 days of national STC * cost of 1 training																														
	1.2.6	2nd specialised course (4 days) - second training of trainers session	Final list of trainers from judiciary, prosecution, law enforcement and state audit	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 4 days of international STC * 4 days of national STC * cost of 1 training																														
	1.2.7	1st training (2 days) - conducted by new trainers	1st list of judges, prosecutors, police officers and audits trained	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 4 days of national STC * cost of 1 training																														
	1.2.8	2nd training (2 days) - conducted by new trainers	2nd list of judges, prosecutors, police officers and audits trained	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 4 days of national STC * cost of 1 training																														
	1.2.9	3rd training (2 days) - conducted by new trainers	3rd list of judges, prosecutors, police officers and audits trained	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 4 days of national STC * cost of 1 training																														
	1.2.10	4th training (2 days) - conducted by new trainers	4th list of judges, prosecutors, police officers and audits trained	Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, JA, MojPA, ACPs, SAI, ACA, ACC, APML	judiciary, prosecution, law enforcement, public administration	* 4 days of national STC * cost of 1 training																														
Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4			
Activity 1.3 Introduce new techniques (IT tools and possibly use of data base) and strategic capacities of prosecutorial services to investigate corruption and white collar crime	1.3.1	Provision of the analysis and recommendations for improvements in usage of the existing system (software)	Technical Paper	RPPO, courts, prosecutor's offices SPC, MojPA, Mol	judiciary, prosecution and law enforcement	* 20 days of international STC * 10 days of national STC																														
	1.3.2	Workshop to discuss the technical/scooping paper	Conclusions of the Workshop/amendments to the Technical	RPPO, courts, prosecutor's offices, SPC, MojPA, Mol	judiciary, prosecution and law enforcement	* 2 days of international STC * 2 days of national STC * cost of 1 workshop																														
	1.3.3	Provision of one training on usage of new techniques	List of prosecutors trained	RPPO, courts, prosecutor's offices, SPC, MojPA, Mol	judiciary, prosecution and law enforcement	* 2 days of international STC * 2 days of national STC * cost of 1 training																														

Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4
Activity 1.4 Provide specialized training for undercover agents in charge of cooperating with prosecutorial services and law enforcement agencies aimed at collecting evidence by inter alia use of special investigative means (e.g. simulated legal affairs, surveillance).	1.4.1	One fact finding mission of international experts aimed at gathering input for preparing training curricula	Technical Paper/Assessment report	Mol, JA, ACPs	judiciary, prosecution and law enforcement	* 5 days of international STC																											
	1.4.2	Creation and meeting of the Working Group composed of international and national experts	List of WG members; WG meeting report	Mol, JA, ACPs	judiciary, prosecution and law enforcement	* 2 days of international STC * 4 days of national STC																											
	1.4.3	Finalization of the curricula	Training curricula	Mol, JA, ACPs	judiciary, prosecution and law enforcement	* 6 days of international STC * 5 days of national STC																											
	1.4.4	One in country training (2 days)	List of agents trained	Mol, JA, ACPs	judiciary, prosecution and law enforcement	* 4 days of international STC * 4 days of national STC * cost of 1 training																											
	1.4.5	International specialised training (4 days) (for the same participants as under the action 1.4.4)	List of agents trained	Mol, JA, ACPs	judiciary, prosecution and law enforcement	* cost of international training / study visit																											
Activity 1.5 Organize awareness rising and training workshops for journalists and civil servants in view of reporting on corruption cases and their adjudication, as well as investigative journalism; assist implementation of training into the training curricula of relevant institutions.	1.5.1	Preparation of training material	Training materials compilation	School of Journalism, AJS, civil servants, journalists	Civil servants, journalists, public	* 2 days of international STC * 5 days of national STC																											
	1.5.2	Awareness raising event	One event	School of Journalism, AJS, civil servants, journalists	Civil servants, journalists, public	* 4 days of national STC * cost of 1 event																											
	1.5.3	Training course for civil servants	List of civil servants trained	Civil servants	Civil servants, public	* 4 days of national STC * cost of 1 workshop																											
	1.5.4	1st training course for journalists	1st list of journalists trained	Journalists	Journalists, public	* 4 days of national STC * cost of 1 workshop																											
	1.5.5	2nd training course for journalists	2nd list of journalists trained	Journalists	Journalists, public	* 4 days of national STC * cost of 1 workshop																											
	1.5.6	Publication of training materials	One Publication	School of Journalism, AJS, civil servants, journalists	civil servants, journalists, media, public	* cost of 1 publication																											
	Activity 1.6 Setting up a benchmarking system in measuring progress and level of efficiency of tracking/handling of corruption/economic crime cases in the Serbian judiciary and law enforcement system. The benchmarking system will be carried out throughout the process of implementation of the project and delivered at the end of the project in order to allow all target and beneficiary groups to provide inputs and data in building up the system which is expected to be used by the Serbian authorities as of the end of the project.	1.6.1	Organisation of the fact finding mission of international experts to assess state of play concerning current system of statistics on investigation, prosecution and adjudication of the corruption/economic crime cases	Assessment Report	MolPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, SAI, ACA, RSO	judiciary, prosecution, law enforcement, public administration	* 5 days international STC																										
1.6.2		Provision of policy advise on setting up reliable record keeping methodology/statistics on corruption/economic crime cases and benchmarking system which would enable Serbian authorities to measure progress in investigating, prosecuting and adjudicating corruption/economic crime	1st Technical Paper/Policy Advice on record keeping methodology	MolPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, SAI, ACA, RSO	judiciary, prosecution, law enforcement, public administration	* 10 days international STC																											
1.6.3		Organization of a workshop to discuss the proposed record keeping methodology and benchmarking	One Workshop	MolPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, SAI, ACA, RSO	judiciary, prosecution, law enforcement, public administration	* 5 days international STC																											
1.6.4		Finalisation of the recommendations and templates for record keeping/statistics on corruption/organized crime/economic crime cases and benchmarking system	2nd Technical paper/Policy Advice on record keeping methodology	MolPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, SAI, ACA, RSO	judiciary, prosecution, law enforcement, public administration	* 7 days international STC * 10 days national STC																											
1.6.5		Workshop to discuss the implementation of the new record keeping methodology and benchmarking-presentation of the statistical data	One workshop	MolPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, SAI, ACA, RSO	judiciary, prosecution, law enforcement, public administration	* 4 days international STC * 2 days national STC * cost of 1 workshop																											
1.6.6		Publication of the new record keeping methodology and benchmarking	One Publication	MolPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, SAI, ACA, RSO	judiciary, prosecution, law enforcement, public administration	* cost of 1 publication																											

Expected Result No. 2	Objectively Verifiable indicators OVI(s)	Means of verification	Risks and Assumptions	Benchmarks	Cost	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4			
Strengthened capacities to fight corruption within the justice sector	* Minimum 50% of recommendations from risk analysis implemented and the extent to which they are implemented is specified (full compliance, partial compliance, non-compliance);	* Project evaluation;	* Political will to prevent corruption continues to exist;																																	
	* At least three regulatory and institutional framework issues will be addressed in order to implement recommendations from risk analysis (e.g. promoting ethical conduct, preventing conflict of interest and removing organisational obstacles to combating corruption);	* Project progress and activity reports (e.g. feedback, statistics, reports from trainings etc.);	* Political will exists in all beneficiary institutions.																																	
	* Establishing methodology for collecting statistical data on internal corruption;	* Official statistics of key institutions including examples on relevant cases;																																		
	* Increased capacity of trainees due to implemented trainings, minimum five trainings;	* Media reports on corruption within the law enforcement and judiciary;																																		
	* Minimum 10 trainees available for identified needs (i.e. depending on recommendations from risk analysis).	* Feedback from trainees with regard to quality and relevance of acquired skills/ competences.																																		
Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4			
Activity 2.1 Carry out risk analysis on the current situation with regard to possibilities and actual extent of corruption within the judiciary, prosecution and law enforcement and provide recommendations.	2.1.1 Development of the Risk Analysis methodology (in conjunction with action 1.1.1)	Technical Paper/Risk Analysis methodology	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public	* 5 days international STC																															
	2.1.2 Conducting Risk Analysis and provision of the final report and recommendations	Technical Paper/Risk Analysis Report	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public	* 15 days international STC * 10 days national STC * cost of 1 research																															
	2.1.3 Public event to announce and discuss Risk Analysis final report and recommendations	One public event	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA, journalists	judiciary, prosecution, law enforcement, public	* 4 days international STC * 4 days national STC * cost of 1 visibility event																															
	2.1.4 Publication of the Risk Analysis final report and recommendations	One Publication	MojPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA, journalists	judiciary, prosecution, law enforcement, public	* cost of 1 publication																															
Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4			
Activity 2.2 Assist with implementing recommendations from risk analysis, especially with regards to introducing ethical rules and with regards to organisational aspects (including selection/appointment procedures in the judiciary).	2.2.1 Provision of the expert assistance in implementing selected recommendations from risk analysis report (to be selected by the beneficiary)	Technical Paper/Policy Advice/Training	MojPA, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary and prosecution	* 25 days international STC * 10 days national STC * cost of 2 workshops																															
	2.2.2 Provision of the expert opinion and assistance in revising/amending the ethical codex and internal rules of procedure	Technical Paper	MojPA, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary and prosecution	* 7 days international STC * 2 days national STC																															
Activity 2.3 Provide legal opinions and advice to the High Judicial Council and State Prosecutors Council with regard to disciplinary rules and measures against ethical violations from judges and prosecutors when construed as corruptive practices/allegations and assist implementation.	2.3.1 Strengthening the capacities and role of the disciplinary prosecutors through assistance in revising of the existing legal framework and provision of recommendations aimed at strengthening disciplinary prosecutor's role	Technical Paper	HJC, SPC, SCC, RPPO, MojPA, courts, prosecutor's offices	judiciary and prosecution	* 15 days international STC * 15 days national STC																															
	2.3.2 Provision of one in country training	List of disciplinary prosecutors trained	HJC, SPC, SCC, RPPO, MojPA, courts, prosecutor's offices	judiciary and prosecution	* 4 days international STC * 4 days national STC * cost of 1 training																															
	2.3.3 One study visit for disciplinary prosecutors (for the same participants as under action 2.3.2)	List of disciplinary prosecutors trained	HJC, SPC, SCC, RPPO, MojPA, courts, prosecutor's offices	judiciary and prosecution	* cost of 1 study visit																															

Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4
Activity 2.4 Provide training for judges, prosecutors and law enforcement agencies on aspects of detecting corruption and controlling conflict of interests within the structures; assist implementation of training in the framework of the training curricula of relevant institutions.	2.4.1	one fact finding mission of international experts aimed at gathering input for preparing training curricula	Technical Paper/Assessment report	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public administration	* 6 days international STC * 5 days national STC																											
	2.4.2	creation and meeting of the Working Group composed of international and national experts to discuss training needs	List of WG members; WG meeting report	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public administration	* 2 days international STC * 2 days national STC * cost of 1 workshop																											
	2.4.3	finalisation of the training curricula	Training Curricula	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices, ACA	judiciary, prosecution, law enforcement, public administration	* 10 days international STC * 9 days national STC																											
	2.4.4	specialised training course for trainers (6 days)	List of trainers from judiciary and law enforcement	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 12 days international STC * 10 days national STC * cost of 1 training																											
	2.4.5	1st cascade training (1 day) conducted by new trainers	1st list of judges, prosecutors and police officers trained	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 2 days national STC * cost of 1 training																											
	2.4.6	2nd cascade training (1 day) conducted by new trainers	2nd list of judges, prosecutors and police officers trained	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 2 days national STC * cost of 1 training																											
	2.4.7	3rd cascade training (1 day) conducted by new trainers	3rd list of judges, prosecutors and police officers trained	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 2 days national STC * cost of 1 training																											
	2.4.8	4th cascade training (1 day) conducted by new trainers	4th list of judges, prosecutors and police officers trained	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 2 days national STC * cost of 1 training																											
	2.4.9	5th cascade training (1 day) conducted by new trainers	5th list of judges, prosecutors and police officers trained	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 2 days national STC * cost of 1 training																											
	2.4.10	6th cascade training (1 day) conducted by new trainers	6th list of judges, prosecutors and police officers trained	MoJPA, Mol, HJC, SPC, SCC, RPPO, courts, prosecutor's offices	judiciary, prosecution, law enforcement	* 2 days national STC * cost of 1 training																											
					SC Meetings																												
					Start-Up Conference																												
					Inception Report																												
					Progress Report																												
					Evaluation Process/Report																												
					Final Conference and Reporting																												

- ACA - Anti-corruption Agency
- ACC - Anti-corruption Council
- ACPS - Academy of Criminalistics and Police Studies
- AJS - Association of Independent Journalists of Serbia
- APML - Administration for Prevention of Money Laundering
- CoE - Council of Europe
- EUD - European Union Delegation
- GRECO - Council of Europe Group of States against Corruption
- HJC - High Judicial Council
- JA - Judicial Academy
- MoJPA - Ministry of Justice and Public Administration
- Mol - Ministry of Interior
- RSO - Republic Statistical Office
- RPPO - Republic Public Prosecutorial Office
- SCC - Supreme Court of Cassation
- SAI - State Audit Institution
- SPC - State Prosecutorial Council

Workplan for extension (15 April 2015 to 31 January 2016)

				2015												2016
Overall objective	Objectively Verifiable indicators OVI(s)	Sources of verification	Total cost	4	5	6	7	8	9	10	11	12	1			
To contribute to democracy and the rule of law through the implementation of institutional reforms aimed at preventing and combating corruption.	* Clear contribution of introduced systems to decrease the level of corruption through strengthened capacities to fight corruption; * Progress in Serbia's compliance with European anti-corruption standards recorded in comparison with the initial phase.	* EU Annual Progress Report; * GRECO reports; * Official statistics of key institutions; * Country reports/surveys on corruption show improvement of situation.														
Project Purpose	Objectively Verifiable indicators OVI(s)	Sources of verification	Assumptions													
To strengthen the capacities of law enforcement agencies and judiciary to detect, investigate, prosecute and adjudicate corruption cases.	* Increased number of corruption related cases reported, investigated, prosecuted and adjudicated (pending the adoption of standardised reporting methodology, both basic counting units – cases and suspects to be used), taking into consideration seriousness (all levels of corruption) and diversity (different sectors and fields) ; * At least 50% of recommendations from risk analysis implemented (i.e., out of those identified, the number of those prioritised and addressed) and extent to which they are implemented (e.g., full compliance, partial compliance, non-compliance); * Capacity of AC stakeholders increased through high quality custom made trainings; * Track record on typology and related number of cases in different stages of criminal procedure.	* Project progress and activity reports; * GRECO reports; * Official statistics of key institutions.	* Political will to prevent corruption continues to exist; * Political will exists in all beneficiary institutions.	1.183.748,06 €												

Expected Result No. 1	Objectively Verifiable indicators OVI(s)	Sources of verification	Assumptions	Benchmarks	Cost														
Strengthened capacities to investigate and adjudicate corruption offences	* Minimum 50% of recommendations from risk analysis implemented and the extent to which they are implemented specified (full compliance, partial compliance, non-compliance);	* Monthly/progress reports;	* Political will to prevent corruption continues to exist;																
	* At least five legislative and institutional obstacles to efficient detection, investigation, prosecution and adjudication of corruption offenses identified and addressed;	* Project deliverables (technical papers);	* Political will exists in all beneficiary institutions.																
	* Improved methodology and quality of statistical data;	* Government / ministry policy decisions;																	
	* Increased number (compared to baseline) of reported, investigated, prosecuted and adjudicated cases (pending the adoption of standardised reporting methodology, both basic counting units - cases and suspects to be used), taking into consideration seriousness (all levels of corruption) and diversity (sectors and fields) subsequent identification of main bottlenecks in the system;	* GRECO reports;																	
	* Increased capacity of trainees due to implemented trainings, minimum 15 trainings and 10% of all beneficiaries trained;																		
	* Sufficient number of ToT trainees available for identified needs, roughly estimated at 30 amongst different beneficiaries;																		
	* Judges, prosecutors and police officers and long-term training plan in place;																		
	* Benchmarking system available at the end of the project.																		
Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	4	5	6	7	8	9	10	11	12	1				
Activity 1.1 Carry out risk analysis in order to assess regulatory and organisational obstacles to efficient criminal investigations and proceedings and provide recommendations for improvement of internal procedures, coordination between institutions which have jurisdiction on combating corruption (i.e., exchange of information and tools used to provide public information on those risk analysis results).	1.1.1 Provide legal advice/expert opinion on matters related to criminal legislation reform	expert opinion	MoJ	MoJ	international and national STE														

Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	4	5	6	7	8	9	10	11	12	1
Activity 1.2 Prepare and provide multidisciplinary training and specialized courses to judiciary, prosecutorial services and law enforcement officers on corruption, economic crime cases, accounting and auditing; assist implementation of training into the training curricula of relevant institutions.	1.2.1 Facilitate implementation of the financial investigation strategy through support in preparation of the framework MoU and other instruments for establishing joint investigative teams	expert opinion	MoJ, judiciary, law enforcement	MoJ, judiciary, law enforcement, state audit, customs, FIU, Anti-corruption Agency	international and national STE										
Activity 1.6 Setting up a benchmarking system in measuring progress and level of efficiency of tracking/handling of corruption/economic crime cases in the Serbian judiciary and law enforcement system. The benchmarking system will be carried out throughout the process of implementation of the project and delivered at the end of the project in order to allow all target and beneficiary groups to provide inputs and data in building up the system which is expected to be used by the Serbian authorities as of the end of the project.	1.6.1 Provide training for focal points from institutions responsible for implementation of the new methodology	list of focal points trained, training materials	MoJ, courts, prosecutors offices, police, statistical bureau	MoJ, courts, prosecutors offices, police, statistical bureau	international and national STE										
	1.6.2 Organise study visit for focal points	list of focal points trained, training materials	MoJ, courts, prosecutors offices, police, statistical bureau	MoJ, courts, prosecutors offices, police, statistical bureau	cost of study visit										
Expected Result No. 2	Objectively Verifiable indicators OVI(s)	Means of verification	Risks and Assumptions	Benchmarks	Cost	4	5	6	7	8	9	10	11	12	1
Strengthened capacities to fight corruption within the justice sector	* Minimum 50% of recommendations from risk analysis implemented and the extent to which they are implemented is specified (full compliance, partial compliance, non-compliance);	* Project evaluation;	* Political will to prevent corruption continues to exist;												
	* At least three regulatory and institutional framework issues will be addressed in order to implement recommendations from risk analysis (e.g. promoting ethical conduct, preventing conflict of interest and removing organisational obstacles to combating corruption);	* Project progress and activity reports (e.g. feedback, statistics, reports from trainings etc.);	* Political will exists in all beneficiary institutions.												
	* Establishing methodology for collecting statistical data on internal corruption;	* Official statistics of key institutions including examples on relevant cases;													
	* Increased capacity of ToT trainees due to implemented trainings, minimum five trainings;	* Media reports on corruption within the law enforcement and judiciary;													
	* Minimum 10 trainees available for identified needs (i.e. depending on recommendations from risk analysis).	* Feedback from trainees with regard to quality and relevance of acquired skills/competences.													

Activities	Inputs/Actions	Deliverables	Beneficiary Institutions	Target groups	Means	4	5	6	7	8	9	10	11	12	1
Activity 2.4 Provide training for judges, prosecutors and law enforcement agencies on aspects of detecting corruption and controlling conflict of interests within the structures; assist implementation of training in the framework of the training curricula of relevant institutions.	2.4.1	Provide four trainings for judges on ethics, integrity and conflicts of interest	list of judges trained, training materials	courts	judges										
	2.4.2	Provide four trainings for prosecutors on ethics, integrity and conflicts of interest	list of prosecutors trained, training materials	prosecutors offices	prosecutors										
	2.4.3	Conference on judicial ethics and integrity for JA trainees	list of JA trainees trained on ethics	Judicial Academy	JA trainees										
	2.4.4	Prepare expert opinion/policy advice on asset declaration within law enforcement (including guidelines on analysis of corruption risks for specific professions/posts within police are exposed)	technical paper/policy advice	Ministry of Interior	police officers and police leadership										
	2.4.5	Organise RTB on integrity testing in police (pending adoption of the new Law on Police)	Public event	Ministry of Interior, Anti-corruption Agency, Ombudsman.	police officers and police leadership										
						4	5	6	7	8	9	10	11	12	1
					SC Meetings										
					Final Report preparation										
					Evaluation Process/Report										
					Final Conference										

ACA - Anti-corruption Agency
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ACPS - Academy of Criminalistics and Police Studies
AJIS - Association of Independent Journalists of Serbia
APML - Administration for Prevention of Money Laundering
CoE - Council of Europe
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GRECO - Council of Europe Group of States against Corruption
HJC - High Judicial Council
JA - Judicial Academy
MoJPA - Ministry of Justice and Public Administration
Mol - Ministry of Interior
RSO - Republic Statistical Office
RPPO - Republic Public Prosecutorial Office
SCC - Supreme Court of Cassation
SAI - State Audit Institution
SPC - State Prosecutorial Council

9.3 Annex II: List of Technical Papers/Deliverables

Date/Year	Title	Prepared by CoE Experts/CoE Secretariat	Languages
May 2013	Risk Analysis Methodology Guide	Robert Murill, Lado Lalicic	EN / SRB
June 2013	Risk assesment of the current state of play with regard to statistics on corruption and economic crime and recommendations for improvements in measuring progress in tracking/handling these cases	Sani Ljubicic, Paul Stephenson, Robert Murill, Lado Lalicic	EN / SRB
June 2013	Interactive criminal statistics for tracking and tracing	Petrus C. van Duyne,	EN /SRB
August 2013	Training needs assessment and training curricula for law enforcement, prosecutors and the judiciary on corruption and economic crime	Arvinder Sambei, Lado Lalicic	EN / SRB
August 2013	Addendum to the Training Manual “Basic Anti-Corruption Concepts” – data on the status of wealth of private citizens in corruption investigations – practice and legal framework in Germany	Tilman Hoppe	EN / SRB
October 2013	Draft questionnaire for the corruption risk analysis within police	Lado Lalicic	EN / SRB
November 2013	Expert opinion on The rules on disciplinary proceedings and disciplinary liability of public prosecutors and deputy public prosecutors of the Republic of Serbia and the rulebook on disciplinary proceedings and disciplinary responsibility of judges of the Republic of Serbia	Bostjan Penko, Lado Lalicic	EN / SRB
January 2014	Expert opinion on the draft law on protection of whistleblowers	Paul Stephenson, Wim Vandekerckhove, Lado Lalicic	EN / SRB
March 2014	Risk analysis in order to assess regulatory and organisational obstacles to efficient criminal investigations and proceedings in criminal corruption offenses	Stanko Bejatovic, Jovan Ciric, Djordje Djordjevic, Marina Matic, Natasa Mrvic-	SRB

Date/Year	Title	Prepared by CoE Experts/CoE Secretariat	Languages
		Petrovic, Milan Skulic,	
April 2014	Risk analysis on the current situation with regard to the possibilities and actual extent of corruption within law enforcement	Robert Sumi, Lado Lalicic	EN / SRB
April 2014	Assessment of risk of poor conduct and corruption in the Serbian judiciary and prosecution	James Hamilton, Jose Igreia Matos, Quentin Reed, Lado Lalicic, Milica Djunic	EN / SRB
April 2014	Undercover agents in Serbia – overview of legislation, institutional set up and training needs	Davor Pesic, Lado Lalicic	EN / SRB
July 2014	Review of final version of draft law on protection of whistleblowers	Paul Stephenson, reviewed/edited by CoE Secretariat	EN / SRB
September 2014	Training for Serbian judges and prosecutors on ethics and the prevention and detecting corruption: assessment and recommendations	Quentin Reed, James Hamilton, Lado Lalicic	EN / SRB
January 2015	Expert opinion on Serbian code of police ethics	Robert Sumi, Lado Lalicic	EN / SRB
September 2015	Review of final version of the draft instruction on the corruption risk analysis in the Ministry of Interior	Valentin Topoloiu, Mihaita Barlici, reviewed/edited by PACS team	EN / SRB
November 2015	Comments and recommendations concerning the rulebook on methods of professional integrity testing in Serbian police	Phil Collins, reviewed/edited by PACS team	EN / SRB
November 2015	Integrity testing	Arvinder Sambei	EN / SRB
November 2015	Draft guidelines instructions on the corruption risk analysis in the Ministry of Interior	Valentin Topoloiu, Mihaita Barlici	EN / SRB
January 2016	Final report on corruption risks in the Republic of Serbia border police	Valentin Topoloiu, Mihaita Barlici	EN / SRB