REPORT ON ANTI-CORRUPTION STRATEGIC DOCUMENT IMPACT ASSESSMENT

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SUMMARY

The revised Action plan for Chapter 23, which includes the Subchapter Fight against corruption (RAP23)[1], foresees the obligation of the Anti-Corruption Agency (Agency), in cooperation with the competent institutions[2] , to assess the impact of the measures taken so far aimed at reducing corruption in various fields (public procurements, privatisation, healthcare, taxes, education, police, customs and local self-government). These measures were covered by strategic documents for the fight against corruption that were in effect prior to the adoption of RAP23: the National Anti-Corruption Strategy for the Period 2013-2018 (Strategy), Action Plan for the Implementation of the National Anti-Corruption Strategy for the Period 2013-2015 (Action plan), Revised Action Plan for the Implementation of the National Anti-Corruption Strategy for the Period 2016-2018 and the Action Plan for Chapter 23, Subchapter Fight Against Corruption which was valid from April 2016 until July 2020 (AP23).

In principle, the target of the impact assessment is to determine whether a change has occurred in terms of corruption (i.e. reduction) in risk areas and if it has, was such change a consequence of proper strategic planning and consistent implementation of strategic documents in this field. The purpose of the impact assessment is to create a basis for the preparation of future strategic and operative frameworks based on the experiences and lessons learnt from the process of preparation, coordination, monitoring and assessment of the effects of the strategic documents in the field of fight against corruption.

One of the major challenges faced by the Agency during its work on this report concerns the quality of the defined elements (goals, measures and indicators for the evaluation of their achievement - indicators) in the strategic documents. The goals set by the Strategy were formulated in such a way that it cannot be concluded with absolute certainty what is their purpose (social change) and how would potential (absence of) changes be detected. In addition, there are no indicators for measuring the impacts in risk areas that are the subject of this analysis and evaluation, and no base values have been set, while the target values are set only in a small number of cases. Finally, no targeted research has been conducted in relevant time intervals (*ex-ante*, *baseline*, *post festum*), which prevented the implementation of a direct analysis of potential strategic documents' impact on the status of corruption in risk areas.

Apart from the shortcomings in these documents, the Agency also encountered challenges in the data collection process and in relation to the quality of the data that should be used to measure other evaluation criteria such as relevance, efficiency, effectiveness and sustainability. The reasons usually included the absence of institutional memory, the time required to search the existing databases, non-harmonized databases or their complete absence, inability to provide any response to certain questions, etc. In addition, the public bodies and other entities do not keep statistical data and records that could be used to directly or indirectly establish potential changes in the situation prior to the adoption of the Strategy and after its expiry (absence of the so-called track record mechanisms).

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[1] On 10 July 2020, the Government of the Republic of Serbia adopted a revised Action plan for Chapter 23 available at: www.mpravde.gov.rs/files/Revidirani%20AP23%202207.pdf

[2] RAP23 envisaged the formation of work groups for the preparation of impact assessment in the risk areas and the collection of relevant data (activities: 2.2.8.6; 2.2.9.3; 2.2.10.2; 2.2.10.7; 2.2.10.12; 2.2.10.20; 2.2.10.28. and 2.2.10.33).

It is important to note that no such impact assessment has been done so far and that the institutions were never requested to keep the data in such a way that would allow for the assessment of the impacts. This is a brand-new mechanism for all the participants in the process, and for this reason the assessment served as a learning process. In this sense, this type of capacity strengthening will require a lot of attention in the forthcoming period to enable the competent bodies to develop a sense of ownership over the documents, but also learn how to recognize and define the desired changes needed to be achieved by the strategic documents and then to perform an adequate assessment.

Taking into consideration all of the above-mentioned challenges and with the desire to complete the task set for the Agency, the assessment of the strategic document's effects could be based solely on external public opinion researches conducted by third parties to examine similar phenomena, not with the aim to analyse the impacts of the strategic documents. The basic hypothesis of the methodology used is that the perception and experiences of the general public in relation to corruption represent an indirect indicator showing whether a change has occurred in those areas in which the authors of the strategic documents thought steps should be taken to reduce the corruption. In its approach, the methodology relies on the methodology prepared by the Moldavian Centre of Sociological, Politological and Psychological Analyses and Investigations (Centre CIVIS) in cooperation with the Ministry of Foreign Affairs of the Kingdom of Norway and the United Nations Development Programme (UNDP), in order to conduct research on the effects of the Moldavian anti-corruption strategy for the period 2017-2020.

The perception, positions and experiences of the general public in relation to corruption were taken from the public opinion polls that were mutually compatible in their methodology, subject, target group, sample and questionnaires used, organized over a period of one year prior or during the same year when the Strategy entered into force, as well as during the year when the Strategy ceased to apply. As additional resources for the analysis, and in order to provide a higher degree of certainty of noticing a potential trend, complementary research was also used, which was carried out several years after the expiry of the Strategy and one year after the expiry of AP23.

The general and special goals from the Strategy were assigned 4 aggregate impact indicators, and each of them was assigned a set of compatible questions from the questionnaire (14 questions in total) that were used in the research of respondents' perceptions, attitudes and experiences in relation to corruption in the above-mentioned time intervals. For the purpose of this methodology, the questions from the research are treated as measurement factors. In other words, the changes in the respondents' attitudes that have ultimately occurred are reflected as certain trends of the achieved impact at the indicator level.

Bearing in mind that trends in perception, attitudes and experiences in the society, in the period from 2013 to 2021, had a negative trend in 3 out of a total of 4 measured impact indicators, while one was neutral, it may be concluded that the public policy embodied in the strategic documents for the fight against corruption has failed to reach a desired level of effectiveness, i.e. the effect of strategic documents on social reality was not significant.

To avoid similar challenges, the next public policy in this field should be methodologically consistent and developed in an inclusive and transparent way. It is necessary to ensure the involvement of all interested parties in the process of preparation of a public policy document in order to build a sense of ownership over the document and prevent the situation in which the institutions do not know how a specific segment of the document was created or how was a task assigned to them for implementation purposes. It is necessary to strengthen the skills of employees to present the institution's performance in a way that will ensure the subsequent monitoring of progress in the implementation of public policy documents and their effects. The goals must be defined in a way that would allow the conclusion to be reached with certainty about the purpose (social change) to be achieved with such goals and how would potential (absence of) changes be detected. It is extremely important to conduct targeted research at appropriate time intervals, which will enable a preparation of a direct analysis of potential impacts of the public policy document. In order to achieve this, it is necessary to establish statistical data and records that could be used to directly or indirectly establish potential changes in the situation prior to the adoption of a public policy even after its expiry (establishment of the so-called track record mechanisms).

PURPOSE AND GOAL OF IMPACT ASSESSMENT

As previously mentioned, the revised Action plan for Chapter 23, which includes the Subchapter Fight against corruption (RAP23), foresees the obligation of the Agency, in cooperation with the competent institutions, to assess the impact of the measures taken so far aimed at reducing corruption in various fields (public procurements, privatisation, healthcare, taxes, education, police, customs and local self-government). All the previously mentioned measures were covered by strategic documents for fight against corruption that were in effect prior to the adoption of RAP23.

The purpose of the impact assessment is to draw conclusions and recommendations on how to improve the future strategic documents in all its segments and phases based on the experiences and lessons learnt from the process of preparation, coordination, monitoring and assessment of effects of the strategic documents in the field of fight against corruption.

The goal of the impact assessment is to determine whether any progress has been made in combating corruption in areas of particular risk and, if so, whether such progress is a consequence of the implementation of strategic documents or whether there is some other explanation for the change (if it has occurred).

A key benefit arising from a well-conducted impact assessment is to create a basis for the preparation of future evidence-based strategic and operational frameworks stating which measures should be improved and/or replicated, what should be improved, which practices should be discontinued and which measures should shift focus.

STRATEGIC CONTEXT

The National Anti-Corruption Strategy of the Republic of Serbia for the period from 2013 to 2018 (Strategy) was adopted at the session of the National Assembly held on 1 July 2013[3]. The general goal of the Strategy is to eliminate corruption, as the obstacle to economic, social and democratic development of the Republic of Serbia, to the largest possible extent. Apart from defining the general goal, the Strategy also defined 53 special goals arranged into ten areas.

The Action Plan for the Implementation of the National Anti-Corruption Strategy in the Republic of Serbia for the period from 2013 to 2018 (Action Plan) was adopted by the Government's decision of 25 August 2013[4]. This document makes the Strategy operational and defines 225 measures and 585 activities necessary for the achievement of strategic goals, the deadlines, responsible parties and resources. An indicator for the evaluation of implementation was defined for each activity.

The Revised Action Plan for the Implementation of the National Anti-Corruption Strategy in the Republic of Serbia for the period from 2013 to 2018 (Revised Action Plan) was adopted by the Government of the Republic of Serbia on 30 June 2016[5]. This document was in effect during the period from 2016 until 2018. The Revised Action Plan covered 113 measures and 243 activities. It is important to note that a large number of significant measures and activities were transferred from the Action Plan to the Action Plan for Chapter 23 (AP23), and that the Revised Plan contained the remaining measures and activities that were not included in the AP23.

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[3] "Official Gazette of the Republic of Serbia", number 57/2013
[4] "Official Gazette of the Republic of Serbia", number 79/2013
[5] "Official Gazette of the Republic of Serbia", number 61/2016

The Action Plan for Chapter 23, which also includes the Subchapter Fight against Corruption (AP23), was adopted at the session of the Government of the Republic of Serbia held on 27 April 2016 and was valid until the adoption of the Revised Action Plan for Chapter 23[6]. The document included 23 recommendations from the European Commission's Screening Report, the results of the implementation of recommendation and impact indicators referring to the measurement of recommendations. The document defined the activities, the competent body, deadlines for execution, financial resources and result indicators at the activity level.

STRATEGIC DOCUMENT QUALITY

The attempts to provide an answer to the question of whether the strategic documents in the field of the fight against corruption have produced a certain impact in society represent a significant challenge, given the fact that such endeavours are faced with a considerable number of obstacles that may be grouped into several basic units:

Goals of strategic documents

As previously mentioned, the goals set by the Strategy were formulated in such a way that it cannot be concluded with absolute certainty what is their purpose (social change) and how would potential (absence of) changes be detected. In certain segments, the goals are set so wide that it would be impossible to achieve them with a single strategic document. Such a way of defining would be possible if those were general goals, which should be set as a matter of principle, but not if those are specific goals, because they specify precisely what kind of social change should be achieved by a strategic document.

In this sense, there are generally three specific types of formulations of specific (special) goals:

1.1. The formulations that foresee interventions in the regulatory framework, without reference to what should be the outcomes of such interventions and without specifying precise standards contained in the goals. Some of them are deprived of the anti-corruption "tone", i.e. are defined in a way that doesn't clearly specify the type of problem in the field of fight against corruption they need to respond to.   This group of goals, for example, includes the following:
"Transparency of the registration procedure, passing of examinations, grading and evaluation of knowledge in all educational institutions", "Adopted regulations to regulate the work of the education inspection", "Accreditation process and subsequent control of the fulfilment of the conditions for work of state-owned and private schools based on clear, objective, transparent and predetermined criteria" and alike;

1.2. Formulations that envisage the introduction or improvement of certain mechanisms/institutes/institutions, without specifying how to assess whether the quality "built into" the goal has been achieved and what will be achieved with such a mechanism. This group of goals, for example, includes the following: "E-porezi system is fully developed and the data are being constantly updated", "Efficient control of the implementation of customs regulations has

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[6] Available at: www.mpravde.gov.rs/sr/tekst/26531/akcioni-plan-za-pregovaranje-poglavlja-23-usvojen-na-sednici-vlade-srbije-27-aprila-2016.php

been established", "Efficient mechanisms for integrity, responsibility and transparency in the adoption and implementation of decisions were established", etc.;

1.3. Formulations, which are also the most dominant, which foresee certain efforts/aspirations/types of behaviour of obliged entities, without determining the criteria concerning the type of institution/body that should give an authoritative interpretation of whether the achieved level of aspiration/effort is sufficient, i.e. whether the required quality has been achieved. This is particularly aggravated due to the fact that this group of goals includes formulations such as "all deficiencies eliminated", "consistent implementation" which cannot be achieved with one strategic document, and certainly not with one specific goal. This group of goals, for example, includes the following: "All the shortcomings in the legal framework that are advantageous for corruption were identified and eliminated and full implementation of the legal framework was ensured", "Consistent implementation of the Public Procurement Law and established records on the actions of the competent bodies in relation to the shortcomings found in their reports", "Developed an efficient and proactive approach to the detection and prosecution of corruptive criminal acts", etc.

Indicators for outcome measurement

An additional shortcoming is a fact that the indicators used to measure the fulfilment of specific goals often do not say much about the fulfilment of the goal itself, especially not the goal as a whole, but only about one, usually smaller part of it. They are predominantly defined in such a way that enables their use in measuring the achievement of the results, but usually not the achievement of the goal. Where it is possible, a complete absence of the reference and target value has nearly completely prevented the reaching of a credible conclusion.

It was also noted that certain indicators are "unfinished", bearing in mind that there is an idea that they should be of quantitative nature, but the target value remained undetermined with a note that it should be determined, which had to be done during the preparation of the document, i.e. before its adoption.

Some of the institutions, which are in charge of the indicators for specific goals, stated that, not only were they not involved in the defining of the goals, but also that the fulfilment of the indicators set in such a way cannot even be measured, because it does not fall under the jurisdiction of the said institution.

Impact indicators

When it comes to the Action Plan for Chapter 23 - Subchapter Fight Against Corruption, which was in effect from April 2016 to July 2020, the recommendations from the European Commission's Screening Report were defined as goals that, for the first time, were monitored by impact indicators. At first glance, this should have facilitated the preparation of the impact assessment, but this fact brought additional challenges for the Agency, since, for the most part, the impact cannot be measured by the impact indicators set in this way. Inconsistency was also observed in terms of indicator categories, and thus, in certain areas, the perception of corruption was classified into indicators at the level of a specific goal within the National Anti-Corruption Strategy, whereas the Action Plan for Chapter 23 classified it into indicators at the level of impact.

Among the eight risk areas dealt with by this impact assessment, three characteristic types of inadequate formulations of impact indicators may be distinguished, as defined by the Action Plan for Chapter 23 - Subchapter Fight Against Corruption:

1.1. The impact indicators defined as "Positive assessment of the European Commission on the progress of Serbia", even though the reports of the European Commission were never intended to measure the impact. If they were, then such reports would represent a kind of a smaller-scale impact assessment at the annual level, which, on the other hand, would not be a proper dynamic for the impact assessment.

By analysing the reports of the European Commission from 2012 to 2020 (with the exception of 2017, when there was no progress report)[7] , it may be concluded that these reports do not deal with impact assessment, i.e. with the changes in areas attempted to be established by the Agency with this impact assessment. The topic of European Commission's assessment is particularly revealed by the change of its approach and methodology from 2015 compared to the reports from the previous years. As stated in the Enlargement Strategy 2015[8], the new way of reporting ensures greater transparency in the enlargement process and should enable greater scrutiny of the reforms by all interested parties.

In this sense, the reports: 1) increase the focus on the state of affairs in order to show more clearly where countries are in terms of their preparedness to meet the enlargement criteria, as well as to allow the reader to put the progress achieved in a clearer context; 2) provide clearer guidelines on what countries should focus on in the coming year, which will also allow future progress reporting to be more relevant and focused on key issues and expectations from each country, and 3) include more harmonized reporting and assessment scales, which will enable countries to be directly compared in key areas, and in line with the expectations of the European Commission, such direct comparison could provide a driving force for the intensification of reforms.

In accordance with the *focus on fundamentals*, the rule of law and fundamental rights (functioning of the judiciary, corruption, organized crime, freedom of speech), this approach was also applied in the field of fight against corruption. The evaluations are based on careful analysis of the situation, with an emphasis on the significance of implementation and monitoring of results (so-called track records).

For the situation in the field, the following evaluations are being used:

1) Early phase;
2) Certain level of preparedness;
3) Moderate level of preparedness;
4) Good level of preparedness;
5) Very advanced level of preparedness.

For the evaluation of the level of progress over the past 12 months, the following evaluations are being used:

1) Retrogression;
2) No progress;
3) Certain progress/Limited progress;
4) Good progress;
5) Very good progress.

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[7] All the reports of the European Commission are available at the website of the Ministry for European Integrations, at the following link: www.mei.gov.rs/srp/dokumenta/eu-dokumenta
[8] Available at: https://ec.europa.eu/neighbourhood-enlargement/system/files/2017-10/20151110_strategy_paper_en_0.pdf

The fact that the intention of the progress report was not to measure the impact is also confirmed by the fact that in the Serbia Progress Report for the year 2018[9] the European Commission itself explicitly states that "so far there is no measurable impact of anti-corruption reforms" and recommends that Serbia should "ensure measurable impact through the effective implementation of the national anti-corruption strategy and action plan, including through the provision of effective coordination and sufficient resources".

In its 2019 Progress Report for Serbia[10], the European Commission iterated that "there is no measurable impact of the reforms in the field of fight against corruption".

In the progress report, the European Commission in fact reflects on the adopted decisions, adopted regulations, applied measures, as well as on the structures that exist and work. The progress is assessed based on the recommendations from the previous years and if the recommendations have been implemented, the resulting assessment is positive.

All this speaks to the fact that the intention and the concept of the European Commission was not to assess the impact, but for the candidate country to do so, and for this reason, it is difficult not to conclude that the impact indicator defined as a "positive assessment of the European Commission" is not, in fact, an impact indicator - it would be more suitable to use it as an indicator at the level of a goal or result. In this sense, the Agency was prevented from using this indicator in the impact assessment in eight risk areas.

1.2. The impact indicators defined as annual reports of a certain institution or a degree of achievement of the measures and activities in risk areas.

In this case, the Agency was also prevented from using the impact indicators defined in this way. First of all, because they do not represent indicators of any level, especially not of impact, but merely the sources of data verification, and secondly because they also do not measure the change that should have been achieved by the strategic document, but only provide an overview and provide insight into the degree of fulfilment of the strategic document at a lower level from the level of impact, i.e. at the level of measures and activities.

1.3. The impact indicators defined as a number of initiated and finally completed processes in a specific area.

This is also an impact indicator which is in fact not an impact indicator, because it is a quantitative indicator against which the fulfilment of activities can be monitored, and indirectly also the strengthening of capacities, but bearing in mind the limitations in the existence of systematized databases and their delivery to the Agency, as well as the monitoring of the case from beginning to end, this indicator could not be used for this purpose either. If the data had been presented, as originally intended, in a way that provides insight into the trend and enables the drawing of credible conclusions about such a trend, such an indicator could have contributed to the improvement of the quality of the impact assessment, but, for the above-mentioned reasons, the opportunity was missed.

In the end, the Agency used the only available impact indicator, and it refers to the results of public opinion polls that were supposed to show the trend of reducing the perception of corruption in risk areas, which is dealt with in more detail in the chapters titled Methodology and Strategic Documents Impact Assessment.

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[9] Available at:
www.mei.gov.rs/upload/documents/eu_dokumenta/godisnji_izvestaji_ek_o_napretku/izvestaj_ek_o_srbiji(1).pdf

[10] Available at:
www.mei.gov.rs/upload/documents/eu_dokumenta/godisnji_izvestaji_ek_o_napretku/20190529-serbia-report_SR_-REVIDIRANO.pdf

Coordination over the implementation of the National Anti-Corruption Strategy for the period from 2013 to 2018 and the accompanying action plans for its implementation was entrusted to the Coordinating Body for the Implementation of the Action Plan for the Implementation of the Strategy at the highest level (Coordinating Body), which was established at the beginning of August 2014. According to the Decision[11], the Coordination Body consisted of: the Prime Minister, who managed its work, the minister responsible for judicial affairs, the minister responsible for financial affairs and a member of the Anti-Corruption Council. The plan was for the Coordinating Body to meet at least once every six months, and that other members of the Government and heads of competent bodies could also participate in its work. A special role in the coordination of the work of the state bodies in the implementation of the Strategy and Action plan was played by the State Secretaries in the Ministry of Justice and the Ministry of Finance. It was foreseen that the State Secretary from the Ministry of Justice would organize meetings with responsible persons from public authorities at least once every three months, and if necessary, would also organize bilateral meetings. The competent state authorities were obliged to inform the Coordinating Body through the Ministry of Justice and the Anti-Corruption Council about the fulfilment of the measures from the Action Plan, while the body could propose the adoption of decisions for the implementation of the Action Plan to the Government. The Action Plan for the implementation of the Strategy envisaged for the Law on the National Assembly to be amended so as to introduce the obligation of the Government to submit a report to the National Assembly at least once a year concerning the implementation of the conclusions of the National Assembly adopted in connection with the consideration of the Annual Report on the implementation of the Agency's strategic documents, with the obligation for the report of the Government to be considered at the session of the National Assembly.

Even though the system of coordination over the implementation of the Strategy and Action plans was developed in detail, it was never applied in practice. Namely, the Coordinating Body has held a total of two meetings during the entire validity of these documents, one in September 2014 and one in January 2016. Furthermore, the amendments of the Law on National Assembly, foreseen by the mentioned strategic documents, were never adopted.

The Law on the Prevention of Corruption foresees that the Agency should supervise the implementation of strategic documents in the field of fight against corruption. The Agency prepares an annual report on the monitoring of the strategic documents (report) which is to be submitted to the National Assembly by the end of March of the current year for the previous year. The monitoring of the implementation of strategic documents implies that the Agency should evaluate the fulfilment of activities envisaged by the strategic documents. The public authorities, which are also the entities responsible for the implementation of activities from the strategic documents, report to the Agency on a quarterly basis on whether they have completed the planned activities within the given deadline and in the manner stipulated by the strategic documents. On the basis of the reports submitted by public authorities, but also on the basis of other sources (reports or other analytical documents of international organizations, domestic civil society organizations, expert reports, scientific works, etc.), the Agency assesses whether the activities from the strategic documents have been fulfilled within the deadline and in the manner stipulated by such documents.

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[11] Decision on the establishment of the Coordinating Body for the implementation of the Action Plan for the implementation of the National Anti-Corruption Strategy in the Republic of Serbia for the period from 2013 to 2018, "Official Gazette of the RS", No. 84/2014

When it comes to the monitoring of the implementation of the National Anti-Corruption Strategy and the accompanying action plans that were valid from 2013 to 2018, the Agency prepared six annual reports on the implementation of these documents, which were submitted to the National Assembly. The last annual report on the implementation of the National Anti-Corruption Strategy and the accompanying action plan for its implementation for the year 2018, also contained an assessment of the implementation of all activities stipulated by the Revised Action Plan for the implementation of the strategy for the period from 2016 to 2018. According to the Agency's assessment, among 250 examined activities: 92 (37%) activities were implemented in accordance with the indicator, mostly in the manner, but not always and within the deadline stipulated by the Revised Action Plan; 149 (60%) activities were not at all implemented or were not implemented in accordance with the indicator (this number includes both one-time and permanent activities); 9 (3%) activities were not assessed by the Agency, because the activities were duplicated, the responsible entity was not adequately determined, or it was not possible to give an assessment of fulfilment[12].

In the areas that are subject to the strategic document impact assessment in relation to the fight against corruption, according to the Agency's assessment[13], the statistics on the implementation of activities from the Revised Action Plan for the implementation of the strategy in the period from 2016 to 2018 are as follows:

- Police: among 19 defined activities, 8 (42%) activities were implemented in accordance with the indicators, while 11 (58%) were not implemented.

- Healthcare: among 14 defined activities, 2 (14%) activities were implemented in accordance with the indicators, while 12 (86%) were not implemented.

- Education (included in the document in the field titled *Education and sport)*: among 11 defined activities, 3 (27%) activities were implemented in accordance with the indicators, 7 (64%) were not implemented, while one (9%) could not be assessed.

- Privatisation (included in the document in the field titled *Privatization and public-private partnership*): among 14 defined activities, none (100%) of the activities were implemented, i.e. the Agency has assessed that the activities were not implemented in the manner defined in the said document.

- Public procurement (included in the document in the field titled *Public Finances*): among 8 defined activities, 6 (75%) were implemented in accordance with the indicators, while 2 (25%) were not implemented.

- Taxes (included in the document in the field titled *Public Finances*): among 13 defined activities, 1 (7.7%) was implemented in accordance with the indicator, while 12 (92.3%) were not implemented.

- Customs: all the goals, measures and activities were transferred to AP 23.

- Local self-government (included in the document in the field titled *Political activities*): among 6 defined activities, 2 (33%) were implemented in accordance with the indicators, while 4 (67%) were not implemented.

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[12] Report on the implementation of the National Anti-Corruption Strategy in the Republic of Serbia and the Revised Action Plan for its implementation for 2018 with an assessment of the implementation of all activities stipulated by the Revised Action Plan from 2016 to 2018, available at: www.acas.rs/wp-content/uploads/2019/04/ACAS-strategija-web.pdf

[13] *Ibid.*

The system for coordination and monitoring of the implementation of AP 23 was very complex. It involved the participation of a large number of actors, including the representatives of the highest level of government, who participated in the process of coordination and monitoring of the implementation of this document through the Coordinating Body for the Process of Accession of the Republic of Serbia to the European Union (Coordinating Body)[14]. Apart from this body, certain roles in the system for coordination and monitoring of the implementation of AP 23 were entrusted to the Council for the Implementation of the Action Plan for Chapter 23 (Council)[15].

One of the most important elements in the system for coordination and monitoring of the implementation of AP 23 was the so-called *Early warning mechanism in case of stagnation in the implementation of the Action plan.* The Council was in charge of regular communication with the public authorities responsible for the implementation of activities stipulated by AP 23. The communication included not only the reports on the implementation of activities, but also regular consultations between the Council and the responsible entity in relation to the implementation of activities. However, should problems occur in the implementation of activities, which could not be resolved through bilateral meetings, there was a possibility to activate the Early warning mechanism.

As mentioned, the operational role of the Council is reflected in the gathering of reports prepared by public authorities responsible for the implementation of activities stipulated by AP 23, on the basis of which the Council prepared its reports. This body was in charge of the submission of several types of reports, among which the six-monthly reports on the implementation of AP 23 are publicly available on the website of the Ministry of Justice. The Council has submitted these reports to the European Commission.

The Council has prepared its last six-monthly report on the implementation of AP 23 in July 2020[16]. That was also the last day of validity of this document. In July 2020, the Government of the Republic of Serbia adopted a Revised AP 23.

When it comes to the statistics concerning the implementation of activities from AP 23, Subchapter *Fight Against Corruption,* in its last six-month report from 2020, the Council said that among the 152 examined activities: 92 (60.5%) were fully implemented, 12 (7.9%) were almost fully implemented, 21 (13.8%) were partially implemented, 25 (16.5%) were not implemented, while 2 (1.3%) were not assessed.

In the areas that are subject to the strategic documents impact assessment in the area of the fight against corruption, according to the assessment of the Council[17], the statistics on the implementation of AP 23, Subchapter *Fight Against Corruption* in the period from 2016 to the first half of 2020, are as follows:

- Police: among 9 defined activities, 7 (77.7%) were fully implemented, 1 (11.1%) was almost fully implemented, while 1 (11.1%) was partially implemented.

- Healthcare: among 8 defined activities, 5 (62.5%) were fully implemented, 2 (25%) were almost fully implemented, while 1 (12.5%) was partially implemented.

- Education: among 7 defined activities, 5 (71.4%) were fully implemented, 1 (14.3%) was almost fully implemented, while 1 (14.3%) was not implemented.

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[14] The Coordinating Body, established in September 2013, consisted of: the Prime Minister, the Deputy Prime Minister, Deputy Prime Minister and Minister of Labour, Employment and Social Policy, Deputy Prime Minister and Minister of foreign and internal trade and telecommunications, Minister responsible for foreign affairs, Minister responsible for European integration, the Minister responsible for financial affairs, the Minister responsible for agriculture, forestry and water management and the Minister responsible for environmental affairs.

[15] At the proposal of the Head of the Negotiating Group for Chapter 23, the Government of the Republic of Serbia appointed the members of the Council among the officials and consultants from the Ministry of Justice for a period of 5 years with the possibility of mandate extension.

[16] Semi-annual report of the Negotiating Group for Chapter 23, for the first half of 2020, available at: www.mpravde.gov.rs/tekst/26470/izvestaji-o-sprovodjenju-akcionog-plana-za-poglavlje-23.php

[17] *Ibid.*

- Privatization: among 7 defined activities that were examined, 6 (85.7%) were fully implemented, 1 (14.3%) was not implemented.
- Public procurements: among 7 defined activities, 5 (71.4%) were fully implemented, 1 (14.3%) was almost fully implemented, while 1 (14.3%) was not implemented.
- Taxes: among 5 defined activities, 1 (20%) was fully implemented, 2 (40%) were partially implemented, while 2 (40%) were not implemented.
- Customs: among 5 defined activities, 2 (40%) were fully implemented, 1 (20%) was partially implemented, while 2 (40%) were not implemented.
- Local self-government: among 3 defined activities, 2 (66.7%) were fully implemented, 1 (33.3%) was almost fully implemented.

CHALLENGES DURING THE PREPARATION OF THE IMPACT ASSESSMENT

From the very beginning of the process of impact assessment, the Agency has encountered various types of challenges that had a significant impact of the findings, but also on the quality of impact assessment. The Agency has encountered similar challenges during the monitoring of the implementation of strategic documents in the field of corruption prevention, as testified in its reports.

If we look back at the period of monitoring of the strategic document's implementation, the public authorities and other obliged persons, in their reports on the implementation of the Action Plan accompanying the Strategy, have in a significant number avoided to provide not only their own assessments of the degree of implementation of measures stipulated by the Strategy, but also to declare on the implementation of activities, which was actually their basic obligation. Having in mind the above said, in certain periods, the Agency was unable to evaluate the implementation of more than half of the total number of activities from the Action Plan[18]. If we take into account the inability to evaluate the fulfilment of obligations at this basic level (level of activities), the assessment of the impacts (effects) achieved by the Strategy in the political/legal/economic segment of the society did not have the basic prerequisites for successful implementation.

In the process of preparation of the strategic documents impact assessment, in particular, after the formation of working groups, not all of the institutions have responded to the invitation to participate in thematic meetings, which made it much more difficult for the Agency to verify additional questions and indicators at the level of a specific goal in an attempt to obtain as much information as possible, systematized in an appropriate manner[19].

In addition, the institutions that have responded to the invitation and have analysed both the existing and additional indicators and questionnaires together with the Agency, did not fully manage to provide the requested data. The reasons usually included the absence of institutional memory, the time required to search the existing databases, non-harmonized databases or their complete absence, inability to provide any response to certain questions, etc. In addition, the public bodies and other entities do not keep statistical

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[18] Report on the implementation of the National Anti-Corruption Strategy in the Republic of Serbia for the period from 2013 to 2018 and the Revised Action Plan for its implementation for 2016, page 7, Anti-Corruption Agency.
[19] See Annex 1 to the Report.

data and records that could be used to directly or indirectly establish potential changes in the situation prior to the adoption of the Strategy and after its expiry (absence of the so-called track record mechanisms).

As previously mentioned, the absence of reference and target value nearly completely prevented the adoption of a valid conclusion, even at the level of results. If this is taken into account, it is clear why the conclusion at the level of impact could not have been reached with the use of these parameters. Even though certain institutions have made an effort to gather statistical data (both input and output values), this created additional challenges due to several reasons:

1) the submitted data were structured in such a way to include data from various categories by years, which prevented the comparison and monitoring of trends;

2) the submitted data were not systematized in such a way that would enable the establishment of a trend, i.e. the Agency could not interpret them and be unequivocally certain of the findings that could be derived from the data structured in such a way;

3) the submitted data were structured in a way that prevented the Agency to turn to the next higher "instance", i.e. other competent institution for the purpose of trend monitoring;

4) the submitted data in certain areas were more detailed than in others, but bearing in mind that no conclusion could be reached for some other areas, the Agency, for the sake of the methodological coherence of this analysis, decided not to present the data that were somewhat better structured either, because they also partially contained the aforementioned shortcomings.

The requested data did not include only the statistical reports (e.g. actions and outcomes of actions), which were extremely important for the Agency for trend monitoring, but also the narrative answers to questions, which were submitted to the Agency to a much lesser extent than necessary and adequate for this type of assessment.

The lack of capacity of the institutions to participate in the preparation of such an assessment was also evident, and this is also a challenge faced by the Agency, bearing in mind that for the most part, it relied exclusively on its own knowledge and experience in the implementation of such a comprehensive and complex process. In addition, apart from two public calls to the civil society organizations, there was no interest for the participation in this process.

In the answers received by the Agency, it was stated that, for example, certain measures were deleted from the Action Plan for the implementation of the National Anti-Corruption Strategy for the period from 2013 to 2018, i.e. they were not transferred to the Revised Action Plan for the implementation of the National Anti-Corruption Strategy and that the answers can no longer be provided. In fact, these are measures that primarily include the regular competences of the institutions, most often regulated by law, and therefore it is not possible to stop their implementation just because such a measure is no longer provided for in the strategic document.

The representatives of the institutions themselves have on several occasions pointed out that they do not know what they should be measuring through the impact assessment, so the Agency used the meetings of the working group, in a very limited form, as a kind of guideline-providing session in that sense as well.

In addition to this questionnaire, the Agency prepared and distributed a survey to all public authorities that participated in the process of creating and implementing the anti-corruption strategic documents, with the aim for them to conduct a self-evaluation of the effects of such documents[20]. However,

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[20] See Annex 2 to the Report

the results of this survey also couldn't be taken into consideration, bearing in mind the fact that the survey was completed by only around 30% of the public authorities to which it was sent.

It is important to note that no such impact assessment has been done so far and that the institutions were never requested to keep the data in such a way that would allow for the assessment of the impacts. This is a brand-new mechanism for all the participants in the process, and for this reason the assessment served as a learning process, both for the institutions and for the Agency itself. In this sense, this type of capacity strengthening will require a lot of attention in the forthcoming period to enable the competent bodies to develop a sense of ownership over the documents, but also learn how to recognize and define the desired changes needed to be achieved by the strategic documents and then to perform an adequate assessment.

Finally, the absence of targeted researches conducted in relevant time intervals (*ex ante*, *baseline*, *post festum*) has prevented the implementation of a direct analysis of potential impacts of the Anti-Corruption Strategy.

The adoption of the Law on the Planning System of the Republic of Serbia[21] ensured certain preconditions for carrying out the analysis of effects, as well as for the evaluation of the performance of public policies, but only after a consistent practice of measuring the impact and strengthening the capacity for such measurement is established, it would be possible to expect an actual change of consciousness and a shift in the impact assessment process.

METHODOLOGY

The attempts to provide an answer to the question of whether the strategic documents in the field of the fight against corruption have produced a certain impact in society represent a significant challenge, given the fact that such endeavours are faced with a considerable number of obstacles described and explained in the chapters titled: Strategic document quality and Challenges during the preparation of the impact assessment.

In the attempt to overcome these challenges, for the purpose of this report, a methodology was developed that indirectly tries to identify whether certain trends are present at the social level, which could represent a possible consequence of the achievement of the goals specified in the strategic documents. In other words, the methodology looks for indications whether the goals, measures and recommendations from these documents, along with other social factors, could have contributed to changes (if there were any changes at all), the occurrence of which could be logically assumed, if the goals were achieved in the areas in which they were set.

In relation to this approach, however, it is important to mention that the impact assessment is based on external public opinion polls conducted by third parties to examine similar phenomena, not with the aim to analyse the impacts of the strategic documents in the fight against corruption. Bearing in mind the previous limitation, the fact that the public opinion polls available from the period of strategic documents validity are not mutually identical, as well as that not all of the available researches could be taken into account due to the mutual temporal mismatch and the diversity of the target groups, the conclusions from this report are based solely on the findings of those researches that are mutually compatible in terms of sample, target group and topic. Thus, the conclusions must be taken into account only conditionally and as an attempt to indicate a potential trend, not as a definitive indicator of the observed phenomena.

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[21] "Official Gazette of the Republic of Serbia", No. 30/2018

In its approach, this methodology relies on the methodology prepared by the Moldavian Centre of Sociological, Politological and Psychological Analyses and Investigations (Centre CIVIS) in cooperation with the Ministry of Foreign Affairs of the Kingdom of Norway and the United Nations Development Programme (UNDP), in order to conduct a research on the effects of the Moldavian anti-corruption strategy for the period 2017-2020.[22] As opposed to the strategic documents in the Republic of Serbia, the Moldavian document [23] has determined the areas of intervention, priorities within the areas, goals, expected results, outcome indicators and impact indicators (effects). On the aforementioned basis, the Centre CIVIS conducted a survey of the perception and experiences of certain target groups (general public, public officials and business entities) at the beginning and at the end of the strategic document validity, in order to determine whether there has been an improvement in these categories and, consequently, whether there were positive effects of strategy implementation.

In the situation when the Strategy has failed to define the impact indicators, the basic hypothesis of this methodology is that the perception and experiences of the general public in relation to corruption represent an indirect indicator showing whether a change has occurred in those areas in which the authors of the strategic documents thought steps should be taken to reduce the corruption. Namely, it should be indisputable that there is a correlation between the adequately set measures of anti-corruption policy and social attitudes on corruption. This means that there should be some sort of a relationship between the anti-corruption measures and the "shifts" taking place in the public opinion in this respect. In other words, if the perception and experiences in relation to corruption have changed in a positive direction, the assumption is that the goals and measures stipulated by the Strategy have achieved at least some effect, i.e. if the perception and experiences have changed in a negative direction, or if there is no statistically significant change, it may be concluded that the impact of the anti-corruption policy is lacking.

A potential existence of certain trends in the society is related to the goals stipulated by the Strategy through the aggregate indicators also applied in the Centre CIVIS's methodology. Their purpose is to detect and interpret whether the set goals have caused observed changes in the perception, attitudes and experiences of respondents in the relevant segments of the anti-corruption policy, and how.

The general and special goals from the Strategy were assigned 4 aggregate impact indicators, and each of them was assigned a set of compatible questions from the questionnaire (14 questions in total) that were used in the research of respondents' perceptions, attitudes and experiences in relation to corruption in the above-mentioned time intervals. For the purpose of this methodology, the questions from the research are treated as measurement factors. In other words, the changes in the respondents' attitudes that have ultimately occurred are reflected as certain trends of the achieved impact at the indicator level.

The perception, positions and experiences of the general public in relation to corruption were taken from the public opinion polls that were mutually compatible in their methodology, subject, target group, sample and questionnaires used, organized over a period of one year prior or during the same year when the Strategy entered into force, as well as during the year when the Strategy ceased to apply. As additional resources for the analysis, and in order to provide a higher degree of certainty of noticing a potential trend, the complementary researches were also used, which were carried out several years after the expiry of the Strategy and one year after the expiry of AP23.

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[22] "The National Integrity and Anti-Corruption Strategy Impact Monitoring Survey – Moldova 2017" and "The National Integrity and Anti-Corruption Strategy Impact Monitoring Survey – Moldova 2019", Centre of Sociological, Politological and Psychological Analysis and Investigations CIVIS.
[23] "National Integrity and Anticorruption Strategy for the Years 2017 – 2020", available at: www.undp.org/moldova/publications/national-integrity-and-anti-corruption-strategy-nias-2017-2020-impact-monitoring-survey-moldova-2021

These are the following researches:

- "Research on the perception of public interest in the field of prevention and fight against corruption and the place and role of the Anti-Corruption Agency - target group: citizens", the Anti-Corruption Agency and the Centre for Free Elections and Democracy (CeSID), May 2012; this research was used as a subsidiary research in case the 2013 research did not contain a question as a measurement factor that was represented in the public opinion polls conducted in 2018, 2020/2021, or in case there was a similar question that was not comparable for this purpose;

METHODOLOGY [24]
- Type and size of sample: random, representative sample consisting of 1210 adult respondents from the territory of the entire Serbia (without KiM);   - Sample frame: territory of the polling station;   - Selection of households: random selection of households within a polling station by applying the criteria of mutual distance of the households and equal coverage of the entire polling station;   - Selection of respondents within a household: selection of adult respondents by applying the method of "first upcoming birthday" in relation to the surveying date;   - Research technique: directly, face-to-face interviews within the household;   - Research instrument: questionnaire with 79 questions

- "Attitude of Serbian citizens towards corruption - eighth research cycle", Centre for Free Elections and Democracy (CeSID) and United Nations Development Program (UNDP), December 2013;

METHODOLOGY [25]
- Type and size of sample: random, representative sample consisting of 600 adult respondents from the territory of the entire Serbia (without KiM);   - Sample frame: territory of the polling station;   - Selection of households: random sampling without substitutes - within a polling station, every other address from the starting point;   - Selection of respondents within a household: random sampling without substitutes - selection of respondents by applying the method of "first upcoming birthday" in relation to the surveying date;   - Research technique: face-to-face within the household;   - Research instrument: questionnaire with 112 questions

- "Attitudes of citizens on corruption", IPA 2013 National Program for Serbia, Ministry of Justice of the Republic of Serbia and the Public Prosecutor's Office of the Republic of Serbia, January 2018; This research was used as subsidiary research in case the 2018 research did not

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[24] For detail information on the methodology used and the description of the sample, see: "Research on the perception of public interest in the field of prevention and fight against corruption and the place and role of the Anti-Corruption Agency - target group: citizens", the Anti-Corruption Agency and the Centre for Free Elections and Democracy (CeSID), May 2012, pages 4 and 5.

[25] For detail information on the methodology used and the description of the sample, see: "Attitude of Serbian citizens towards corruption - eighth research cycle", Centre for Free Elections and Democracy (CeSID) and United Nations Development Program (UNDP), December 2013, pages 3 and 4.

contain a question as a measurement factor that was represented in the public opinion poll conducted in 2013 or in case there was a similar question that was not comparable for this purpose;

METHODOLOGY[26]

- Type and size of sample: random, representative sample consisting of 1000 adult respondents from the territory of the entire Serbia (without KiM);
- Sample frame: territory of the polling station;
- Selection of households: random sampling without substitutes - within a polling station, every other address from the starting point;
- Selection of respondents within a household: random sampling without substitutes - selection of respondents by applying the method of "first upcoming birthday" in relation to the surveying date;
- Research technique: face-to-face within the household;
- Research instrument: questionnaire with 112 questions

- "Attitude of Serbian citizens towards corruption", Centre for Free Elections and Democracy (CeSID), USAID's Responsible Government Project (GAI), November 2018;

METHODOLOGY[27]

- Type and size of sample: random, representative sample consisting of 1193 adult respondents from the territory of the entire Serbia (without KiM);
- Sample frame: territory of the polling station;
- Selection of households: random sampling without substitutes - within a polling station, every other address from the starting point;
- Selection of respondents within a household: random sampling without substitutes - selection of respondents by applying the method of "first upcoming birthday" in relation to the surveying date;
- Research technique: face-to-face within the household;
- Research instrument: questionnaire with 103 questions

- "Attitudes of citizens on corruption", IPA 2013 National Program for Serbia, Ministry of Justice of the Republic of Serbia and the Public Prosecutor's Office of the Republic of Serbia, November 2020; This research was used as subsidiary research in case the 2021 research did not contain a question as a measurement factor that was represented in the public opinion poll conducted in 2013 or in case there was a similar question that was not comparable for this purpose;

METHODOLOGY[28]

[26] For detail information on the methodology used and the description of the sample, see: "Attitudes of citizens on corruption - Report on the public opinion poll", IPA 2013 National Program for Serbia, Ministry of Justice of the Republic of Serbia and the Public Prosecutor's Office of the Republic of Serbia, January 2018, pages 5 and 6.

[27] For detail information on the methodology used and the description of the sample, see: "Attitude of Serbian citizens towards corruption", Centre for Free Elections and Democracy (CeSID), USAID's Responsible Government Project (GAI), November 2018, pages 3 and 4.

[28] For detail information on the methodology used and the description of the sample, see: "Attitudes of citizens on corruption - Report on the public opinion poll", IPA 2013 National Program for Serbia, Ministry of Justice of the Republic of Serbia and the Public Prosecutor's Office of the Republic of Serbia, November 2020, pages 5 and 6.

- Type and size of sample: random, representative sample consisting of 1000 adult respondents from the territory of the entire Serbia (without KiM);
- Sample frame: territory of the polling station;
- Selection of households: random sampling without substitutes - within a polling station, every other address from the starting point;
- Selection of respondents within a household: random sampling without substitutes - selection of respondents by applying the method of "first upcoming birthday" in relation to the surveying date;
- Research technique: face-to-face within the household;
- Research instrument: questionnaire with 112 questions

- "Citizen's perception of fight against corruption in Serbia for 2021", Centre for Free Elections and Democracy (CeSID), USAID's Responsible Government Project (GAI), December 2021.

METHODOLOGY[29]

- Type and size of sample: random, representative sample consisting of 1188 adult respondents from the territory of the entire Serbia (without KiM);
- Sample frame: territory of the polling station;
- Selection of households: random sampling without substitutes - within a polling station, every other address from the starting point;
- Selection of respondents within a household: random sampling without substitutes - selection of respondents by applying the method of "first upcoming birthday" in relation to the surveying date;
- Research technique: face-to-face within the household;
- Research instrument: questionnaire with 117 questions.

A favourable circumstance in connection with the researches used is also the fact that their authors have hired the same expert agency for public opinion polls to conduct the surveys and analyse and interpret the results.[30]

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[29] For detail information on the methodology used and the description of the sample, see: "Citizen's perception of fight against corruption in Serbia for 2021", Centre for Free Elections and Democracy (CeSID), USAID's Responsible Government Project (GAI), December 2021, pages 4 and 5.

[30] The organization is question is the Centre for Free Elections and Democracy (CeSID).

Description of results

GOALS	IMPACT INDICATOR	MEASUREMENT FACTOR (QUESTIONS FROM THE RESEARCH)
(General goal): The general goal of the Strategy is to eliminate corruption, as the obstacle to economic, social and democratic development of the Republic of Serbia, to the largest possible extent; **(Local self-government**, 3.1.5): Adopted provincial and local action plans for fight against corruption, the implementation of which is supervised by the permanent working bodies of the provincial, i.e. local assemblies; **(Taxes**, 3.2.1.1): E-porezi system is fully developed and the data are being constantly updated; **(Taxes**, 3.2.1.2): Established legal and institutional framework for the implementation of the unique identification tax number system for natural and legal persons; **(Customs**, 3.2.1.3): All the shortcomings in the legal framework of the customs system that are advantageous for corruption were identified and eliminated; **(Customs**, 3.2.1.4): Efficient control of the implementation of customs regulations has been established;	Reduced level of corruption perception	**Expectations of the citizens**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Major problems of the citizens**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Impact of the corruption on various aspects of life**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Level of corruption over the previous 12 months**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Prevalence of corruption per areas and institutions**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021;

(**Public procurements**, 3.2.2.2): Consistent implementation of the Public Procurement Law; (**Public procurements**, 3.2.2.3): Improved cooperation and coordination of activities on the prevention of corruption among the relevant institutions at all levels of government; (**Privatisation**, 3.3.1): Amended legal framework so as to eliminate the risks of corruption in the regulations that regulate the procedure and control of privatization, reorganization and bankruptcy of state-owned and socially-owned companies; (**Privatisation**, 3.3.2): A system for efficient implementation and control of the implementation of positive regulations in the field of privatization, reorganization and bankruptcy was established; (**Healthcare**, 3.7.1): All the shortcomings in the legal framework that are advantageous for corruption were identified and eliminated and full implementation of the legal framework was ensured; (**Healthcare**, 3.7.2): Efficient mechanisms for integrity, responsibility and transparency in the adoption and implementation of decisions were established;	Increased trust of the public in the ability of the institutions to protect the public interest	**Efficiency of the Serbian Government in the fight against corruption**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Holders/dedication to the fight against corruption**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Factors that disrupt the fight against corruption in Serbia**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Existence of will to eliminate corruption**: - UNDP research for 2013, - IPA 2013 research of the National Program for Serbia for 2018;
(**Healthcare**, 3.7.3): Transparent information system in healthcare and the participation of citizens in the control of work of healthcare institutions, in accordance with the legal protection of personal data; (**Education**, 3.8.1): Amended legal framework in relation to the appointment, position and powers of primary and secondary school directors and deans of faculties; (**Education**, 3.8.2): Adopted regulations to regulate the work of the education inspection;	Reduced share of citizens not willing to report corruption and illegal actions	**Direct and indirect experience with corruption**: - UNDP research for 2013, - IPA 2013 research of the National Program for Serbia for 2018, - IPA 2013 research of the National Program for Serbia for 2020; **Reasons to give bribe**: - UNDP research for 2013, - IPA 2013 research of the National Program for Serbia for 2018, - IPA 2013 research of the National Program for Serbia for 2020;

(**Education**, 3.8.3): Transparency of the registration procedure, passing of examinations, grading and evaluation of knowledge in all educational institutions; (**Education**, 3.8.4): Accreditation process and subsequent control of the fulfilment of the conditions for work of state-owned and private schools based on clear, objective, transparent and predetermined criteria; (**Police**, 3.5.1): Strengthened capacities of the police for the investigation of criminal acts involving the elements of corruption; (**Police**, 3.5.2): Strengthened integrity and mechanisms for internal control aimed at eliminating corruption from the police sector;	Strengthened anti-corruption values/culture	**Position on giving bribe**: - UNDP research for 2013, - GAI research for 2018, - GAI research for 2021; **Corruption as part of the culture**: - ABPK research for 2012, - GAI research for 2018, - GAI research for 2021; **Corruption as a way to satisfy the needs**: - ABPK research for 2012, - GAI research for 2018, - GAI research for 2021;

Impact indicator: Reduced level of corruption perception

MEASUREMENT FACTOR 1: Expectations of the citizens (answers to the question: "Are the things in Serbia moving in the right or wrong direction?")			
Year	In the wrong direction	In the right direction	Doesn't know/Cannot assess
2013	48%	31%	21%
2018	47%	34%	19%
2021	45%	36%	19%

MEASUREMENT FACTOR 2: Major problems of the citizens:[31]			
Year	Corruption	Weakness and inefficiency of institutions	Crime and security
2013	12%	2%	4%
2018	12%	4%	5%
2021	10%	6%	5%

MEASUREMENT FACTOR 3: Impact of the corruption on various aspects of life			
Year	Personal and family life	Business environment	Political situation in the country
2013	57%	73%	84%
2018	67%	74%	90%
2021	71%	76%	90%

MEASUREMENT FACTOR 4: Level of corruption over the previous 12 months[32]					
Year	Significantly increased	Slightly increased	Remained the	Slightly decreased	Significantly
2013	11%	9%	46%	24%	1%
2018	12%	15%	41%	19%	3%
2021	20%	15%	35%	15%	5%

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[31] For the purpose of this report, an excerpt from the corruption ranking and related phenomena has been given from the list of identified problems.

[32] The summary does not include the category "Doesn't know" which contains a difference of up to 100%.

MEASUREMENT FACTOR 5: Prevalence of corruption per areas and institutions (answers to the question: "Is there corruption in these institutions?")[33]								
Year	Police	Healthcare	Customs	Local self-government	Parliament	Government[34]	Tax administration	President of the
2013	74%	71%	59%	59%	58%	57%	51%	35%
2018	82%	88%	79%	81%	65%	73%	71%	46%
2021	79%	84%	79%	76%	67%	74%	75%	57%

Interpretation per impact indicator factors: Reduced level of corruption perception

FACTOR 1: Within this impact indicator, only one category has had a positive trend. Namely, over the observed period, the share of respondents who believed that the things in Serbia are moving in the right direction has increased by 5, while the number of those who had the opposite opinion has decreased by 3 percentage points. Still, one should bear in mind that these tendencies ranging from 3 to 5 percentage points are not sufficiently significant to change the established *status quo*. Namely, throughout the eight-year period of observation, there is still a pervading opinion that the situation in which the citizens and the country are is not good.

FACTOR 2: In the period 2013-2018, corruption was stably positioned as third on the list of problems recognized by the citizens. In the additional research conducted in 2021, corruption dropped to fifth position, but in this case the number of respondents within categories were quite stable, regardless of the position of this problem on the list. Furthermore, each research used has concluded that the citizens have particularly emphasized the problems of economic nature, and the question can be raised as to what the views of the citizens would look like if corruption was problematized as an exclusive category.

FACTOR 3: A negative trend has been observed in the perception of citizens about the impact of corruption on various aspects of life in each given category. It is interesting that at the end of Strategy validity, nearly 7 out of 10 respondents were aware that the impact of corruption had started to "overflow" from the political and business environment to their family and personal lives.

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[33] The table shows the summary of categories that were common for all used public opinion polls; however, the perception of prevalence of corruption over the observed period was also high in other significant areas/institutions that were not simultaneously covered by each research (for example, political parties, courts, prosecution, public enforcement officers, notaries public, cadastral offices, etc.).

[34] For the purpose of comparison and trend observance, the category "ministers" from the surveys conducted within the Responsible Government Project (GAI) were observed in the same context as the category "government" in the research conducted under the auspices of the United Nations Development Programme (UNDP).

FACTOR 4: Even though the perception has marked a mild positive trend during the validity of the Strategy in the sense of increase of percentage of respondents who believed that the level of corruption has decreased during the observed period,[35] it is also indicative that a change has taken place in 2018 when it comes to the dominating population. At that time, the trend reversed and the number of respondents who believed that the level of corruption has significantly or slightly increased became dominant (27%), compared to the number of respondents who believed that it has significantly or slightly decreased (22%).[36]

FACTOR 5: The perception of corruption in the examined areas/institutions was negative with the tendency of increase in each of the categories that were common for all used researches.

The evaluation for the indicator "Reduced level of corruption perception": There is a noticeable negative trend, given the fact that the first two measurement factors are stagnating, whereas the remaining three have a negative trend.

Impact indicator: Increased trust of the public in the ability of the institutions to protect the public interest

MEASUREMENT FACTOR 1: Efficiency of the Serbian Government in the fight against corruption[37]				
Year	Very efficient	Somewhat efficient	Mostly inefficient	Completely inefficient
2013	7%	57%	20%	8%
2018	4%	35%	32%	20%
2021	9%	28%	33%	23%

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[35] The question was posed to the respondents during the last year of Strategy validity and pertained to the year before that.

[36] In the year when the Strategy started to apply, the number of those who believed that the level of corruption has slightly and significantly reduced (25%) was more dominant than the number of respondents who held an opposite opinion (20%).

[37] The summary does not include the category "Doesn't know" which contains a difference of up to 100%.

MEASUREMENT FACTOR 2: Holders/dedication to the fight against corruption[38]								
Year	Government	Parliament	President of the Republic	Police	AZBPK/ASK[39]	Commissioner for Information[40]	Ombudsman	DRI[41]
2013	46%	5%	5%	41%	29%	1%	5%	3%
2018	9%	1%	23%	10%	9%	4%	3%	1%
2021	8%	1%	17%	9%	9%	2%	2%	1%

MEASUREMENT FACTOR 3: Factors that disrupt the fight against corruption in Serbia					
Year	Inadequate control in civil services	Prevalent corruption in law enforcement bodies	Common practice to solve the problems through connections outside the law	Absence of will of political leaders to control the corruption	Imperfect legislation or penalties for
2013	41%	31%	30%	30%	28%
2018	41%	37%	38%	30%	28%
2021	26%	32%	30%	30%	20%

MEASUREMENT FACTOR 4: Existence of will to eliminate corruption (answers to the question: "Do you agree with the following statement? There is no will for true and efficient elimination of corruption in Serbia")[42]				
Year	Agree	Partially agree	Partially disagree	Disagree
2013	39%	22%	16%	16%
2018	46%	20%	16%	13%
2021	44%	21%	9%	6%

[38] The table shows an overview of the institutions that were common to all used public opinion polls; judicial institutions could not be included in the analysis considering that they were categorized differently (as "judiciary" in the 2013 research, i.e. as "judiciary" and "prosecution" in the 2018 and 2021 researches).

[39] Anti-Corruption Agency/Agency for the Prevention of Corruption.

[40] The Commissioner for Information of Public Importance and Personal Data Protection.

[41] State Audit Institution.

[42] The summary does not include the category "Doesn't know" which contains a difference of up to 100%.

FACTOR 1: The attitudes of citizens in relation to the efficiency of the Government in the fight against corruption show an interesting tendency during the Strategy validity period, and this trend has continued after the expiry of the Strategy. In the initial year of Strategy implementation, there was a clear and dominant difference (23 percentage points) in favour of the opinion that the Government is somewhat effective in the fight against corruption, compared to the opinion that it is mostly ineffective. On the other hand, the difference between opinions that are on the opposite sides of the spectrum was practically neglectable in favour of the opinion that the Government is not at all efficient. In addition, 64% of the respondents thought that the Government is efficient in this field to a certain extent, as opposed to 28% of those who had the opposite opinion. Therefore, at the initial point of Strategy implementation, the citizens' perception about the role and efficiency of the Government in the fight against corruption was dominantly positive. In the last year of Strategy implementation, the initial trend has changed. From that moment on, the difference between the positions in the central part of the spectrum has decreased and there is a significant increase in the difference between the positions on the opposite sides of the spectrum. At the same time, there is a noticeable increase within the category of respondents who thought that the Government was not effective in the fight against corruption, while the number of respondents on the opposite side of the spectrum has slightly decreased by 3 percentage points. Finally, in 2018, the position of the respondents who thought that the Government is somewhat inefficient became a dominant position compared to other positions, by 13 percentage points. Similar tendencies were also noticed after 3 years of Strategy expiry, which speaks in favour of their long-term character.

FACTOR 2: The data from the summary for this factor show that in general the citizens have very low level of trust in the institutions. In fact, a drastic decrease of trust was detected in some cases (Government, AZBPK/ASK, police), i.e. a significant increase of trust in institutions (President of the Republic) which, according to constitutional and legal provisions, do not have significant powers related to the fight against corruption.

FACTOR 3: All the categories measured within this factor show a stagnation with the elements of movement towards the negative end of the scale. It is also indicative that around 1/3 of citizens recognize the absence of basic elements of the mechanisms for combating corruption, i.e. the presence of systemic aberrations that support corruptive phenomena.

FACTOR 4: The citizens predominantly believe that in fact there is no true will to combat corruption in Serbia among the decision-makers at the highest level. The positions of the respondents, also evident from the example of this factor, reflect a strong lack of trust in the supporting pillars of the political system - practically, slightly more than 3/5 of the respondents agree to a certain degree with the statement that there is no will in Serbia for a real and effective elimination of corruption.

The evaluation for the indicator "Increased trust of the public in the ability of the institutions to protect the public interest": There is a noticeable negative trend, given the fact that the measurement factors 1, 2 and 4 have a negative trend, while the measurement factor 3 is stagnating.

Impact indicator: Reduced share of citizens not willing to report corruption and illegal actions

MEASUREMENT FACTOR 1: Direct and indirect experience with corruption		
Year	Direct experience	Indirect experience
2013	8%	19%
2018	11%	25%
2020[43]	6%	20%

MEASUREMENT FACTOR 2: Reasons to give bribe				
Year	Experience	Were asked to give bribe	Have offered bribe to avoid problems with the competent	Have offered bribe to receive a certain service
2013	Direct	22%	22%	57%
	Indirect	24%	18%	56%
2018	Direct	26%	22%	52%
	Indirect	28%	19%	53%
2020	Direct	13%	32%	55%
	Indirect	38%	18%	44%

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[43] The data for 2020 were taken with a certain amount of reserve, considering that restrictions regarding the movement and interactions of citizens due to the Covid-19 pandemic were in force at that time.

Interpretation per impact indicator factors: Reduced share of citizens not willing to report corruption and illegal actions

FACTOR 1: The indicators within this measurement factor are predominantly stagnating with mild tendency towards the negative end.

FACTOR 2: As opposed to the previous case, in Factor 2, the indicators are predominantly stagnating with a mild tendency towards the positive end.

The evaluation for the indicator "Reduced share of citizens not willing to report corruption and illegal actions": Considering that the related factors are stable in the majority of their structure, and that they show opposite directions in their movements, the entire indicator has a neutral trend from the effect point of view.

Impact indicator: Strengthened anti-corruption values/culture

MEASUREMENT FACTOR 1: Position on giving bribe (answers to the question: "If you would find yourselves in the situation where someone is directly asking for bribe, what would you do?")							
Year	I wouldn't pay	I would look for someone to help me without paying the bribe	I would report them to the law enforcement bodies/police	I would pay if I had money	I would report them to the management (of the institution whose employee is requesting bribe)	I wouldn't do anything; I would wait for the situation to change	I would report it to the journalists/media
2013	40%	28%	19%	20%	9%	15%	6%
2018	18%	18%	19%	8%	16%	14%	10%
2021	26%	15%	16%	7%	13%	15%	6%

MEASUREMENT FACTOR 2: Corruption as part of the culture (answers to the question: "Do you agree with the following statement? Corruption in Serbia is a common mode of behaviour, a matter of culture and habits") [44]					
2012		2018		2021	
Agree	72%	I completely agree	33%	I completely agree	28%
		I agree	26%	I agree	25%
Disagree	15%	Neither agree nor disagree	19%	Neither agree nor disagree	19%
		Partially agree	11%	Partially agree	13%
Doesn't know, has no opinion	13%	I don't agree at all	7%	I don't agree at all	10%
		Doesn't know	4%	Doesn't know	5%

MEASUREMENT FACTOR 3: Corruption as a way to satisfy the basic rights and needs (answers to the question: "Do you agree with the following statement? Corruption in Serbia is a way for some people to exercise their basic rights and needs")					
2012		2018		2021	
Agree	48%	I completely agree	28%	I completely agree	24%
		I agree	22%	I agree	21%
Disagree	33%	Neither agree nor disagree	21%	Neither agree nor disagree	21%
		Partially agree	12%	Partially agree	14%
Doesn't know, has no opinion	19%	I don't agree at all	12%	I don't agree at all	12%
		Doesn't know	5%	Doesn't know	8%

[44] Given the difference in the way respondents were asked to respond to a given statement (in the 2012 research, the collected responses were within the scale: "agree", "disagree" and "I don't know, I have no opinion"; the surveys conducted in 2018 and 2021 applied the following scale: "Doesn't know", "Completely disagree", "slightly agree", "neither agree nor disagree", "I agree" and "I completely agree"), for the purposes of this methodology, no comparison of the results between the researches was made, but mutual relationships of categories within researches were observed in order to notice whether these relationships indicate the existence of a certain trend.

<u>Interpretation per impact indicator factors: Strengthened anti-corruption values/culture</u>

FACTOR 1: In the period from 2013 to 2018, the shares of respondents have reduced, both of those who wouldn't give bribe and those who would. However, within the first category, a more prominent drop has been noticed compared to the second category (22 vs 12 percentage points). There was also a "value dispersal", which could be interpreted from the fact that the difference between the categories of those who would not pay bribe and those who would has decreased from the initial 20 to 12 percentage points. On the other hand, there is still a pervading low trust in the institutions - only 2 out of 10 citizens would report that they were asked for bribe to the law enforcement bodies. Also, nearly every fifth respondent has a passivized perspective in relation to this topic, i.e. a stable percentage of 14-15% of respondents wouldn't do anything and would wait for the circumstances to change.

FACTOR 2: The used public opinion polls show that the observed period was dominated by the attitude that the corruption has become an internal part of the culture.

FACTOR 3: The fact that around half of the respondents believe that corruption is part of the "regular arsenal" citizens are directed to use in order to exercise their fundamental rights and satisfy their needs is especially worrying.

The evaluation for the indicator "Strengthened anti-corruption values/culture": The movement of these measurement factors within the indicator has a negative trend, and thus the entire indicator has a negative trend from the perspective of the effect.

CONCLUSION

Bearing in mind that trends in perception, attitudes and experiences in the society, in the period from 2013 to 2021, had a negative trend in 3 out of a total of 4 measured impact indicators, while one was neutral, it may be concluded that the public policy embodied in the strategic documents for the fight against corruption has failed to reach a desired level of effectiveness, i.e. the effect of strategic documents on social reality was not significant.

Elements to confirm this assumption are contained in the findings of the Corruption Perception Index for 2013, 2018 and 2021.[45] At the beginning of the observed period, Serbia, compared to the year before, had an increase in the index - from 39 to 42 out of a total 100 points. At the end of this period, the Perception Index has returned to the initial value, i.e. to 39 out of a total 100 points. In 2021, the Index has additionally dropped by another point and amounted to
38. According to this research tool, during the entire period, Serbia is seen as a country with widespread corruption, with an index that ranks it below the average global index.

RECOMMENDATION

The recommendations for the preparation of public policy documents in the field of fight against corruption

1) When drafting future public policy documents in the field of fight against corruption, it is necessary to take into account the findings of the Impact Assessment of the measures taken with the aim of reducing corruption in risky areas;
2) It is necessary to organize training sessions for the competent institutions on the manner of defining the desired changes to which the public policy documents should lead;
3) It is necessary to pay attention to solving the shortcomings identified in the Impact Assessment so that they are clearly reflected in subsequent public policy documents (e.g. if statistics and records have not been kept so far in a way that enables the determination of possible changes before and after the expiry of the public policy documents, it is necessary is to work on their systematic editing, but also on the strengthening of the awareness of taxpayers as to why this is important, including through their active participation from the very beginning);
4) It is necessary to define in advance the problems for which the public policy document would provide an answer, but in a way that later the trend can be monitored both at the lower level of the indicator and at the level of the impact indicator;

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[45] Detail information on the Corruption Perception Index may be found at:
https://transparentnost.org.rs/index.php/sr/istraivanja-o-korupciji/indeks-percepcije-korupcije-cpi

5) It is necessary to ensure the involvement of all interested parties in the process of preparation of a public policy document in order to build a sense of ownership over the document and prevent the situation in which the institutions do not know how a specific segment of the document was created or how was a task assigned to them for implementation purposes;

6) It is necessary to work on strengthening the coordination within the institutions in order to ensure the continuity of institutional memory and to prevent situations in which it is not possible to adequately overcome the employee turnover;

7) It is necessary to strengthen the skills of employees to present the institution's performance in a way that will ensure the subsequent monitoring of progress in the implementation of public policy documents and their effects;

8) It is necessary to increase the awareness and the capacities about the significance of planning, as well as about the way how the desired outcomes are considered and defined;

9) It is necessary to ensure that all relevant parties are fully aware of the dynamic of the next impact assessment implementation and of all the elements of the impact assessment;

Recommendations for overcoming of the methodological inconsistencies between the public policy documents

10) It is necessary to define the goals in such a way that it can be concluded with certainty what is the purpose (social change) to be achieved with such goals and how would potential (absence of) changes be detected;

11) It is necessary to define the goals, which foresee the interventions in the regulatory framework, so that it is clear what the outcomes of those interventions should be, as well as to specify the standards that are aimed for through the goals;

12) It is necessary to define the goals, which foresee the introduction or improvement of certain mechanisms/institutes/institutions, so that it is clear how it will be assessed whether the quality "built into" the goal has been achieved and what will be achieved with such mechanism;

13) It is necessary to define the goals, which foresee certain efforts/aspirations/modes of behaviour of the obliged entities, in such a way that they include criteria for who and how will interpret whether the achieved level of striving/effort is sufficient, i.e. whether the required quality has been achieved;

14) It is necessary to define the goals according to the SMART criteria, i.e. so that they are specific, measurable, achievable, relevant and limited in time;

15) It is necessary to carry out targeted research at appropriate time intervals, which will enable the implementation of a direct analysis of possible impacts of the public policy document;

16) It is necessary to define the indicators, in such a way that they contain the reference and target value and to clearly delineate what should be measured by them (output result, actual result, impact, etc.).

Description of methods and techniques for consultations (time, scope and consultation method; participants in the consultative process; questions covered by the consultations)

RAP23 envisaged the formation of working groups for the preparation of impact assessment in the risk areas and the collection of relevant data (activities: 2.2.8.6 (public procurements); 2.2.9.3 (privatization); 2.2.10.2 (healthcare); 2.2.10.7 (taxes); 2.2.10.12 (education); 2.2.10.20 (police); 2.2.10.28 (customs) and 2.2.10.33 (local self-government).

The process of carrying out the impact assessment implied a prior development of the Methodology for the assessment of impact of the measures taken with the aim to reduce corruption in vulnerable areas. In April 2021, the Agency developed the methodology in cooperation with the experts engaged through the IPA 2013 Project "Prevention and Fight against Corruption", which also included one representative of a civil society organization. A representative of the civil society organization was also engaged through this project. During the methodology preparation process, in November 2020, the Agency has published an invitation at its website directed towards the interested public for the submission of comments to the Draft methodology. In addition, the invitation for the submission of comments through the official channels was also sent to the competent institutions, as well as to the civil society organization that have participated in the preparation of alternative reports on the implementation of strategic documents for fight against corruption.

A certain number of competent institutions and civil society organizations has responded to the invitation and submitted their comments to the Agency. However, as the Agency emphasized in the Report on the implementation of RAP 23 - Subchapter Fight against corruption for the year 2021[46], the process of collecting data from the competent institutions, as well as the preparation of supporting documents, also involved testing the methodology, which is why it was subject to changes, in order to ensure its effective implementation. After the preparation of the Methodology for the assessment of impact of measures taken with the aim to reduce corruption in vulnerable areas, a process of formation of the working groups has been initiated in April 2021. In order to ensure the involvement of all interested parties, the Agency published two invitations to civil society organizations to express their interest in participating in this process, with proof of previous involvement in the implementation of anti-corruption activities in the areas covered by the impact assessment. Bearing in mind that no civil society organizations with relevant experience have responded, the Agency continued its work on the formation of working groups without the participation of representatives of civil society organizations. In May 2021, the Agency sent a letter to the competent institutions, requesting them to designate members and deputies of members of the working groups, who will participate in the assessment of the impact of the current measures, and especially in the process of collecting the necessary data. The memo was

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[46] Available at: www.acas.rs/wp-content/uploads/2022/03/IzvestajRAP23.pdf

sent to all relevant competent institutions, i.e. the Ministry of Health, Ministry of Justice, Ministry of Internal Affairs, Ministry of Education, Science and Technological Development, Ministry of State Administration and Local Self-Government, Ministry of Economy, Ministry of Finance - Department for Budget Inspection , Tax Administration - Internal Control Department, Customs Administration - Internal Control Department, State Audit Institution, High Judiciary Council, Misdemeanour Appeal Court in Belgrade, State Council of Prosecutors, Republic Public Prosecutor's Office, Commission for Accreditation and Quality Control, Public Procurement Office, Republic Commission for the Protection of Rights in Public Procurement Procedures and the Anti-Corruption Council.

The first (constitutional) meeting of the working groups was held on 15 June 2021 for all areas. At the meeting, which was attended by 24 representatives of the competent institutions, the process of implementation of the activities was presented, including the time frame, modality of cooperation, as well as the specific activities expected from the representatives of the competent institutions in the working groups.

The Agency then developed and submitted the proposals for the indicators and the preliminary questionnaires based on which the data will be collected, to the institutions participating in the working groups in eight risk areas. In the period from 1 to 8 October 2021, the Agency organized meetings with the representatives of the Public Procurement Office, the Ministry of Finance, the Ministry of Justice, the Republic Public Prosecutor's Office, the Misdemeanour Court of Appeals, the Supreme Court of Cassation, the Ministry of Health, the Customs Administration, the Ministry of Economy, the Ministry of Internal Affairs, the National Body for Accreditation and Quality Assurance in Higher Education and the Tax Administration, on which the preliminary questionnaires and data were discussed, which the competent institutions will submit to the Agency in the impact assessment process. After these meetings, the Agency developed the improved versions of the questionnaires and delivered them to the members of the working groups for eight risk areas, thus starting the data collection process.

The intention of the Agency was to collect data, which could show a certain trend in achieving the results in the above-mentioned areas, at the beginning, during and after the expiration of the strategic documents.

During the collection process, data was submitted by 11 institutions, namely, the Ministry of Finance, the Tax Administration, the Customs Administration, the Ministry of Health, the Ministry of Economy, the Ministry of Internal Affairs, the Ministry of Education, Science and Technological Development, the Republic Public Prosecutor's Office, the Republic Commission for the Protection of Rights in Public procurement procedures, the Office for Public Procurements and the State Audit Institution.

However, the data that was submitted was insufficient, both in terms of adequacy of content and in terms of completeness, to be able to draw a reliable conclusion about the trends in achieving the results in areas particularly at risk for the emergence of corruption, which resulted as a consequence of the implementation of strategic documents, which therefore made it difficult to produce an impact assessment due to the reasons that have already been discussed in previous chapters.

Achievement of goals and measures at the level of results from the Action Plan for the Implementation of the Strategy and the Action Plan for Chapter 23 - Subchapter Fight Against Corruption (AP23)

- Revised questionnaires sent to the competent institutions

FIELD OF PUBLIC PROCUREMENTS

Revised questions for the Public Procurement Office
Action Plan for the Implementation of the Strategy
3.2.2.2. **GOAL: Consistent implementation of the Public Procurement Law**. INDICATOR: Scope and type of irregularities found in the reports of the competent control and regulatory bodies. QUESTION: 1.   How many requests for the initiation of misdemeanour proceedings were submitted to the competent state authorities in the period from 2013 to the end of 2018 (shown by year) for misdemeanours in the field of public procurement?
AP 23

2.2.8. **RECOMMENDATION FROM AP23: Implement the measures to strengthen the control system in public procurements and monitor the achieved results.**
 	
INDICATOR:
The average number of submitted bids per public procurement in 2012, 2018 and 2020.
 	
QUESTIONS:
    1. What is the average number of submitted bids per public procurement in 2012, 2018 and 2020 at the level of the Republic of Serbia?
    2. What is the percentage of companies with 0 or 1 employee who won the contract for public procurements in 2012, 2018 and 2020 at the level of the Republic of Serbia?
    3. What is the percentage of companies (bidders) that won the contract for public procurement at the level of the Republic of Serbia in 2012, 2018 and 2020, whose annual income for the previous year is less than the value of the awarded public procurement?

Revised question for the Republic commission for the protection of rights in the public procurement procedures

Action Plan for the Implementation of the Strategy

3.2.2.2. GOAL: Consistent implementation of the Public Procurement Law.

INDICATOR: Scope and type of irregularities found in the reports of the competent control and regulatory bodies.

QUESTIONS:

1. How many requests for initiation of misdemeanour proceedings were submitted to the Republic Commission for the Protection of Rights in Public Procurement Procedures in the period from 2013 to the end of 2018 (shown by year) for misdemeanours in the field of public procurement?

2. What is the number of decisions reached in the first instance based on the requests filed over the observed period, classified by year of request filing?

3. In how many cases was an appeal lodged to the competent misdemeanour court concerning the rulings reached in the first instance?

Revised questions for the State Audit Institution

Action Plan for the Implementation of the Strategy

3.2.2.2. GOAL: Consistent implementation of the Public Procurement Law.

INDICATOR: Scope and type of irregularities found in the reports of the competent control and regulatory bodies.

QUESTIONS:

1. How many criminal charges/notifications/reports were submitted to the competent prosecutor's offices and the Ministry of Internal Affairs in the period from 2013 to the end of 2018 (shown by year) for the criminal offense of abuse in connection with public procurement?

2. How many requests for the initiation of misdemeanour proceedings were submitted to the competent state authorities in the period from 2013 to the end of 2018 (shown by year) for misdemeanours in the field of public procurement?

Revised questions for the Ministry of Finance - Sector for Budget Inspection
Action Plan for the Implementation of the Strategy

3.2.2.2. GOAL: Consistent implementation of the Public Procurement Law.

INDICATOR: Scope and type of irregularities found in the reports of the competent control and regulatory bodies.

QUESTIONS:

1. How many criminal charges/notifications/reports were submitted to the competent prosecutor's offices and the Ministry of Internal Affairs in the period from 2013 to the end of 2018 (shown by year) for the criminal offense of abuse in connection with public procurement?

2. How many requests for the initiation of misdemeanour proceedings were submitted to the competent state authorities in the period from 2013 to the end of 2018 (shown by year) for misdemeanours in the field of public procurement?

THE FIELD OF PRIVATIZATION

Revised questions for the Ministry of Economy
Action Plan for the Implementation of the Strategy

3.3.1.   GOAL: Amended legal framework so as to eliminate the risks of corruption in the regulations that regulate the procedure and control of privatization, reorganization and bankruptcy of state-owned and socially-owned companies.

INDICATOR: The number of procedures for monitoring of privatization, reorganization and bankruptcy of companies with state and social capital increased by 30% by the end of 2017, compared to 2012.

QUESTIONS:

1. Describe the institutional and organizational changes in the field of privatization from 2013 until 2020.

2. What is the level and percentage of achievement of the recommendations from the analysis of laws regulating the privatization procedures?

3. How has the legal framework in the field of privatization been improved since 2013, has an analysis been made for the emergence of corruption in this area and have changes in the normative framework followed this analysis?

4. What is the number of monitoring procedures over the privatization procedures in 2012, 2017 and 2020 and what are the outcomes?

3.3.2. GOAL: A system for efficient implementation and control of the implementation of positive regulations in the field of privatization, reorganization and bankruptcy was established

INDICATOR: The number of control procedures of restructuring, bankruptcy and ownership transformation of companies with state and social capital based on suspicion of corruption decreased by 30% by the end of 2017, compared to 2012.

QUESTION:

1. What is the number of control procedures for restructuring, bankruptcy and ownership transformation of companies with state and social capital based on suspicion of corruption in 2012, 2017 and 2020?

AP 23

2.2.9. RECOMMENDATION FROM AP 23: Adopt specific measures to prevent and sanction corruption in privatization contracts and, in a broader sense, address the issue of corruption in the private sector, and improve the transparency and responsibility of state-owned and state-controlled companies.

Prevention and sanctioning of corruption in the private sector, especially in the process of privatization, is carried out through specific measures that establish transparency and responsibility, especially in business entities that are owned or controlled by the state.

INDICATOR: The number of initiated and finally completed criminal procedures for corruptive criminal acts in the private sector initiated ex officio in 2016 and 2018 (for privatization).

QUESTION:
1. What is the number of criminal charges filed in the period from 2013 to 2018 in the field of privatization for the criminal acts of corruption?

Revised questions for the Ministry of Health

Action Plan for the Implementation of the Strategy

3.7.1. GOAL: All the shortcomings in the legal framework that are advantageous for corruption were identified and eliminated and full implementation of the legal framework was ensured.

INDICATOR: Compared to 2012, the number of founded complaints in relation to the healthcare sector at the annual level reduced by 30% by the end of 2017.

QUESTIONS:

1. What is the level and percentage of fulfilment of recommendations from the risk analysis of system laws (Law on Healthcare, Law on Health Insurance, Law on Chambers of Healthcare Workers and Law on Medicines and Medical Devices in Healthcare)?

2. What is the level and percentage of achievement of the recommendations from the analysis of the entire remaining legal framework in healthcare from the point of view of corruption?

3. What is the number of complaints for corruption in healthcare for the period from 2012 until 2020?

4. What is the outcome of actions based on complaints from question no. 3?

3.7.2. GOAL: Efficient mechanisms for integrity, responsibility and transparency in the adoption and implementation of decisions were established.

INDICATOR: The standards published in relation to the conflict of interest for all forms of clinical trials and donations by the end of 2017.

QUESTIONS:

1. Is there a document and in which form, that regulates the conflict of interest in terms of clinical trials and donations?

2. Are there data on the mechanism for the management of conflict of interest and sanctioning of conflict of interest in terms of clinical trials and donations?

3. How is the implementation of the conflict-of-interest control monitored in relation to clinical trials and donations?

4. What mechanisms for integrity, responsibility and transparency in making and implementing decisions have been established and how is their implementation monitored (this should include all the mechanisms aimed at preventing corruption in the field of healthcare, where such mechanisms exist)?

5. Are there data on the mechanism for the management of conflict of interest in the healthcare sector and how is the implementation of the conflict-of-interest control monitored?

6. If such statistics are available, provide data on the procedures resulting from the violation of rules on conflict of interest and their outcome.

7. Also describe the institutional structure in the Ministry of Health which is directed towards the prevention of corruption in the field of healthcare.

3.7.3. **GOAL: Transparent information system in healthcare and the participation of citizens in the control of work of healthcare institutions, in accordance with the legal protection of personal data**.

INDICATOR: The percentage of public healthcare institutions that have fully adopted the unique information system with electronic healthcare documents, which was approved by the Commissioner for Information of Public Importance, was 75% by the end of 2017.

QUESTIONS:
1. What is the percentage of public healthcare institutions that have fully adopted the unique information system with electronic healthcare documents in 2017 and 2020?
2. Does the system allow users of healthcare services to be informed about the amount of fees and the type of healthcare services, i.e. are the healthcare services visible to the extent that it is possible to monitor the spending of the insured's money and the provision of healthcare services in a transparent manner?

AP 23

2.2.10. RECOMMENDATION FROM AP 23: **Further develop, implement and evaluate the impact of anti-corruption measures in other particularly sensitive areas, such as healthcare, taxation, education, police, customs, and local self-government.**

The assessment of measures to fight corruption in the areas of healthcare, taxation, education, police, customs and local self-government shows that they have been improved and fully implemented.

INDICATOR: The results of the annual public opinion poll show the trend of decrease of corruption perception in each of the specified sensitive areas.

QUESTION:
1. What is the level and percentage of achievement of the recommendations from the analysis of the legal framework in the field of healthcare system in terms of risk of corruption and the guidelines resulting from the analysis?
2. What is the level and percentage of achievement of the recommendations from the analysis of healthcare system control mechanisms?
3. What is the level and percentage of achievement of the recommendations from the analysis of staff capacities of the inspection bodies in the field of healthcare?
4. What is the level and percentage of fulfilment of the analysis on the conflict of interest in the healthcare system (in accordance with the feasibility study on editing the legal framework for the prevention of conflict of interest in the public administration)?

Revised questions for the Tax Administration
AP 23

2.2.10.12. ACTIVITY FROM AP23: Strengthen the capacities of the Internal Control department of the Tax Administration in accordance with the previously conducted analysis.

INDICATOR: The number of controls at the annual level carried out by the Internal Control department of the Tax Administration. Number of criminal charges filed at the annual level.

QUESTIONS:

1. What is the number of petitions submitted by natural and legal entities in the period from 2016 to the end of 2020 (classified by year) against managers and employees of the Tax Administration due to suspicions of corruption?

2. How many controls were carried out over the observed period that were initiated by the reports against managers and employees of the Tax Administration for suspicions of corruption?

3. How many orders were issued by the director of the Tax Administration over the observed period for the control of managers and employees of the Tax Administration for suspicions of corruption?

4. Out of the total number of controls carried out in the indicated periods, how many of them resulted in the submission of criminal charges/notifications, reports against employees and managers in the Tax Administration for criminal acts of corruption?

INDICATOR: Number and amount of taxes and secondary tax benefits with statute of limitations.

QUESTIONS:

1. How many cases did you have in the period from 2016 to the end of 2020 (shown by year) in which the statute of limitations for the collection of taxes and secondary tax benefits came into effect, and in how many cases was the tax liability collected for the same period - classified by year?

2. Out of the number of outdated cases, how many were those in which the amount of the tax liability was less than 10,000,000, in the range from 10,000,000 to 100,000,000 and greater than 100,000,000 dinars?

Revised question for the Ministry of Education, Science and Technological Development

Action Plan for the Implementation of the Strategy

3.8.1. **GOAL: Amended legal framework in relation to the appointment, position and powers of primary and secondary school directors and deans of faculties**.

INDICATOR: The percentage of directors, deans and teaching staff at the annual level, whose work was assessed as satisfactory by an independent commission, amounted to 75% by the end of 2017.

QUESTIONS:
> 1. What is the level and percentage of achievement of the recommendations from the law analysis when it comes to corruption risks?
> 2. Were the Law on the Basics of the Education System and the Law on Higher Education amended so that they contain objective, clear, precise and well-known selection criteria, periodic evaluations of the work and performance of directors, deans and teaching staff in all school institutions and when were they amended?

3.8.2. **GOAL: Adopted regulations to regulate the work of the education inspection**

INDICATOR: Compared to 2012, the number of inspections at the annual level with negative findings reduced by 50% by the end of 2017.

QUESTIONS:
> 1. Has the legal framework in the field of educational inspection been improved to enable transparent operation of schools and the use of privately collected funds, to regulate the permitted sources of school income, as well as rules on preventing conflicts of interest in the field of giving lessons to one's own students and preparing for entrance exams for higher education?
> 2. How many inspections with negative findings in the sense of the questions specified in item 1 were carried out in 2012, 2017 and 2020 and what are the outcomes of such inspections?

3.8.3. **GOAL: Transparency of the registration procedure, passing of examinations, grading and evaluation of knowledge in all educational institutions.**

INDICATOR: Compared to 2012, the percentage of disciplinary procedures as a result of monitoring reduced by 30% by the end of 2017.

QUESTIONS:
> 1. Was the legal framework improved in such a way that the procedure and criteria for enrolment, passing of exams, grading and evaluation of knowledge are based on objective indicators?
> 2. What is the number of monitoring procedures in this field in 2012, 2017 and 2020 and what are the outcomes?

AP 23

2.2.10. **RECOMMENDATION FROM AP 23: Further develop, implement and evaluate the impact of anti-corruption measures in other particularly sensitive areas, such as healthcare, taxation, education, police, customs, and local self-government.**
The assessment of measures to fight corruption in the areas of healthcare, taxation, education, police, customs and local self-government shows that they have been improved and fully implemented.

INDICATOR:
The results of the annual public opinion poll show the trend of decrease of corruption perception in each of the specified sensitive areas.

QUESTIONS:
1. Has the legal framework been changed in the direction of improving the transparency of the enrolment procedure, taking exams, grading and evaluating knowledge in all educational institutions with the aim of objectifying enrolment procedures and criteria?
2. What is the level and percentage of fulfilment of recommendations from the analysis of conflicts of interest and discretionary powers of managers of educational institutions (in accordance with the feasibility study on editing the legal framework to prevent conflicts of interest in public administration)?

Revised questions for the National Body for Accreditation and Quality Assurance in Higher Education (NAT)

Action Plan for the Implementation of the Strategy

3.8.4. **GOAL: Accreditation process and subsequent control of the fulfilment of the conditions for work of state-owned and private schools based on clear, objective, transparent and predetermined criteria.**

INDICATOR: Number of inspections at the annual level carried out by KAPK as an independent agency amounts to (determine the number) by the end of 2017.

QUESTIONS:
1. Was the legal framework improved so that the accreditation process and subsequent control of the fulfilment of the conditions for work of state-owned and private schools would be based on clear, objective, transparent and predetermined criteria? Description of elements improved in the normative framework by 2020.
2. Has an institutional transformation of the Commission for Accreditation and Quality Assurance been carried out and in what way?
3. What is the number of accreditation procedures and subsequent controls of fulfilment of conditions carried out in 2012, 2017 and 2020?
4. What is the number of irregularities found in relation to the accreditation procedures and subsequent controls of fulfilment of conditions in 2012, 2017 and 2020?

AP 23

2.2.10. RECOMMENDATION FROM AP23: Further develop, implement and evaluate the impact of anti-corruption measures in other particularly sensitive areas, such as healthcare, taxation, education, police, customs, and local self-government.

The assessment of measures to fight corruption in the areas of healthcare, taxation, education, police, customs and local self-government shows that they have been improved and fully implemented.

INDICATORS:
The results of the annual public opinion poll show the trend of decrease of corruption perception in each of the specified sensitive areas.

QUESTIONS:
1. What is the level and percentage of fulfilment of the analysis of the accreditation process and subsequent control of the fulfilment of the conditions for work of state-owned and private institutions of higher education based on clear, objective, transparent and predetermined criteria, i.e. the improvements of the work of the Commission for Accreditation and Quality Assurance?
2. How has the work of KAPK been improved since the establishment, either based on the analysis or based on other parameters?
3. Describe the integrity mechanisms (including, for example, procedures for violation of the Code of Ethics and Rules of conduct of NAT employees, KAPK members and reviewers) from the formation of NAT until 2020.

THE FIELD OF POLICE

Revised questions for the Ministry of Internal Affairs

Action Plan for the Implementation of the Strategy

3.5.1. GOAL: Strengthened capacities of the police for the investigation of criminal acts involving the elements of corruption.

INDICATOR: Increased number of criminal charges for basic and qualified forms of corrupt criminal acts that resulted in indictments compared to 2012.

QUESTIONS:
1. How many criminal charges were filed for basic and qualified forms of corrupt criminal acts in 2012, 2017 and 2020?

3.5.2. GOAL: Strengthened integrity and mechanisms for internal control aimed at eliminating corruption from the police sector.

INDICATOR: Reduced Corruption Perception Index in the police sector according to the public opinion polls carried out in Serbia.

QUESTIONS:

1. What is the level and percentage of fulfilment of the activities stipulated by the integrity plan, which relate to the integrity and internal control mechanisms in the first two cycles?
2. What is the level and percentage of achievement of the recommendations from the analysis of corruption risks in the organizational structure of the police?
3. What is the level and percentage of fulfilment of the plan for strengthening of the integrity of employees in positions that are particularly risky for corruption?
4. What is the number of inspections concerning the legality of work of police officers, as well as of other employees of the Ministry of Internal Affairs on an annual level, conducted by the Department of Internal Control, in the period from 2012 to 2020 and what is their outcome?
5. What is the number of measures for remedying of irregularities found and the outcome of the measure implementation control in the period from 2012 until 2020?
6. What is the number of recommendations for remedying of irregularities found in the work in the period from 2012 until 2020?
7. What is the number of criminal charges/reports filed to the competent prosecutor's office based on the controls conducted by the Department of Internal Control in the period from 2012 to 2020?
8. What is the number of initiatives for the initiation of a disciplinary procedure filed by the Department of Internal Control in the period from 2012 to 2020 and what is the outcome of the disciplinary procedures?

AP 23

2.2.10. RECOMMENDATION FROM AP23: Further develop, implement and evaluate the impact of anti-corruption measures in other particularly sensitive areas, such as healthcare, taxation, education, police, customs, and local self-government.
The assessment of measures to fight corruption in the areas of healthcare, taxation, education, police, customs and local self-government shows that they have been improved and fully implemented.

INDICATOR: The results of the annual public opinion poll show the trend of decrease of corruption perception in each of the specified sensitive areas.

QUESTION:

1. What is the level and percentage of fulfilment of the recommendations from the analysis of the legal framework that regulates the work of the Internal Control Sector of the Ministry of Internal Affairs with proposals to amend the existing laws and by-laws or to adopt new ones that are necessary in terms of changed procedures and work methodology, i.e. strengthening the capacity of the Internal Control Sector with the aim of eliminating corruption in the police sector?

Questions for the Customs Administration
Action Plan for the Implementation of the Strategy

3.2.1.4. GOAL: Efficient control of the implementation of customs regulations has been established

INDICATOR: The number of investigations at the annual level carried out by the Internal Control department of the Customs Administration. Number of criminal charges filed at the annual level.

QUESTIONS:

1. How many reports were filed by natural and legal entities from 2013 to 2018 against managers and employees of the Customs Administration due to suspicions of corruption?

2. In how many cases did the Department for Internal Control of the Customs Administration, on a yearly basis, starting from 2013 to 2018, undertake actions or measures aimed at detecting criminal acts of corruption at the customs?

3. Out of the total number of conducted investigations, actions taken, and measures in the indicated period (classified by years), how many of them resulted in the submission of reports and criminal charges against employees and managers in the Customs Administration for criminal acts of corruption?

QUESTIONS FOR ALL FIELDS OF RESEARCH

Questions for the Republic Public Prosecutor's Office

1. What percentage of indictments were filed on the basis of charges filed in the period from 2009 to 2012 and in the period from 2013 to 2016 for the criminal act of abuse in connection with public procurement against managers and employees in the public sector?

2. What is the percentage of indictments filed on the basis of criminal charges and reports filed against managers (including public officials) and employees of the Customs Administration in the period from 2013 to 2018 (sorted by year of filing), which relate to the criminal act of corruption?

3. What is the percentage of indictments filed on the basis of criminal charges filed against managers (including public officials) and employees of the Tax Administration in the period from 2011 to 2015 and in the period from 2016 to 2020, which relate to the criminal act of corruption?

4. What percentage of criminal charges for basic and qualified forms of corrupt criminal acts filed against employees and managers in the police resulted in indictments in 2012 and 2017?

5. What is the percentage of criminal charges filed by the Department of Internal Control against police officers and other employees of the Ministry of Internal Affairs, which resulted in indictments in 2012 and 2017?

6. How many criminal charges were filed ex officio for corrupt criminal acts in the field of privatization in 2016 and 2018?

7. What is the percentage of indictments filed on the basis of reports submitted in the period from 2013 to 2015 and the percentage of indictments filed on the basis of reports submitted in the period from 2015 to 2018 in the field of privatization?

Questions for the Supreme Court of Cassation

1. What percentage of final rulings were made on the basis of indictments that were filed based on reports submitted in the period from 2009 to 2012 and in the period from 2013 to 2016 for the criminal act of abuse in connection with public procurement against managers and employees in the public sector?

2. What is the percentage of convictions brought on the basis of indictments that were brought on the basis of criminal charges against managers (including public officials) and employees of the Customs Administration that were submitted in the period from 2013 to 2018 (sorted by year) and which relate to the criminal act of corruption?

3. What is the percentage of convictions brought on the basis of criminal charges filed against managers (including public officials) and employees of the Tax Administration in the period from 2011 to 2015 and in the period from 2016 to 2020, which relate to the criminal act of corruption?

4. What is the percentage of final rulings based on indictments brought in 2012 and the number of final rulings based on indictments brought in 2017 against managers and employees of the police for basic and qualified forms of corruption criminal acts?

5. What is the percentage of convictions based on indictments brought in 2012 and the percentage of convictions based on indictments brought in 2017 against managers and employees of the police for basic and qualified forms of corruption criminal acts?

6. What is the percentage of final rulings in 2012 and the percentage of final rulings in 2017 based on indictments based on criminal charges filed by the Department of Internal Control against police officers and other employees of the Ministry of Internal Affairs?

7. What is the percentage of convictions in 2012 and the percentage of convictions in 2017 based on indictments based on criminal charges filed by the Department of Internal Control against police officers and other employees of the Ministry of Internal Affairs?

8. What is the percentage of final rulings based on criminal charges filed ex officio for corrupt criminal acts in the field of privatization in 2016 and 2018?

9. What is the percentage of convictions based on criminal charges filed ex officio for corrupt criminal acts in the field of privatization in 2016 and 2018?

10. What is the percentage of final rulings based on indictments filed based on reports in the period from 2013 until 2015 and from 2015 until 2018 in the field of privatization?

Questions for the Misdemeanour Appellate Court

1. What percentage of misdemeanour proceedings were initiated based on requests to initiate misdemeanour proceedings that were submitted in the period from 2009 to 2012 and in the period from 2013 to 2016 for violating the provisions of the Law on Public Procurement against managers and employees in the public sector?

2. What percentage of final convictions were made on the basis of requests to initiate misdemeanour proceedings filed in the period from 2009 to 2012 and in the period from 2013 to 2016 for violating the provisions of the Law on Public Procurement against managers and employees in the public sector?

Questions for the Ministry of Justice

1. What percentage of indictments were filed on the basis of charges filed in the period from 2009 to 2012 and in the period from 2013 to 2016 for the criminal act of abuse in connection with public procurement against managers and employees in the public sector?

2. What percentage of misdemeanour proceedings were initiated based on requests to initiate misdemeanour proceedings that were submitted in the period from 2009 to 2012 and in the period from 2013 to 2016 for violating the provisions of the Law on Public Procurement against managers and employees in the public sector?

3. What percentage of final rulings were made on the basis of indictments that were filed based on reports submitted in the period from 2009 to 2012 and in the period from 2013 to 2016 for the criminal act of abuse in connection with public procurement against managers and employees in the public sector?

4. What percentage of final convictions were made on the basis of requests to initiate misdemeanour proceedings filed in the period from 2009 to 2012,

and in the period from 2013 to 2016 for violating the provisions of the Law on Public Procurement against managers and employees in the public sector?

5. How many indictments were filed on the basis of criminal charges and reports filed against managers (including public officials) and employees of the Customs Administration in the period from 2013 to 2018 (sorted by year of filing), which relate to the criminal act of corruption?

6. What is the number of convictions brought on the basis of indictments that were brought on the basis of criminal charges against managers (including public officials) and employees of the Customs Administration that were submitted in the period from 2013 to 2018 (sorted by year) and which relate to the criminal act of corruption?

7. What is the number of indictments filed on the basis of criminal charges filed against managers (including public officials) and employees of the Tax Administration in the period from 2011 to 2015 and in the period from 2016 to 2020, which relate to the criminal act of corruption?

8. What is the number of convictions brought on the basis of criminal charges filed against managers (including public officials) and employees of the Tax Administration in the period from 2011 to 2015 and in the period from 2016 to 2020, which relate to the criminal act of corruption?

9. How many criminal charges were filed against managers and employees of the police for basic and qualified forms of corrupt criminal acts and resulted in indictments in 2012 and 2017?

10. What is the number of final rulings based on indictments filed in 2012 and the number of final rulings based on indictments filed in 2017 against managers and employees of the police for basic and qualified forms of corruption criminal acts?

11. What is the number of convictions based on indictments brought in 2012 and the number of convictions based on indictments brought in 2017 against managers and employees of the police for basic and qualified forms of corruption criminal acts?

12. What is the number of criminal charges filed by the Department of Internal Control against police officers and other employees of the Ministry of Internal Affairs, which resulted in indictments in 2012 and 2017?

13. What is the number of final rulings in 2012 and the number of final rulings in 2017 based on indictments based on criminal charges filed by the Department of Internal Control against police officers and other employees of the Ministry of Internal Affairs?

14. What is the number of convictions in 2012 and the number of convictions in 2017 based on indictments based on criminal charges filed by the Department of Internal Control against police officers and other employees of the Ministry of Internal Affairs?

15. How many criminal charges were filed ex officio for corrupt criminal acts in the field of privatization in 2016 and 2018?

16. What is the number of indictments filed on the basis of reports submitted in the period from 2013 to 2015 and the number of indictments filed on the basis of reports submitted in the period from 2015 to 2018 in the field of privatization?

17. What is the number of final rulings based on criminal charges filed ex officio for corrupt criminal acts in the field of privatization in 2016 and 2018?

18. What is the number of convictions based on criminal charges filed ex officio for corrupt criminal acts in the field of privatization in 2016 and 2018?

19. What is the number of final rulings based on indictments filed based on reports in the period from 2013 until 2015 and from 2015 until 2018 in the field of privatization?

ANNEX 2: SELF-ASSESSMENT OF THE PREPARATION, COORDINATION, IMPLEMENTATION AND MONITORING THE IMPLEMENTATION OF STRATEGIC DOCUMENTS (THE RESULTS OF GOOGLE QUESTIONNAIRE) AND THEIR IMPACT

Questionnaire: In January 2022, the Agency conducted an online (*Google Forms*) survey among the representatives of competent institutions with the aim of collecting data necessary for the process of evaluating strategic documents in the field of the fight against corruption. The link for the online survey was sent to the e-mail addresses of 55 competent institutions. The total number of institutions that have initiated the survey completion process was 27. However, out of this number, only 17 institutions continued and filled in the survey to the end, both in the part related to the National Anti-Corruption Strategy for the period from 2013 to 2018, including two accompanying action plans for the implementation of this strategy, as well as in the part related to the Action Plan for Chapter 23 - Subchapter Fight against corruption. Each institution has completed only one questionnaire.

The intention of the Agency was to include the employees and managers who participated in the working groups for the preparation of strategic documents, who were in charge of implementing activities from these documents and/or who were in charge of reporting on the implementation of strategic documents concerning the fight against corruption, which were valid until July 2020.

In a situation where the employees, who have participated in the process of implementing or reporting on valid strategic documents in the field of the fight against corruption, are no longer in the institution, it was suggested that the team that completes the questionnaire should be joined by employees who are currently working in those jobs.
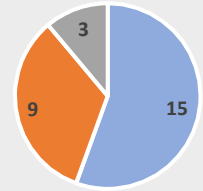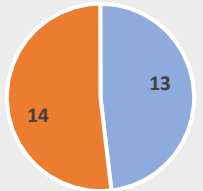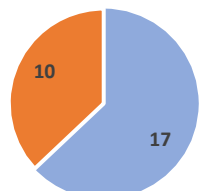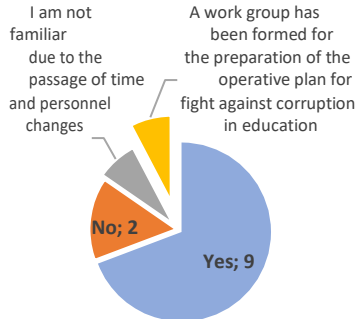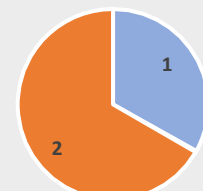
The questionnaire sent to the respondents included a set of general questions pertaining to the process of preparation, implementation and reporting on the implementation of the said strategic documents.
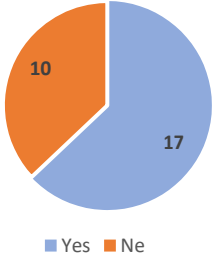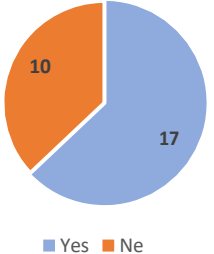
The general questions were used for the evaluation of the following evaluation criteria pertaining to the strategic documents:
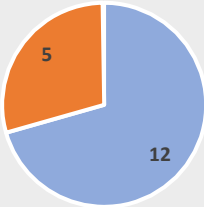
- relevance;
- effectiveness;
- impact;
- efficiency, and
- sustainability.

Type of questions: evaluation scales, closed-ended questions with dichotomous answers, closed-ended questions with multiple answers and options "other" or "I am not familiar", open-ended questions
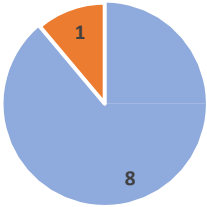
The findings of the research/questionnaire - statistical presentation

No.	Questions – Strategy and AP	Answers – Strategy and AP	Questions – AP 23	Answers - AP 23
1.	Was your institution involved in the preparation of the National Anti-Corruption Strategy for the Period 2013-2018, the Action Plan and the Revised Action Plan for the Implementation of the Strategy (hereinafter: Strategy and AP)?		Was your institution involved in the preparation of the Action Plan for Chapter 23 - Subchapter Fight Against Corruption that was valid until July 2020 (hereinafter: AP 23)?	
2.	If your answer is Yes, were you involved in an adequate manner, i.e. were all your potential comments and suggestions taken into consideration during the preparation of these documents?		If your answer is Yes, were you involved in an adequate manner, i.e. were all your potential comments and suggestions taken into consideration during the preparation of these documents?	
3.	If your comments and suggestions were not taken into consideration, were you provided with an adequate explanation?		If your comments and suggestions were not taken into consideration, were you provided with an adequate explanation?	Both respondents said no.
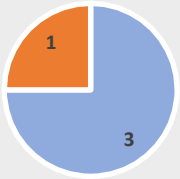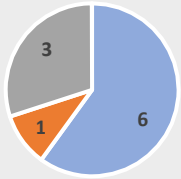
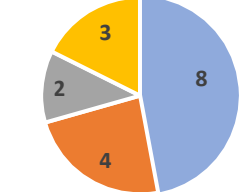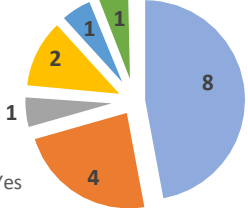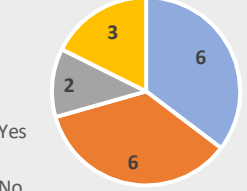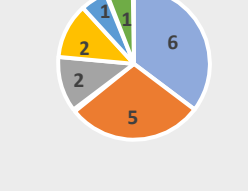|				
4.	Was your institution the responsible body for the implementation of activities stipulated by the Strategy and AP?	10 17 Yes Ne	Was your institution the responsible body for the implementation of activities stipulated by the AP 23?	10 17 Yes Ne
5.	To what extent were the goals defined by the Strategy and AP relevant?	On the scale from 1 to 5, the average grade of the respondents was 4.18 (5 for completely yes and 1 for completely no).	To what extent were the recommendations defined in the AP 23 relevant?	On the scale from 1 to 5, the average grade of the respondents was 3.88 (5 for completely yes and 1 for completely no).
6.	To what extent were the goals defined by the Strategy and AP enforceable, bearing in mind the capacities of your institution as the entity responsible for the activities?	On the scale from 1 to 5, the average grade of the respondents was 4.06 (5 for completely yes and 1 for completely no).	To what extent were the recommendations defined by the AP 23 enforceable, bearing in mind the capacities of your institution as the entity responsible for the activities?	On the scale from 1 to 5, the average grade of the respondents was 3.59 (5 for completely yes and 1 for completely no).
7.	To what extent were the measures and activities stipulated by the Strategy and AP, for the implementation of which you were in charge, adequate - suitable for the achievement of the planned goals?	On the scale from 1 to 5, the average grade of the respondents was 4.12 (5 for completely yes and 1 for completely no).	To what extent were the activities stipulated by the AP 23, for the implementation of which you were in charge, adequate - suitable for the achievement of the planned recommendations?	On the scale from 1 to 5, the average grade of the respondents was 3.59 (5 for completely yes and 1 for completely no).
8.	To what extent was the interinstitutional coordination during the implementation of the Strategy and AP adequate?	On the scale from 1 to 5, the average grade of the respondents was 3.59 (5 for completely yes and 1 for completely no).	To what extent was the interinstitutional coordination during the implementation of the AP 23 adequate?	On the scale from 1 to 5, the average grade of the respondents was 3.76 (5 for completely yes and 1 for completely no).

9.	During the implementation of the activities stipulated by the Strategy and AP, has your institution consulted with a body in charge of coordination of the implementation due to lack of clarity in relation to deadlines, responsible entities, manner how the activities should be implemented or any other issue pertaining to the implementation of these strategic documents?	 ■ Yes ■ No	During the implementation of the activities stipulated by the AP 23, has your institution consulted with a body in charge of coordination of the implementation due to lack of clarity in relation to deadlines, responsible entities, manner how the activities should be implemented or any other issue pertaining to the implementation of this strategic document?	 ■ Yes ■ No
10.	If your answer to the previous question is Yes, whom did you turn to?	Among a total of 10 respondents, 8 said that they turned to the Anti-Corruption Agency; 1 respondent said that he turned to the Ministry of Justice; 1 turned to the Republic public prosecutor's office.	If your answer to the previous question is Yes, whom did you turn to?	Among a total of 12 respondents, 6 said that they turned to the Council for the Implementation of the Action Plan for the negotiations for Chapter 23; 3 respondents said that they turned to the Anti-Corruption Agency; 1 respondent said that he turned to the Ministry of Justice; 1 turned to the Coordination Body for Gender Equality and the Ministry for Human and Minority Rights; 1 turned to the Administration for public procurements.
11.	Please specify why did you turn to the above-mentioned institutions and bodies.	- Due to the indicators that were not clearly defined; - Due to the manner of carrying out activities that were not clearly defined; - In relation to joint activities that were not carried out; - Due to the coordination in relation to the set goals	Please specify why did you turn to the above-mentioned institutions and bodies.	- To get a clarification; - In relation to the manner of execution of the activities; - In relation to the relevance of activities and their holders and partners; - For the purpose of coordination and the achievement of the set goals;

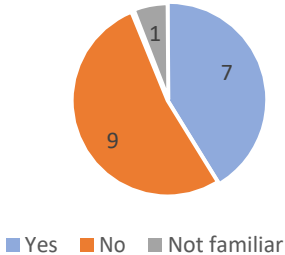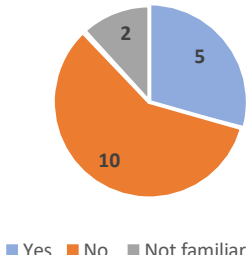|				
		the Ministry of Justice was in charge of the coordination of numerous donors in the field of training in the judiciary so as to avoid overlapping or overloading of the target group; - During the preparation of the strategic document at the provincial level; - The address of the High Judiciary Council to the mentioned institutions and bodies concerning the strengthening of the administrative capacity of the High Judiciary Council, to help the disciplinary bodies of the Supreme Court in the process of regularly publishing statistical data on the website of the HJC and the practices of the disciplinary bodies of the HJC, related to the number of reports, types of violations, types and the number of decisions, the deadline in which it was decided (activity 3.4.2.4. from the AP for the implementation of the National Anti-Corruption Strategy in the Republic of Serbia for the period from 2013 until 2018); - We appealed for the extension of the deadline for the adoption of a rulebook harmonizing the method of issuing an extract from the cadastre, so that it has the form of an electronic signature and document, in accordance with the Law on Electronic Signature and the Law on Electronic Documents; - For the purpose of consultations and precise determination of obligations due to the delays in the implementation of activities.		- Explanation of the reporting obligations on the (failure to comply with the) obligations pertaining to certain activities within the deadline, given that the institution was not the main entity in charge of the activities; - At the regular sessions of the Council for the implementation of the Action plan for Chapter 23 with the representatives of relevant institutions, all uncertainties were resolved and the cooperation between the entities in charge of the activities was agreed upon; - Due to the assistance and consultations in relation to the adoption of the amendments and supplements to the law that was the subject of change in AP for Chapter 23.

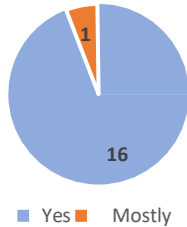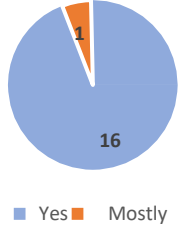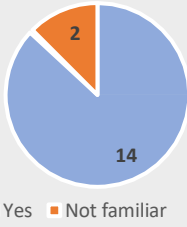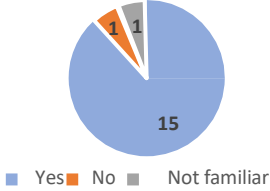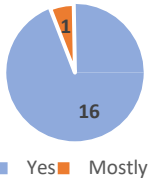|			
12.	Were you provided with an adequate response/explanation?	 Yes ■ No	Were you provided with an adequate response/explanation?	 ■ Yes ■ No ■ Mostly ■ No answer
13.	Do you think that the reporting process on the implementation of the Strategy and AP was adequate?	 ■ Yes ■ Mostly	Do you think that the reporting process on the implementation of the AP 23 was adequate?	 ■ Yes ■ Mostly
14.	While reporting on the implementation of the Strategy and AP, has your institution consulted with a body in charge of reporting about their implementation due to uncertainties in relation to the reporting on implementation or any other issue related to the implementation of these strategic documents?	 ■ Yes ■ No	While reporting on the implementation of the AP 23, has your institution consulted with a body in charge of reporting about the implementation due to uncertainties in relation to the reporting on implementation of strategic document or any other issue related to the implementation of this strategic document?	 ■ Yes ■ No

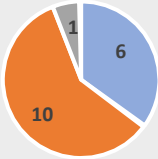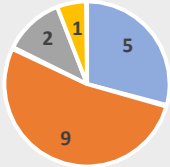|				
15.	If your answer is Yes, whom did you turn to?	Among a total of 4 respondents: - 3 respondents mentioned the Anti-Corruption Agency; - 1 respondent mentioned the Ministry of Justice and the Public Prosecutor's office.	If your answer is Yes, whom did you turn to?	Among a total of 10 respondents: - 3 respondents mentioned the Ministry of Justice - the Council for the implementation of the Action plan for the negotiations for Chapter 23; - 1 respondent mentioned: The Ministry of Justice - Council for the Implementation of the Action Plan for the negotiations for Chapter 23, the Ministry for Human and Minority Rights and the Coordinating body for gender equality; - 1 respondent mentioned the Ministry of Finance / Sector for international cooperation and European integrations / Department for coordination of European integration activities; - 1 respondent mentioned: Ministry of Justice, the Anti-Corruption Agency; - 1 respondent mentioned: partner institutions for the implementation of activities; - 1 respondent mentioned: the Council for the implementation of the Action plan for the negotiations for Chapter 23; - 1 respondent mentioned: Republic Public Prosecutor's Office; and - 1 respondent mentioned: Agency for the Prevention of Corruption.

16.	Please specify why did you turn to the above-mentioned institutions and bodies.	- Clarifications; - Cooperation and coordination in the reporting process; - In order to eliminate certain uncertainties; - Content of the report on implemented activities.	Please specify why did you turn to the above-mentioned institutions and bodies.	- Mode of reporting; - In order to establish a work group for the implementation of activities; - In terms of the form of reporting; - We turned to them for a precise definition of the reporting form; - The Council for the Implementation of the AP for the negotiations for Chapter 23 resolved doubts about the activity holders in cases where more than one institution was designated as the activity holder, e.g. when forming working groups, etc.; - Distribution of competence; - Agreements, consultations
17.	Were you provided with an adequate response/explanation?	 ■ Yes ■ Mostly	Were you provided with an adequate response/explanation?	 ■ Yes ■ No ■ No answer

18.	Were all these financial resources stipulated by the Strategy and AP for the implementation of activities for which your institution is responsible adequate?	Pie chart: Yes 8, No 4, Financial resources not provided 2, Not familiar 3	Were all these financial resources stipulated by AP 23 for the implementation of activities for which your institution is responsible adequate?	Pie chart: Yes 8, No 4, Financial resources not provided 1, Not familiar 2, Not necessary 1, 1
19.	Were all the financial resources stipulated by the Strategy and AP for the implementation of activities available to you?	Pie chart: Yes 6, No 6, Financial resources not provided 2, Not familiar 3	Were all the financial resources stipulated by the AP 23 for the implementation of activities available?	Pie chart: Yes 6, No 5, Financial resources not provided 2, Not familiar 2, 1, 1
20.	If your answer is No, what is the reason, for example, because they were not budgeted or not approved?	- Not all of them were approved; - There were insufficient resources, and the donor support was absent; - The Supreme Court of Cassation could not dispose of the resources independently because the Court was not independently responsible for the planned activities;	If your answer is No, what is the reason, for example, because they were not budgeted or not approved?	- No donor support; - The requested budget for social protection was not approved; - They were not approved; - In some cases, they were not budgeted, while in other cases they were not approved.

		- No Law on the Amendments and Supplement of the Law on Free Access to Information of Public Importance has been adopted and there was no financial resources for the strengthening of the Ombudsman's capacity. At the time, the financial measure of employment ban was introduced through the Law on Budget System; - They were not budgeted; - In some cases, they were not budgeted, while in other cases they were not approved.		
21.	How much financial resources were spent (including the employees' salaries in proportion to the time invested) for the implementation of activities stipulated by the Strategy and AP for which your institution is responsible?	- I'm not familiar: 1 answer; - - 3,934,272.00: 1 answer; - Within the approved budgets for the Ministry of Education, Science and Technological Development, apart from the employees' salaries, there was no need for additional financial resources, nor were such resources foreseen in the Action Plan: 1 answer; - We are not familiar with the information concerning the used financial resources: 1 answer.	How much financial resources were spent (including the employees' salaries in proportion to the time invested) for the implementation of activities stipulated by the Strategy and AP for which your institution is responsible?	- I'm not familiar: 3 answers; - No available information: 1 answer; - Within the approved budget for the Ministry of Education, Science and Technological Development: 1 answer; - We emphasize that the additional financial resources were neither planned nor used for the implementation of activities; other than employees' salaries: 1 answer.
22.	Were external experts involved in the implementation of activities for which your institution is responsible?		Were external experts involved in the implementation of activities for which your institution is responsible?	

23.	If the answer is Yes, how useful was their expertise for you?	On the scale from 1 to 5, the average grade of the respondents was 3.20 (5 for completely yes and 1 for completely no).	If the answer is Yes, how useful was their expertise for you?	On the scale from 1 to 5, the average grade of the respondents was 3.40 (5 for completely yes and 1 for completely no).
24.	During the implementation of the activities stipulated by the Strategy and AP, to what extent was there an adequate interinstitutional coordination?	On the scale from 1 to 5, the average grade of the respondents was 4.41 (5 for completely yes and 1 for completely no).	During the implementation of the activities stipulated by the AP 23, to what extent was there an adequate interinstitutional coordination?	On the scale from 1 to 5, the average grade of the respondents was 4.47 (5 for completely yes and 1 for completely no).
25.	Did the employees of your institution, who were in charge of the direct implementation of activities stipulated by the Strategy and AP, have sufficient knowledge and adequate competence for their implementation?	All the respondents (17) said yes.	Did the employees of your institution, who were in charge of the direct implementation of activities stipulated by the AP 23, have sufficient knowledge and adequate competence for their implementation?	All the respondents (17) said yes.
26.	Were relevant information available to you during the implementation of activities stipulated by the Strategy and AP to ensure higher quality of activity implementation?	 ■ Yes ■ Mostly	Were relevant information available to you during the implementation of activities stipulated by AP 23 to ensure higher quality of activity implementation?	 ■ Yes ■ Mostly
27.	If your answer is Yes, did you use them as much as possible?	 ■ Yes ■ Not familiar	If your answer is Yes, did you use them as much as possible?	All the respondents (16) said yes.

28.	If your answer is No, why didn't you use them?	/	If your answer is No, why didn't you use them?	/
29.	To what extent did the implementation of the Strategy and AP achieve the results in relation to the prevention of corruption in your line of work?	On the scale from 1 to 5, the average grade of the respondents was 3.71 (5 for completely yes and 1 for completely no).	To what extent did the implementation of the AP 23 achieve the results in relation to the prevention of corruption in your line of work?	On the scale from 1 to 5, the average grade of the respondents was 3.65 (5 for completely yes and 1 for completely no).
30.	To what extent are the results sustainable in a long run, i.e. to what extent are they permanent?	On the scale from 1 to 5, the average grade of the respondents was 3.82 (5 for completely yes and 1 for completely no).	To what extent are the results sustainable in a long run, i.e. to what extent are they permanent?	On the scale from 1 to 5, the average grade of the respondents was 3.65 (5 for completely yes and 1 for completely no).
31.	To what extent did the implementation of the activities stipulated by the Strategy and AP influence the development of individual and institutional capacities for the prevention of corruption in your line of work?	On the scale from 1 to 5, the average grade of the respondents was 3.59 (5 for completely yes and 1 for completely no).	To what extent did the implementation of the activities stipulated by the AP 23 influence the development of individual and institutional capacities for the prevention of corruption in your line of work?	On the scale from 1 to 5, the average grade of the respondents was 3.76 (5 for completely yes and 1 for completely no).
32.	To what extent are you satisfied with the results achieved after the implementation of the Strategy and AP in the field of prevention of corruption?	On the scale from 1 to 5, the average grade of the respondents was 3.47 (5 for completely yes and 1 for not at all).	To what extent are you satisfied with the results achieved after the implementation of the AP 23 in the field of prevention of corruption?	On the scale from 1 to 5, the average grade of the respondents was 3.53 (5 for completely yes and 1 for not at all).
33.	To what extent are those results something you would back up and support?	On the scale from 1 to 5, the average grade of the respondents was 3.94 (5 for completely yes and 1 for completely no).	To what extent are those results something you would back up and support?	On the scale from 1 to 5, the average grade of the respondents was 3.88 (5 for completely yes and 1 for completely no).
34.	Do you think that the implementation of activities stipulated by the Strategy and AP has contributed to the creation of partnership and more permanent institutional cooperation between the actors involved in their implementation?		Do you think that the implementation of activities stipulated by the AP 23 has contributed to the creation of partnership and more permanent institutional cooperation between the actors involved in their implementation?	

35.	During the implementation of activities stipulated by the Strategy and AP, did your institution identify the examples of good practice in the field of corruption prevention, which it promoted with the aim for such examples to be accepted by as many interested parties as possible?	 ■ Yes ■ No ■ Not familiar	During the implementation of activities stipulated by AP 23, did your institution identify the examples of good practice in the field of corruption prevention, which it promoted with the aim for such examples to be accepted by as many interested parties as possible?	 ■ Yes ■ No ■ Not familiar ■ No answer
36.	If your answer is Yes, please provide examples.	- Case studies of the examples of good practices have been prepared and then presented during training; - Several anti-corruption plans of companies from the private sector were directly promoted during the seminar organized by the PKS and at the PKS's website; - The transparency of data on the financing of the HJC was ensured (3.4.1.2), a procedure was established for the regular publication of statistical data and practices of disciplinary bodies of the HJC (3.4.2.4), continuous training was conducted for judges in the field of financial investigation (activity 3.4.3.4); - An interagency cooperation has been established with other state bodies in relation to corruption prevention; - Excellent cooperation with the Anti-Corruption Agency.	If your answer is Yes, please provide examples.	- Examples of good practices have been presented during training; - Promotion and encouraging corruption reporting; Activities foreseen by the Action plan were implemented in full, which is, in our opinion, in itself an example of good practice and excellent cooperation; - Excellent cooperation with other institutions.