



THE EUROPEAN UNION'S IPA PROGRAMME FOR SERBIA

EVALUATION OF WORKS, SUPPLY AND GRANT  
CONTRACTS IMPLEMENTED AND FINANCED BY IPA AND  
CARDS PROGRAMME AND EIDHR

Letter of Contract N°2012/304630-Version 1

EVALUATION REPORT

VOLUME I

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## EVALUATION REPORT

<b>Volume I</b>	Evaluation Report
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## ABBREVIATIONS AND ACRONYMS

IAN	International Aid Network
ASB	Arbeiter-Samariter-Bund Deutschland e.V.
CARDS	Community Assistance for Reconstruction, Development Stability in the Balkans
CBC	Cross-Border Cooperation
CC	Collective Centre
CSOs	Civil Society Organizations
DG	Directorate General
DHC	District Heating Companies
DRC	Danish Refugee Council
EC	European Commission
EIDHR	European Instrument for Democracy and Human Rights
EIONET	European Environment Information and Observation Network
EQs	Evaluation Questions
EUD	European Union Delegation
EVIs	Extremely Vulnerable Individuals
FWC	Framework Contract
IBM	Integrated Border Management
IDPs	Internally Displaced People
IPA	Instrument for Pre-accession Assistance
ISDACON	Database of donors in Serbia managed by SEIO
LAP	Local Action Plan
NAD	Needs Assessment Document
NGOs	Non-Governmental Organizations
NUTS	Nomenclature of territorial units for statistics
OECD	Organisation for Economic Co-operation and Development
ROM	Results and Monitoring
SEIO	Secretariat of European Integration Office, the Government of Republic of Serbia
SHSE	Social Housing in Supportive Environment
SWG	Sector Working Group
ToR	Terms of Reference
TA	Technical Assistance
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WD	Working Day

## EXECUTIVE SUMMARY

The **purpose** of this evaluation is to assist the EU Delegation to perform an evaluation of several grants and supply/works contracts implemented and financed by 2005-2006 CARDS, 2007-2008 IPA and 2010 EIDHR (European Instrument for Democracy and Human Rights). The evaluation particularly focuses on effectiveness, impact and sustainability of financial assistance of completed projects during the period of 2007-2012. The global objective of the evaluation, as specified in the Terms of Reference (ToR), is *'effective implementation of pre-accession assistance in Serbia by ensuring sustainability and impact'*.

The Republic of Serbia which was initially a potential candidate country (PCC) and currently a Candidate country is receiving assistance under IPA from the first two out of the five IPA components (IPA I-Transition Assistance and Institution Building, IPA ii – Cross-Border Cooperation) while being engaged in a process of extensive preparation for the utilisation of three other components. Technical assistance, Grant Schemes and Investment in *Acquis* (including regulatory-related investment) are the most used forms of pre-accession assistance that are accessible to both PCCs and Candidate country.

There are 452 contracts completed within the EU financial assistance to Serbia under the CARDS, IPA and EIDHR interventions implemented during the period 2007-2012. Within these, the evaluation focused on a sample of 10 grant, 10 supply and 8 work contracts, selected in consultation with the EUD to be representative of the sectors covered and of the geographical spread of activities funded.

Each of the evaluators analysed a sample of works, supplies and grants contracts. The sampled contracts were considered using several evaluation criteria: Relevance, Efficiency and Implementation Modalities, Effectiveness, Impact, Sustainability and Visibility. The mix of methods has been used to collect data for the analysis such as desk research, semi-structured interviews based on questionnaires, and the stakeholders participation having the form of workshop (9th of April 2013) and provision of comments to the draft evaluation report. Major findings and conclusions of the evaluation are presented below.

### **Conclusions and Recommendations**

- **Works Contracts**

The works contracts sample project schemes gathered very high scoring for their **Relevance** confirming that intended outputs or outcomes are fully in compliance with EU regulations established in CARDS, IPA, country sector strategies, national and local policies, priorities and the needs of intended beneficiaries.

The same high scoring applies for **Efficiency** where the economically resources are converted to efficient results appropriate to the desired and produced outputs.

The evaluation on **Effectiveness** verified also very high scoring defining that the project schemes intended results (outputs or outcomes) have been fully achieved.



Selected schemes have very high sustainable positive **Impact** toward the different social segments, health conditions, social wellbeing, environmental issues and other natural assessed resources.

The scoring is very high for **Sustainability** confirming that the beneficiaries' capacity to maintain, manage and ensure the development results, is fully in place.

Apart of longer period that has passed from final acceptance, project schemes **Visibility** site panels still incorporates information to raise the awareness for the EU supported funding.

This evaluation **recommends** supporting interventions in **environmental schemes** since they are fully in line with Serbian environmental strategy, bring significant know-how and replicable expertise as well as high possibility for follow up investments. Project schemes where local utility companies are involved, additional prior activities on ensuring endorsed Cooperation Agreements and Project Management Contracts are needed to avoid negative impacts from political changes and interest on local utility companies.

Evaluation also warmly **recommends** support in **energetic sector** since the projects schemes are fully in accordance to Serbian environmental and energetic strategy. These schemes can receive very easily follow up investments especially in the direction of utilization of renewable energy resources, can implement market tariff system that promotes energy savings, generation of autonomous financial means, contribution toward stabile power supply, regional energy exchange and creation of an economic electricity market in Serbia. The technological knowledge gained from these developments can be very easily implemented on new local capacities, reconstructions and in new interconnecting lines.

Evaluation in **transportation management infrastructure** scheme, **recommends** further support particularly on improvements of Integrated Border Management System that will facilitate the efficiency and technical competence of the customs and police services, will increase the transportation flows on goods/passengers and will trigger bigger economic exchange between EU neighbouring countries and Republic of Serbia

- **Supplies**

All criteria received very high aggregated scores, which tell us that the projects were **carefully planned and excellently executed**. The supplied equipment was utilised in the related Technical Assistance projects and further utilised by the Beneficiaries. The Beneficiaries were appreciative of the assistance received and motivated to further enhance their EU assisted procurements.

Over the spectrum of the sampled contracts in the **Sustainability** criterion there were only two medium scores and one low score, being the primary reason that the budget funding for maintenance of the received equipment has been stopped. Additionally for the low score the institution was struggling with ensuring sufficient human resources for operating and maintaining the equipment in the long term. The related recommendations to these conclusions are that some of the Beneficiaries still need to further evolve their organization that both the Beneficiaries and EU as a donor could benefit from additional professional institutional building assistance as it is much more effective to support clearly developed projects with mature Beneficiaries.

Another finding and conclusion was that the supply contracts dealing with procurement of IT equipment and in general projects dealing with IT activities are specific in their nature because of the very fast growth of the IT market and may require specialised approach in the future.

In regards to the supply contracts two additional **conclusions/recommendations** were realised. There are cases when Beneficiaries assume that the maintenance of the received supplies will be further supported by the donor and the recommendation is that the Beneficiary should assume ownership of the supplies early during the projects. Additionally sometimes the form of the supply contracts i.e. dividing it into more Lots is not most efficient for the Beneficiaries so the recommendations is that more focus and experience is put to the issue.

- **Grants**

The overall conclusion is that the grants are relevant and effective form of pre-accession assistance to Republic of Serbia the continued use of which is recommended.

**The IPA grants** have been extremely **relevant support** to the Republic of Serbia to respond to immediate needs of IDP and refugee. The projects were designed in a manner to fit the direct needs of the target population based on a structure established by the Serbian Commissariat for Refugees. The variety of project components allowed the good selection of project beneficiaries in the target municipalities. **The EIDHR grants** provided necessary support to civil right defenders and other initiatives aiming at supporting the democratisation processes and improvement of human rights. They also responded to the needs to strengthen capacities of CSOs to monitor and be included in the policy making processes. **The EU CBC strategy** has been relevant for Serbia's reinforcement of cooperation between partner countries, especially in promotion of economic and social development in the border areas, in the join cooperation in addressing common challenges.

All projects have **achieved their expected results** with the best possible use of resources. All projects have entirely implemented the planned activities. As a result of grant schemes, the beneficiary organizations are more skilled in project management activities, reporting, monitoring, and work with mass media. There is a strong evidence of efficient grant management capabilities in the beneficiary organisations. The capacity is steadily growing and all the interviewed beneficiaries demonstrate long-term involvement in designing and implementation of EU and other donors' funded projects. The main factors contributing to the **efficiency** of interventions identified is the quality of management of projects, supportive role of the EUD, and public awareness events.

**The EIDHR and IPA grants** brought **positive results** in empowerment of marginalised groups, particularly the IDPs and refugees, and assisted establishment of necessary institutional and civil society lead foundations for more structured assistance to these groups. **The CARDS** interventions resulted in economic development of SMEs, increased knowledge of food producers about new technologies and organic food production, and in cooperation among businesses and associations from the both side of the border.

**The grants** have a **strong impact** on the strength of civil society organisations to organise their work and improve know-how on the policy process, at the same time responding to the needs of their constituency. The civil society organisations participating in EIDHR and IPA frameworks are increasingly becoming partners of the government in social service provision and development of

evidence based policies. Impact on the target group has resulted also in often increased number of assisted beneficiaries is a proof of positive effects of the intervention. As a result of the CARDS interventions the economic and social development in the border area has been enhanced.

Even though the visibility was respected in each of the selected projects, the **visibility of the EU assistance** is the weakest point. The EU assistance has not sufficiently being promoted to the end users and general public.

The capacities of organisations are institutionalised to a large extent in their organisational structures. The policies and new legislation that has been adopted is a strong sustainability prerequisite. However, many local organisations struggle with continued funding and support by local governments, and this is a general weakness of grant component. The lack of capacities at local level to extend and continue the project results/models is a threat to sustainability as the local governments often do not follow up on the established action plans and services.

The beneficiary organizations continue performing relevant activities even when the EU intervention terminated. They have got experiences, skills, professional know-how and interest to continue providing professional services. Usually, they success to draw financial resources from other donor' funding to ensure sustainability of actions. In case of IPA funded projects targeting durable solutions for the refugees and IDPs, the project's positive outcomes are likely to last for the housing component.

For future projects in order to obtain full sustainability with relation to the IDP problems the Kosovo issue would need to be resolved. Refugees will soon be taken care of through the Regional Programme, which leaves a high number of IDPs, however with political stability, enabling the persons to choose their option solutions will be more viable in this content. The effectiveness and sustainability of future IPA interventions will require higher involvement of the local authorities and by a case by case approach for the closure of CCs. Follow up of respective economic and social projects would be advisable and the continuous follow-up of the supported cases.

The resulted **recommendations** have been mostly addressed to the EUD and SEIO focusing on delivery of assistance such as use of operational grants, establishing opportunities for thematic collaboration across EIDHR and IPA supported projects, effective promotion of visibility. Regarding strategic focus, it has been recommended to follow up support of vulnerable persons, refugees and IDPs by economic and social projects. New grant programmes should be more open for innovative solutions, new ideas and strategies to reach the objectives.

# 1 INTRODUCTION

The final evaluation report of the Evaluation of Works, Supply and Grant Contracts implemented and financed by IPA and CARDS and EIDHR was prepared in May 2013. It is based on the ToR requirements, project kick-off meeting held in Belgrade on the 10th December 2012, desk research, field visits to the project beneficiaries and communication with the stakeholders and Delegation of the European Union. The Terms of Reference (ToR) for this evaluation present a series of requirements to the expert team to fulfil during process of evaluation assessment and they form core of this evaluation.

The purpose of the evaluation is the provision of evaluation of selected works, supply and grant contracts implemented and financed by the CARDS Programme, IPA and EIDHR (European Instrument for Democracy and Human Rights). The evaluation seeks to find answer especially to effectiveness, impact, sustainability and visibility of the EU assistance of selected completed projects. The global objective of the evaluation, as specified in the Terms of reference (ToR) is *'effective implementation of pre-accession assistance in Serbia by ensuring sustainability and impact'*.

The main stakeholders of this evaluation are the European Union delegation (EUD) in Belgrade, the Government of Serbia represented by the European Office for Integration (SEIO), relevant ministries and Civil Society Organisations.

The evaluation was carried out between December 2012 and April 2013. Field visits were conducted in Serbia in February 2013, concluding with a workshop organised by the consultants on 9<sup>th</sup> of April 2013, bringing together about 50 representatives of beneficiary institutions, nongovernmental organisations (NGOs) as well as EU Delegation staff members and other stakeholders.

The scope of evaluation is Grant Schemes and Supply/works contracts implemented and financed by 2005/2006 CARDS, 2007-2008 IPA and 2010 EIDHR. According to the list of contracts provided by the EUD in Belgrade for 2006-2012, there were completed 367 grant projects, 66 supply contracts and 19 works contracts. The sample of selected 28 projects (10 selected grant, 8 works and 10 supply contracts) was prepared in the Inception Phase in consultation with the EUD to be representative of the sectors covered and the geographical spread of activities funded. More about the sample of projects and evaluation methodology see Chapter 2. The analysis and findings of evaluation of various types of projects is presented in separate Chapters 3 (works), Chapter 4 supplies) and Chapter 5 (grants) however they follow the same structure given by the evaluation criteria. The Chapter 6 and 7 summarises the overall conclusions of the evaluation, lessons learned and proposes recommendations.

The evaluation has been performed by IBF International on the bases of framework contract LOT No 1<sup>1</sup>. The evaluation was conducted by Mr. Borce Ralevski (works contract), Mr. Aleksandar Josifoski (Supply contracts) and Ms. Marie Kaufmann (grant contracts) also acting as team leader.

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<sup>1</sup> LOT No 1 – Studies and technical assistance in all sectors, Framework contract. Request 2012/304630.

## 2 METHODOLOGY AND SAMPLING

The evaluation is built on the OECD (DAC)<sup>2</sup> criteria as requested by the Terms of Reference (ToR), in accordance with the development evaluation methodology and European Commission<sup>3</sup>. The ToR formulates evaluation questions grouped within each of the evaluation criteria: Relevance, Effectiveness, Impact, Sustainability, Efficiency and Implementation Modalities, Coherence and complementarity, Visibility.

The evaluation is based on the in-depth evaluation of 28 selected grant, supply and work contracts. The sample of selected projects has been done in the Inception period (10 December 2012 – 15 January 2013) and it respects the choice of EUD and the experts. The list of selected project is presented in the next Chapter 2.1 including specifics in methodology approach to evaluation of individual types of contracts. Summary sheets of individual evaluations or other support documents have been grouped in the annexes, Volume II.

The following steps, methods and techniques have been key elements for the implementation of this evaluation structured in **inception phase, desk phase, field phase and synthesis phase**:

### Data collection

The mix of methods has been used to collect data for the analysis and evaluation of the works, supply and grant contracts. Desk research, semi-structured interviews based on questionnaires, and the stakeholders participation having the form of workshop, group discussions (9<sup>th</sup> of April 2013) and provision of comments to the draft evaluation report.

**The desk research** consisted of gathering and review of project and programme documents relevant for the selected contracts. In this regard, the responsible Task Managers of the EUD in Belgrade were very helpful in preparing relevant documentation for examination. The main projects' documents consisted of the grant application, interim reports and final narrative report. In the case where no electronic versions were available, files with printed documents were given to the experts for review within the premises of the EUD. The beneficiary organisations have been cooperative in providing any other relevant documentation such as the project evaluation report, research background documentation etc.

**Primary data** have been collected through **interviews, questionnaires, and direct observation**, while semi-structured interviews were the most used method. The Task Manager of EUD responsible for selected contracts provided contact details for the beneficiaries and often intermediated with mutual communication and setting-up meetings among beneficiaries and the experts. Preparation of time schedule for interviews has been time demanding exercise. However, the beneficiaries have demonstrated willingness and readiness for the meetings with experts. The three experts approached data collection and field visits preparation separately under constant communication and coordination of the Team Leader and EUD Task Manager. The Grant Expert utilised a set of questions prepared for the semi structured interviews. The Works Expert and Supply Expert disseminated the questionnaires to the beneficiaries and they have collected the filled questionnaires.

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<sup>2</sup>OECD Development Co-operation directorate (DAC)

<sup>3</sup>DG ENLARGEMENT, Evaluation Guide, November 2008.DG BUDGET, Evaluating EU activities – a practical guide for the Commission Services. July 2004. OECD-DAC. 1991. Principles for Evaluation of Development Assistance. OECD-DAC Paris.

**Questionnaires** provided a standardized approach to obtaining information on a wide range of topics from a large number or diversity of stakeholders (usually employing sampling techniques) to obtain information on their attitudes, beliefs, opinions, perceptions, level of satisfaction, etc. concerning the operations, inputs, outputs and contextual factors of an EU initiative.

Based on prepared questionnaire, the interviews were held for each project under review with beneficiary represented by Project Manager or/and head of institutions. When possible, representatives of the target group were visited and interviewed. This was especially relevant in case of grant projects.

The essential parts of data collection were **field visits** linked with interviews and **on-site observation** to the relevant infrastructure buildings and locations in Serbia. Within the evaluation of works contract, seven field visits have been conducted. Since beneficiaries of selected supply contracts have been located in Belgrade, no field visits outside Belgrade had to be undertaken by the Supply expert.

In case of evaluation of the selected **grant projects**, the beneficiaries and the target groups of CARDS CBC projects were visited both in Belgrade and cities such Zrenjanin, Veliki Knezevac, and Vrsac. The EIDHR projects' beneficiaries and target groups outside Belgrade were visited in Nis, Majdanpek, and rural areas in South Serbia. In case of IPA projects targeting refugees and internally displayed persons (IDPs), there have been many visits to the places of target groups' location such as the collective houses and prefabricated houses in Pancevo, Kovin, Titel Municipality and beneficiary families there; village Vilovo; Municipality of Kovin and beneficiary families assisted with income generation grants and prefabricated houses, visit to business start-up families and beneficiary families in Pozarevac and Mladenovac.

**Data analysis** has been a systematic process that involves organizing and classifying the information collected, tabulating it, summarizing it, and comparing the results with other appropriate information to extract useful information that responds to the evaluation questions and fulfils the purposes of the evaluation. A useful analytical tool utilised in analysis of data collected in case of works and supplies contracts were scoring matrix<sup>4</sup>.

More specifically, the analysis is guided by 14 evaluation questions (EQs) that have been approved by the Inception Report out of a set of EQs presented in the Terms of Reference. These evaluation questions served the purpose of delimiting the key points of interest. The relevant questions, judgement criteria and source of information have been structured in the Evaluation questions Matrix Annex 3.

**Performance rating.** Project's performance rating for the individual projects was compiled by the works and supply experts in two steps:

- Step 1: The evaluators gave a numerical rating on each of the five evaluation criteria for the project on a scale of 1-5 or 1-10 based on their own expert methodology (see Annexes).
- Step 2: the evaluators converted the numerical ratings per criterion into a qualitative overall rating. The qualitative overall rating of the project was based on the following rating scale: Very Low, Low, Medium, High, Very High.

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<sup>4</sup>See Attached Evaluation Matrix - Works

<b>Very High (VH):</b>	The project achieved or is expected to achieve or exceed all its objectives. Most numerical ratings in the range of 4 to 5, or 90-100%.
<b>High (H):</b>	The project achieved or is expected to largely achieve its objectives. Most numerical ratings in the range of 3 to 4, or 71-90%.
<b>Medium (M):</b>	Where the project is not fully 'satisfactory' but is not weak enough to justify a plainly bad qualitative rating. Most numerical ratings in the range of 2-3, or 60-70%.
<b>Low (L):</b>	The project is not expected to achieve some of its objectives. Most numerical ratings in the range of 1-2, or 30-59%.
<b>Very Low (VL):</b>	The project is not expected to achieve most of its objectives. Most numerical ratings in the range of 0-1, or less than 30%.

The resulting tables of projects' rating under each evaluation criteria are introduced in the relevant Chapters 3 (works) and Chapter 4 (supplies) and annexes under Volume II. Only qualitative rating has been provided in case of evaluation of grants.

The main purpose of **Stakeholders' participation** was to cross check the data collected and analysed and validate the findings. The representatives of beneficiary institutions and other relevant stakeholders have been invited to participate to the workshop on April 9, 2013 in Belgrade. The information about the evaluation has been presented and the stakeholders could express their view and suggestions especially to the lessons learned and recommendations for decision-making on improvements of future financial assistance. The stakeholders had also the possibility to comment on the draft evaluation report (April/May 2013).

The reports' main findings and conclusions are based on consolidated evidence of three different sources and methods as indicated above (desk study, semi-structured interviews, and group discussions).

### **Limitations of evaluation**

It should be noted that the evaluation was conducted within the limited allocation of time enabling to the experts to devote 2 working days to assessment of each project in maximum. This is why the evaluation is more snapshot report only generally capturing evidence about the results and sustainability of the selected projects. Hence, specific limitations have been linked to various methods used especially in evaluation of impacts of projects.

**Evaluation of impacts.** As indicated above, one of the main objectives of the evaluation was to assess the impact of the EIDHR, CARDS and IPA selected projects. Simply put, an impact evaluation assesses the changes in the well-being of individuals and relevant institutions that could be attributed to a particular project. Correspondingly, the central challenge in carrying out effective impact evaluations is to identify the causal relationship between the project, program, or policy and the outcomes of interest. Due to the time limitation, the experts could only briefly approach that exercise as it is described in individual chapters devoted to effectiveness and impact of Works (Chapter 4.4), Supplies (Chapter 5.4) and Grants (Chapter 5.4).

## 2.1 Sample of Works Contracts

The population of sampling was 19 closed works contracts. The sample of selected works respects the choice of EUD and the experts. Out of seven EUD priority contracts, five were included in the sample. The territorial aspect also has been respected. The selected eight contracts cover all relevant infrastructure sectors.

**Table 1:** The following works contract sample was selected during inception phase

Nr.	Contract number	Title	Sector covered
1	162741	04SER01/06/029, Ash disposal system, Nikola Tesla B Thermal Power Plant	Environmental intervention
2	162986	04SER01/11/106, Water treatment plant in Indija and replacement of well pumps	Utility infrastructure intervention
3	164907	05SER01/03/010, District Heating Modernisation and Rehabilitation, Lot 3, Subotica	Energy sector intervention
4	164867	05SER01/03/008, District Heating Modernisation and Rehabilitation, Lot 1, Cacak	Energy sector intervention
5	164906	05SER01/03/009, District Heating Modernisation and Rehabilitation, Lot 2, Pancevo	Energy sector intervention
6	166418	06SER01/16/004, Construction of Regional Sanitary Landfill "MutinaPadina", Pirot	Environmental intervention
7	166474	06SER01/02/004, Renovation of Dimitrovgrad railway station border crossing	Transportation management intervention
8	166421	06SER01/07/003, Construction of Overhead Transmission Line Nis - Leskovac	Energy sector intervention

## 2.2 Sample of Supply Contracts

The population for sampling was 66 closed supply contracts. The approved sample of ten supply contracts consists of 3 commonly selected, 4 EUD selected and 3 consultant selected supply contracts.

**Table 2:** The following table shows the sample of projects that were evaluated

Title	Beneficiary	Sector Code
06SER01/01/005 - 172239- Tax Administration Contact Centre IT Equipment	Serbian Tax Authority, Ministry of Finance	Government administration
04SER01/06/005 Procurement for Market Operations	Serbian Electricity Transport System Operator, Elektromreza Srbije	Electrical transmission/distribution
07SER01/03/11/004 - Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)	Judicial Academy, Ministry of Justice	Legal and judicial development
04SER01/01/001 Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT	Treasury Administration, Ministry of Finance	Public finance management



networking material for the establishment of a financial management information system (FMIS)		
04SER01/08/002 Equipment for Medical Waste Management	Ministry of Health, Ministry of Energy, Development and Environmental Protection, Veterinary Institute	Environmental policy and administrative management
07SER01/18/31, Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia	PLOVPUT, Directorate for Inland Waterways, Ministry of Transport	Water transport
06SER01/04/11/003 - LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity	Directorate for measures and precious metals, Ministry of Finance	Trade facilitation
07SER01/26/21/02, Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices	Directorate for Civil Aviation	Air transport
Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations	Environmental Protection Agency, Ministry of Energy, Development and Environmental Protection	Environmental policy and administrative management
08SER01/19/21 Supply of IT equipment and Document Management System to the National Employment Service	National Employment Service	Employment policy and administrative management

The assigning of the level (very low, low, medium, high, very high) is done by analysing the individual contracts and considering all positive and negative aspects of the execution of the contracts. It is important to stress that when analysing supply contracts the related TA projects were also considered as a context, because almost always they are closely dependant on each other.

## 2.3 Sample of Grants Contracts

The EU Delegation in Serbia gave support to 367 grant projects financed by CARDS, IPA and EIDHR between contracting years 2006 to 2012 according to the list of contracts provided at the beginning of the evaluation (December 2012).<sup>5</sup> The population for sample was 244 grant projects. Majority of contracts has budget between 10,000-50,000 EUR (125 contracts) or budget over 50,000 to 100,000 EUR (82 contracts). Only 8 projects have been financed with budget higher than 1 million EUR. The sample of grants selected for evaluation mirrors this diversity of budget size.

The list of sample contracts covers<sup>6</sup>:

- 5 EIDHR contracts, contracting years 2008, 2009, 2010;
- 2 IPA 2008 and 2009 contracts supporting projects for refugees and IDPs;
- 3 CARDS contracts– CBC from boarder of Serbia with Romania.

<sup>5</sup>Of the total number of 336 contracts, 32 projects were cancelled 63 projects had a smaller budget then 10,000 EUR and 29 grants had been awarded through other modalities then open call for proposals (direct awards etc.). The resulted set of 244 grant projects determinate the sample, consisting of 104 CARDS financed contracts, 87 EIDHR supported contracts and 50 IPA funded projects. The highest number of contracts was signed in 2008 (217 contracts), followed by 51 contracts in 2009 and 91 contracts in 2010.

<sup>6</sup>Methodology of sampling was presented and approved in the Inception Report, January 2013

For the purpose of this evaluation, the analysis and findings of selected grants will be structured according the three funding instruments.

**Table 3:** Table of grant contracts in sample

No.	Contract number	Project Title (Beneficiary)	Planned amount	Start/ End Date
<b>The five (5) sample contracts EIDHR</b>				
1.	256073	Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek, 2012-2016. 10EIDHR01/01/11/10 (Resource centre, Majdanpek)	45 092,35 €	11.12.2010 4.9.2012
2.	255753	ALMA - Art in Literature as a Model for Advocacy (for minority rights). 10EIDHR01/01/11/11 (GRUPA 484)	69 337,89 €	11.12.2010 26.9. 2012
3.	148304	Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina (AIN)	742 588,71 €	1.12.2008 13.9.2012
4.	162409	Coalition for Prison Reform (Centre for Human Rights in Niš)	70 668,80 €	11.12.2008 19.11.2010
5.	227113	Human Trafficking Watchdogs in the Republic of Serbia. 09EIDHR01/11/08 (Astra)	47 480,00 €	15.12.2009 7.3.2012
<b>TOTAL</b>			<b>975 167,75 €</b>	
<b>Average amount (EIDHR)</b>			195 033,55 €	
<b>The two (2) Grant IPA contracts targeting refugees and IDPs</b>				
6.	228444	Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs (Danish Refugee Council /DRC)	724 430,43 €	1.2.2010 17.9.2012
7.	200433	Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures (Arbeiter-Samariter-Bund Deutschland)	1 600 000,00 €	1.3.2009 22.9.2011
<b>TOTAL</b>			<b>2 324 430,43 €</b>	
<b>Average amount (IPA)</b>			1 162 215,22 €	
<b>The three (3) CARDS – CBC contracts</b>				
8.	162952	Food for Banat: Networking and capacity building of good producers and processors in Banat region (Rural Development Centre)	296 395 €	
9.	166565	Expo-Agro Banat – organic food nation 06SER02/03/016 (Municipality of Zrenjanin)	73 .415 €	9/2008 –9/2009
10.	166740	Economy integration for European Prosperity. 06SER02/03/015 (Municipality of Vrsac)	102 635 € (89.54%)	9/2008-12/2009
<b>TOTAL</b>			<b>73 415,00 €</b>	
<b>Average amount (CARDS – CBC)</b>			24 471,67 €	
<b>GRAND TOTAL</b>			<b>3 373 013,18 €</b>	
<b>Average amount</b>			<b>337 301,32 €</b>	

**The EIDHR grants.** Serbia benefits from two sources of European Instrument for Democracy and Human Rights (EIDHR)<sup>7</sup> support, so called Global grant when the EC selects and requests the Delegation of EU to prepare a contract, and the national budget for Serbia<sup>8</sup>. So far, the second scheme gave support to 81 contracts in contracting years 2007/2008 (22 contracts), 2009 (19 contracts), 2010 (20 contracts) and in 2011 (20 contracts).

There are solid reasons for selection the concrete projects as priority projects for evaluation. All the projects are relevant for EIDHR funding due to wide-ranging priorities, the EIDHR is operating. The aspect considered was dealing with the source of funding (EC Brussels or Serbia), and, for example

- The project No 1 '*Program for Torture Victims*' was selected as it is interesting due to regional aspect it covers (Serbia and BiH);
- The project No 2 '*Coalition for Prison Reform*' is interesting for evaluation since the project has a follow up of the activities funded;
- The project No 3 '*Human Trafficking Watchdogs*' supports civil society development in monitoring activities, in combating human trafficking in Serbia;
- The project No 4 '*ALMA*' targets group of young people. More specifically, high school students and it strengthens importance of modern literature and multiculturalism involvement in high schools curriculum for students;
- The project No 5 '*Gender Equality*' introduces a new theme for Serbia that is the gender mainstreaming.

**The IPA grants.** The two projects funded by IPA 2007 and IPA 2008 address a number of specific issues concerning the support of refugees and Internally Displaced Persons (IDP) in Serbia. The beneficiaries of IPA grants are the international non-governmental organisations performing the role of Implementing Agencies: Danish Refugee Council (DRC) and Arbeiter-Samaritaner-Bund, Deutschland e.V (ASB).

**The CARDS CBC grants.** The beneficiaries of the three selected grants implemented in boarder area of Serbia and Romania are Municipality in Vrsac, Municipality in Zerjanin and the non-governmental organisation titled Rural Development Centre in Veliki Knezevac.

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<sup>7</sup>Launched in 2006, the EIDHR replaces and builds upon the European Initiative (2000-2006). Its aim is to provide support for the promotion of democracy and human rights in non-EU countries. EIDHR budget is € 1.104 million for 2007-2013 (€ 157 million per year approximately including electoral observation) mainly implemented through call for proposals (delegations or Head Quarter).

<sup>8</sup>Country-based support schemes for concerted action on local democracy and human rights issues of particular concern (Objective 2)

## 3 EVALUATION ANALYSIS AND FINDINGS – WORKS

### 3.1 Relevance

**Relevance** concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. It concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is needed from the perspective of intended beneficiaries. An essential sub-category of relevance is the criteria of **appropriateness**, which concerns the feasibility of the activities or method of delivery of a development initiative. While relevance examines the importance of the initiative relative to the needs and priorities of intended beneficiaries, appropriateness examines whether the initiative as it is operationalized is acceptable and is feasible within the local context.

In respect to above presented approach to evaluation of works projects, the main findings can be summarised as follows:

#### Key findings

The assistance provided through works has been highly relevant to the needs of Republic of Serbia. It complies with EU regulations established in CARDS, IPA, country assessments and sector strategies.

- ✓ The work contracts are directly linked with the national strategy policy in the field of energy, environment and integrated border management.
- ✓ They directly contribute to the municipal sector strategies.

#### Relevance to the strategic framework and policy priorities (EU/national)

For the **Environmental interventions**:

- **Ash disposal system, Nikola Tesla B Thermal Power Plant, Obrenovac.** The water based ash disposal system is essential unique component in daily regular plant operation and will continue to be used with regular inputs of adequate resources.

EC assistance programmes include environmental considerations in the energy sector with the aim to improve public health. Initial conclusion was that the lignite fired Thermal Power Plants are responsible for significant environmental problems and the Government has indicated rehabilitation of existing plant as central point to their energy and environmental strategies<sup>9</sup>.

Serbian environmental strategy is defining very precisely the target for this intervention with the main goal to *"help preserve natural assets and avoid irreversible losses, protect the population from health risks, help with upgrading of solid waste and waste water disposal, approximation of environmental norms with those of EU and of international environmental agreements."*

This Works Contract was initially signed for an implementation period of 17 months starting on 22 March 2007. Addendum n°4 of the Works Contract has subsequently extended the implementation period until 2 August 2010. In addition, Addendum n°6 of the Works Contract has increased the

<sup>9</sup> Completion Report Ash Disposal System at TPP Nikola Tesla B, Status: October 2008, Drawn up by: DetlefGötz Project Manager of the Supervising Engineer Consortium Vattenfall Europe PowerConsult GmbH – Steagencotec GmbH;

contract price to EUR 29,080,218.73 without changing the contribution of the EU Delegation to the Republic of Serbia.

- **Construction of Regional Sanitary Landfill "MutinaPadina", Pirot**

Supporting environmental project schemes and particularly in the field of reliable and safe municipal waste collection and disposal is always in line with EU solid waste management practices. EU support was distributed through technical assistance in developing the Regional Solid Waste Management Strategy.

The project scheme covers performance of new regional sanitary landfill that will be used for reliable and safe urban solid waste disposal, new access road to the land fill site and supply and delivery of new collection trucks and containers. The estimated lifetime of the landfill is calculated for 30 years. EUD contributed with investment of 3,192,308.65€. Works commenced in October 2008. Project Scheme was Provisionally Accepted in December 2010. Final Acceptance Certificate was issued in December 2011. Operation commenced at the beginning of 2013.

This intervention will give significant improvement in the overall environmental status of the municipalities involved. The reduction/elimination/re-cultivation of the existing waste dumps and complete solid waste redirection to the regional landfill will be direct contribution toward positive public health impacts. Again, Serbian environmental strategy is main document that cover the target for this intervention.

- **Water treatment plant in Indjija and replacement of well pumps:**

This scheme was supported in accordance to Serbian economic development and environmental strategies where the target for this intervention shall be "protect the population from health risks with approximation of environmental norms with those of EU and of international environmental agreements".

This scheme mainly covers the supply of clean potable water for the inhabitants and to contribute to the local economic development of the municipality. Initial EAR part covered 120l/s water treatment plant performance, replacement of 21 well pumps, auxiliary connections and landscaping. Contracted value was 1.800.000€. Addendum Nr. 1 increased EAR contribution up to 2.400.000€ helping municipality to complete 1st phase including distribution line from the Plant to 10 additional settlements.

The total implementation cost value was € 7.652.100 where EAR contributed with € 2.400.000, Municipality with € 680.000, Vojvodina capital investment fund € 2.737.100 and NIP with € 1.435.000. Construction supervision and contingencies had value of € 400.000. Works commenced on 2nd July 2007 and finished in October 2008 when were handed over to the Beneficiary. Final Acceptance Certificate was issued in August 2009.

This scheme is a part of the state/municipal environmental strategy. Clean potable water supply to the citizens is essential need that force beneficiary to continuously support good/correct plant operation.

For the **Energy sector interventions:**

- **District Heating Modernization and Rehabilitation schemes in, Lot 3, Subotica, Cacak and in Pancevo.**

These project schemes are a part of the state/municipal energetic/environmental strategy where the target was to: protect the population from health risks, with approximation of environmental norms with those of EU and of international environmental agreements<sup>10</sup>, as well as to assist DHC to make the institutional changes necessary to ensure their commercial viability for the future restructuring process. These schemes are a part of the state/municipal energetic strategy and continuous municipal public company resources are committed to the project<sup>11</sup>.

Subotica investment covered replacement of the two remaining backbone pipeline sections (2.63+1.46 km) and modernization of 73 selected substations. Additional works were introduced covering relocation of the pumping plant, dismantling/installation of new equipment. The total value of the executed works was: 3,508,226.09€. Contracted works have been completed in November 2008.

Cacak project covered boiler plant renovation and extension (35MW + 10MW + 3x4.7MW), DH network replacement (1.8 km, trench length), 99 substations refurbishment with the value of € 3,774,092.68. Addendum in the value of €827,941.05 introduced replacement of 732 over-ground DH obsolete pipelines with new pre-insulated, Installation of galvanized pipes of larger diameter (DN400 instead of existing DN300), assembling of storage for heavy fuel oil, V=350 m<sup>3</sup>, complete replacement of five and reconstruction of 35 substations, modernization of equipment for one boiler plant (new automation system for remote control). Works commenced on 10/05/2007 and were completed on time (15/10/2008).

Pancevo works covered works performance of 6 km of new DH transmission network, reconstruction of pumping station at boiler plant KOTEŽ, new mixing stations (5 pcs) to replace local boiler plants in DH system; and supplementary equipment and adjustments to 9 substations. The initial finance value was in the amount of €3,577,284.27 with the commencement date 16/05/2007 and end date of 15/10/2008. The additional works addendum was signed in the amount of €672,110.92 that covered mechanical works on pipeline network extension (pre-insulated pipes with electrical leaking indication, length of trench 1,5km, DN350 l=1,0 km and DN300 l=2,0km). Performance Certificate was issued 07/05/2010.

- **Construction of Overhead Transmission Line Nis – Leskovac ,**

This EU intervention was to assist in the creation of an electricity market in Serbia in conformity with the requirements of the Energy Community Treaty and the requirements of a Regional Energy Market. This project scheme falls within the framework of national, regional, EC Trans-European Networks (TEN's), Energy Community Treaty provisions and EMS's mid-term investment programmes. This scheme connected South-east Serbia backbone power supply and made precondition to interconnect to the southern part of the region.

The European partnership sets out the sectorial short-term priorities for the energy sector as:

- Fulfilling the obligations arising from the Energy Community Treaty as regards the full implementation of the "Acquis" on the internal gas and electricity market and on cross-border exchanges in electricity;
- Ensure unbundling with a view to restructuring and opening up the market and make further progress towards a regional energy market, in particular by improving interconnectivity with neighbouring countries.
- It is a part of the state energetic strategy and continuous EMS resources are committed to the project.

<sup>10</sup> Republic of Serbia, Environmental Strategy

<sup>11</sup> TA Support for Serbian District Heating Companies, Final Report, March 2009

Project works covered construction of 40,5 kilometres of 400 kV OHTL (Overhead Transmission Line) between cities of Nis and Leskovac and represents phase I of the Serbian part of the International Project for Nis-Vranje-Skopje Overhead Transmission Lines. This 1st section of the Transmission Line is now finalized and will bring reliable energy supply of highest quality to the regions of southern Serbia. Once the whole line is completed the line will connect southern neighbouring countries. This section of the Project received funding from the EU amounting to € 6.9 million.

Commencement date was 12 April 2008 and works completed on 12 September 2009 (extension approved and signed through Addendum No. 3). The originally contracted sum was 6,901,662.23E. Executed contract price was 6,689,404.61 Euro.

For the **Transportation management:**

- **Renovation of Dimitrovgrad railway station border crossing.**

The policy of Integrated Border Management, known as IBM, targets the improvements of efficiency at border crossings, which is to be achieved using the complementary thrusts of projects to improve the design and size of the crossings.

The refurbishment of the Railway Station including the Border Crossing facilities will support these improvements. It will provide the provisions necessary for the proper implementation of the agreement by Bulgarian and Serbian Customs and Police services to work simultaneously in performing their control duties.

This scheme is a part of the state Integrated Border Management strategy and has possibility for continuous resources from the Rail Company to be committed to the project.

Works commenced on 15<sup>th</sup> January 2008 and finished on 19<sup>th</sup> of October 2009. First groups of buildings were handed over to Serbian Railways in November 2008 and the second on 19 October 2009. Cumulative final value of works was 2,416,495.12 €.

## **Relevance to the needs of beneficiaries**

For the **Environmental interventions:**

1. **Ash disposal system Nikola Tesla B Thermal Power Plant, Obrenovac. Particularly the TPP Nikola Tesla B addressed the following beneficiary needs:**
  - Reducing the dust deposits that suspend/settle in windy conditions (particle emissions into the air);
  - Reducing the discharge of excess industrial water to surface water;
  - Reducing the infiltration of excess water to ground waters;
  - Reducing the swamping in surrounding agricultural land area.
- **Construction of Regional Sanitary Landfill "MutinaPadina", Pirot.**
2. This intervention will give significant improvement in the overall environmental status of the municipalities involved. The reduction/elimination/re-cultivation of the existing waste dumps and complete solid waste redirection to the regional landfill will be direct contribution toward positive public health impacts and increment of quality of life with:
  - Provision of reliable and safe urban solid waste collection and disposal in line with EU solid waste management practices;

Significant improvement in the overall environmental status of the municipalities;

- Reduction/elimination of the existing risks to public health due to the existing waste dumps in the region which are classified as K4: (dumpsites, not fulfilling

minimal protection measures, completely filled up, requiring immediate closure, restoration, and re-cultivation).

- **Water treatment plant in Indjija and replacement of well pumps.**

This scheme mainly covers the essential citizens' need for supply of clean potable water and direct contribution to the local economic development addressing to beneficiary needs to:

- Supply of potable water in accordance to Serbian/EU standards;
- Region attractiveness for new investments; Increase the levels of foreign trade activities based in region; the quality infrastructure system provides preconditions to attract new investments in the municipality particular in the area of food-beverages production facilities.
- Quality of potable water supply positively influences the tourism/leisure infrastructure that impacts the municipality economic development.

For the **Energy sector interventions:**

- **District Heating Modernization and Rehabilitation schemes in, Lot 3, Subotica, Cacak and in Pancevo.**

These project schemes are fully addressing with the beneficiary needs to:

- Improve the quality of service and reducing costs. District Heating Companies need to provide a reliable and environmentally friendly heating service at least cost.
- Implement a tariff system that promotes energy savings and correspondingly cost savings by stimulating efficiency and performance improvements in all sections of the value chain
- Achieve the cost-covering tariffs: The current system of subsidized prices is economically inefficient, as the tariff does not reflect the real costs and as it promotes wasting heat energy.
- Release the municipal budgets from direct payments / (investment) subsidies for district heating. Conditions should be created to allow the District Heating Companies to generate their own financial means and to improve their credibility.

- **Construction of Overhead Transmission Line Nis – Leskovac,**

This project scheme improved South-east Serbia backbone power supply with preconditions to interconnect the southern part of the region. From an infrastructure perspective the transmission network fulfilled the beneficiary needs in building new reliable transmission line capacities and extends the interconnection lines toward the neighbouring transmission systems.

For the **Transportation Management Intervention:**

- **Renovation of Dimitrovgrad railway station border crossing.**

The preconditions for implementation of beneficiary policy for IBM are fulfilling the efficiency, technical competence of the customs and police services at the border crossing. This intervention will also fulfil the provisions which facilitate implementation of the agreement between Bulgarian and Serbian Customs/Police services to work simultaneously in performing their control duties. This will significantly reduce the trains' detention time.



**Table 4:** Evaluation Matrix summary scoring related to Relevance<sup>12</sup>

	Project Scheme	Relevance	Type of intervention
1	Ash disposal system, Nikola Tesla B Thermal Power Plant	Very high	Environmental intervention
2	Water treatment plant in Indjija and replacement of well pumps	High	Environmental intervention
3	District Heating Modernization and Rehabilitation, Lot 3, Subotica	Very high	Energy sector intervention
4	District Heating Modernization and Rehabilitation, Lot 1, Čačak	Very high	Energy sector intervention
5	District Heating Modernization and Rehabilitation, Lot 2, Pančevo	Very high	Energy sector intervention
6	Construction of Regional Sanitary Landfill "MutinaPadina", Pirot	High	Environmental intervention
7	Renovation of Dimitrovgrad railway station border crossing	High	Transportation management intervention
8	Construction of Overhead Transmission Line Nis - Leskovac	High	Energy sector intervention

## 3.2 Efficiency

**Efficiency** measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources.

### Key findings

Interventions scored high level of efficiency having covered the following:

- ✓ The most cost-efficient best practice implementation process, compared to alternatives, has been adopted;
- ✓ The projects scope was implemented without major change;
- ✓ The allocated expenditure was balanced versus actual financial expenditure;
- ✓ Project schemes were completed in accordance to the contracted/approved time line;
- ✓ Project schemes were completed within the estimated budgeting;
- ✓ Project follows good practice standards for the service it provides;
- ✓ Capacity utilization of the project schemes were 100% of the original design capacity.

<sup>12</sup>See attached Evaluation Matrix Excel worksheet, Relevance

**Table 5: Efficiency Evaluation Matrix summary<sup>13</sup>**

	Project Scheme	Efficiency	Type of intervention
1	Ash disposal system, Nikola Tesla B Thermal Power Plant	High	Environmental intervention
2	Water treatment plant in Indjija and replacement of well pumps	High	Environmental intervention
3	District Heating Modernization and Rehabilitation, Lot 3, Subotica	Very High	Energy sector intervention
4	District Heating Modernization and Rehabilitation, Lot 1, Čačak	Very High	Energy sector intervention
5	District Heating Modernization and Rehabilitation, Lot 2, Pančevo	Very High	Energy sector intervention
6	Construction of Regional Sanitary Landfill "MutinaPadina", Pirot	High	Environmental intervention
7	Renovation of Dimitrovgrad railway station border crossing	High	Transportation management intervention
8	Construction of Overhead Transmission Line Nis - Leskovac	Very High	Energy sector intervention

### 3.3 Effectiveness

**Effectiveness** is a measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved. Evaluating effectiveness involves an assessment of cause and effect—that is, attributing observed changes to project activities and outputs.

#### Key findings

- ✓ The required objectives reached very high level of achievement due to very well defined scope of works, design documents, transparent tender procedure, and professional technical assistance and contractors efforts to achieve required implementation targets.
- ✓ Design was well done and suited to the project where all projects operational targets were achieved.
- ✓ Operational impacts reduces significantly environmental constrains, improve market based services and increase the border material and human resources exchange.
- ✓ Adequacy of costs in comparison with related benefits has reached a reasonable level of effectiveness.

<sup>13</sup>See attached Evaluation Matrix Excel worksheet, Efficiency

**Table 6:** Effectiveness Evaluation Matrix summary<sup>14</sup>

	Project Scheme	Effectiveness	Type of intervention
<b>1</b>	Ash disposal system, Nikola Tesla B Thermal Power Plant	Very High	Environmental intervention
<b>2</b>	Water treatment plant in Indjija and replacement of well pumps	Very High	Environmental intervention
<b>3</b>	District Heating Modernization and Rehabilitation, Lot 3, Subotica	Very High	Energy sector intervention
<b>4</b>	District Heating Modernization and Rehabilitation, Lot 1, Čačak	Very High	Energy sector intervention
<b>5</b>	District Heating Modernization and Rehabilitation, Lot 2, Pančevo	Very High	Energy sector intervention
<b>6</b>	Construction of Regional Sanitary Landfill "MutinaPadina", Pirot	High	Environmental intervention
<b>7</b>	Renovation of Dimitrovgrad railway station border crossing	High	Transportation management intervention
<b>8</b>	Construction of Overhead Transmission Line Nis - Leskovac	Very High	Energy sector intervention

### 3.4 Impacts

Impact measures changes in human development and people's well-being that are brought about by development initiatives, directly or indirectly, intended or unintended. Impact generates useful information for decision making and supports accountability for delivering results.

Selected schemes have sustainable positive impact toward the different social segments, health conditions, social wellbeing, environmental issues and other natural resources that will be elaborated through evidence gathered from Local Monitoring and Evaluation Systems, Existing Reports and Documents, Questionnaires, Interviews and On-Site Observation assessing the following categories:

- Impact on the employment on rural social groups,
- Impacts in terms of improvement of health conditions,
- Impact on social wellbeing through, for example, increased life expectancy,
- General positive impact on environmental issues related to project operation,
- Positive Impact on wildlife habitat (ecosystem),
- On Agriculture, livestock,
- Positive impact on underground water.

<sup>14</sup>See attached Evaluation Matrix Excel worksheet, Effectiveness

**Table 7: Impact Evaluation Matrix summary<sup>15</sup>**

	Project Scheme	Positive Impact	Type of intervention
1	Ash disposal system, Nikola Tesla B Thermal Power Plant	High	Environmental intervention
2	Water treatment plant in Indjija and replacement of well pumps	High	Environmental intervention
3	District Heating Modernization and Rehabilitation, Lot 3, Subotica	Very High	Energy sector intervention
4	District Heating Modernization and Rehabilitation, Lot 1, Čačak	Very High	Energy sector intervention
5	District Heating Modernization and Rehabilitation, Lot 2, Pančevo	Very High	Energy sector intervention
6	Construction of Regional Sanitary Landfill "Mutina Padina", Pirot	Very High	Environmental intervention
7	Renovation of Dimitrovgrad railway station border crossing	Very High	Transportation management intervention
8	Construction of Overhead Transmission Line Nis - Leskovac	Medium	Energy sector intervention

**Environmental sector interventions:**

- **Ash disposal system, Nikola Tesla B Thermal Power Plant** have high scoring given for reduction in severe pollution implementing Air/soil pollution mitigation measures that positively affect the environment in particular to local agriculture production and livestock breeding<sup>16</sup>.
- The project scheme **Construction of Regional Sanitary Landfill "Mutina Padina" in Pirot**, has very high scoring. Produced outputs are fully respecting the planned targets and outputs particularly towards the environment in the field of reliable and safe municipal waste collection and disposal.<sup>17</sup> These schemes are always in line with EU solid waste management practices and will give significant improvement in the overall environmental status of the municipalities involved. The reduction/elimination/re-cultivation of the existing waste dumps and complete solid waste redirection to the regional landfill will be direct contribution toward positive public health impacts<sup>18</sup>.
- The project scheme **Water treatment plant in Indjija and replacement of well pumps** has sustainable positive impact having significant improvements on potable water treatment and supply with direct positive impact on health conditions and increased life expectancy with reduction of chemical parameters that do not comply with the Serbian potable water standards (primarily increased concentrations of iron, NH<sub>3</sub> and NO<sub>3</sub>, but in some wells arsenic was also identified.<sup>19</sup> On the other hand, extracting from the deep and complex aquifers and treatment in the plant, increase the operational values for unit delivered potable water that could have negative impact on the citizens' financial solvency and thereby to operational problems to utility company/municipality<sup>20</sup>.

<sup>15</sup>See attached Excel worksheet related to Impact

<sup>16</sup>Pre-Feasibility Study for Emission Control for Coal-Fired Power Plants: Phase II Report

<sup>17</sup>Landfilling Practices and Regulation in Serbia, ISWA, 2012

<sup>18</sup>MISP, Project fact sheet PIROT DISTRICT, Regional Solid Waste Management Scheme - Pirot District, 2010;

<sup>19</sup>Report on EU Boards on Project Site Locations for MIASP, MISP CARDS2006, MISP IPA2008 and MISP IPA2010 Municipal Infrastructure Projects;

<sup>20</sup>Local Monitoring and Evaluation Systems, Existing Reports and Documents, Questionnaires, Interviews, On-Site Observation

### Key findings

The environmental interventions have significant positive impact on the surrounding area having improvement on poor rural population, significant improvement on health conditions with increased life expectancy and particular benefits to the environment including the wider ecosystem and biodiversity.

#### Energy sector interventions:

- The interventions in energy sector in particular **DHC** have very high scoring, covering several measures that are related to environmental friendly natural gas implementation, as main energetic source and significant reduction on solid/liquid fossil fuel emissions that positively impacts the environment.
- The increased operational efficiency, improved quality of service, reduced costs and better financial situations give overall bigger percentage of impact. .
- The second scheme Construction of **Overhead Transmission Line Nis – Leskovac**, has positive impact on supply strengthening the southern Serbia electricity network with precondition to link the neighbouring countries high voltage network. Particular magnetic radiation mitigation measures took place from the moment of designing to the final implementation to reduce the negative impact toward the passing residential areas.

### Key findings

The interventions in energy sector in particular DHS have very high scoring covering several measures that are related to adoption of environmental friendly natural gas as main energetic source and significant reduction on solid/liquid fossil fuel emissions that positively impacts the environment. The increased operational efficiency, improved quality of service, reduced costs and better financial situations give overall bigger percentage of impact<sup>21</sup>. The intervention in strategic Overhead Transmission Lines has positive impact on improvement of electricity network supply and reliable connection toward the neighbouring high voltage systems<sup>22</sup>.

#### For the **Transportation Management Intervention**:

Integrated Border Management (IBM) system reduces the timing needed to perform customs and police procedures on the border and increase the economic exchange of goods and peoples as a precondition toward the EU accession proceedings<sup>23</sup>.

### Key findings

Interventions that improve cross border cooperation in particular with EU neighbouring countries with implementation of Integrated Border Management Systems have significant positive impact on Serbian transportation strategy with increased level of customs and police services and transition of goods and passengers.

<sup>21</sup>Environmental Assessment Report District Heating Modernization and Rehabilitation, Republic of Serbia, Pöyry-Masinoprojekt, 2008;

<sup>22</sup>INTEC-GOPA-International Energy Consultants GmbH, Final Report, 2010

<sup>23</sup>Agreement Between The Council Of Ministers Of Serbia And Montenegro And The Government Of The Republic Of Bulgaria On Border Control And Procedures For Railway Traffic, 2005

### 3.5 Sustainability

Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.

The assessment of sustainability explored the following:

- Sustainable capacity of the main stakeholders,
- Financial and economic mechanisms in place to ensure the on-going flow of benefits once the assistance ends.
- Suitable organizational (public or private sector) arrangements,
- Policy and regulatory frameworks that will support continuation of the intervention,
- The existence of requisite institutional capacity (systems, structures, staff, expertise, etc.).

The particular focus of projects' evaluation was devoted to the following aspects resulting in the scoring presented in Table 8:

- Sustainability of the results having assessed the human resource and budgetary plans in beneficiary organizations, employment beneficiary status, relevant regulation and legislation on place, level of external factors that influence the sustainability of impact (such as staff turnover or political support) and evidence of maintenance services.
- Sustainable capacity in the beneficiary institutions having assessed the beneficiary business plans and other development plans, evidence of further funding of activities.
- Sustainable effects and impact for main project objectives having focused on policy/planning/legislative improvements, institutional capacity (staff skills), uptake/use of technical improvements, replication/expansion on other schemes and possible follow-up Investments.

**Table 8:** Sustainability Evaluation Matrix summary<sup>24</sup>

	Project Scheme	Sustainability	Type of intervention
1	Ash disposal system, Nikola Tesla B Thermal Power Plant	Very High	Environmental intervention
2	Water treatment plant in Indjija and replacement of well pumps	High	Environmental intervention
3	District Heating Modernization and Rehabilitation, Lot 3, Subotica	Very High	Energy sector intervention
4	District Heating Modernization and Rehabilitation, Lot 1, Čačak	Very High	Energy sector intervention
5	District Heating Modernization and Rehabilitation, Lot 2, Pančevo	Very High	Energy sector intervention
6	Construction of Regional Sanitary Landfill "MutinaPadina", Pirot	High	Environmental intervention
7	Renovation of Dimitrovgrad railway station border crossing	High	Transportation management intervention
8	Construction of Overhead Transmission Line Nis - Leskovac	Very High	Energy sector intervention

<sup>24</sup>See annexed Excel worksheet related to Sustainability.

**Ash disposal system, Nikola Tesla B Thermal Power Plant** has very high scoring given for reduction in severe pollution implementing mitigation measures that positively affect the surrounding environment in particular to local agriculture production and livestock breeding<sup>25</sup>.

For the **Construction of Regional Sanitary Landfill "Mutnan Padina", Pirot**, (covering the first financial analysis including March 2013) it can be concluded that the utility company fully covers the planned expenditures:

- Company operates normally with receiving solid waste from contracted municipalities that participate with the following solid waste generation:

Pirot	Babusnica	B.Palanka	Dimitrovgrad
64.79%	7.04%	12.68%	15.49%

- The unit prices defined for waste disposal are: 1.2. din/m<sup>2</sup> for the residential areas, 20-50 din/household/month, depending of the number of occupants. It is planned, in this initial period, to realize 60% of the predicted 1600t solid waste/month and to achieve initial revenue of 1.3 million dinars that will be sufficient to cover the current Company operational costs. In the future period the unit prices can be adjusted to real revenue/expenditures figures<sup>26</sup>.

The same positive conclusion applies for the scheme **Indjia water treatment plant and replacement of well pumps**, where beneficiary have allocated continuous funding for regular operation and maintenance needed for essential citizens need for potable water supply and for critical industry (water based) demands.

The project schemes related to **energy sector**, although are in the environmental function, have very high scoring related to sustainability. EPS and EMS as well as municipal **DHC** involved sufficient financial balance that very easily can cover required funding for proper required maintenance and operation. Therefore the above scoring for sustainability is very high in particular for interventions in this sector.

In the project scheme **Renovation of Dimitrovgrad railway station border crossing**, evaluator noticed that additional regular maintenance effort are needed from the Serbian Railways to financially support regular/partial maintenance on the facility to keep the current good condition of the works. There is a negative influence of the fact that Integrated Border Management system between Bulgaria and Serbia is not in fully in function due to implementation of EU customs rules and current Bulgarian rails restructuring initiatives.

#### Key general findings

- ✓ Project schemes have enough sufficiently trained staff to run/operate with the facilities.
- ✓ Project schemes generates enough income (or get enough financial support from the public/utility companies) to sustain normal future operation.
- ✓ Project schemes have good maintenance arrangements.
- ✓ Project schemes had no adverse effect on the environment.

<sup>25</sup>Pre-Feasibility Study for Emission Control for Coal-Fired Power Plants: Phase II Report

<sup>26</sup>Municipality of Pirot, landfill services pricing list

### 3.6 Visibility

The Visibility to ensure that actions that are wholly or partially funded schemes by the European Union (EU) incorporate information and communication activities designed to raise the awareness of specific or general audiences of the reasons for the action and the EU support for the action in the country or region concerned, as well as the results and the impact of this support.

#### Key findings

Works contracts funded by the EU mainly covers their visibility by means of display panels (boards) describing the main stakeholders and general figures for the investment. The display panels are clearly visible so that those passing are able to read and understand the nature of the intervention. The display panels were erected beside the access routes to the particular sites and still remain in place although the EU guidelines require compulsory period of 6 months after completion.

Project scheme **Ash disposal system, Nikola Tesla B Thermal Power Plant**, site board firmly standing on the entrance of the plant presenting the EAR intervention with required information's.

In **Construction of Regional Sanitary Landfill "MutinaPadina"**, Pirot, site board standing at the beginning of the landfill giving clear information's for the nature of the intervention.

Above findings can be concluded also for the **Water treatment plant in Indjija and replacement of well pumps project scheme**.

All interventions in **DHC systems** at the main entrance of the companies have older visibility panels dating from EAR intervention.

The project scheme **Construction of Overhead Transmission Line Nis – Leskovac** had information flag panel on representative poles near the passing road. This is line type of scheme out of residential areas.

In the scheme **Renovation of Dimitrovgrad railway station border crossing** board is standing at the station entrance. The southern orientation caused UV rays to destroy the initial text. The EU Commemorative Plaques can be noticed above entrances of administration premises.



### 3.7 Answers to the evaluation questions

Questions related to Relevance	Answers		
	Environmental Schemes	Energy Sector Schemes	IBM schemes

To which extend a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries.

<b>1. Did the project address a genuine development problem?</b>		yes	
<b>2. How well did the project provide a cost effective response to that development problem?</b>	Very high cost effective response		
<b>3. Did the project form part of a coherent state programme (strategy)?</b>		Yes	
<b>4. Were there reasonable expectations that adequate state/municipal resources could be committed to the project?</b>	Fully committed to the projects operation and maintenance		
<b>5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?</b>	Yes, several years under normal operation conditions proves the projects relevance		

Questions related to Efficiency			
	Environmental Schemes	Energy Sector Schemes	IBM schemes

How economically resources or inputs (such as funds, expertise and time) are converted to results.

<b>1. Were the results and objectives achieved economically (value for money)?</b>	Fully achieved		
<b>2. Was the project cost effective balanced during implementation?</b>	Very well balanced		

Questions related to Effectiveness			
	Environmental Schemes	Energy Sector Schemes	IBM schemes

Measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved.

<b>1. Were the assessment of the outputs produced in respect to the planned targets and reasonable expectations of output?</b>			
1.1. Design requirements		Fully applied	
1.2. Build physical facilities (i.e. constructed/ rehabilitated)		Operational on place	
1.3. Technical recommendations		Fully applied	
1.4. Policy formulation/planning		Fully adopted	
1.5. Organization/management		In place	

1.6. Beneficiary trained

In place

**2. Is the project exceeding the expectations in addressing the needs of the applicant and the target groups?**

The schemes are fully in line with design expectations

Questions related to Impact	Environmental Schemes	Energy Sector Schemes	IBM schemes
Measures changes in human development and people's well-being that are brought about by development initiatives.			
<b>1. What is the sustainable positive impact from this initiative on different categories?</b>			
1.1. Impact on the employment on rural social group	positive	Very positive	positive
1.2. Impacts in terms of improvement of health condition?	Very High	Very High	
1.3. Impact on social wellbeing through, for example, increased life expectancy?	Increased	Increased	
1.4. General positive impact on environmental issues related to project operation?	High positive impact	High positive impact	Positive impact
1.5. Positive Impact on wildlife habitat (ecosystem) or reduced negative impact?	High positive impact	High positive impact	
1.6. On Agriculture, livestock?	High positive impact		
1.7. Positive impact on underground water?	High positive impact	Positive impact	

Questions related to Sustainability	Environmental Schemes	Energy Sector Schemes	IBM schemes
The extent to which benefits of initiatives continue after external development assistance has come to an end.			
<b>1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?</b>			
1.1. Human resource and budgetary plans in beneficiary organizations.		Fully on place	
1.2. Number of long-term employed persons involved.		Operation normally covered	
1.3. Relevant regulations / legislation in place		Yes, state municipal regulative	
1.4. Evidence of external factors that positively influence the sustainability of impact (such as staff turnover or political support)		State/Local political continuous support	
1.5. Evidence of maintenance services		Fully on place	
<b>2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?</b>			
		Yes, capacity on place	

### 3. Sustainable positive effects and impact for project objectives

- 3.1. Policy/planning/legislative improvements
- 3.2. Institutional capacity (staff skills)
- 3.3. Uptake/use of technical improvements
- 3.4. Replication/expansion on other schemes
- 3.5. Follow-up Investment

Lessons learned impact the future improvements the future objectives.

- On place
- On place
- On place
- Can be applied
- Can be received

Questions related to Visibility	Environmental Schemes	Energy Sector Schemes	IBM schemes
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#### 1. Has the EU assistance achieved maximum visibility?

After years of operation, visibility still on place

Questions related to Implementation modalities	Environmental Schemes	Energy Sector Schemes	IBM schemes
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1. To what extend the EU chosen implementation modalities are relevant and efficient?
2. How well were the selected contracts linked to other relevant contracts?
3. To what extend the support provided by EC instruments coherent and complementary?
4. Was the institutional framework adequate to deliver programme in a sustainable manner?

Implemented PRAG/FIDIC project cycle modalities, guaranteed transparent and efficient works/operational process.  
Very good linked to other similar relevant field interventions.  
Good coherency and complementarity to national/municipal development strategies  
Yes, it has full adequacy

Questions related to Indicators	Environmental Schemes	Energy Sector Schemes	IBM schemes
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1. Have been indicators established?
2. Are the indicators measurable?

Yes covering impact/outcome/output  
Yes

## 4 EVALUATION ANALYSIS AND FINDINGS – SUPPLIES

### 4.1 Relevance

The Relevance criterion shows the importance level of the supply contract as a component in the accomplishment of the higher level objectives set in the related TA projects as well as the project fiche. This section investigates the relevance of the selected projects in sample, the strategic framework and policy priorities in relation to the selected projects, as well as relevance to the needs of beneficiaries.

In all of the evaluated projects the delivered equipment was crucial for the achievement of the project objectives. Some of the most relevant supply contracts were the IT equipment and software for establishing of the Serbian Electricity Transmission System Operator, Tax authority Contact Centre, Financial Management Information System for the Treasury as well as Medical Waste Management Equipment, Air Quality Monitoring Equipment and Complete River Traffic Information System.

The individual contract relevance evaluations are shown in the following table.

**Table 9:** The individual contract relevance evaluations

Supply Contract Title	Relevance Evaluation
<b>Tax Administration Contact Centre IT Equipment</b>	Very high
<b>Procurement for Market Operations</b>	Very high
<b>Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)</b>	Very high
<b>Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)</b>	Very high
<b>Equipment for Medical Waste Management</b>	Very high
<b>Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia</b>	Very high
<b>LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity</b>	Very high
<b>Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices</b>	Very high
<b>Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations</b>	Very high
<b>Supply of IT equipment and Document Management System to the National Employment Service</b>	Very high

The overall relevance evaluation is **very high** for all of the sampled supply contracts. This shows that all of the evaluated contracts were carefully planned to provide the necessary equipment as support for the service projects, the beneficiary needs and the new resulting conditions.

The ten sampled supply contracts belong to nine operational sectors, namely: Trade facilitation, Government administration, Water transport, Employment policy and administrative management, Legal and judicial development, Air transport, Electrical transmission/distribution, Public finance management and Environmental policy and administrative management.

The supply contracts together with the related TA projects addressed the adequate framework and policy priorities for each of the sectors, as well as targeted the beneficiary needs. The evidence and justification can be found in the project fiches for each of the projects. Therefore all of the contracts were preceded by a small framework contract (FWC) project, which did the analysis and technical specifications for the technical assistance and the supplies projects. The FWC projects considered the project fiche, the exact needs of the beneficiaries, the EU requirements and produced the relevant terms of reference. This made sure that all supply contracts had a very high level of relevance in context of the related technical assistance projects.

#### Key findings

The relevance of the evaluated sample of supply contracts was evaluated as very high, as all of the contracts were carefully planned and crucial in the implementation of the higher level TA projects and helping achieve the overall programme goals.

## 4.2 Efficiency and Implementation Modalities

The Efficiency and Implementation Modalities criterion shows how straightforward the execution of the contract went. In most cases the equipment supply needed to be adjusted according to the findings and the implementation schedule of the related TA projects. This was handled by the contracting parties with good efficiency and with minimal effects on the related project execution.

In instances where the beneficiary was not ready to immediately receive the equipment (Waste management Equipment contract), it was delivered with a planned delay. And in instances where possibilities for improving the TS during the TA project existed there was slightly improved equipment delivered in order to increase the efficiency for the project and the beneficiary.

In the supply of the Air Quality Monitoring stations, equipment and system project, the beneficiary expressed concern that dividing the contract in more lots did not provide them with the best efficiency in the execution because different companies won different lots and the solution was not integrated to the best of possibilities as would be expected if only one company was the contractor.

The results of the evaluation per contract level are shown in the following table.

**Table 10:** The results of the evaluation per contract level

Supply Contract Title	Efficiency and Implementation Modalities Evaluation
<b>Tax Administration Contact Centre IT Equipment</b>	Very high
<b>Procurement for Market Operations</b>	Very high
<b>Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)</b>	Very high
<b>Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)</b>	Very high
<b>Equipment for Medical Waste Management</b>	Very high
<b>Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia</b>	Very high

<b>LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity</b>	Very high
<b>Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices</b>	Very high
<b>Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations</b>	High
<b>Supply of IT equipment and Document Management System to the National Employment Service</b>	Very high

The overall efficiency and implementation modalities score is very high. This shows that the effort put into having efficient and successful projects, with as minimum as possibility administrative obstacles pays off with the increased efficiency. During the execution of the TA projects and the supply contracts, as shown in the project documentation and testified by the beneficiaries, the EUD project managers made high effort to resolve any practical issues that emerged. More specifically the delivery of the equipment was well planned and adjusted to the activities of the TA projects and the readiness level of the relevant beneficiaries. The specifications of some equipment (e.g. for the Tax Authority Contact Centre) was changed to better suit the needs of the project and the beneficiary which additionally increased the efficiency level above what was in the original terms of reference.

#### Key findings

In all cases the efficiency and implementation modalities were very high as the equipment was delivered on time and the administrative procedures went quickly and smoothly.

### 4.3 Effectiveness

The Effectiveness criterion shows the capability level of the planned projects and applied procedures to come to a desired result in achieving the project's objectives.

The supply equipment together with the technical assistance services is important part of the overall project effectiveness. In most of the evaluated projects the equipment specifications were well planned and the delivery timely. Only a few of the projects faced some small challenges in the supplied equipment utilisation and integration.

The following table shows the individual effectiveness evaluations for the sampled projects.

**Table 11:** The individual effectiveness evaluations

Supply Contract Title	Effectiveness Evaluation
<b>Tax Administration Contact Centre IT Equipment</b>	Very high
<b>Procurement for Market Operations</b>	Very high
<b>Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)</b>	High
<b>Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)</b>	High
<b>Equipment for Medical Waste Management</b>	Very high

<b>Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia</b>	Very high
<b>LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity</b>	Very high
<b>Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices</b>	Very high
<b>Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations</b>	High
<b>Supply of IT equipment and Document Management System to the National Employment Service</b>	Very high

The majority effectiveness score is very high which is quite satisfactory. There are three supply contracts with high level scores. The general reasons behind the slightly lower scores for the effectiveness are:

- A minor part of the delivered equipment was not immediately utilized. The hardware equipment was delivered long time before it could be deployed in production, thus becoming mid-life when it was put into production use.
- There were many lots in the supply tender, which different companies had won. The companies delivered as per the technical specifications but they did not integrate well the complete solution.

More specifically the contract **Supply of standardised system for Judiciary Education and Training** -Ministry of Justice Republic of Serbia (lot no.5) got a medium score because the delivered equipment could not be fully utilised because due to the on-going reforms in the Serbian judiciary, the Judicial Academy still doesn't get the needed support (e.g. the internet link of the JA is 1Mbps which is way to low for professional usage of the distant learning conferencing system, the JA does not have a dedicated server room so only half of the IT equipment capacity is used), however this is expected to change once the new Judicial strategy is accepted and the JA becomes the de-facto training centre of the whole judicial sector.

The high effectiveness score for the **Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)** contract is because the equipment was delivered early in the project and it was used for the system development, thus at the project end the equipment was midlife. It is generally good IT practice to develop and test the software on virtual servers and only purchase the hardware and integrates the final solution once the software is ready, with that maximising the hardware and overall system's lifespan.

The contract **Supply of Equipment for Air Monitoring** got a high effectiveness score because the contract was split into four lots (separate for equipment, hardware and software) and the beneficiary believes that because different companies got the different lots the integration of the complete system was not performed to the best possibilities i.e. not effectively.

### Key findings

In all instances the supplied equipment directly contributed into realisation of the technical assistance goals and further contributed into achieving the overall project fiche objectives, thus contributing to the higher level programme objectives. Therefore the effectiveness criterion is evaluated as very high.



## 4.4 Impact

The Impact criteria show how large was the supply contract effect of the previously existing conditions, and to what extent it contributed to catalysing the changes. The following table shows the Impact evaluation scores on contract level.

**Table 12:** Impact evaluation scores

Supply Contract Title	Impact Evaluation
<b>Tax Administration Contact Centre IT Equipment</b>	Very high
<b>Procurement for Market Operations</b>	Very high
<b>Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)</b>	Very high
<b>Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)</b>	High
<b>Equipment for Medical Waste Management</b>	Very high
<b>Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia</b>	Very high
<b>LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity</b>	Very high
<b>Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices</b>	Very high
<b>Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations</b>	Very high
<b>Supply of IT equipment and Document Management System to the National Employment Service</b>	Very high

The overall impact score is very high. This shows that basically all supply contracts were crucial in the execution of the related technical assistance projects that had high influence on the planned changes in the beneficiaries' institutions. This finding refers to all contracts and for some of them can be found in the ROM reports for the TA projects.

Each of the evaluated contracts had impact in a different sector. From River traffic monitoring systems, which is important in the efficiency of the European Traffic Network of the Danube River, over complete system for establishing a fully functioning Electricity TSO in Serbia to managing of the 2/3 of the medical waste in Serbia according to the EU directives. The specific area of impact is described for each of the contracts in the individual supply contract evaluation section in the Annex.

The reason for high evaluation level of one of the contracts i.e. Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS) is that not all planned budget users have been connected to the system.

### Key findings

The impact score of the evaluated supply contracts was very high as the delivered equipment in all cases enabled the beneficiaries to make changes or introduce completely new processes, procedures and services into their existing systems. This in effect had impact on the overall functioning of the beneficiary institutions in line with the programmes and the planned assistance according to the project fiches.



## 4.5 Sustainability

The Sustainability criterion shows how good the delivered items by the supply contracts are being utilized and maintained after the end of the donor support.

Generally in most of the technical assistance projects related with the supply contracts a special care was made that the project outputs would be further sustainable with some effort on the beneficiary part. In all cases the newly created systems were carried on by the beneficiaries, however due to some budget cuts some of them are facing sustainability problems for the delivered equipment and systems.

The following table shows the individual contract evaluation levels.

**Table 13:** The individual contract evaluation levels

Supply Contract Title	Sustainability Evaluation
<b>Tax Administration Contact Centre IT Equipment</b>	Very high
<b>Procurement for Market Operations</b>	Very high
<b>Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)</b>	Very high
<b>Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)</b>	Medium
<b>Equipment for Medical Waste Management</b>	Very high
<b>Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia</b>	Medium
<b>LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity</b>	Very high
<b>Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices</b>	Very high
<b>Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations</b>	Low
<b>Supply of IT equipment and Document Management System to the National Employment Service</b>	Very high

The overall sustainability score of 7 contracts is very high and two of the contracts have a medium sustainability level while one of them has a low sustainability level.

In general all of the supply contracts were planned by the relevant beneficiaries, the appropriate budget for future maintenance was planned and staff was assigned to operating the equipment. However in case of three of the evaluated supply contracts the sustainability is compromised. The main reasons for this are:

- The supplied equipment/system is closing the end of life.
- There are not enough human resources to operate the supplied equipment/system.
- There are no funds allocated in the budget for the equipment/system maintenance and upgrade.

The supply contract, Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management

information system (FMIS), got a low sustainability score because the equipment was already mid-life towards the end of the project, it was not upgraded in the meantime so today after the project is finished and the maintenance expired the supplied equipment is near the end of life. For some of the equipment there is no more vendor support available at a commercially feasible market price.

The Environmental Agency, related to supply contract Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations, is at the limit of its HR capacities for operating and maintaining the supplied equipment and systems and the requested equipment maintenance budget for 2013 had not been approved. The Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia contract, had also not been approved the maintenance budget for 2013. The reason for the non-approval of the budgets is the change of government in 2012 and the new financial policy brought by the new government.

#### Key findings

The supply score on seven out of ten evaluated contracts is very high, however there are instances where the supplied equipment has not been upgraded and is closing the end of life or cannot be maintained in the future due to budget cuts and not sufficient human resources.

#### 4.5.1 Coherence and complementarity

The Coherence and Complementarity criterion shows the level of integration of the supplies into the beneficiary's existing systems. The scores are presented in the following table.

**Table 14:** The scores

Supply Contract Title	Coherence and Complementarity Evaluation
Administration Contact Centre IT Equipment	Very High
Procurement for Market Operations	Very High
Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)	Very High
Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)	Very High
Equipment for Medical Waste Management	Very High
Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia	Very High
LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity	Very High
Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices	Very High
Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations	Very High
Supply of IT equipment and Document Management System to the National Employment Service	Very High

The overall Coherence and Complementarity score is **very high**. This shows that the supplied equipment/systems were very well incorporated within the beneficiary's existing systems, to the level

that the existing systems were either improved (e.g. National Employment Service DMS) or completely redesigned (e.g. Treasury FMIS). In some cases completely new systems and services were introduced (e.g. the Tax Authority Contact Centre).

#### Key findings

The coherence and complementarity evaluation score is very high. This reflects that the supplied equipment within the project fiche was rationally implemented and used to build upon existing supporting systems or to enable the beneficiaries to provide newly needed services.

## 4.6 Visibility

The Visibility criterion shows how well was the project and supplies shown to the stakeholders and public as an EU supported project.

**Table 15:** The Visibility criterion

Supply Contract Title	Visibility Evaluation
<b>Tax Administration Contact Centre IT Equipment</b>	Very high
<b>Procurement for Market Operations</b>	Very high
<b>Supply of standardised system for Judiciary Education and Training -Ministry of Justice Republic of Serbia (lot no.5)</b>	Very high
<b>Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)</b>	Very high
<b>Equipment for Medical Waste Management</b>	Very high
<b>Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia</b>	Very high
<b>LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity</b>	Very high
<b>Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices</b>	Very high
<b>Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations</b>	Very high
<b>Supply of IT equipment and Document Management System to the National Employment Service</b>	Very high

The visibility score is very high which means that the visibility was well executed in all of the evaluated projects.

Generally when delivering supply contracts it is the practice that the visibility is executed by labelling the equipment in a visible surface so that the users and the people that are in contact with the equipment can see the EU visibility signs and prescribed communication. All of the supplied equipment was properly labelled and the labels still stand on most of the equipment even years after the project has ended. Example photos can be seen in some of the individual contracts evaluation, see Annex 2 in the Volume II.

#### Key findings

The visibility evaluation score is very high. The equipment was properly labelled and the labels still stand on most of the equipment.

## 5 EVALUATION ANALYSIS AND FINDINGS –GRANTS

### 5.1 Relevance

Similar to the works and supply contracts, the assessment of grants shows that this modality of assistance has been extremely relevant for the beneficiaries and especially for the overall democratization process in Serbia. The grants fall within the schemes of EIDHR, IPA and CBC projects and respond to a range of needs of civil society and other partners in the reform processes in Serbia. The grant contracts comply with the strategic directions of the EU assistance in Serbia, support achievement of results within national strategies in various fields, and most importantly, respond to the immediate needs of final beneficiaries – citizens and vulnerable groups in the country. The following sections look more closely into relevance of different instruments.

#### 5.1.1 The EIDHR projects

Human rights, democracy and the rule of law are core values of the European Union. Embedded in its founding treaty, they were reinforced when the EU adopted the Charter of Fundamental Rights in 2000 and strengthened still further when the Charter became legally binding with the entry into force of the Lisbon Treaty in 2009.

Countries seeking to join the EU must respect human rights. The Union's human rights policy encompasses civil, political, economic, social and cultural rights. It also seeks to promote the rights of women, children and those persons belonging to minorities and displaced persons.

The Republic of Serbia is one of the countries qualified for the Country-based support scheme (CBSS) under Objective 2, in accordance with the EIDHR Strategy Paper 2007-2010.<sup>27</sup> Its priorities are, therefore, strengthening the role of civil society in promoting human rights and democratic reform, supporting the peaceful conciliation of group of interest and enhancing political representation and participation. Following these priorities, and in order to maximize benefits and outcomes of this Programme, strong involvement of local civil society organizations, which can address these issues in an effective and efficient manner, was foreseen.

The strategy paper definition of the CBSS priorities is extremely broad. That is why the Delegations break down the priorities covered, in order to enhance the understanding of the choice made by the EUD when issuing the calls.

The Republic of Serbia is a state party to seven fundamental international treaties in the area of protection of human rights and has ratified 33 conventions of the Council of Europe. As a candidate for EU membership is working intensively on the further harmonization of legislation with the *acquis*. Following the EC Progress Reports 2007-2010, the observance of international human rights law has improved and the new constitution contains a number of guarantees. However, implementation and enforcement needs to be further developed in order to improve the overall climate in which civil and political rights can be exercised.

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<sup>27</sup> Document is available on the following internet address: [http://ec.europa.eu/europeaid/where/worldwide/eidhr/index\\_en.htm](http://ec.europa.eu/europeaid/where/worldwide/eidhr/index_en.htm)

The Needs Assessment Document 2011-2013 (NAD)<sup>28</sup> identified needs to improve status of human and minority rights in Serbia as mid-term priority. This priority focuses on the strategic and legal framework for protection of human and minority rights, as well as promoting culture of tolerance and the respect of human and minority rights. It concentrates as well on the effective and efficient combat against all forms of human and minority rights violations.

It is against this background that the Serbian relevant civil society organizations formulated needs of specific target groups and defined response by designing their projects' objectives.

#### Key findings

In general, the relevance of the projects under evaluation was very high, in terms of the needs they were responding to and of alignment with EIDHR priorities. The projects largely addressed issues on which current resource allocations by the Government of Serbia and donor governments were given comparatively low priority or where civil society had a key role to play rather than, or complementary, to the government.

Fighting against torture and ill treatment is a key objective of the EU human rights policy. It is also major priority for funding under the EIDHR<sup>29</sup>. The objective of EIDHR 2008 project **Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina** was to contribute to a comprehensive long-term assistance to torture victims and members of their families in Serbia and Bosnia and Herzegovina. The task of the beneficiary organisation, International Aid Network, was to provide comprehensive assistance to torture victims and their family members on the territory of Serbia, within IAN Centre for Rehabilitation of Torture Victims (CRTV), through efficient psychotherapeutic, medical, legal and psycho-social assistance; also, to provide comprehensive care to torture victims and members of their families in BiH within new-established specialised Centres for Rehabilitation of Torture Victims; at the end, to build the capacities of professionals in BiH who are involved in work with torture victims.

International Aid Network realised relevant activities that served ex detainees - torture survivors from the wars in former Yugoslavia during the nineties and their family members, current victims of police torture and ill treatment in Serbia and BiH and medical staff (GPs) involved in primary medical care from BiH, by assisting torture victims and their family members - psychotherapeutic, medical, legal and psycho-social assistance. Besides that, the activities consisted in setting up two new centres for rehabilitation of torture victims within partner organisations, building the capacities of professionals in BiH who are involved in work with torture victims through knowledge share and technical support and, at the end, raising awareness on torture related issues in Serbia and BiH.

From the initial idea to increase the competences of NGOs in the field of democratic reforms and to contribute to the prison reform concerning combating discrimination of minority and disabled prisoners, the objective of **Project Coalition for Prison Reform** was to increase the level of education, skills and experience of NGO coalition in the field of monitoring, European prison standards concerning rights of minority, religion and disabled prisoners, and to increase the level of experience in reform processes. Purpose of this objective was to improve life quality of minority and disabled prisoners during serving

<sup>28</sup>The Republic of Serbia Government Office for European Integration. Needs of the Republic of Serbia for International Assistance 2011-2013. February 2011

<sup>29</sup>About 7% of all EIDHR funded project target fight against torture and ill treatment.

their sentences, and to increase the level of exchange of information and specific knowledge from certain areas of acting among NGOs.

When considering one of Republic of Serbia's most important tasks for transition period which is the reform of justice system, one part of this reform is a reform of the system of prison sanctions' execution, which, paradoxically, is not recognized in public as an important one. This is relevant for project purpose. There is insufficient number of NGOs that have needed knowledge for performing monitoring of any aspect of imprisonment and to submit a report on that. Because of the weakness of the NGO sector in Serbia, it was necessary to strengthen its role in processes of started reforms, and especially in the rule of law sector.

Contributing to stability and democratization process in Serbia by strengthening the uphold of human rights of victims of trafficking, the objective of **Project Human Trafficking Watchdogs** was to contribute to the inclusiveness and pluralism of the civil society in Serbia through the capacity building of CSOs to monitor and report on the fulfilment of rights of trafficked persons.

Although there was a legal framework for objectives and priorities of the project, the National Action Plan (NAP), which is foreseen to make the Strategy through other strategic documents operational, was adopted more than two years later – in April 2009, with no funds allocated for its implementation. This is a clear reflection of the Government's inability to implement plans, due mainly to the lack of experience in direct work with victims. Donor strategy played major role with the aim to improve the implementation of the legislation through the work of the NGO sector.

The Human Trafficking Watchdog Project realized relevant activities that targeted development of CSO (NGOs) in reporting to relevant European institutions on human trafficking issues in Serbia. Supporting NGOs was continued by observing of local anti-trafficking policies and cooperation with local institutions.

In relation to overall objective of society where minority rights are respected and interethnic and intercultural dialogue nurtured, **Art in Literature as a Model for Advocacy (for minority rights) - ALMA project's** objective was that key stakeholders in local communities are strengthened and networked for active promotion of cultural minority rights and intercultural dialogue and supported by favoured institutional environment in the Republic of Serbia.

When considering Serbia's demographic data and population census, which showed that 14% citizens belong to 24 ethnic minorities, the relevance of project arised. Although there was a legal framework for objectives and priorities of the project (Constitution, the Law on Political Parties, the Law on Minority National Councils, the Law on Self-government), with its implementation there were numerous issues related to the status of ethnic minorities and stabilisation of interethnic relations that hadn't been solved in Serbia. Donor strategy played major role with the aim to improve the implementation of the legislation and functioning of minority protection mechanisms.

EIDHR contributes to the empowerment and protection of women by actively supporting women's human rights activists and gender equality advocates and their networks to effectively engage in decision making processes, voice their rights towards their fulfilment in all spheres and promote the empowerment of women.<sup>30</sup>

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<sup>30</sup>In between 2007-2010 around 20% of EIDHR projects promoted and protected women and girls' rights across the world either as a specific or as a secondary priority (in total around 240 projects, circa 40 MEUR). See [www.eidhr.eu](http://www.eidhr.eu)

Role of women and gender equality became a focus of project **Local action plan (LAP) for improvement of women's situation and gender equality in the Municipality of Majdanpek**. Low education, unemployment and gender gaps were the problems that this action tackled in mid-term period (3-5 years). The project referred to the concrete situation with women living in the municipality of Majdanpek, which is challenging due to the traditional life in rural areas, low education, and poverty.

Mainstreaming gender equality into political, social, cultural and other aspects of life demands a comprehensive and participative approach based on dialogue between civil society and political decision making structures. Such initiative is even challenging in economically underdeveloped communities where women play a traditional role in the family as a house caring figure, and where people live from agriculture for centuries.

### Relevance to the needs of beneficiaries

The EIDHR supports non-governmental organisations<sup>31</sup>. In particular it supports those promoting human rights; democracy and the rule of law; promoting the abolishment of death penalty; combating torture; and fighting racism and other forms of discrimination. The EIDHR presents the important tool for civil society to receive funding for projects that address the needs of final beneficiaries, particularly the vulnerable groups that are otherwise left on the margins of society. Provision of financial support to these organisations also increases their capacities and profile in the overall human rights field in Serbia. Finally, **projects funded within EIDHR scheme** address needs of different target group in meaningful way what can be evident from the projects' results and recognitions of the beneficiaries among the networks of relevant institutions.

#### Key findings

##### Relevance in relation to EU policies

- ✓ Overall the EIDHR projects were highly relevant in relation to the EU policies, strategies and objectives and responded well to the needs on national and/or local level.
- ✓ The Projects' objectives were consistent with the need for strategic change and the projects were generally well designed.
- ✓ Most operations were well aligned with national and local policies.

##### Relevance to the beneficiary

- ✓ The EU, as a leading donor to civil society, is supporting human rights defenders under the EIDHR and makes funding operations flexible and accessible.
- ✓ Large definition of the EIDHR Objective 2 has been supplemented by the specified activities which EUD Belgrade envisaged.
- ✓ The projects are relevant to the needs in the way how they were designed, for the needs of the target group, civil society organizations and other stakeholders.

<sup>31</sup> In 2006, there were 17,576 CSOs in Serbia . In 2013, there were 19,828 CSOs what demonstrates increase of 12%. There are 187 CSOs dealing with human rights issues what is less than 1% of total amount referring to 2013. There are 560 CSOs which deal with socio-humanitarian problems (HR and refugees are only one part of this) what is 2.82% of the total amount (year 2013) . Source of data: [http://www.crnps.org.rs/wp-content/uploads/civicus\\_sr2007.pdf](http://www.crnps.org.rs/wp-content/uploads/civicus_sr2007.pdf).



### 5.1.2 IPA projects

The IPA projects focusing on housing and Income-generation support have been objectives of IPA 2007 and IPA 2008 aimed to contribute to resolution of problems of refugees and IDPs in Serbia. These projects directly link to the priorities cited in strategies documents focusing on assistance to these groups and aiming to ensure the human rights of migrants by helping to improve the living conditions of refugees and IDPs, to encourage the social inclusion of returnees and migrants who choose to stay in the Republic of Serbia and to offer assistance to persons exploring the possibility of a sustainable return.

#### Key Strategy Framework for resolving housing issues

##### Regional level

- Declaration Agreeing on Establishing a Regional Housing Programme, Sarajevo 24 April 2012.

##### National level

- National Strategy for Resolving the Problems of Refugees and Internally Displaced (2002);
- Poverty Reduction Strategy in the Republic of Serbia (2003);
- Strategy for Improvement of the Status of Roma in the Republic of Serbia (2009);
- Social Welfare Development Strategy (2005),
- Law on Refugees (1992, 2002);
- Law on Changes and Amendments to the Law on Refugees (2010);
- Law on Managing Migrations in the Republic of Serbia (2012);

##### Municipal level

- Municipal - Local Action Plans

Particularly, the projects responded to urgent needs of the IDP and refugee population for durable housing solutions, while at the same time responding to the need of systematising the measures for support to these populations.

The IPA 2007 project, '**Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures**', was implemented by Arbeiter-Samariter-Bund Deutschland (ASB). Through the project a total of 254 families were supported through various activities.

The IPA 2008 project '**Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs**', was implemented by Danish Refugee Council (DRC) working together with Humanitarian organisation Bozur as partner on project from February 2010 till December 2011.

### 5.1.3 CARDS CBC

Cross Border Cooperation (CBC) is a key priority of the EU's regional policy having the four key strategic objectives: promote economic and social development in border areas, jointly address common challenges of boarder areas, ensure efficient and secure borders and promote people-to-people co-operation. Through the CBC Neighbourhood Programme the EU aimed at reinforcing cooperation between member states and partner countries along the external border of the EU. Through the CARDS programme 2004-2006 Serbia participated for the first time in such programmes.



The assessment review launched by SEIO in 2011<sup>32</sup> draws a positive picture of the programme and its implementation in Serbia.

The projects under our evaluation were financed by the Neighbourhood Programme for Romania-Serbia and Montenegro 2004-2006<sup>33</sup>. The aim of the Neighbourhood Programme for Romania-Serbia and Montenegro was to create joint frameworks for promoting neighbourhood cooperation and multi-annual programmes elaborated in each of the following areas: business support cooperation, environmental protection, local public services cooperation, small scale infrastructure improvements, and local tourism development.

All projects were built on real needs and demands of businesses, family farmers and food producers in boarder regions. They targeted a relevant sector of rural development, economy, regional development etc. and fostered cross sectoral partnership with businesses, NGOs and local authorities. As it will become evident, the entire project addressed a specific problem of the sector, and produced relevant outputs. It is clear that within the border area there had been in that time relatively limited experience of the development and operation of structured cross-Border cooperation financed via interventions from the European Union.

These actions have represented an important first step for many institutions in the border area, as they have raised the awareness and interest in joint activities and in undertaking planning and implementation of activities in collaboration with partners from the other side of the border. This stimulus to cross-border partnership and cross-border networking has been a very valued initial move in building relationships that can provide the basis for more substantial and sustainable cross-border initiatives in the future.

CARDS CBC projects have achieved expected results and have contributed to the relevant Priority 'Business and Agricultural Support Co-operation of the Neighbourhood Programme Romania – Serbia'. The projects have met the purpose of CBC relevant measure because activities of the projects directly stimulated regular interaction between entrepreneurs and agriculture businesses located across the entire border area.

The projects were highly relevant for the target groups. They received new information, impulses for their work and further development.

Local economic and social development was the common measure for two projects submitted by local authorities in Vrsac and Zerjanin<sup>34</sup>. The third project 'Food from Banat' was implemented by the non-governmental organization Rural Development Center in the area of Velki Knezevac.

The objective of project **Economy integration for European prosperity<sup>35</sup> in Vrsac**, was to improve conditions for cooperation between small and medium enterprises, entrepreneurial shops and farms in the Municipality of Vrsac and the Municipality of Resita in Romania. The target groups were SMEs,

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<sup>32</sup>Review of the Implementation of the CARDS CBC Programmes in Serbia, European Integration Office of Government SEIO.

<sup>33</sup>For the 2004-2006 Neighborhood Programme, the financial allocation for the Romania – Serbia & Montenegro was 16 mil. Euro (Phare) and 4,20 mil. Euro (CARDS).

<sup>34</sup>Out of 55 projects submitted within the 3 Calls for Proposals, 12 projects were submitted by the local authorities. The Source: The Review of CBC CARDS, SEIO.

<sup>35</sup>The project is financed by Neighbourhood Programme Romania – Serbia 2004-2006, on the basis of the Open Call for Proposals, Budget line (PHARE CBC) 22.0202 and Budget line (CARDS). It falls under priority 1, Measure 1.1 Local economic and social development. It was implemented from 9/2008 till 12/2009.

family farmers and associations of entrepreneurs from the area of Vrsac Municipality. They received possibility to meet with Romanian business partners within the four fairs and study tours, to learn best practices from business and get advice in one-stop centre.

The specific objectives of project **Expo-agro Banat – organic food nation**<sup>36</sup> located in Municipality of **Zerjanin** was to organise “Expo-Agro Banat – Organic Food Nation” Fair and promote exchange of knowledge and experience between the various target groups in agriculture sector from the cross-border region. The project was partly designed in line with the national strategy document on agriculture and goals of the European Action Plan for Organic Food and Farming – overall the EC strategic vision for organic farming’s contribution to the Common Agricultural Policy (CAP).

The project **Food from Banat – Networking and capacity building of food producers and processors in Banat region** (Velki Knezevac) is the project with main aim to improve regional economy of region of North and Central Banat in Serbia and Western part of Timis County in Romania through capacity building and networking of food producers in respected area. The project’s activities focused on food producers and their associations and related to improvement of knowledge on fresh food standards, market demands, production techniques and enhancement of technical capacities of associations such as equipment for production and packaging.

The Vrsac project targets increase of the level of businesses partnerships, their trade on an integrated market of both municipalities. It demonstrates evidence of impacts on the local administration staff too and the staff of the Local economic development centre.

The project of Zerjanin provides possibilities for farmers to meet, to get new information by their participation on the fair with accompanying seminars and other enlightened activities. Since the project provided possibility to participate in the fair for secondary schools’ students, teachers and other professional associations, it expanded its potential of impacts.

The project Food for Banat focused its activities more specifically on the farmers and associations from the rural area, actors in food processing, mainly fruit and vegetable producers, young farmers and processors of the food in the region, among others, the producers. Within the project those participants could obtain information about EU market standards in food production (HACCP and EUREP QAP), access to market knowledge, business plan development and help in fulfilling various registration formalities.

#### Key findings

In general, the relevance of all the projects under evaluation was **very high**, in terms of the needs they were responding to and of alignment with EIDHR priorities IPA objectives and CARDS CBC objectives.

<sup>36</sup>The project is financed by Neighbourhood Programme Romania – Serbia 2004-2006, on the basis of the Open Call for Proposals, Budget line (PHARE CBC) 22.0202 and Budget line (CARDS). It falls under priority 1, Measure 1.1 Local economic and social development.

## 5.2 Efficiency and implementation modalities

### Adequacy of the institutional framework

The EIDHR and IPA projects have been administered by the EU Delegation in Serbia while payments of Global grant of the two selected EIDHR projects were made by EC Brussels.

In case of IPA funded projects the projects have been managed by the international NGOs, DRC and ASB, having the role of Implementing Agencies while the main beneficiary was the Serbian Commissariat for Refugees. Financial and administrative monitoring had been well executed and joint meetings between the stakeholders (IA, the EUD, UNHCR and the Serbian Commissariat for Refugees) were organised in order to discuss project implementation, progress, obstacles and constraints. An on-going support from the EUD existed throughout project implementation. Also, throughout the implementation, the Implementing Agencies were working on **complementarities with other projects implemented in sector** what was a value added to the efficiency of the assistance. Due to the existence of concrete and specific implementation modalities the smooth progress has been guaranteed. The close cooperation with state and local authorities was assessed as crucial for project success, especially in case of relevant IPA projects.

In case of CBC programme financed by CARDS and continuously by IPA CBC, a new implementation structure has been set up including Local CBC office. Good communication with the Local office and its support in implementation of project activities had been appreciated by the interviewed beneficiaries. The municipalities in role of beneficiaries demonstrated leadership and management skills gathered within the project implementation.

### Role of EUD

**Positive role of the EUD** as the Contracting Authority and extremely supportive role of individual Task Managers of EUD in Belgrade has been appreciated by all ten interviewed beneficiary organisations. The expressed fostering a culture of human rights by the EUD, the recognition of importance of the human rights protection, raising the visibility of the project's activities and support of public awareness of relevant topics.

IAN, the beneficiary organisation of Project ***Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina*** described the fostering received the support through

- ✓ The recognition of importance of the human rights protection topic that the project addressed.
- ✓ contribution to raising the visibility of the project events (conferences) and
- ✓ raising public awareness of the topic of prevention of torture and rehabilitation of victims.

## Partnerships

All five **EIDHR funded projects** under evaluation have included one or several partner organisations in project partnership. In the implementation of projects, municipalities have been often involved and cooperation has been intensified. In one case (Project Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek), the municipality itself became an associated organisation.

While the partner organisations usually provide professional support and assistance where the beneficiary organisations lag behind (specific training, research and evaluation skills or enlargement on another specific target group), the involvement of municipality provides institutional support and strategic enforcement of various official decisions that may be result of the project. In the case of Majdanpek, the municipality contributed by co-financing the project. There has been long-term cooperation established between the beneficiary organisations and the municipalities. This was obvious in very friendly relations, sharing information and vision for future common action.

Involvement of municipality fulfils also sustainability aspect, as they are often responsible for following up the activities. During the interviews with beneficiaries, the Governmental changes have been indicated as the highest risk factor for sustainability of results achieved within the EU interventions.

'Overburden with economical problems, local governments find difficult to assign human, technical and financial resources for development of local legislation and activities that will improve human rights, in particular women's rights and gender equality. Local CSOs need to build own capacities and cohesion in working together and with public authorities in order to become constructive partners in democratisation'.

**In case of EIDHR Project**, due to the existing scope of problems of certain target group (e.g. victims of torture and family members), the beneficiaries recognized the need to include representatives of relevant state organs (for example Ministry of Health) and international organizations in their project.

**Regarding the CARDS CBC projects, the partnership relations** with formal partners, who were local authorities, Chamber of Commerce or associations from neighbour countries, have been described as excellent cooperation with good communication, understanding and exchange of experiences in project management.

## Quality of management of projects

The **quality of management of projects** is crucial factor as the success of the project depends on it to a great extent. In the case of the both IPA projects the management capabilities and capacity have been of **very high quality**. The two international non-governmental organisations in role of Implementing Agencies perform quality standards in the project implementation and they are fully accountable both to their target beneficiary groups and to all relevant stakeholders, through wide and proper information dissemination, open and transparent selection process, meaningful participation of relevant parties and properly established complain handling procedures in all the phases starting by planning, implementation and monitoring of running activities. The efforts of the two Implementing Agencies resulted in the increased capacity of local partner organisations, evident especially in process of monitoring, evaluation and procurement. These impacts are further described under section of impact, Chapter 5.4.

All beneficiary institutions of the grant contract succeeded to implement all the activities and deliver all the outputs. Thanks to the savings made through the project implementation for example in both IPA projects, there were increased numbers of beneficiary families assisted from those originally planned.

There are further examples of beneficiaries that have achieved **more positive results** than expected. For example, the EIDHR Project ***Comprehensive Rehabilitation Program for Torture Victims*** additionally established and equipped a computer classroom within the premises of the Centre for rehabilitation of torture victims in Trebinje what also resulted in bigger number of beneficiaries who could obtain a training certificate; and, in higher number of public events focusing the issue of torture that were spread to wider general public and stakeholders.<sup>37</sup>

Considering the fact that some projects (the two IPA funded projects and the EIDHR funded project Torture rehabilitation program) were implemented throughout the country in a number of municipalities, the projects have a good cost/benefit ratio.<sup>38</sup> It has been concluded that the projects' costs have remained relatively low, and even more, a higher number of beneficiaries were supported than initially planned, due to the previous experiences of the Implementing agencies and the good coordination with relevant stakeholders.

One issue that emerged from this evaluation is the issue of resilience. Building resilience protects the gains from IPA investments over the years, and is also cost-effective.

### **Experience with procurement**

The projects were implemented in accordance to the EU PRAG rules. No difficulties were faced in this regard. All the beneficiary organisations demonstrated experiences in the procurement following the EU requirements.

In case of EIDHR projects, most of the contracts launched have been smaller than 10.000 EUR, they were usually linked with training activities (accommodation, printing documents); and there were experts recruited for specific research activities.

As it was reported to the evaluators, the difficulties in small municipalities appear when they need to sub-contract specific services such as the public relations services and organisation of conference. The EIDHR project dealing with gender equality in Majdanpek had even problem to obtain three offers.

In case of **CARDS CBC** projects, the beneficiaries appreciated support of Local branch office in the procurement procedures and tender documentation.

The following **negative aspects that hamper** the efficient implementation of projects have been observed:

- The preparation and implementation of the project was affected already at the inception phase by the local election. This was the reason for total change of the originally nominated staff for project implementation in both municipalities in case of CARDS CBC projects (in Vrsac and Resica).

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<sup>37</sup> Final Narrative Report, November 2011.

<sup>38</sup> For example, the IPA 2007 project, the staff allocated to the action represented below 9% of the total budget of the action.

- A long period of time between the end of project (12/2009) and the approval of the Final report (11/2011) has been noticed in two out of three CARDS CBC projects. In one project an issue of co-financing and re-payment of money back is a matter still to be solved.

#### Key findings

- ✓ The evaluators found that the projects were generally effective, in the sense that they achieved their objectives. All projects have achieved their expected results with the best possible use of resources. All projects have entirely implemented the planned activities: where delays have occurred, they were manageable, and in those cases, the implementing NGOs were actively working on plans to catch up and implement all planned activities during the project period.
- ✓ As a result of project, the beneficiary organization is more skilled in project management activities, reporting, monitoring, and work with mass media. There is a strong evidence of efficient grant management capabilities in the beneficiary organisation that are mostly the NGOs and local authorities. The capacity is steadily growing and all the interviewed beneficiaries demonstrate long-term involvement in designing and implementation of EU and other donors' funded projects.
- ✓ **In general, the efficiency of the projects under evaluation was very high.**

## 5.3 Effectiveness

#### Key findings

- ✓ The evaluators found that the projects were generally **effective**, considering that they have achieved their objectives. All projects have entirely implemented the planned activities: where delays have occurred, they were manageable, and in those cases, the implementing NGOs were actively working on plans to catch up and implement all planned activities during the project period.
- ✓ The **EIDHR projects** achieved its expected results and this contributed to realize the objectives within its limited scope of action in promotion of human rights and democratic reform. It has been mutually acknowledged that improvement of overall situation of women in poor rural areas, the situation in prisons and situation of victims of torture and intercultural understanding is a long lasting process and cannot be solved by individual action. All the beneficiary institutions have a track record of implementing donors' funded projects and concentrate on the concrete target group and their needs.
- ✓ The two **IPA projects' interventions** have delivered both expected outputs but in particular have contributed to the hoped-for outcomes what is to provide durable solution for the refugee and IDP population, as well for a number of qualifying vulnerable individuals among the domestic population within Serbia. This has been achieved through commitment to EU integration process, within the frame of the National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons as well as relevant Local Action Plans prepared by Municipalities, strong skills of the two international NGOs implementing the projects leading to improved services provided to the target populations, and empowering local actors through establishing better networks to like-minded groups.
- ✓ Also the **CARDS CBC projects** provided effects for the target group through relevant activities, such as fairs, counselling services, support for networking and study tours, business training etc.

The activities were designed to address the problems of the target groups, who were mostly entrepreneurs and family farmers. The relevant municipalities and regions were promoted on international level what provides possibilities for further common actions and business and tourism development.

### 5.3.1 EIDHR projects

The effectiveness of selected EIDHR projects can be tracked by outputs of projects' objectives which are strengthening civil society organisations in promoting human rights and democratic reform, supporting the peaceful conciliation of group interests and enhancing political representation and participation. The results of the assistance related to the support of another civil society organisations and of various target groups, such as the prisoners, members of minority groups and with disability and members of small religion communities in case of project 'Coalition for the prison system reform'. The projects had usually a **capacity building component** what resulted in increasing professional knowledge of the staff of the beneficiary organisations, specialists and other professionals in the field as well as the acting CSOs including other stakeholders. Advocacy campaign and various public awareness campaigns and visibility events most of them are still visible. Usually, the main output of the project is an assessment report, analysis or research document. Typical example is the **Shadow Report** (project implemented by ASTRA).<sup>39</sup>.

The EIDHR project ***Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina*** has resulted in) a number of public and professional events that contributed to increase of awareness-raising on the Optional Protocol to the Convention against Torture (OPCAT); ii) development of torture prevention and monitoring networks, iii) in hundreds of end-beneficiaries who were supported through counselling and psychotherapy (psychologically, legally, or by medical assistance, or by education courses)<sup>40</sup>. Two Centres in BiH (in Trebinje and Milici) got adequately equipped premises for delivering psychiatric, medical and legal assistance to torture victims, 20 professionals were recruited and trained for working with torture victims and their family members in two rehabilitation centres in BiH (expected output was 10) etc. The final report provides full information about Project effects in details.

One of the main achievements of the ***Project LAP for improvement of women's situation and gender equality in Majdanpek*** is the development of research documents about women situation in rural area,<sup>41</sup> and of the Local Action Plan for improvement of the situation of women and gender equality for the period of four years (2012-2016). The LAP was approved, receiving annual allocation about 1 mil RSD. The LAP 'gender' becomes a model for development of other LAP for human resources. Health services have improved as a result of Municipality action regarding women in rural areas. There are activities in rural areas and villages related to public hearings and efforts for women

<sup>39</sup>This 480-pages report titled "***Human Trafficking in Serbia: Report for the period 2000-2010***" analyzes the compliance with the two most relevant international documents – Council of Europe's Convention on Action against Trafficking in Human Beings and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children supplementing the UN Convention against Transnational Organized Crime in the Republic of Serbia, both in terms of its legislative framework and its institutional practice.

<sup>40</sup>Expected outputs were: 1000 beneficiaries will receive at least 2000 psychotherapeutic interventions.

<sup>41</sup>Production of assessment report about women's representations in political processes and local government elected bodies and Research document about problems, needs and constrains of women living in the municipality of Majdanpek with focus on rural areas;

to participate. This initiative becomes a basis for further project of the beneficiary, the Resource Centre. The main success of the project, following the beneficiary, is the fact that ...'*somebody has started working on gender equality issues what has never been the case before*'. Such initiative is even challenging in economically underdeveloped communities where women play traditional role of family and house caring figure, and where people lives from agriculture for centuries.

### 5.3.2 IPA projects

The two IPA projects' interventions have delivered both expected outputs but in particular have contributed to the hoped-for outcomes what is to provide durable solution for the refugee and IDP population, as well for a number of qualifying vulnerable individuals among the dominical population within Serbia. This has been achieved through commitment to EU integration process, within the frame of the National Strategy for Resolving the Problems of Refugees and Internally Displayed Persons as well as relevant Local Action Plans prepared by Municipalities, strong skills of the two international NGOs implementing the projects leading to improved services provided to the target populations, and empowering local actors through establishing better networks to like-minded groups.

The projects have reached all of the set goals within the projects proposal; even the number in some components exceeded the planned, see the example below.

#### Comparison of expected results and results achieved within the IPA 2007 Project 'Support to IDPs and Refugees in Serbia through provision of durable solutions and economic sustainability measures'.

Case study
<p><b>Comparison of expected results and results achieved</b></p> <p><u>Planned result:</u> at least <b>44 apartment units</b> for social housing in protected environment constructed and inhabited within <b>5 project municipalities</b> (5 buildings) by the same number of beneficiary families (approximately <b>132 individuals</b>) currently residing in extreme vulnerable private accommodation, CCs, or unregistered CCs.</p> <p><u>Realised Result:</u> The a total of 5 <b>buildings</b> for Social Housing in a Supportive environment within 5 municipalities constructed which led to the final <b>resolution of the housing problem for a total of 44 families</b> out of which <b>37 families were IDPs or refugees and 7 families were domestic vulnerable social cases</b>.</p> <p><u>Planned result:</u> <b>70 beneficiary families</b> (approximately <b>210 individuals</b>) finalize the construction of their homes through the receipt of construction material and live under proper living conditions</p> <p><u>Realised Result:</u> In total <b>74 families were assisted</b> with building material support in an average amount of EUR 4,000 which enabled these families <b>to finalise the construction of their new homes and enabled them to move into these houses from either Collective Centre Accommodation or from poor private conditions. The additional families were selected due to savings on the budget.</b></p> <p><u>Planned result:</u> 20 extremely vulnerable Roma IDP families (approximately 100 individuals) are able to move into their newly constructed pre-fabricated homes</p> <p><u>Realised Result:</u> <b>New hamlet has been constructed in Pozarevac providing housing for 20 IDP Roma families.</b> These families moved from an illegal Collective Centre called "Cardboard Village" to the new homes. The realisation of this action led to the closure of the unhygienic CC and the drastic improvement of living conditions of the IDP families.</p> <p><u>Planned result:</u> 200 project beneficiaries receive training and mentoring support in business start-up and make proper use of it.</p> <p><u>Realised Result:</u> <b>204 project beneficiaries were trained in 13 project municipalities in Business Start-up activities.</b> All of them drafted business plans.</p> <p><u>Planned result:</u> 100 most successful economic beneficiaries who received in-kind support for the start-up of their</p>



proper business and create self-employment

**Realised Result:** A total of **116 successful economic beneficiaries out of the trained 204 received business start-up grants** in the average amount of 1,200 EUR for the start-up of their business.

**Planned result:** **dissemination of best practices and lessons learned** during the project used by other project stakeholders and awareness on importance of caring for target groups risen

**Realised Result:** **The project was implemented in close collaboration with**

- State institutions: Serbian Commissariat for Refugees,
- with International Actors: EU and UNHCR, and with
- local stakeholders: Project municipalities, Centres for Social Welfare and local trustees for refugees.

**Planned result:** **monitoring and evaluation activities** performed in all project components during the whole duration of the action, thus providing smooth project implementation

**Realised Result:** Ongoing monitoring has been provided by a) ASB main offices in Cologne and Sarajevo, b) Serbian Commissariat for refugees and c) EU ROM Mission.

**Planned result:** **improved coordination between government and civil sector and international structures**, dealing with the target group obtained

**Realised Result:** The implementation of the action was a joint effort of all relevant stakeholders – not just in words but in practice. This can be verified by several factors:

- land plots and related infrastructure for SHSE buildings were provided by local authorities,
- Joint MoU and Partnership Agreements were signed between the stakeholders;
- for building material the municipalities supported beneficiaries to get all building permits and connection permits at lower prices;
- the selection of beneficiaries was conducted through joint commissions of the contractor, the Commissariat for refugees, centres for Social Welfare, municipality officials and UNHCR.

*Source: Ivan Marin, Project Coordinator, Arbeiter- Samaritaner-Bund. Interpreted by the evaluator*

The implemented activities have provided durable solutions to the project families. They have decreased the pressure on the Serbian Commissariat for Refugees for both support and financial assistance. They also led to the closure of some CCs in Serbia.

The Serbian Commissariat for refugees as the beneficiary institution has over the past projects drastically increased its involvement in the implementation of these projects. Their active role is one of main pre-conditions for successful implementation and it can be assumed that in this sense also their capacities to directly manage EU funds have been increased.

Additionally, the best practices from that programme led to the continuation of similar efforts in IPA programmes 2008, 2009, 2011 – there with more focus on the actual closing of all remaining collective centres in Serbia and support to IDPs to return to Kosovo. Today, almost 3 years later the impact of the action is still visible in the field.

The both projects had project partner who were in charge for the training and beneficiary identification process of the economic component of the action. The both Implementing Agencies simultaneously increased the capacities of the local NGO which lead to their future abilities to implement EU funded projects.

### 5.3.3 CARDS CBC projects

The project-specific documentation and interviews point to varying degrees of effectiveness of the projects reviewed, though most appear to have been very good with evident contribution to development of the entrepreneur potential within the region.

As a result of the **project in Vrsac**, the entrepreneurs and family farmers from Vrsac are better informed and educated in how to balance their business with EU standards, how to place their products on the market out of Serbia and how to use institutional opportunities (associations, loans etc.) for their business improvement. The capacity to develop own business and their competitiveness on the integrated European market has increased. This was a result off trade fairs subsequently organized, counselling services for entrepreneurs and family farmers, and training, study tours and business instructions (Integrated Economic Guide).

**The project Expo-Agro-Banat in Zerjanin** has met the purpose of CBC's relevant measure because activities of the project directly stimulated regular interaction between agriculture businesses located across the entire border area (especially Banat region in Romania and Serbia). Based on the previous experience with organising fair (2007), the Expo-Agro-Banat fair in 2009 attracted 75 exhibitors with more than 15 000 visitors from the region.<sup>42</sup> The event has been praised as very successful one and the beneficiary gathered experiences in organisational activities. The project brought a renewed focus on cross-border farming in the Banat region, creating larger regional markets for high-value niche products, such as certified organic products.<sup>43</sup>

#### Case study

##### Feedback from the target group interpreted by the Project Manager

*...Through contacts with target groups (key participants and exhibitors on the Expo-Agro Banat fair) we have seen that they were very satisfied with the outcomes of the project. They praised especially: presentation of their products on Expo-Agro Banat; improvement of marketing of the products; direct contact with consumers/visitors; creating of partnerships with membership organizations, such as chambers of commerce and agricultural chambers; access to government agencies and other support organizations offering route of communication to rural entrepreneurs'....*

To make shift from traditional agriculture production to a more efficient one was the main objective of the **project Food from Banat**. This should be achieved by improving technical capacities of food producers and association of farmers. In concrete, 10 end-users received a greenhouse; Demonstration fields for fruit production have been set up and they are still maintained; 330 people were involved in education process; Range of consultancy services for farmers has been created (financial consultancy, production, plant protection, weather forecast information etc.).

Even though the activities and expected results have been achieved and evidently the benefits for the group of selected farmers are observable, the benefits for other farmers in the region seem to be limited in long term due to the limited number of the recipients of the equipment and little usage by

<sup>42</sup> During the first Expo-Agro Banat fair there were over 10.000 visitors.

<sup>43</sup> The information on the organic farming and rural development, packed with how-to articles, were distributed to the target groups, beneficiaries and visitors of the Fair (5.000 copies of the Expo-Agro Banat newspaper).

other farmers. As it was reported to the evaluator, about 3-4 farmers annually borrow the equipment. Hence the main purpose of the activity linked with improvement of the market position remains limited.

**Overall, the effectiveness of Grant actions is rated as very high in case of IPA and EIDHR interventions In case of CARDS CBC, the effectiveness is rated as medium.**

## 5.4 Impact

Impact evaluation identifies effects – positive or negative, intended or not – on individuals or institutions, and the environment caused by a given development activity such as a project. Impact evaluation includes the full range of impacts at all levels of the results chain, including ripple effects on families, households and communities, on institutional, technical or social systems, and on the environment. The relevant question is:

- *How big is the impact of the project compared to the objectives planned? (Comparison: result – planning)?*
- *What are the changes across different individuals, stakeholders, sections of society?*
- *What are the intended outcomes and how significant are they?*

Due to the very limited scope of evaluation devoted to the individual projects it is possible to touch the relevant issues only briefly what has been done under previous Chapter ‘effectiveness’ (see the case study ‘Comparison of expected results and results achieved’) and the text below ‘impact’. The Volume II includes photos made during the field visits to the beneficiaries of the selected projects. The photographs demonstrate the situation ‘before’ and ‘after’ the change. The change consists evidently in change of living conditions, move from previous accommodation to the new apartment or to a new private house. As a consequence of the change of living standards, a chain of additional impacts usually occur on the individuals and family members. The photographs and the direct observation bring the evidence of significant positive changes affected by the intervention.

It should be noticed that general experience shows that most outcomes are affected by a range of factors, not just by the policy.

### 5.4.1 Identification of Impacts

Outcome Evaluation evaluates achievement of outcomes by comparing indicators **before** and **after** the intervention. It relies on monitoring data on information gathered from external sources.

Comparing the description of human rights in the EC Progress report 2007, there is an evident evaluation in the situation of human rights in Serbia. The EC Progress Report 2012 in more details provides critical judgements about situation with preventions of torture and ill treatment, the prison system, freedom of expression, women’s rights and gender equality. It also reports on some progress in the area of anti-discrimination and combating racism and racial discrimination. Even though the report summed ...*‘further efforts to implement international instruments are required’*, it mainly concludes that ... *Overall, the legislative and institutional framework for the observance of human rights is in place and some active measures were taken to ensure its implementation.*

**IPA Grants.** Since the IPA funded implemented action was in line with the national strategy, the implementation directly supported the national authorities.

- The cases supported through this action are considered resolved cases what results in reduced number of refugees and IDPs in need as evident in the Database managed by the Commissariat of Refugees. Also the projects implementation is in accordance with locally adopted Local Action Plans for the resolution of IDP/refugee issues and its impact is therefore multi-fold. The implemented IPA projects' activities have provided durable solutions to the beneficiary families. Today, almost three years later the impacts of the actions are still visible in the field. Hence, it can be stated that the impacts can be easily identified and followed.

**EIDHR grants.** The EIDHR Objective 2 focuses on: *"strengthening the role of civil society in promoting human rights and democratic reform, in facilitating the peaceful conciliation of group interests and in consolidating political participation and representation"*. The impacts identified are the following:

- **More CSOs are dealing with human rights**

There are more civil society organisations working in the field of human rights as it is evident in data provided by the Centre for Development of Civil Society. In 2006 there were 17576 CSOs<sup>44</sup>, In 2013 there are 19828 CSOs<sup>45</sup>. I total, that is increase of total amount of CSOs by 12% from 2006 to 2013. For CSO's that deals with human rights, there are 187 CSOs which is nearly 1% of total amount (year 2013)<sup>46</sup>. For CSOs that deals with socio-humanitarian problems (refugees are only one part of this) there are 560 CSOs which is 2.82% of total amount (year 2013)<sup>47</sup>

- **CSOs force positive changes**

The civil society becomes an effective force for positive changes through cooperation among local civil society organizations and stakeholders. The evidence can be found in networks of NGOs dealing with similar topic and in cooperation with the Municipalities and other local stakeholders. In scope of the projects under evaluation, the following networks have resulted out of the work of the beneficiary organisations:

- Torture prevention and monitoring networks (managed by IAN)
- Networking and Capacity building for More effective Migration Policy in Serbia (managed by Group 487 in cooperation with Belgrade Centre for Human Rights)
- CSOs (NGOs) monitoring of implementation the CoE Convention and EU norms and standards in the area of human trafficking

- **Capacity of CSOs to manage EU projects increased**

EIDHR grant implementation increased the capacity to manage EU-funded project both for the beneficiary and for the partner organisations and network members. Within the joint cooperation, these CSOs had the opportunity to learn project management practices and to improve the cooperation and communication with local institutions.

- **The Know How of the CSOs has increased**

The civil society organisations become think thanks as it is evident in preparation and publication of focused research papers, analytical documentation and assessment papers when designing their

<sup>44</sup> Data taken from [http://www.crmps.org.rs/wp-content/uploads/civicus\\_sr2007.pdf](http://www.crmps.org.rs/wp-content/uploads/civicus_sr2007.pdf).

<sup>45</sup> Data taken from <http://www.apr.gov.rs/eng/Home.aspx>.

<sup>46</sup> The statistics are taken from database in [www.crmps.org.rs](http://www.crmps.org.rs). The validity of that database is unknown. Only real statistics could be found on [www.apr.gov.rs](http://www.apr.gov.rs), but collective data from this site are not free for acquiring.

<sup>47</sup> The statistics are taken from database in [www.crmps.org.rs](http://www.crmps.org.rs). The validity of that database is unknown. Only real statistics could be found on [www.apr.gov.rs](http://www.apr.gov.rs), but collective data from this site are not free for acquiring.

projects. The NGOs participating in implementation of IPA projects targeting the refugee and IDP population conduct assessment of needs of the target groups what is highly praised by the Commissariat for refugees and the EU Delegation in Belgrade.

- **Other impacts (wellbeing of individuals, institutional capacity increase)**

Within the project implementation the beneficiary organisations develop their skills and models that can be further applied, such as model for comprehensive medical, psychotherapy, educational and legal assistance that proved to be useful as it is evident application in BiH and on the end-beneficiaries, i.e. torture victims and their family members. The most lasting effects impact on well-being of the clients.

Within the projects, usually other professionals in the given area of specialisation have been trained and increased their competences (level of knowledge, skills and experiences) in the field of democratic reforms, how to draft amendments to law and sub-legal acts etc.

## 5.4.2 Impact on the target groups

### 5.4.2.1 The EIDHR grants

- **Impact on individuals and their families**

The target group of the EIDHR funded projects are often vulnerable and traumatized individuals and positive impacts can be visible on their **psychological and physical state as clients**. This is the case of the Project Comprehensive Rehabilitation Program for Torture Victims (IAN) and the targeted torture victims and their families. Similarly, the project Coalition for the prison system reform with target group of prisoners and members of their families. As a result of the projects, the target group is more aware about their rights and duties, more aware of standards that should be respected.

- **Impact on work of institutions, mass media, awareness of standards**

The change is in synergy with ombudsman, international and nation NGOs work, and more awareness of European standards. There are certain impacts on public media too.

- **Impact on recognition of human rights**

In addition to direct assistance to the targeted individual and their family members, the interventions have contributed to **greater recognition of the relevant human rights issue** (torture victims, gender issue, prisoners) and their needs in the local community, both by citizens, and professional working in state institutions, local authorities and decision makers. It has been the opinion of the project beneficiary, that greater visibility of this group at risk, personal contacts achieved and specific needs recognised can in a long term lead to better sensitivity, greater willingness and availability to help.

- **Impact on youth generation**

**Contribution to the youth empowerment** for the life in intercultural society and the promotion of intercultural tolerance and understanding<sup>48</sup> has been considered as the most important benefit of the

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<sup>48</sup>The project got recognition from wider public in the local communities. There are strong indications that wider groups of citizens at all project locations have benefited or will benefit from the project. This project could be recognized as a positive action contributing generally to the strengthening of tolerance within the society as well as the possibility for national minorities to preserve their cultural identity.

project ALMA. The positive impacts of project ALMA can be also observed in the enlargement of target group and functioning after the end of the project (the readers' club members enlarged activities to the children's home).

### Project ALMA – Art in Literature as a Model for Advocacy (for minority rights)

#### Impact of ALMA project on target groups

##### Case study

- **On high-school literature professors and school librarians, as well as on youth.**

Firstly, high-school students that participated in project were highly motivated to continue with exploring different “neighbouring” cultures and cultures of minorities in our society through reading contemporary regional literature. Thus, high-school students from Vranje, Kragujevac, Kikinda, Dimitrovgrad and BelaCrkva continued with activities in reading clubs in their towns. Furthermore, once they became students, they have initiated founding of students' reading club. This reading club is situated in bookstore Beopolis in Belgrade and its mentor is DejanIlić, owner and main editor of publishing house Fabrikaknjiga (which was awarded as the Publisher of the Year in 2011 by the 56th International Belgrade Book Fair).

- **Positive impact on librarians and high-school literature teachers that were involved in project.**

The associate and mentor of reading club that was founded in Dimitrovgrad, ElizabetaGeorgiev was one of the most active associate in promotion of “neighbouring” cultures to youth by getting them interested in contemporary regional literature. Her activities in reading club contributed to her being honoured with award “The Best Librarian of the Year” in December 2011 upon decision of the Serbian Library Association (Link in Serbian: <http://bdsrs.blogspot.com/2011/12/dan-bibliotekara-1412.html>).

- Furthermore, **mentors of the reading club** in Vranje in association with **literature teachers** who were involved in the ALMA project succeeded in adding an educational component to International Culture Days Manifestation, called “Bora's Gate” that was held in Vranje in March 2012 (four months after project ended). Manifestation “Bora's Gate” is a literature festival dedicated to BorislavStanković, famous writer from late 19th and early 20th century, that is organized by the Municipality of Vranje. Educational component consisted of public lectures of regional writers, which participated in literature festival, in high-schools in Vranje and Vladičin Han (a nearby municipality) and of literature evenings in which main public deliberately were **high-school students** (Link in Serbian: <http://www.biblioteka-np.org.rs/index.php/bs/discussion-board529058435/155-citalacki-klub-u-vranju-na-manifestaciji-borina-kapija>).

- There is continuation with implementation of methodology of working with high-school students on developing intercultural competences through regional literature.<sup>49</sup>

Source: GROUP 484, interpreted by evaluation team

The beneficiary staffs are well familiar with the needs of the target groups and they are often requested to help them and assist to solve particular problem even after the end of the project. Increased trust and common targets have been observed by the evaluator.

<sup>49</sup>Information regarding a change of level of information of young project participants regarding minority cultures and their stances towards members of other cultures has been drawn from the External Evaluation Report for the ALMA project. External Evaluation report from ALMA project. Written by IvanaVidaković, external evaluator, in January 2012.

- **Impact on women**

### **Support of women in rural areas**

#### *Case study*

Liliana Paunovic and Biljana Petrovic are women activists from village Golubinja (Municipality of Majdanpek). The former participants of EIDHR project 'LAP and Gender Equality' are interested in establishment and registration of Women Association in their village.

#### **Key findings**

- ✓ Hence, it can be stated that the EU gave funding to projects that have contributed to peaceful reconciliation, contributed to mainstreaming equal participation of men and women in social, economic and political life and hence combated discrimination in their field of operation.
- ✓ Existing legislation in the Republic of Serbia is mostly harmonized with international standards for protection of human rights and standards of rule of law work towards the effective impediment of systematic forms of human rights violations. However, the implementation of the legislation is a weak point.
- ✓ There are examples of effectiveness where the outputs achieved through implementation of Project activities lead into desired effects. However, strategic changes have not been identified.

### **5.4.2.2 Impacts of IPA grants targeted refugees and IDPs**

One of the most important and difficult problems faced in managing migrations in Serbia in a proper manner is resolving problems of a huge number of refugees, IDPs and returnees. The two IPA funded projects directly responded to the housing and employment needs of this marginalised group.

The actions implemented by the two Implementing Agencies, ASB and DRC, supported the Government of Serbia and its commitment to the EU integration process, and they are in line with the principles contained in the European Partnership Agreement as well as with the priorities indicated in the Multi-Annual Indicative Plan for Serbia. Further on, the actions were implemented within the frame of the National Strategy for Resolving the Problems of Refugees and IDPs as well as Local Action Plans prepared by Municipalities.

Positive impact for this group over the longer-term could be evidenced by:

- **Closure of CCs;**
- **Housing solutions for refugees, IDPs provided;**
- **Improvement of social inclusion of marginalised groups;**
- **Improved psychosocial status and quality of life for the targeted population;**
- **Economic self-reliance of the targeted group will be strengthened;**
- **Poverty reduction among the targeted population<sup>50</sup>.**

Below, a number of impacts are identified based on the project documentation, existing evaluation reports, but especially based on the interviews and field missions what is partly illustrated by photos in Annex 3, Volume II. There are cases of assisted families *'before' and 'after'* the intervention.

<sup>50</sup>Due to the limited scope of the evaluation, these aspects are only briefly noted.

- **Impact in Closure of the Collective Centres**

With the implementation of the planned closure of the Collective centres, their number is decreasing. In 1996 there were approximately 700 Collective Centres. When IPA 2007 projects were designed, there were 92 collective centres in 2007, resp. 73 CCs in 2009 when the IPA 2007 and later IPA 2008 project started. Today, almost 3 years later, the reduction of number of CC is evident (19 CC are in Serbia, 11 CC are within the territory of Kosovo and Metohija). Currently IPA 2012 provides support to activities aiming at the closer of all CC in 2013.

**Number of collective centres and accommodated persons**

Date	No of CCs	Total (Refugees and IDPs)
2002	388	26 863
2007	92	8 275
2009	73	5 879
2013	30	2 646

Source: Statistics of the Commissariat for Refugees, [www.kirs.gov.rs](http://www.kirs.gov.rs)

The project IPA 2007/DRC was implemented in Kovin, Pancevo, Cacak, Mladenovac and Titel and Vrsac. The Collective Centre in Kovin was closed in 2012. See more spin-of activities triggered by the Action under Chapter on Donors.

- **Impact on Housing solutions for refugees and IDPs**

The essential part of the both projects was the housing component consisting in several types of housing solutions. Traditionally, permanent housing ownership has been regarded as security and immovable property and an asset in which to invest for life. For this reason, partial self help and prefabricated houses proved to be extremely beneficial means of resolving the housing issue and achieving durable solutions, as either integration or enhancement of livelihood conditions.<sup>51</sup>

The constructed buildings with apartment units in socially protected environment have direct impact not only on the individuals who have their pale for life in decent conditions (see below) but on the Municipality and local Social Welfare Services. Both institutions have to budget resources for maintenance of the buildings and the social support provision. The positive aspect for the local SWS is possibility to utilise one apartment by the Centre for Social Welfare Services for children without parental care.

The immediate impact of *individual housing solutions* (construction material set and prefabricated house) on beneficiary families is reflected primarily in **providing beneficiaries the right to live in dignified housing conditions**, enjoy enhanced livelihood opportunities of their families and facilitated social inclusion in the local community. The families have now their homes which they live in no rent conditions what increases their feeling of stability.

Another form of resolving a housing issue, *the social housing in supportive environment*, presents a **positive change for the most vulnerable refugee, IDP and domicile families**. Dignified living conditions brought them back into social inclusion with the local community and enabled them to participate in the life of the local environment. This means responsible and active dealing with all every

<sup>51</sup>Based on the interviews and IPA 2008 Project Final report of the Project implemented by the DRC.



day needs and challenges of a family life, but still under necessary support of social welfare system. As a challenge for future work, it remains to be better arranged how to get beneficiaries of this form of housing encouraged to further and continuing pursuit of other durable housing solutions, as not to have them turn into multi-generation beneficiaries of social housing in protected environment. The project evaluation report also mentions that this form of resolving a housing issue of a number of former CC residents, positively affected other remaining CC residents encouraging them to seek the prospects of living outside the CC. Upon the construction and moving into the object, they started believing into the effectiveness of this housing solution and get more actively involved into gathering the information relevant to resolving their own housing status.

- **Impact in Improved psychosocial status and quality of life for the targeted population**

The planned activities were carried out in municipalities which have been characterised by the Serbian Commissariat for Refugees (SCR) as being underdeveloped or highly underdeveloped. Even though these smaller municipalities have in some cases a smaller caseload of IDPs and refugees within their communities, the burden on their budgets and living environment is much higher than in more wealthy municipalities and cities. Additionally, the implementation of the proposed activities had a high psychological affect on the beneficiaries themselves as well as on the host communities.

- **Impact on Economic self-reliance of the targeted group**

Income generation activities primarily had a direct impact on the **confidence of beneficiaries in the domain of work and earnings**, as well as development plans for the prospects of income generation activity - how to expand, how to find additional funding for procurement of necessary spare parts and tools, etc. Beneficiaries involved in craftsmanship and other services already had certain income and they gained further insights into business opportunities. Beneficiaries engaged in agricultural activities experienced more improvement in family nutrition than they made earnings selling their agricultural products.

Following the Project evaluation report, the impact of this component is greater for those beneficiaries who, besides income generation component, received the construction material set. Comprehensive approach (resolving a housing issue and support to income generation) has a greater immediate impact on a beneficiary's quality of life.

There has been high stimulation for private entrepreneurship, however the economic crisis and the fact that many SMEs fail in the first year can lead to less sustainability. However, during the monitoring missions of the IA all equipment was still in proper use what was also observed during the field missions.

- **Impact on Poverty reduction**

The Projects have a positive effect on the overall socio-economic progress and greater social cohesion in Serbia since forced migrants populations are especially affected by poverty. In the Poverty Reduction Strategy for Serbia, refugees and IDPs are recognised as one of the poorest and the most vulnerable groups besides children, the elderly, disabled people, Roma, the rural population and uneducated persons. As recommended in the Poverty Reduction Strategy Paper, "A permanent improvement in the economic and social status of the most vulnerable groups will, more importantly, prevent a continuing cycle of poverty within these groups." By resolving these issues, the projects definitely contribute to breaking the cycle of poverty.

- **Impact on Social Cohesion**

The forced migrants that are provided with housing and income-generation support will be integrated in the local community of their choice where they will establish bonds with neighbours and other

members of those communities. This will contribute to the greater social cohesion of these communities and the social inclusion of this population. No less significant is that the project will contribute to a more balanced regional development, particularly in those regions with a high concentration of displaced populations.

- **Cross Border Impact**

Enabling the return to Kosovo or local integration of a considerable number of refugees and IDPs, the projects have a significant positive impact on regional cooperation. The recently held International Conference on Durable Solutions for Refugees and Displaced Persons in the Region has re-emphasised the urgent need for a definitive resolution to this problem. Based on the recommendation of the international community, countries in the region affected with refugee crises have established a Regional project aimed at taking a regional approach to resolving refugees' problems. As this project will support reintegration of returnees under the Readmission Agreement, secondary and irregular migration will be prevented, which will help Serbia to fulfil its obligations towards European countries.

- **Impact on increased knowledge of municipalities**

Development and adoption of the LAPs has contributed to the involvement of local governments in addressing the most pressing problems of vulnerable migrants. The Commissariat jointly with other donors provided financial support to the implementation of the activities envisioned by the LAPs which encouraged the further establishment of LAPs within the outstanding municipalities and cities. In this manner, establishment of the additional budget lines and allocation of supplementary financial means from local budgets has been provided.

It is foreseeable that municipalities which have gained experience through these and other projects and have demonstrated the capacity to implement housing and income generation activities could potentially provide for the resources to repeat similar processes under new financial schemes. There is a certain wider economic effect of this housing component affecting local economy and the national construction materials industry.

#### **5.4.2.3 The CARDS grants**

There are evidences of positive achievements of the CBC grant activities with the objective of Local and Economic and Social Development in the region.

The municipalities, the beneficiary organizations, gathered knowledge and experiences in preparation and implementation EU funded project. They developed their databases of entrepreneurs and farmers in the region. They improved knowledge about partner organization and its best practices in the municipal issues and in providing institutional support to SMEs, farmers and other target groups what resulted in common development of other EU funded projects (in tourism area).

Example of the project impact on the Romanian partner municipality (Resica) is the application of model of green market (fruits and vegetable).

The final beneficiaries have got the opportunity to know new business opportunities, got familiarized with business partner and improved their competitiveness. There are concrete cases of successful entrepreneurs and family farmers in increasing their business.

### **TULI Stamparija**

#### **Case study**

ZoranNovakovic develops its printing company 'TuliStamparija' since 1988. At the beginning his family operated the business from its garage. **Before** the project in Vrsac he had no idea about business in Romania. Now, **after** the end of project, as a result of his involvement in project activities, Zoran produces books and other printing materials for Rumanian market in Romanian language; has permanent orders for production from Romania and about 30 permanent customers, and he employs two more workers in Serbia and he sub-contracts a company in Romania.

Zoran has 250 000 EUR higher turnover then before. He says ....'it could be more not to be the economic crisis and my investments'....Zoran invests about 100 000 EUR annually and emphasizes ..... 'it's important to grow, the quality of production is important and the responsibility'.

The project helped to Zoran to establish good relationships and future business cooperation. The most effective impulses for Zoran were: Informal meetings among businesses, exchange of contacts and visit cards during the fairs.

*CARDS CBC Project 'Economy integration for European prosperity', implemented by the Municipality of Vrsac.*

### **Strawberry Farmer**

#### **Case study**

Marinel is a farmer who produces strawberries in open field and green house. Thanks to the Project he discovered market in Romania and started selling the production there. He increased his production on 50%. He receives 30% higher price in Romania than in Serbia where he used to sell his production (extra big in size strawberries) to big commercial centre. He relishes the Romanian consumers for their value for good quality of strawberries.

*CARDS CBC Project 'Economy integration for European prosperity', implemented by the Municipality of Vrsac.*

### **Key findings**

On the evidence collected in evaluation of the three CARDS CBC projects, and based on the impacts identified by the SEIO CARDS CBC Review, it is possible to draw the following findings which are illustrated by the data in previous chapters:

- ✓ The CARDS CBC projects achieved their objectives in providing support for local economic and social development. They were valuable exercise for future developmental projects and disbursement of EU funding on local and regional level;
- ✓ The CARDS CBC projects were successful in building capacities on regional and local level for use of EU funds. Various stakeholders and beneficiaries from different sectors acquired experience with application and implementation procedures and got familiar with preparation and implementation of EU funded projects.
- ✓ Those effects have been supported by interviews, observation and other evaluation reports (e.x. the SEIO Review) which informs about steadily increasing number of applications in each Call for applications under CARDS and IPA.

### 5.4.3 Impact on the beneficiary

The preparation and implementation of a project has impacts on the beneficiary organisation in **increase of project management skills** and various technical skills linked with job description, planning of activities, reporting and monitoring. The beneficiaries become expert think tanks for the public bodies and often gain national and international recognition.

The implementation of projects has impacts on the beneficiary organisation and its relations with other stakeholders, local and national level CSOs. The beneficiary becomes more experienced and familiar with problems in his area of activities and hence, as a consequence of the project implementation, it is able to design a new project relevant to the needs, priorities and national and local strategies. This is evident in sequences of projects of all the beneficiaries.

The IPA grant scheme process built closer working relations with local and international agencies and closer work with the Commissariat for Refugees. The Serbian Commissariat for Refugees as the beneficiary institution has over the past projects drastically increased its involvement in the implementation of these projects; their active role is a guarantee for successful implementation. It has been apparent that in this sense also their capacities to directly manage EU funds have been increased.

The higher involvement of local authorities in the resolution of the IDP / refugee problems is obvious.

### 5.4.4 Impact linked with reconciliation

**In the case of IPA** funded projects reconciliation as such was not the main focus of this action since it deals with the integration of the refugee and IDP population within their new host communities. However in the content of reconciliation there is a similar approach which was social inclusion, a high focus of the EU in general. This has been conducted through the inclusion of cca 20% of vulnerable domicile families in all IPA funded project components- except for building material. So as an example, for social housing in a supportive environment under the IPA 2007 project a total of 5 buildings in 5 municipalities with a total of 44 apartments had been built. Out of this number 37 units were for IDP and refugee families and 7 for vulnerable domicile families. Such an approach has multi-fold effects. Primarily it gives vulnerable domicile families to receive support as well, it improves the integration process of the new families in their new communities and last but not least it gives a sense of importance to the local population that sometimes are a bit frustrated that a lot of support is going to IDPs and refugees while they are in need as well.

Under a different type of project – when return related activities are concerned a similar concept is used, especially focusing on support to the majority populations since normally returnees are from a minority. Also meetings for reconciliation and preparation for return are organized preparing the community to the return of their former citizens.

**In the case of EIDHR** projects the ranges of activities that have been supported by EIDHR transmit messages of inter-ethnic dialogue and reconciliation. These projects could be recognised as positive

actions contributing generally to the strengthening of tolerance within the society as well as the possibility for national minorities to preserve their cultural identity.

#### Key findings

- ✓ The impact is seen both on the level of the targeted beneficiaries, and more widely, on strengthening role of civil society in promoting human rights and democratic reform, promoting new approaches, policies and partnerships with the central and local authorities. The civil society organisations are increasingly becoming partners of the government in social service provision and development of evidence based policies.
- ✓ The implemented activities have provided durable solutions to the project families. It has decreased the pressure on the Serbian Commissariat for Refugees for both support and financial assistance. It also led to the closure of some Collective Centres in Serbia.
- ✓ Generally the projects appear to likely achieve the expected impacts, although they have done so at various levels. In those cases where impact was clearest, the reasons were, in essence, the following:
  - Appropriate analysis of the situation addressed; and
  - Provision of high level of skills and competences what enhanced the project credibility with their target groups.

#### Key findings

- Overall, the impact of Grant actions is rated as high.
- ✓ In the case of IPA funded projects the impact is rated as **very high**.
  - ✓ In case of EIDHR funded projects the impact is rated as **high**.
  - ✓ In case of CARDS CBC funded projects the impact is rated as **medium to high**.

## 5.5 Sustainability

### 5.5.1 EIDHR grants

The issue of project sustainability is addressed by the EIDHR, IPA and CARDS already in the project design stage. All the applicants are expected to give it special consideration and map out relevant steps to secure the sustainability of their projects. Various approaches have been used by the grant recipients in the quest for sustainability, and usually the EIDHR funded projects included a sizable capacity building component.

The beneficiary organizations continue performing relevant activities even when the project finishes. They have got experiences, skills, professional know-how and interest to continue providing professional services. Usually, they success to draw financial resources from other donor' funding to ensure sustainability of actions. For example:

- GRUPA 484, another source of funding secured for continuation of the follow-up activities from EU funds (IPA Civil Society Facility) and other institutions (Charles Stewart Mott Foundation, CCFD – Terre Solidaire) and published new issues of Journal Texture and Little Box editions.

Hereby a variation of projects disappears and the organisations further develop their services. As already noticed, they often become recognised specialists in the area of their activities. They conduct research, publish books and magazines.

One of the most common approaches, seen with almost all projects, has been the **creation of expert capacity** through intensive training. As a result, Serbia has now a solid pool of NGOs experts in various areas most of them are internationally acknowledged. For example:

- Two of the coalition members, **Project Coalition for the prison system reform**, became National Parliament Members (CHRNis and Dialogue Valjevo). Parliamentary commission for monitoring system of imprisonment was established as a result of interests of MPs after attending our round table where we presented facts and some of legal proposals; National preventive mechanism against torture is the parliamentary adopted body consisting of ombudsman and NGOs working in prison system.

The beneficiaries are usually able to continue with **applying a working methodology**, which was developed through the project.

- ALMA - Art in Literature as a Model for Advocacy (for minority rights) project, in working with the main target groups: high-school literature professors, school librarians (and professors of social science subjects) and youth (aged 15-19, high-school students).
- The NGO ASTRA has developed a methodology of preparing the Shadow report: *'In the next Shadow Report preparation, the capacity building component can be missing since the ASTRA has the know how already'*

Normally training goes hand in hand with **curriculum development**. For example:

- Program "We and the Others" on contemporary regional literature and literature of minority groups for high-school professors and school librarians was accredited for the academic years 2012/2013 and 2013/2014 upon the decision of the Institute for the Advancement of Education of the Republic of Serbia. This has contributed to institutionalization of the work of Gruppa 484 with literature professors and school librarians.

Institution capacity building has been another way of achieving sustainability as mechanisms of NGOs networks has been established in many areas of activities and professions. The beneficiaries are more educated in any area that the beneficiaries were dealing with and have better chances to protect their rights. The Mass media are more educated in the area and usually approach the NGOs since they expect the Project beneficiary also reacts in situations which belong to the activities implemented within the project.

### 5.5.2 IPA

- **Sustainability of individual housing solutions**

Form of construction material set and prefabricated house of housing solution is one of the most sustainable. Construction of a house or installation of a prefabricated housing unit, imposes personal responsibility of beneficiaries for further running cost and maintenance investments, as families now have "their own roof about their heads", which is an extremely important component of family life. In that sense, it is very likely to expect the sustainability of this type of housing solution for refugees and IDPs.

- **Sustainability of social housing in supportive environment**

The sustainability of this project component was established through the system of local management and decision making on its own beneficiaries. Direct coordination between the Center for Social Welfare and the local government will be of crucial importance for the sustainability of this housing unit. Not only the future maintenance costs are to be undertaken, but the payment of the 'host family' and eventual difficulties of the families to pay the running costs.

- **Sustainability of generation activities**

Basic level of sustainability of this component was largely achieved due to the fact that beneficiaries realized the importance of the obtained equipment and tools which were to be used for their own purposes and profit making. Broader and longer-term sustainability will depend on various factors, socio-economic stability of beneficiary families and, to a large extent, on the development of the entrepreneurial spirit of beneficiaries themselves.

The economic component results in high stimulation for private entrepreneurship, however the economic crisis and the fact that many SMEs fail in the first year can lead to less sustainability.

Following the opinion of other evaluation and the IAs, the impact of this component is greater for those beneficiaries who, besides income generation component, received the construction material set. Comprehensive approach (resolving a housing issue and support to income generation) has a greater immediate impact on a beneficiary's quality of life.<sup>52</sup>

The fact that families today are living in these objects proves also the sustainability of the action. Families have their homes which they live in – no rent conditions (Prefabs and Building material).

For future projects in order to obtain full sustainability with relation to the IDP problems the Kosovo issue would need to be resolved. Refugees will soon be taken care of through the Regional Programme, which leaves a high number of IDPs, however with political stability, enabling the persons to choose their option solutions will be more viable in this content. The effectiveness and sustainability of future IPA interventions will require higher involvement of the local authorities and by a case by case approach for the closure of CCs. Follow up of respective economic and social projects would be advisable and the continuous follow-up of the supported cases.

### 5.5.3 CARDS

The CARDS CBC programme was successful in building capacities on regional level for the use of EU funds and support of local economic development. The Municipalities and various stakeholders and beneficiaries from different sectors acquired experience with application and implementation procedures and got familiar with preparation and implementation of the EU funded projects. This statement is supported by the brief analysis of the portfolio of projects of the two beneficiaries and by the interviews.

There is a strong probability the Municipality of Vrsac, in cooperation with its Local Economic Development Department and Association of private SMS and entrepreneurs of Vrsac will continue providing the support of SMEs and farmers. The project staff from the Vrsac learned the project

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<sup>52</sup> (Evaluation Report for IPA 2007, written by Branka Pavlovic, the external project evaluator)



management skills, report writing, procurement procedures and requirements of EU visibility. The Municipality of Vrsac involved in the project implementation staff of its LED department and the Association of SMEs and entrepreneurs of Vrsac (UPMSPP) that is a professional association offering counselling services, information and support.

- The list of projects published on the web sites of the Municipality Vrsac indicating 15 projects completed with EU financial contribution of 7.2 MEUR and 6 projects under realization financed by IPA in total amount of 2.91 MEUR. The capacity to co-finance the projects from the Municipality budget (in total value of 3.0 MEUR) demonstrates the commitment of the municipality. Municipality of Vrsac has been financing and supporting the development of SMEs and Family farmers in its area.
- Municipality of Zrenjanin has realized during the last five years project in value of 10 MEUR. They are proud on being successful in getting funds for their projects in various areas and sectors (education, internet, GIS). A strong wish to organise further activities and projects have been observed.

Hence, in the case of the two above mentioned projects, the sustainability aspect can be rated as high. Another situation is in the case of the third project in scope, managed by the NGO Centre for rural development. The centre has limited number of staff and various activities. The sustainability is very low.

#### **5.5.4 The elements which hamper the impact and/or sustainability of the assistance**

Most of beneficiaries and stakeholders consider Government and local government political changes as the biggest risk for proper project implementation. The beneficiaries usually address the risks in their applications and project realisation. The main precondition is that the key persons in local government keep their positions during and after the project. Early local and parliamentary elections can negatively affect timely implementation of the project activities and their sustainability.

Cultural habits in rural areas deeply rooted strict division of roles in families. A lot of time and efforts is needed to change culture.

There is still need for donors' assistance, what is not an easy task to find a donor who covers the services. Due to the co-financing rules, matching funds with EIDHR grant is needed.

The advantage of NGOs is in bigger flexibility than state. They can assist in urgent cases faster.

In case of CARDS projects, the following elements have been noted causing risk to smooth project implementation: Customs regulations, Global crisis, Administrative obstacles. Since the participating companies, end-beneficiaries are rather small entities, they do not have legal departments and hence they have to learn how to deal with the administrative requirements.



### Key findings

Overall, the sustainability of Grant actions is rated as

- ✓ **Very high in case of IPA grants**
- ✓ **High in case of EIDHR grants**
- ✓ **Medium in case of CARDS projects.**

## 5.6 Visibility

### Key findings

Visibility was respected in each of the selected projects. Beneficiaries have organized press conferences, issued press releases, and implemented different public and promotional events. Visibility events had significant impact on the beneficiary itself. The various activities of projects have been sufficiently visible and properly advertised among relevant stakeholders. Unfortunately this does not apply for the general public. It has been assumed that the EU assistance was not sufficiently promoted to the end users and general public.

All EIDHR funded actions have integrated campaign to raise awareness related to the project. Usually standard type of actions following the guide on visibility have been organised, such as press conferences, press visits media announcements and various reports and leaflets published through the web site and printed materials. Following the interviews:

- the best visibility is the quality of the output itself;
- the Final Narrative Reports provide information about numerous list of publications produced, contacts with mass media, especially local TV and describe good practices;
- official events proved to be important for the beneficiary (*... 'Visibility approval was something that helped us in keeping pace with the project activities. Also, it was very useful to hear about other projects supported in this grant scheme and possibilities for incorporating synergies with other activities...'*), local community and visibility of the EU assistance.

Signing of the European charter for equality of women and men was a public commitment of the Municipality towards improvement of women situation and gender equality at local level. Based on the project final report and the interviews, these activities promote the relevant municipality and have spill over effect to other municipalities.

Also within the **CARDS CBC projects**, the public presentation of a project was usually done in the form of press conference, local media – TV and radio, news, web sites and fair newspaper, posters and flyers. Unfortunately, there is no sustainability in keeping the Project Websites actual. Out of three projects, one web site doesn't function anymore and the others are of poor quality lacking actual information. One beneficiary has transferred the maintenance of the web to a regional development agency that tends to present the region the farmers come from. The evidence of the web maintenance is the overview and analysis of audience on his site. For example, 11 % of visitors were the returning visitors, 89% were new visitors.

The four subsequent fairs realized within the Economy Integration for European Prosperity project in Vrsac resulted in consequent bigger attendance since the people communicated the information among them. The beneficiary believes the direct communication among the people is the best information dissemination tool.

The Expo-Agro-Banat fair was organized in the historical centre of Zerjanin and the Project Manager reports:

#### **Expo Agro Banat fair documentary movie**

##### **Case study**

As a pinnacle of the marketing campaign and promotional activities, with cooperation from the partners and media, filming of the Expo Agro Banat fair was conducted. All the events at the fair were recorded, including presentations, talks with organizers, exhibitors, participants and visitors. Finalization and montage of this documentary were completed and we have organized distribution in a DVD format to the target groups of the project.

The various activities of projects have been sufficiently visible and properly advertised among relevant stakeholders.

During the field mission and interviews with beneficiary families it has proved that the half of visited families and individuals was not aware about the source of funding and the European Union grant. It has been assumed that the EU assistance was not sufficiently promoted to the end users and general public.

#### **Key findings**

Overall, the visibility of Grant actions is rated as **medium** in case of all interventions of IPA, EIDHR and CARDS CBC.

## **5.7 Coherence and Donors Support**

Within the specific objective 2, the ToR requires focus on support provided by the EU and other donors to Serbia. It has been generally acknowledged that considerable resources have been provided to Serbia by various international donors, bilateral assistance and other donors to support regional, municipal and local development initiatives across Serbia in recent years by grant schemes and other interventions. This topic is only partly addressed by the evaluation.

Several donors support development efforts within democracy and human rights sectors:

- EU IPA, especially strengthens the judicial sector, democratic institutions and civil society, EU standards and guidelines implementation, and rule of law maintenance;
- UNDP and UNHCR, focusing on policy and technical support to combat poverty and to support democratic administrations, crisis management and refugees;

- OCSE supports democratic governance, legal security, ownership rights, anti-corruption and constitutional amendments;
- USAID strengthens economic development, democracy and civil society;
- Norway provides support to judicial issues and administrative reforms and security sector reform within the democracy and human rights area.

Capability to draw funds from various donors can be seen in most of NGOs, both the small ones, having the EIDHR funds, and the big international organisations merging funds from IPA, UNHCR and other resources.

Also the EIDHR funded NGOs have to be able to merge funds what is not an easy task to find a donor who covers the services. There is a good experience with bilateral donors, such from Switzerland, or from UN Voluntary Fund, Microsoft, International women club etc. For example, the NGO ASTRA co-financed its EIDHR grant (95%) by OAK Foundation (5%).

Ministries and state bodies lack of funds and hence, there is a low probability for NGOs to draw funds from state. However, as it has been already mentioned, the state more often requests advice from the NGOs and it becomes partner for various project activities. Yet, there is a problem in Serbia in need to get a permit for a ministry willing to participate in a project. More favourite situation has been observed in BiH, for example, where one of the EIDHR beneficiary organizations (IAN) closed a good cooperation with the Ministry of Health of BiH.

Some of the NGOs start to provide social services what has been domain of state so far. And, this is a change now in more possibilities for participation of NGOs. However, the recognition from state is still needed. The NGOs, additionally to the human right activities, the NGOs under assessment start to provide training.

Situation with bigger projects funded by IPA and managed by the international NGOs under the scope of evaluation can illustrate the example below. It demonstrates the capability of merging funds bounded for support of refugee and IDP population.

**Spin-off activities triggered by the IPA 2007 Grant  
Case study**

Medvedja: Upon completion of the building through IPA 2008 6 more prefabs were constructed – this basically closed the book on needed support for IDPs and refugees in Medvedja.

Smederevo: Simultaneous implementation of ASB and UNHCR through IPAs 2007 and 2008 UNHCR doing buildings and ASB Building material and economic support (IPA 2008). Under IPA 2009 construction of prefabs by HELP. And finally ASB again under IPA 2011 – also prefabs which will lead to the closure of the biggest CC in the Balkans.

Surdulica: Next to the constructed building for SHSE, the municipality requested funds for a day care centre for elderly and IDPs – two persons from the supported tenants in the new building constructed by ASB are working there now, and a new service exists for elderly thanks to the presence of the building.

Gadzin Han: SHSE building constructed by ASB – now under IPA 2011 new building by UNHCR – ASB will provide prefabs and the CC will also be closed.

Pozarevac: Roma settlement – new funds from USAID for social enterprise for secondary raw material collection received. US BPRM funds are constructing a joint living space for educational purposes for the children in the settlement.

It also needs to be mentioned that every building which has been constructed was also financially supported by the respective local authorities since they provided land plots and infrastructure connections for the buildings. In Pozarevac even more through foundations for the prefabs.

## 6 OVERALL FINDINGS AND CONCLUSIONS

The following findings and conclusions have been structured following the evaluation criteria and in respect to the evaluation questions given by the ToR.

### RELEVANCE

The assistance provided through works, supplies and grants has been **highly relevant** to the needs of Republic of Serbia. It complies with EU regulations established in CARDS, IPA and strategic objectives of EIDHR. It also responds to the needs of the country as described in the NAD and other national and programming documents (EU Progress reports, country assessments, sector strategies, PRS and IDP strategy). It also complies with regional strategic framework for assistance to refugees, and local action plans for assistance to vulnerable groups.

#### Regarding the works,

- The work contracts are directly linked with the national/municipal strategy policy in the field of energy, environment and integrated boarder management.
- Direct contribution to the municipal strategies (LAP) is evident.
- These project schemes produced outputs are fully respecting the planned targets and outputs particularly towards the environment helping to protect the population from health risks contributing to approximation of environmental norms in line with EU and of international environmental agreements. They also promote energy savings and significant cost savings with precondition to adopt cost-covering tariffs which generates autonomous financial means.

#### With regards to supplies,

- All supply contracts have delivered the equipment what was crucial for the execution and fulfilment of one or more technical assistance projects under different sector project fiches.
- The delivered equipment was utilised in a way that directly or indirectly contributed to the higher level programme objectives.
- The technical assistance and supply projects were well designed closely following the overarching relevant programmes.

#### And finally, the grants,

- **the IPA grants** have been extremely relevant support to the Republic of Serbia to respond to immediate needs of Internally displayed persons and refugee population in line with UN and International conventions, the MIPD 2009-2011, as well as the key Strategic Framework for resolving housing issues,<sup>53</sup>
- The EU supports the national strategy and aims at supporting Serbia in the resolution of the Refugee and IDP problems in the country. Therefore the implemented projects are direct measure of support towards to Serbian Government in the resolution of these problems. The joint efforts lead to a more organised support system and avoid duplications and overlaps. The criteria for beneficiaries have been jointly agreed upon and are unified for all projects and all beneficiaries across the country.
- **The EIDHR grants** provided necessary support to civil right defenders and other initiatives aiming at supporting the democratisation processes and improvement of human rights. They

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<sup>53</sup>National strategy for resolving problems of refugees and internally displaced persons for the period from 2011 to 2014.

also responded to the needs to strengthen capacities of CSOs to monitor and be included in the policy making processes.

- **The EU CBC strategy** has been relevant for Serbia's reinforcement of cooperation between partner countries, especially in promotion of economic and social development in the border areas, in the joint cooperation in addressing common challenges.

## EFFICIENCY

The assistance can generally be viewed **as efficient**. Even though, the implementation in some cases faced delays in contracting and delivery of equipment or TA, there have been encouraging examples of utilisation of funds in more efficient manner to increase the number of supported activities. For example,

### The works

- All selected projects' schemes were highly efficient. They have used resources propriety and economically to get the desired outputs.
- The tender and awarding procedures were done fully in accordance with contractual conditions implemented. Extension of times and addendum procedures were done smoothly and respond to the actual situation on the spot.
- Works contracts were professionally covered by supervision team – technical assistance to the Contracting Authority.
- Works contracts have significant link with other similar/relevant contracts that cover particular implementation field.
- Works contracts support interventions are coherent and complement to national/municipal development strategies having proper accountability for intervention resources.
- Works contracts key stakeholders, involved in projects implementation, portrayed high capacity to manage investments allocated by EUD in Serbia.

### The supplies

- The administrative procedures went quickly and were promptly adjusted to respond to changes in projects' execution.
- In one case out of ten the contract split into four lots resulted with slightly reduced efficiency for the beneficiary due to different companies winning different lots.
- The supply contracts were very well linked and managed by related technical assistance projects.

### The grants

- The evaluators found that the projects were generally effective, in the sense that they achieved their objectives. All projects have achieved their expected results with the best possible use of resources. All projects have entirely implemented the planned activities: where delays have occurred, they were manageable, and in those cases, the implementing NGOs were actively working on plans to catch up and implement all planned activities during the project period.
- As a result of grant schemes, the beneficiary organizations are more skilled in project management activities, reporting, monitoring, and work with mass media. There is a strong evidence of efficient grant management capabilities in the beneficiary organisation that are the NGOs and local authorities. The capacity is steadily growing and all the interviewed beneficiaries demonstrate long-term involvement in designing and implementation of EU and other donors' funded projects.

- Considering the fact that several projects were implemented throughout the country in a number of municipalities the projects have a good cost/benefit ratio.<sup>54</sup> It has been concluded that the projects' costs have remained relatively low, even more a higher number of beneficiaries were supported than initially planned, due to the previous experiences of the Implementing agencies and the good coordination with relevant stakeholders. There are a number of examples of beneficiaries that have achieved more positive results that were unexpected, for example due to savings.
- Due to the existence of concrete and specific implementation modalities the smooth progress could be guaranteed. The close cooperation with state and local authorities was assessed as crucial for project success.

## EFFECTIVENESS

The assistance has brought significant **effects**. All the selected projects generated significant effects for the target group through fitting project design, logical relation between activities, results, specific and overall objectives. In all selected projects, activities were designed to address the problems of target groups in the best possible way.

**The work contracts** resulted in improved infrastructure and working environment conditions for various supported institutions:

- The outputs produced are in line with the planned targets and outputs anticipated, covering all the stages of the project cycle - design, implementation, organisation and management of the schemes.
- The environmental schemes have direct positive impact on environment with significant pollution reduction. The utility schemes are delivering essential resources to the beneficiary which have direct positive impact on health and future commercial development in the municipality
- the energy schemes directly contributed to the implementation of the relevant elements of the energy strategy with direct positive impact on the economic development
- The interventions in transportation sector, particularly the integrated boarder management, made pre-conditions for the boarder services efficiency as technical competence of the customs and police services. However, due to particular rules and Bulgarian process of privatisation the IBM is not fully in function.

**The supply contracts** resulted in improved technical capacities of beneficiary institutions that enabled more efficient work.

- Overall, the delivered equipment directly contributed to the achievement to the specific objectives and indirectly to the higher level objectives of the programme.
- Some small parts of the delivered equipment was not immediately fully utilised in one of the evaluated contracts due to beneficiary not having the full capacity at the end of the projects.
- In one instance the equipment/system was not optimally integrated due to several companies winning different lots.
- In one instance the system was delivered long before it was put to production and this slightly reduced the effect of the assistance.

<sup>54</sup>The staff allocated to the action represented below 9% of the total budget of the action.

**The EIDHR, IPA grants** brought positive results in empowerment of marginalised groups, particularly the IDPs and refugees, and assisted establishment of necessary institutional and civil society lead foundations for more structured assistance to these groups. For example,

- The expected results have been reached; even the number in some components exceeded the planned. Today, several years later the impacts of the actions are still visible in the field.
- The implemented activities have provided durable solutions to the project families. It has decreased the pressure on the Serbian Commissariat for Refugees for both support and financial assistance. It also led to the closure of some Collective centres in Serbia.
- Regarding effects on the project partners involved in specific activities (training and beneficiary identification process of the economic component of the action) there has been simultaneously increased capacities of the local NGO and municipalities which lead to their future abilities to implement EU funded projects.
- **The CARDS interventions** contributed to development of the economic and social progress in the region, and to increase of managerial experiences of the Municipality staff and stakeholders especially in dealing with local economic development support.

## IMPACT

Better infrastructure is extremely important precondition for easier access to different services and improving the quality of life of people, and improvement of business environment. For example,

### Works project schemes

- There are evidences of direct contribution to the positive environmental impacts to the beneficiaries in reducing significantly the pollution.
- Also those schemes are contributing to the improvement of the health conditions and life expectancy, wide life habitants, agriculture, livestock and finally protection of the underground waters.
- Works contributed to strategic positive impact on Southern Serbia electric supply strengthening.
- The work contracts also have direct positive impact on reducing time, custom and police procedures and increase economic exchange of goods and people.

Also, **supplies** assisted the beneficiary institutions to perform the needed transitional changes, thus allowing for new project and services to be build upon delivered equipment together with the new organisational structure and working processes.

- In most cases completely new systems, procedures and services were introduced and the other cases the existing systems were upgraded according the EU standards and requirements.
- The supply contracts and technical assistance projects generally improved the beneficiaries' capacity in fulfilment of the relevant EU requirements (directives and regulations).
- The sampled contracts respectively had the planned impact on their belonging sectors such as environmental policy and administrative management, public finance management, legal and judicial development, electrical transmitting and distribution, water transportation, trade facilitation, air transport, employment policy and governmental administration.
- The full realisation of the project fiches also allowed for spin off projects and services initiated by the beneficiaries themselves.

**The grants** have a strong impact on the strength of civil society organisations to organise their work and improve know-how on the policy process, at the same time responding to the needs of their constituency. The civil society organisations participating in EIDHR, IPA and CARDS frameworks are increasingly becoming partners of the government in social service provision and development of evidence based policies.

**The results of the IPA Action** supported the Government of Serbia commitment to the EU integration process as well as the National Strategy for Resolving the Problems of Refugees and Internally Displaced Persons, particularly in relation to the actions aimed at closing the collective centres. While on the local level they fed into the Local Action Plans prepared by the Municipalities and in that way directly contributed to both the closure of collective centres and improvement of the vulnerability status of the displaced population (and to certain extent the domicile population), as well as the capacity building of the local government in preparing for direct approaching the donors' funds.

- Number of individuals improved their living conditions, moved into the new EU-funded apartments and has got a chance for a better life. Their lives and lives of their family members have improved through this assistance. It represents brighter and a more prosperous future. Employment possibilities have improved for number of families receiving business start-up training and in kind support to kick off their newly registered business.
- The ranges of activities that have been supported by EU transmit messages of inter-ethnic dialogue and reconciliation. The grant projects could be recognised as positive actions contributing generally to the strengthening of tolerance within the society as well as the possibility for national minorities to preserve their cultural identity.

#### Regarding the **EIDHR interventions**

- The lessons learned from EIDHR projects' implementation and specific working experience with the target groups becomes a specific know how of the beneficiary organizations. A good practice can be seen in dissemination of the lessons learned through various professional events (congresses), presentations and networking meetings.
- The NGOs in role of implementing agency, become think-tanks in their specific area of action, and, as a result of project, they increased their research capacity. They become partners of the Government institutions by bringing their know-how.

#### As a result of the **CARDS interventions**

- The economic and social development in the border area has been enhanced. The beneficiary becomes more experienced and familiar with problems in his area of activities and hence, as a consequence of the project implementation, it is able to design a new project relevant to the needs, priorities and national and local strategies. This is evident in sequences of projects of all beneficiaries.

## **SUSTAINABILITY**

The sustainability of the assistance is relatively **satisfactory** and can be rated as medium/high. Main factors influencing the sustainability of the assistance are linked to government's changes and readiness to invest in maintenance of the equipment and new infrastructure established through work, supply and grant contracts. For example



## Works

- Project schemes have enough sufficiently trained staff to run/operate with the facilities.
- Project schemes generates enough income (or get enough financial support from the public/utility companies) to sustain normal current and future operation.
- Project schemes have good maintenance arrangements although there is a room for improvement to maximize the level of effective maintenance.
- Project schemes had no adverse but positive effect on the environment.

## Supplies

- There is room for improvement in the sustainability level of the evaluated contracts although majority of the contracts have planned budget and human resources some of the contracts are not planned in new budget. The reason for that is the new fiscal policy after the change of the government that had not approved the budget for the respective beneficiaries.
- Some beneficiaries have difficulties in improving their human resources capacities due to restrictions in public administration.
- In one case the equipment was not upgraded after the project finished and it is closing the end of life.
- Another important factor is that the IT equipment get outdated rather fast (approximately 5 years lifespan for IT equipment) and there is a need of constant upgrade which has associated costs.

As for **grants**, the capacities of organisations are institutionalised to a large extent in their organisational structures. The policies and new legislation that has been adopted is a strong sustainability prerequisite. However, many local organisations struggle with continued funding and support by local governments, and this is a general weakness of grant component. The lack of capacities at local level to extend and continue the project results/models is a threat to sustainability as the local governments often cannot follow up on the established action plans and/or services.

## In case of IPA

- Traditionally in Serbia, permanent housing ownership has been regarded as security and immovable property and an asset in which to invest for life. For this reason, both Partial Self-help and prefabricated houses prove to be extremely beneficial means of resolving the housing issue and achieving durable solutions, as either integration or enhancement of livelihood conditions. Construction of a house or installation of a prefabricated housing unit, imposes personal responsibility of beneficiaries for further running cost and maintenance investments, as families now have “their own roof about their heads”, which is an extremely important component of family life. In that sense, it is very likely to expect the sustainability of this type of housing solution for refugees.
- Income generation activities primarily had a direct impact on the confidence of beneficiaries in the domain of work and earnings. However the economic crisis and the fact that many SMEs fail in the first year can lead to less sustainability but during the monitoring all equipment was still in proper use.
- For future projects in order to obtain full sustainability with relation to the IDP problems the Kosovo issue would need to be resolved. Refugees will soon be taken care of through the Regional Programme, which leaves a high number of IDPs, however with political stability, enabling the persons to choose their option solutions will be more viable in this content.
- The effectiveness and sustainability of future IPA interventions will require higher involvement of the local authorities and by a case by case approach for the closure of CCs. Follow up of respective economic and social projects would be advisable and the continuous follow-up of the supported cases.

### **In case of CARDS**

- Municipalities have been more and more involved in process of supporting economic development, rural development, and business opportunities. Due to numerous experiences from donors' funded projects, they operate good track of records, databases and contacts to disseminate relevant information.

## **VISIBILITY**

Visibility was respected in each of the selected projects. Beneficiaries have organized press conferences, issued press releases, and implemented different public and promotional events.

The various activities of projects have been sufficiently visible and properly advertised among relevant stakeholders. Unfortunately this does not apply for the general public. It has been assumed that the EU assistance was not sufficiently promoted to the end users and general public.

## 7 RECOMMENDATIONS

In this final chapter, a set of recommendations are proposed, based on the findings related to the different evaluation questions (Chapter 3, 4 and 5) and on the main conclusions and lessons learned that could be drawn (Chapter 6). In order to enable good orientation in the text for The EUD Task Managers and the projects' stakeholders, the recommendations are presented in a logical order by type of projects. The recommendations are presented with cross-reference to the appropriate findings, lessons and conclusions.

The recommendations are addressed mainly to the EUD, even though some of them may require consultations with Brussels (EIDHR) and SEIO. The recommendation proposed deal with the delivery of the assistance and, especially the strategic issues. Some of the recommendations have been addressed to the beneficiaries and the NGOs.

**Table 16:** List of recommendations

<b>No</b>	<b>Recommendation</b>	<b>Responsibility / Addressee</b>	<b>Timing</b>
	<b>Works - Strategic recommendations</b>		
1	<b>Environmental interventions</b> It is strongly recommended future implementation of hydraulic ash disposal transport schemes with reduced water/ash ratio that impacts on more compacted ash disposal landfill thus increasing its disposal life and fully addressing the Serbian environmental strategy. Gained technological knowledge make possible future investments follow up and replication/expansion on similar project schemes.	EUD, SEIO, Relevant authorised project applicants through the Sector Working Group	Programming 2014-2017
2	<b>Environmental interventions</b> Same recommendation is given to regional/municipal landfills applications with emphasis on the preliminary activities that ensure endorsed Inter Municipal Cooperation Agreement and related functional management contracts, since the local utility companies are very much vulnerable to political changes and local interest. More improved design is needed that will solve in advance landfill slopes liner protection.	Local self-government representatives (LSGs), Sector work groups, SEIO	Programming in 2014-2017
3	<b>Environmental interventions</b> This evaluation is also recommending future implementation of projects schemes that deliver <b>clean potable water supply to the citizens</b> . Particular cost benefit analysis could be required to value or determine the investment decision for the schemes that deliver potable water from deep aquifers. The operational expenditures could significantly burden the produced potable water unit cost.	EUD, SEIO, Sector work groups, Local self-government representatives (LSGs)	Programming in 2014-2017
4	<b>Energy sector interventions</b> Future implementation of DHC projects schemes is recommended since they are fully in accordance to Serbian environmental and energy strategy. Adopting of environmental friendly natural gas as main energetic source reduced significantly the solid/liquid fossil fuel emissions with direct improvement in the environment. These systems can receive very easily follow up investments especially in the direction of utilization of renewable energy resources and can implement tariff system that promotes energy savings that generates autonomous financial means.	Relevant authorised project applicants through the Sector Working Group, EUD, SEIO	Programming in 2014-2017
5	<b>Energy sector interventions</b> Same recommendation applies to investments in strategic transmission lines that contribute towards stabile power supply, regional energy exchange, creation of an economic electricity market in Serbia that is in line with the Energy	EUD, SEIO, Relevant authorised project applicants	Programming in 2014-2017

No	Recommendation	Responsibility / Addressee	Timing
	Community Treaty and Regional Energy Market. The technological knowledge gained from this development can be very easily implemented on new local capacities, reconstructions and in new interconnecting lines.	through the Sector Working Group.	
6	<b>Transportation management infrastructure</b> Investing in railway border crossings improvements with implementation of Integrated Border Management System, will facilitate the efficiency and technical competence of the customs and police services, will increase the transportation flows on goods/passengers and will trigger bigger economic exchange between EU neighbouring countries and Republic of Serbia. Continuous maintenance beneficiary support is needed to keep the good condition/shape of the performed works.	Relevant authorised project applicants through the Sector Working Group, EUD, SEIO	Programming in 2014-2017
<b>Supplies - Delivery of assistance recommendations</b>			
7	<b>Beneficiary Institutional Building</b> The evaluation showed that although the scores are high there is still room for improvement of the overall contract implementation. The beneficiary institutions in Serbia are reacting well to the received assistance in supplies and services, but some delays or disturbances are present mainly due to political changes and the budget policies.  It is recommended that the EUD work even more with educating the beneficiaries on how the best manage the contracts and projects, as well as in helping them to improve their institutional capacity to absorb and handle the provided assistance by training the project implementation units within the ministries to better work with the EU provided assistance.	EUD, SEIO, Relevant authorised project applicants	Programming in 2014-2017
8	<b>Beneficiary Budget Planning</b> Three of the contracts had less than very high sustainability criterion. The reason mainly being that no funds have been allocated in the new budget for supporting the operation of the donor supplied equipment. It can be seen in the practice that the sustainability of the delivered equipment in the governmental institutions is highly susceptible to the fiscal policy of the government. Therefore it is recommended that the EUD works with the Serbian government to raise the awareness of the importance of all projects that are jointly being undertaken by discussing the sustainability of the undertaken projects and explaining their importance in the EU accession of Serbia.	EUD, SEIO, Relevant authorised project applicants	Programming in 2014-2017
9	<b>Beneficiary Human Resources Planning</b> Likewise, the Human resources capacity of some beneficiary institutions needs improvement by training and probably assignment of more staff.	EUD, SEIO, Relevant authorised project	Programming in 2014-2017

No	Recommendation	Responsibility / Addressee	Timing
	It is recommended that the EUD focuses on the human resources aspect to make sure that the value gained from the invested donor funds is maximised.	applicants	
10	<b>Selection of mature institutions and projects</b> Another way of ensuring a better project/equipment supply outcome is by ensuring that the targeted beneficiary has reached a level of maturity and has the internal capacity of managing and absorbing the project/equipment.	SEIO, Relevant project authorised applicants	Programming in 2014-2017
11	<b>IT related contracts differ from other types of contracts</b> Because of the fast market growth in the world IT sector, providing IT equipment as supply assistance has its own specificity. The life span of the IT equipment is usually around 5 years and the beneficiaries need to have a good understanding of the total costs of ownership before accepting any new IT equipment. Also it is good practice to develop the new system on existing equipment and only procure the new hardware once the system needs to be integrated and deployed.	Relevant authorised project applicants	Programming in 2014-2017
12	<b>Beneficiaries should assume ownership of the supplies</b> Once the equipment is delivered, the beneficiaries should be made aware that they are the owners of the supplies and cannot rely on further donor assistance to sustain the equipment in the future. The process of taking ownership includes planning for the newly acquired equipment and maintaining and upgrading it regularly. In practice the costs of neglecting the equipment maintenance and upgrade is much higher than regular maintenance.	SEIO, Relevant project authorised applicants	Programming in 2014-2017
13	<b>Form of the supply contracts</b> <b>It is very hard to estimate whether issuing the supply contract in one lot or several lots is the best solution and it is heavily dependent on a case by case basis. However more effort can be made to have the best option for the beneficiary.</b>	EUD, SEIO, Relevant project authorised applicants	Programming in 2014-2017
14	<b>It is recommended that the EUD uses its experience and possibly experience of other EUDs in the region to better handle the definition of the supply contracts.</b>	EUD	Programming in 2014-2017
	<b>Grants – strategic and delivery of the assistance recommendations</b>		
15	<b>Further targeting vulnerable persons, refugees and IDPs</b> The IPA projects have developed in such a manner that they have been improved, primarily through the higher involvement of the local authorities and by a case by case approach for the closure of Collective Centres.  Follow up of respective economic and social projects would be advisable and a continuous follow-up of the supported cases. Due to the specific and disparate target group, this should be done case by case what requires higher	EUD, SEIO, Relevant project authorised applicants, Local self-government representatives (LSGs).	Programming in 2014-2017

No	Recommendation	Responsibility / Addressee	Timing
	allocation of human resources.		
16	<b>Involving other project stakeholders</b> Given the fact that the SHSE is grown under auspices of the Ministry of Labour and Social Policy (MLSP), and that it supports development of SHSE program within the national social policy under the scope of extended rights in social protection (decentralised activities), it will be recommendable to involve the MLSP and local governments in the programming of the assistance.	EUD, SEIO, Local self-government representatives (LSGs)	Programming in 2013 and 2014-2017
17	<b>Focus on young people</b> Focus on young people is perspective from the opinion of the beneficiary organizations in all types of EU interventions.	EUD	Programming in 2014-2017
18	<b>Support to innovations in EIDHR and IPA projects</b> New grant programs should be more open for innovative projects, new ideas and strategies to reach objectives.	EUD, SEIO	2013 onwards
19	<b>Support of project application by problem analysis</b> The EUD should ensure that the EIDHR/IPA applicants that propose to engage in EIDHR/IPA activities should enhance the problem analysis which underpins the design of their project, so that activities and indicators of success are clear. To that end, they should confront their analysis with that of other organisations with relevant expertise and/or credible research institution.	EUD, SEIO	2013 onwards
20	<b>Use of operational grants, sub-granting</b> So far, the EU Delegation to Serbia did not have practice to finance core support to CSOs. Although there are opinions that such support is not beneficial to the sustainability of CSOs, there are suggestions that this sort of grants enables organizations to focus on the implementation of their strategic plans and accompanying activities, as well as to finding sustainable solutions for their work. For the very reason of difficult financial sustainability, members of the European Economic and Social Committee (EESC) Study Group suggested in their Preliminary draft opinion of the Section for External Relations on the Role of civil society in EU-Serbia a change of fiscal and tax policy in the Republic of Serbia in the process of EU integration which will help future functioning of CSOs. The EUD should further consider the possibility of allocating operational grants in certain cases, where they can play a significant role in reinforcing the sustainability of beneficiary organisations. The EUD should also further consider possibility of allowing grant beneficiaries to provide and administer sub-grants of less than EUR 10,000. This could help small organisations without increasing the transaction costs at EUD level (provided the recipient of the main grant took responsibility for the sub-grant's oversight).	EUD	2013 onwards

No	Recommendation	Responsibility / Addressee	Timing
	In regards to co-funding, the beneficiary would welcome not to increase the share of co-funding, but quite the opposite, it should be smaller. The suitable solution has been applied on EIDHR projects, where in lot 1, for projects up to EUR 50,000, required co-funding was 5%.		
22	<b>Opportunities for thematic collaboration across EIDHR/IPA-supported projects</b> The EUD should consider ways of encouraging collaborative activities between NGOs implementing projects with EIDHR and IPA funding including the possibility of establishing a small fund to support such activities. In particular, collaboration should be encouraged in relation to advocacy and lobbying, between organisations with similar or complementary objectives, and bring together organisations with a credible track record on specific concerns and organisations with expertise in the legislative and policy-making process.	EUD, SEIO	Programming in 2014-2017
23	<b>Visibility management</b> It has been observed that the end beneficiaries (refugees and their families) often do not know the origin of donation they had benefited from. Greater visibility of vulnerable groups and persons at risk (victims of torture), personal contacts achieved and specific needs recognised can in a long term lead to better sensitivity, greater willingness and availability to help. The project beneficiaries should promote the EU assistance among the end beneficiaries and the general public more effectively.	EUD, SEIO	Programming in 2014-2017
24	<b>Recommendations to the NGOs – Beneficiaries buy-in and feedback</b> Organisations should systematically seek feedback from beneficiaries on the design and implementation of the projects, and regularly inform them on development, achievements and challenges. This would enhance accountability and effectiveness.	CSOs, SEIO	2013 onwards
25	<b>Recommendations to the NGOs - Coalition Building</b> NGOs should, as a matter of course, systematically consider building coalitions to apply to EIDHR/IPA funding, ensuring that coalition members have complementary skills and experience. This approach could enhance in particular the advocacy aspect of projects.	CSOs	2013 onwards
26	<b>Information and knowledge management</b> More attention needs to be paid to both information and knowledge management. <i>Information management</i> mainly refers to establishing and regularly maintaining a proper filing system for both electronic and paper files. <i>Knowledge management</i> implies working analysing and learning from relevant programme related information. Moreover, IPA requires the establishment of an IT based Management Information System.	CSOs, SEIO	2013 onwards



## 8 PROPOSAL FOR POLICY OBJECTIVES AND RELATED MEASURABLE INDICATORS FOR FURTHER ASSISTANCE

Based on the results of impact of previous assistance, propose **measurable policy objectives** and related **measurable indicators** for further similar assistance (the next Multi-annual Financial Framework).

The proposed multi-annual and sector based approach for IPA 2014-2020 means setting more clearly the strategic frameworks for directing the support from the EU funds by sector, with the definition of more measurable general objectives and results within programme sectors, thus creating the basis for better performance and evaluation of effects of support provided through IPA.

The introduction of a sector-based approach to the preparation of the NAD for 2011-2013 was followed for the first time by the development of performance indicators for each sector, in a process managed by the SEIO and with cooperation with the ministries.

### 8.1 Quality of indicators in relation to strategic objectives and their measurement

The established indicators signposted the change along the path of initiatives and described the way to track intended results that were critical for evaluation. They measured the progress and achievements, as understood by the different stakeholders, clarified the consistency between activities, outputs, outcomes and impacts, demonstrated the progress and assessed the project and staff performance

Gathered Quantitative indicators statistical measured output/outcome results in comparison to design requirements and changes made in the implementation process.

**In case of works** qualitative indicators reflected stakeholder's judgments, opinions, perceptions and attitudes towards the implementation and operation of the selected schemes and measure the results in terms of:

- Compliance with the national /regional/municipal strategies/action plans;
- Quality of works performed and outcome/output results.
- Possibility of Extension and investment follow up;
- Level of archived results; senior management engagement and the level of commitment

Indicators Impact/Outcome/Output - What was observed /measured to generate evidence?

- Delivered outputs/outcomes compared to project and contract documentation;
- Quality of the outputs;
- Defined intervention logic that demonstrate how the outputs will produce the intended results;
- Project outputs that met the utilized priorities of the beneficiary organisations;
- % outputs and results achieved;
- Number of projects/contracts funded following sectors coverage/target groups;
- Size and average size of contracts;
- % of planned outputs and results delivered

- The contracts/projects can be logically aligned to the national strategic plans;
- Suitable impact indicators and targets were defined and achieved;
- Evidence of sustainability in completed comparable interventions were identified suggesting likely sustainability:
  - Human resource and budgetary plans in beneficiary organisations;
  - Number of long-term employed persons involved;
  - %staff turnover in the beneficiary institutions;
  - Relevant regulations / legislation in place;
  - Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support);
  - Evidence of maintenance services.
  - Impact of the intervention:
    - Impact on the employment on rural social group;
    - Impacts in terms of improvement of health condition;
    - Impact on social wellbeing through, for example, increased life expectancy;
    - General positive impact on environmental issues related to project operation;
    - Positive Impact on wildlife habitat (ecosystem);
    - On Agriculture, livestock;
    - Positive impact on underground waters;
    - future maintenance costs are subsumed in national /regional/municipal budgets;
  - Factors affecting impact and sustainability of projects - external to the assistance and internal to the management of the assistance;
  - Factors diminishing the institutional preparedness for change and sustaining changes;
  - Visibility:
    - Information disseminated among the target groups and general public;
    - Site boards with information on project and investment made;

Some measurable indicators for the **supply contracts** could be:

- The planned delivery time minus actual delivery time,
- The ratio of the annual maintenance fee and the cost of the supplied equipment,
- Number of people and time spent on training of the trainers/users to use the equipment,
- Number of objectives directly impacted by the supplied equipment,
- Number of higher level objectives indirectly impacted by the supplied equipment.
- Number of direct and indirect beneficiary users of the supplied equipment (even estimated).



THE EUROPEAN UNION'S IPA PROGRAMME FOR SERBIA

EVALUATION OF WORKS, SUPPLY AND GRANT  
CONTRACTS IMPLEMENTED AND FINANCED BY IPA AND  
CARDS PROGRAMME AND EIDHR

Letter of Contract N°2012/304630-Version 1

EVALUATION REPORT

VOLUME II: ANNEXES

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# Annexes

## 1 WORKS CONTRACTS

### 1.1 Works Project Schemes Description

#### Environmental interventions

Serbian environmental strategy is defining very precisely the target for this intervention with the main goal to *“help preserve natural assets and avoid irreversible losses, protect the population from health risks, help with upgrading of solid waste and waste water disposal, approximation of environmental norms with those of EU and of international environmental agreements.”*

- **162741-04SER01/06/029, Ash disposal system, Nikola Tesla B Thermal Power Plant**

This works Contract contained the design, manufacturing, delivery, erection, commissioning and trial run of the following main technological systems:

- Construction of new fly ash silos, bottom ash silo and belt Conveyor Bridge for bottom ash transport;
- Pneumatic fly ash transport under the boiler/ electrostatic precipitators up to the fly ash silos;
- Bottom ash transport from boiler to bottom ash silos;
- Systems for preparation of thick ash slurry and pumping to the existing ash disposal area;
- New long distance ash slurry pipelines to existing ash disposal site;
- All required auxiliary systems such as water supply, transport air supply, electrical and I&C systems.

This project was implemented by means of a Works Contract signed between the following parties:

- Elektroprivreda Srbije (“the Employer”) and the
- Consortium Energoinvest, d.d.-Sarajevo Bosnia & Herzegovina and EWB Ltd Hungary (“the Contractor”)
- Contract was endorsed by the European Agency for Reconstruction on 22 March 2007.

This Works Contract was initially signed for an implementation period of 17 months starting on 22 March 2007. Addendum n°4 of the Works Contract has subsequently extended the implementation period until 2 August 2010. In addition, Addendum n°6 of the Works Contract has increased the contract price to EUR 29,080,218.73 without changing the contribution of the EU Delegation to the Republic of Serbia.

- **166418-06SER01/16/004, Construction of Regional Sanitary Landfill "MutinaPadina", Pirot**

The Municipalities of Pirot, Babušnica, Dimitrovgrad and BelaPalanka (total population 105.000) established regional solid waste management scheme that includes operation of regional sanitary landfill. The site for the landfill is located in Pirot municipality (MuntinaPadina) near the motorway BelaPalanka - Pirot. The solid waste management scheme fully is in compliance with Serbian and EU standards as well with Serbian Waste Management Strategy.

Beneficiary (ies) fulfilled the following main strategic goals:

- Provision of reliable and safe urban solid waste collection and disposal in line with EU solid waste management practices;
- Significant improvement in the overall environmental status of the municipalities;
- Reduction/elimination of the existing risks to public health due to the existing waste dumps in the region which are classified as K4: (dumpsites, not fulfilling minimal protection measures, completely filled up, requiring immediate closure, restoration, and re-cultivation).

The project scheme is consists of:

- A new regional sanitary landfill that will be used for reliable and safe urban solid waste disposal.
- A new access road to the land fill site;
- Supply and delivery of new collection trucks and containers.

The estimated lifetime of the landfill is 30 years. The landfill usage will be covered in 3 phases:

- Phase I - 12 years
- Phase II - 9 years
- Phase III i IV - 9 years

The works contract parties were:

- Contracting Authority: Municipality of Pirot,
- Financing Authority: Delegation of the European Union to the Republic of Serbia
- Contractor: ALPINE Bau GmbH,

EUDel Final Contract Amount: 3,192,308.65€.

Works commenced in October 2008. Scheme was Provisionally Accepted in December 2010. Final Acceptance Certificate was issued in December 2011.

- **162986 - 04SER01/11/106, Water treatment plant in Indjija and replacement of well pumps.**

The municipality of Indjija is located in Serbia, Vojvodina province, the district of Srem. Water quality analysis of water in the existing water wells in Indjija indicated that some of chemical parameters fail to comply with the current Serbian potable water standards (primarily increased concentrations of iron, NH3 and NO3, but in some wells arsenic was also identified).

The overall objective of the project was to provide potable water for the inhabitants and to contribute to the local economic development of the municipality or to:

- To provide potable water in accordance to Serbian and international standards
- To increase the attractiveness of the region as a location for investments, leading to increased volumes of investments in services and production;
- To increase the levels of foreign trade activities based in region;

- To increase the tourism related income in the region.

Through building the Potable Water Conditioning Plant - the Water factory, the Municipality of Inđija provided their inhabitants with potable water of acceptable quality in line with the EU standards through particular implementation of the following:

- To provide additional water sources capacity in order to ensure more reliable and stable water supply and enable connection of new consumers (in Čortanovci, Ljukovo, Jarkovci);
- Provision of the Water Distribution Network for villages Ljukovo and Jarkovci and connection to central water supply system in Inđija;
- To improve overall water supply level of service and provide adequate potable water quality for all residents connected to the central water supply system in Inđija;
- Transmission main Beška - Čortanovci to transfer potable water to settlement Čortanovci;
- Construction of the 7 new wells: 4 in Inđija, one in Maradik, one in Beška and one in Novi Karlovci;

Initially project part financed by EAR covered 120l/s water treatment plant performance, replacement of 21 well pumps, auxiliary connections and landscaping plant facility works by means of a Works Contract, was signed between the following parties:

- Municipality of Indjija, as the "the Contracting Authority" and
- Consortium led by Cuiligan Italiana S.p.a.as the "the Contractor".

Contracted value was 1.800.000€. Addendum Nr. 1 increased EAR contribution up to 2.400.000€ helping municipality to complete 1<sup>st</sup> phase including distribution line from the Plant to 10 additional settlements.

The total implementation cost value was € 7.652.100 where EAR contributed with € 2.400.000, Municipality with € 680.000, Vojvodina capital investment fund € 2.737.100 and NIP with € 1.435.000. Construction supervision and contingencies had value of € 400.000.

Works commenced on 2<sup>nd</sup> July 2007 and finished in October 2008 when were handed over to the Beneficiary. Final Acceptance Certificate was issued in August 2009.

## **Energy sector interventions**

EAR implemented Rehabilitation and Modernisation DHS project schemes in five Serbian cities.

The cities were selected from a long list provided by the Serbian Ministry of energy and mining using a multi-criteria analysis; the two decisive factors were the size of district heating (expressed in terms of connected customers' floor area) and availability of existing detailed plans for district heating modernization.

The following five cities were selected: Čačak, Pančevo, Subotica, Užice and Valjevo and the following measures/criteria were implemented:

- Measures that will solve acute problems regarding the technical condition of current equipment, operation efficiency and impact to the local environment.
- The equipment covering current district heating customers with possible extensions of capacity corresponding only to realistic assumptions on new connections.
- Measures that corresponds to priorities as seen by the district heating company



- The total estimated costs of interventions should not exceed Eur 3,8 million per city.

Serbian environmental strategy is defining very precisely the target for this intervention with the main goal to *“help preserve natural assets and avoid irreversible losses, protect the population from health risks, help with upgrading of solid waste and waste water disposal, approximation of environmental norms with those of EU and of international environmental agreements.”*

The overall objective of these interventions was to provide capacity building technical assistance to the district heating companies to make the institutional changes necessary to ensure their commercial viability with the main purpose to:

- Improve the quality of service and reducing costs. District Heating Companies need to provide a reliable and environmentally friendly heating service at least cost.
- Implement a tariff system that promotes energy savings and correspondingly cost savings by stimulating efficiency and performance improvements in all sections of the value chain (starting from fuel suppliers, including District Heating Companies, up to consumers) and allow the consumers to determine the quantity of heat they use by themselves.
- Improve the financial situation of the District Heating Companies: Under the current conditions, the District Heating Companies are under-capitalized. Accordingly, investment measures to achieve a reliable least-cost service are seriously hampered and the costs for maintenance and repairs are continuously increasing. The ownership of assets should be transferred to the District Heating Companies, or a long term service or concession contract should be concluded between the DH Company and the municipality.
- Achieve the cost-covering tariffs: The current system of subsidized prices is economically inefficient, as the tariff does not reflect the real costs and as it promotes wasting heat energy. Moreover, it even subsidizes energy waste (the more heat is consumed, the higher is the subsidy) and, in addition, even consumers who could pay a cost covering price, benefit from the subsidies.
- Release the municipal budgets from direct payments / (investment) subsidies for district heating. Conditions should be created to allow the District Heating Companies to generate their own financial means and to improve their creditability.

- **164907 - 05SER01/03/010, District Heating Modernisation and Rehabilitation, Lot 3, Subotica**

The district heating system in Subotica is operated by Public Company JKP “Subotičkatoplana” which was established in 1963 by the Subotica Municipal Assembly. The main activities of the Company are production and distribution of heat and distribution of natural gas.

The company operates with one big central heating plant with total generation capacity 146 MW and 85 km of distribution network. Heat is supplied to customers with 878.000 m2 heated area. The total annual heat supply is around 148.5GWh/a. The main problems addressed from the initial system operation, were the following:

- Bad condition of distribution system resulting in high heat and water losses;
- Old house substations requiring modernization and metering of supplied heat;
- Low efficiency of the main hot water boiler; steam boilers have to be replaced by a new hot water boiler;
- Main pumping station for system water circulation needs upgrade.

The district heating system modernization concept covered:

- Replacement of main backbone supply lines structured into 3 steps: Radijalac, Prozivka and Centar;
- Efficiency improvements at the biggest HW boiler;
- Modernization of house substations;
- Reconstruction of main pumping station;
- Replacement of selected hot water distribution branches;
- Installation of new hot water boiler (45 MW).

The EAR financed replacement of the two remaining backbone pipeline sections (2.63+1.46 km) and modernization of 73 selected substations. Additional works were introduced covering relocation of the pumping plant, dismantling/installation of new equipment.

Contract parties were: "District Heating Company" in City of Subotica - JP "SubotickaToplana" - "The Employer" and Consortium led by 'Jedinstvo A.D. Ulice', - "The Contractor".

The total value of the executed works was: 3,508,226.09€. Contracted works have been completed in November 2008.

The main benefit from this intervention has been achieved with replacement/improvement on the existing old piping that caused big heat and water losses with high repair and maintenance costs. With this replacement actual head losses reduction was assessed as 300% less than the previous status.

The investment in new substations will increase the quality and flexibility of heat supply and in consequence will reduce the energy consumption.

- **164867 - 05SER01/03/008, District Heating Modernisation and Rehabilitation, Lot 1, Čačak**

District heating system is operated by a public utility company "JKP Čačak za grejanje i održavanje grada". The company was established and by the Čačak Municipal Assembly. District heating is the main activity of the company. Gas distribution system in Čačak is operated by "Energogas", one of the companies making JP NIS.

Formerly The DHS Company operated with eleven boiler plants in total capacity of 74, 17 MW and a distribution network with total length of 38 km and supplies heat to 399.000 m<sup>2</sup> heated area. Total annual heat supply in 2004 was 68,2 GWh/a. Ten boiler plants and all distribution network belong to the municipality, the biggest source in the malt production plant (Fabrika Slada) is owned by BIP and JKP Čačak operates under a lease agreement. Primary energy types used are 13,5% natural gas, 32,5% heavy heating oil and 54,0 % purchased steam from the malt plant, which is produced also from natural gas. Each heat source has a separate distribution network; the largest system is the network supplied from the central steam/hot water heat exchanger station.

Initially the Concept of district heating system modernization was based on closing the smaller obsolete heating plants and concentrating the heating power into four locations:

- New central heating plant "Gradskatoplana" to be built in the current main steam/hot water substation will supply the south-east part of town

- Upgraded current boiler plant “Šumadija” will supply the city centre.
- New central heating plant “Toplana Morava” to be built in the residential area close to Hotel Morava will supply the south-west part of town
- Current heating plant “LjubićKej” supplies the residential area in the north (beyond the river)

EAR focused on supporting the first two points of the above concept with the main scope to generate new heat capacity that will eliminate expensive steam purchase from the malt plant.

The initial contract was signed between District Heating Company in Cacak and Jedinstvo Company, Sevojno, Serbia as a Contractor, in the value of € 3,774,092.68 (original activities 3,677,904.21, and VoRs 96.188,47). Works commenced on 10/05/2007 and finished on 15/09/2008.

Scope of this contract was to build/mount:

- Boiler plant renovation and extension (35MW + 10MW + 3x4.7MW)
- DH network replacement (1.8 km, trench length)
- Substations: refurbishment of 99 substations.

Addendum on the initial contract was signed in the value of €827,941.05, with the commencement date of 23/05/2008 and the end date 15/10/2008 that will cover additional works in:

- Replacement of 732 over-ground DH obsolete pipelines with new pre-insulated;
- Installation of galvanized pipes of larger diameter (DN400 instead of existing DN300);
- Assembling of storage for heavy fuel oil, V=350 m3;
- Complete replacement of five and reconstruction of 35 substations;
- Modernization of equipment for one boiler plant (new automation system for remote control).

All activities were completed on time, as contracted (15/10/2008).

- **164906 - 05SER01/03/009, District Heating Modernisation and Rehabilitation, Lot 2, Pancevo**

The district heating system in Pančevo is operated by Public Company JKP “Grejanje” which was established in 1993 by the Pančevo Municipal Assembly (the former JPK “Standard”). The main activities of the Company are production and distribution of the heated energy.

The company operated with heat generation sources with total generation capacity 162 MW and 43 km of distribution network. Heat is supplied to customers with 758000 m2 heated area.

There are two big central heating plants (Kotež 53 MW and Sodara 26 MW) and 23 block boiler plants (from 0,5 to 10,5 MW). Shares of primary fuels used are 70% natural gas, 28 % heavy heating oil and 2% light oil. The two big heating plants are in relatively good condition, with a number of modernization measures recently introduced, but the currently connected consumer areas use only a fraction of the available source capacity. The block boiler plants were on the other hand obsolete with low operation efficiency and heavy air pollution to the environment.

The main problems addressed from the former obsolete heating system were:

- Numbered obsolete local heating plants using heavy heating oil and solid fuels, caused polluted air quality during the heating season;.

- Some parts of distribution network were over 20 years old and in bad condition;
- About half of the substations have to be modernized; a majority of clients are still invoiced according to heated floor/flat area;
- The capacity of the two big central heating plants is used only partially (Kotež 46%, and Sodara 26%).

Municipal district heating system modernization concept covered activities on closing down the dispersed boiler plants and to centralize the heating from the existing heating plants Kotež, Sodara and Centar. The network of the HP Kotež shall be extended to south-east toward the residential areas Tesla and Strelište, HP Sodara will extend supply to existing residential areas east –west and to a new business zone. A new HP Centar to be built by the river Danube on western border of the city will take over supply to most of buildings in the city centre.

The EAR project scheme focused works activities in the residential areas Tesla and Strelište to the TPP Kotež. Old local boiler plants in these areas will be shut down and the use of existing capacity of HP Kotež will be significantly increased resulting in better operation economy of this plant. The particular items were contracted as follows:

Works Contract was signed between the DHC Cacak and “Jedinstvo company”, Sevojno, in the amount of €3,577,284.27, with the commencement date 16/05/2007 and with the end date 15/10/2008.

Scope of works was to build/mount:

- 6 km of new DH transmission network;
- Reconstruction of pumping station at boiler plant KOTEŽ;
- New mixing stations (5 pcs) to replace local boiler plants in DH system; and
- Supplementary equipment and adjustments to 9 substations

All activities were completed as contracted, and on time to connect the new substations and pipelines to the existing district heating system before the heating season started.

Performance Certificate was issued 07/05/2010, after the Defects Notification Period expired.

Addendum on the contract was signed for additional works in the amount of €672,110.92, with the commencement date 23/05/2008 and with the end date 23/10/2008 for the following works:

- Mechanical works on pipeline network extension (pre-insulated pipes with electrical leaking indication, length of trench 1,5km, DN350 l=1,0 km and DN300 l=2,0km).

All activities were completed as contracted, and on time to connect the new substations and pipelines to the existing district heating system before the heating season started.

Significant operational benefits were achieved thanks to the fuel savings, elimination of maintenance costs for local boiler plants and almost completely reducing the hot water losses. Fuel savings are gained from the following:

- Improved Kotež boiler heat efficiency (better use of its capacity (3%)).
- Higher heat production efficiency at Kotež compared to old local boilers (15%)
- Reduced heat losses at the connecting backbone hot water piping.
- Heat meters installed at house substations which will achieve additional consumption savings

Additional benefits will arise from connecting new customers. Important non-financial benefit represents improvement of air quality in supplied areas due to elimination of polluting emissions from local boilers.

- **166421 - 06SER01/07/003, Construction of Overhead Transmission Line Nis - Leskovac**

This EU intervention was to assist in the creation of an electricity market in Serbia in conformity with the requirements of the Energy Community Treaty and the requirements of a Regional Energy Market.

The European partnership sets out the sectorial short-term priorities for the energy sector as:

- Fulfilling the obligations arising from the Energy Community Treaty as regards the full implementation of the Acquis on the internal gas and electricity market and on cross-border exchanges in electricity;
- Ensure unbundling with a view to restructuring and opening up the market and make further progress towards a regional energy market, in particular by improving interconnectivity with neighbouring countries.

This project scheme falls within the framework of national, regional, EC Trans-European Networks (TEN's), Energy Community Treaty provisions and EMS's mid-term investment programmes. Once implemented the programme will complete the South-east Serbia backbone power supply and interconnection to the south ending in Greece, which is due to be in service by 2012.

The strategic actions in the energy and electric power sector are defined in three documents: Energy Law, Strategy of Energy Sector Development and Strategy Implementation Programme. Article 4 of the Energy Law ("The Official Gazette RS", No. 84/2004) specifies that the "Energy Policy of Republic of Serbia comprise measures and activities to be undertaken for implementation of long-run objectives and specifically includes energy infrastructure development and introduction of contemporary technologies".

Government strategic documents such as the Poverty Reduction Strategy Paper for Serbia, the Strategy of Regional Development, and creation of the Energy Community in South Eastern Europe rely on the completion of the electricity distribution network in the region.

From an infrastructure perspective the transmission network needs development in three areas:

- Building new capacities;
- Reconstruction of existing interconnecting lines;
- Construction of new interconnecting lines with neighbouring transmission systems.

The Project for the construction of 40,5 kilometres of 400 kV OHTL (Overhead Transmission Line) between cities of Nis and Leskovac, financed by the EU through the Delegation of European Commission to the Republic of Serbia, as a donation to the Republic of Serbia and whose final beneficiary is the Public Company "Elektromreža Srbije". This project represents phase I of the Serbian part of the International Project for Nis-Vranje-Skopje Overhead Transmission Lines.

This 1st section of the Transmission Line is now finalized and will bring reliable energy supply of highest quality to the regions of southern Serbia. Once the whole line is completed the line will connect southern neighbouring countries. This section of the Project received funding from the EU amounting to € 6.9 million.

The Project has already a significant impact on Serbian economy, employing various Serbian companies, led by numerous engineers and specialists gathered in the Consortium of three leading Serbian engineering and contracting companies in the field of energy transmission. The main contract background information is presented below:

- Employer: Elektromreža Srbije;

- Contractor was: Consortium Energoprojekt - Opremaa.d (Leader) / ABS MinelElektrogradnjaa.d. and Energomontazaa.d
- Commencement date: 12 April 2008
- Original completion date: 12 February 2009
- Extended completion date: 12 September 2009 (approved and signed through Addendum No. 3 dated 15.03.2009)
- Original contract sum: 6,901,662.23 Euro. Executed contract price was (with approved variation orders): 6,689,404.61 Euro.

The Contractor has successfully completed the following activities for the transmission line Niš-Leskovac 2, 400 kV, DC, l=40.583 km:

- Preparatory works with providing of necessary approvals from the competent authorities required for execution of construction works within the allocated corridors and sites;
- Foundations works;
- The supply and erection of the towers complete with danger, number and phase sequence plates;
- The supply and stringing of conductors and earth wires with termination at the towers;
- The supply and installation of insulator strings;
- The supply and fixing of the line fittings and accessories;
- The supply and installation of the tower and fence earthing systems;
- Miscellaneous finishing works and the removal from site of all erection equipment and of all waste packing material; Provision of O & M Manuals and as-built records;
- Remediation works;
- The supply of spare parts, surplus equipment, special equipment and tools for the transmission line, maintenance and their delivery to stores, and their delivery to stores determined by the Employer;
- Dismantling, packing, transport and delivery to stores of redundant material of overhead lines.

The Contractor successfully completed all the works and passed all necessary tests on completion in the contract completion time. The Taking-Over Certificate was issued on 6 September 2009 with the list of remaining activities and defects which the Contractor was obliged to complete during the Defect Liability Period (365 days from the date of issuing of Taking over Certificate).

Completion of Defect Liability Period and Issuing of Performance Certificate

During the defect liability period, the Contractor successfully rectified all remaining issues and defects notified during the taking over of the line, except the minor works listed and attached to the performance certificate.

The Performance Certificate was issued on 18 November 2010

## Transportation management

- **166474 - 06SER01/02/004, Renovation of Dimitrovgrad railway station border crossing**

The break-up of the former FRY and the necessary creation of new borders have caused substantial economic problems largely because of the damage that borders cause for trade. Serbia has introduced policies aimed at improving economic relations with neighbour countries and, in particular, improvement and efficiency of the border crossing points.

Dimitrovgrad Border Railway Crossing forms an important link between Serbia and Bulgaria on Corridor X. This important route has benefited from previous EAR projects at the Border Crossings at Horgos, Batrovci and Presevo and the proposed interventions at Dimitrovgrad was an expected follow up.

The policy of Integrated Border Management, known as IBM, targets the improvements of efficiency at border crossings which is to be achieved using the complementary thrusts of projects to improve the design and size of the crossings whilst facilitating the efficiency and technical competence of the customs and police services.

The refurbishment of the Railway Station including the Border Crossing facilities there will support these improvements. It will provide the facilities necessary for the proper implementation of the agreement by Bulgarian and Serbian Customs and Police services to work simultaneously in performing their control duties.

In the context of Integrated Border Management, the restructuring and upgrading of the border crossing points represents a major component in the effort to facilitate international traffic, while exerting tighter and more efficient control on border crossing activities with the view of curbing illegal activities. Importantly, the installation of a joint border crossing at the Dimitrovgrad railway station, in conjunction with the Government of Bulgaria is in keeping with the EU regional strategy of international administrative co-operation at the borders. Overall Objective of the Project was to promote and facilitate increased transit of people & goods through legitimate border crossing at the border with Bulgaria.

Subjects to renovation and other works on Dimitrovgrad Railway Station Border Crossing under this contract were:

- Traffic areas, Infrastructure, Traffic signalization, Landscaping, Building 01 - Railway Station, Building 02-TKP, Building 03 - Police Station, Building 04 - Bulgarian Railways Rest House, Building 05 - STP with Warehouse, Building 06 - Weighbridge Building, Building 07 - Weighbridge Structure, Building 08 - Custom Warehouse and STOCAR community, Building 09 - Canopy over tracks 1 and 2, Fire Protection

The Contract Agreement parties were the following:

Serbian Railways Public Enterprise, ("Contracting Authority") and

Consortium composed by Leader: GP "STANDARD", a.ci. And Partner, 2: HGS d.o.o. (the "Contractor").

Works commenced in Dimitrovgrad on 15.Jan.2008 (as per Works Commencement Order issued by Contracting Authority) by opening of building site in presence of representatives of Serbian Railways, EAR, Supervisor and Contractor. As part of contractual obligations of visibility sign board was installed.

Final Provisional Acceptance Certificate was issued on 19<sup>th</sup> of October 2009. First groups of buildings were handed over to Serbian Railways in November 2008 and the second on 19.10.2009.

Cumulative final value of works, as per contracted and amended positions and Technical Specification, accomplished for this project was 2,420,048.04 €. Adopted contract value of works

2,416,495.12 € (through Variation Orders 1-6) was herewith exceeded for 3,552.91 € due to corrections from previous payments (increased real accomplished quantities of works for contracted positions as per BoQ) in final period of works execution August-October 2009. In total 16 Interim Payment Certificates were issued to Contractor for works accomplished during execution period January 2008 - October 2009.



## 1.2 List of Interviews– Works Contracts

Name	Position	Institution	Date
<b>Mr.DejanRebric</b>	Programme manager	EUDel Serbia, Belgrade	24 Jan 2013
<b>Mr. Dragan Lalic</b>	Programme manager	EUDel Serbia Belgrade	24 Jan 2013
<b>Mr.Gligo Vukovic</b>	Programme manager	EUDel Serbia Belgrade	24 Jan 2013
<b>Ms.IvankaTodorova</b>	Programme manager	EUDel Serbia Belgrade	28 Jan 2013
<b>Ms. Danka Bogetic</b>	Programme manager	EUDel Serbia Belgrade	28 Jan 2013
<b>Mr. Zoran Stojanovic</b>	Manager	TPP - Obrenovac - Ash disposal system. Obrenovac	30 Jan 2013
<b>Mr. Predrag Vasic</b>	Head of maintenance	TPP - Obrenovac - Ash disposal system, Obrenovac	30 Jan 2013
<b>Mr.DusanMadjarac</b>	Chief Coal, Ash handling	TPP - Obrenovac - Ash disposal system., Obrenovac	30 Jan 2013
<b>Mr. Petar Filipovic</b>	Mayor of Indjija	Water treatment plant in Indjija., Indjija	01 Feb 2013
<b>Mr.MilivojeSimic</b>	Manager Indjija building directorate	Water treatment plant in Indjija., Indjija	01 Feb 2013
<b>Mr.PeroRikic</b>	Manager “SubotickaToplan”, Subotica	DHS in Subotica.	05 Feb 2013
<b>Mr. Petar Domanovic</b>	Manager JKP Cacak - toplane	DHS in Cacak	06 Feb 2013
<b>Mr. Nenad Ockoljic</b>	Executive manager, JKP Cacak - toplane	DHS in Cacak	06 Feb 2013
<b>Mr.MiodragLazic</b>	Manager, JKP Grejanje, Pancevo	DHS in Pancevo	07 Feb 2013
<b>Mr. Zoran Bozanic</b>	Head of maintenance, JKP Grejanje, Pancevo	DHS in Pancevo	07 Feb 2013
<b>Mr. Branislav Kostic</b>	Deputy Mayor	<b>Pirot</b> Municipality, Landfill, Pirot	25 Feb 2013
<b>Mr. Zoran Krstic</b>	Urban Planning manager	<b>Pirot</b> Municipality, Landfill, Pirot	25 Feb 2013
<b>Mr. Zoran Stankovic</b>	Landfill utility manager	<b>Pirot</b> Municipality, Landfill, Pirot	25 Feb 2013
<b>Mr. Boris Susic</b>	EMS manager	Electro MrezaSrbije, Belgrade	26 Feb 2013
<b>Mr.RadomirRibic</b>	EMS manager	Electro MrezaSrbije, Belgrade	26 Feb 2013
<b>Mr.JankoKovljanic,</b> – Rail station management		Serbian Railways, Rail Station Dimitrovgrad	27th Feb 2013

## 1.3 References – Works Contracts

### **162741, 04SER01/06/029, Ash disposal system, Nikola Tesla B Thermal Power Plant.**

- COMPLETION REPORT ASH DISPOSAL SYSTEM AT TPP NIKOLA TESLA B, Status: October 2008, Drawn up by: DetlefGötz Project Manager of the Supervising Engineer Consortium Vattenfall Europe PowerConsult GmbH – Steagencotec GmbH;
- Pre-Feasibility Study for Emission Control for Coal-Fired Power Plants: Phase II Report;
- Project Fiche CARDS 2004;
- Works Tender For Ash Disposal System – Nikola Tesla B Power Station Serbia;
- Contract Dossier;
- Memorandum of Understanding, EPS – TPPNT;
- Presentation: “NOVI SISTEM ZA TRANSPORT I DEPONOVANJE PEPELA NA TENT-B, Dušan Mađarac, dipl. ing. Maš”.

### **162986, 04SER01/11/106, Water treatment plant in Indjija and replacement of well pumps Utility infrastructure intervention**

- Municipal Infrastructure Support Programme, Project Fact Sheet Indjija
- Report on EU Boards on Project Site Locations for MIASP, MISP CARDS2006, MISP IPA2008 and MISP IPA2010 Municipal Infrastructure Projects;
- Tender Dossier: Construction of a Water Treatment Plant and the Replacement of Well Pumps in Indjija;
- Contract Dossier;
- Transformation of Public Utility Companies in the Republic of Serbia, European Agency for Reconstruction (EAR) in Belgrade, 2007;

### **164907, 05SER01/03/010, District Heating Modernization and Rehabilitation, Lot 3, Subotica**

### **164867, 05SER01/03/008, District Heating Modernisation and Rehabilitation, Lot 1, Cacak**

### **164906, 05SER01/03/009, District Heating Modernisation and Rehabilitation, Lot 2, Pancevo**

- TA Support for Serbian District Heating Companies, Final Report, March 2009;
- Environmental Assessment Report District Heating Modernization and Rehabilitation, Republic of Serbia, Pöyry-Masinoprojekt, 2008;
- DISTRICT HEATING PROJECT – Summary, final notes, RebricDejan;
- Monthly Progress Reports, 2008;
- Contract Dossier, CAD route version “EAR 05022013”;
- Explanatory Notes , CARDS programme / Works Contract /2008, Rehabilitation and Modernisation of District Heating Systems in Serbia;
- Tender Dossier;
- Contract Dossier;

- SEVEN, The Energy Efficiency Center District Heating Demonstration Project in Serbia, Identification of Investment Program, in Five Selected Cities, 2005;
- EAR Support for District Heating Rehabilitation, Belgrade, 2004;
- EU Support for modernization of district heating in Serbia, presentation, Ian Brown/ Dejan Rebric European Agency for Reconstruction, February 2006;
- "AnalizaEfekataModernizacije I RevitalizacijeSistemaGrejanjaGradaČačka", JKP „Čačak, 2011;
- JKP Pančevo EAR report, 2011;
- Subotica report EEF and Emissions, 2011;
- Memorandum Of Understanding, District Heating Modernization And Rehabilitation, 2007.

#### **166418, 06SER01/16/004, Construction of Regional Sanitary Landfill "MutinaPadina", Pirot**

- Landfilling Practices and Regulation in Serbia, ISWA, 2012;
- MISP, Project fact sheet PIROT DISTRICT, Regional Solid Waste Management Scheme - Pirot District, 2010;
- Alpine Bau GMBH, Municipality of Pirot, final contractor reference letter report 2011;
- Contract Dossier;
- Monthly reports;
- MISP IPA 2008 Monitoring Meeting - Regional Landfill Pirot - Final Agenda up to 5th February 2013;
- Intermunicipal Agreement, 2010;
- Decision to form common utility company, 2011;
- Landfill utility company registration, 2012;
- Landfill utility company, official price list;
- The (public construction) land development fee in Serbia from the aspect of Inter Municipal Regional Cooperation in Solid Waste Management, MISP, 2009.

#### **166474, 06SER01/02/004, Renovation of Dimitrovgrad railway station border crossing Transportation management intervention**

- Engineers Final Report, Safege, 2012;
- Tender&Contract Dossier;
- Agreement Between The Council Of Ministers Of Serbia And Montenegro And The Government Of The Republic Of Bulgaria On Border Control And Procedures For Railway Traffic, 2005;

#### **166421, 06SER01/07/003, Construction of Overhead Transmission Line Nis - Leskovac      Energy sector intervention**

- INTEC-GOPA-International Energy Consultants GmbH, Final Report, 2010;
- Contract and Standard Summary Project Fiche – IPA Centralized Programs, 2012;
- Monthly Progress Reports up to 30 January 2011;
- Memorandum of Understanding;
- Tender & Contract Dossier;
- EMS booklet sources, 2013.

## 1.4 Performance rating – Works project schemes

### Performance Indicators

The performance Indicators generated through evaluation process. Performance indicators are a simple and reliable means to document changes in development conditions (outcomes), production, or delivery of products and services (outputs) connected to a development initiative

### Establishment of indicators and measurement

In general indicators were selected to evaluate the schemes relevance, effectiveness, sustainability and impact.

Relevance and Effectiveness indicators evaluate the levels of achievement of the following:

- Design requirements;
- Build physical facilities (i.e. constructed/ rehabilitated);
- Technical recommendations;
- Policy formulation/planning;
- Organization/management;
- Beneficiary trained.

Sustainability indicators evaluate conclusions on:

- Human resource and budgetary plans in beneficiary organisations;.
- Number of long-term employed persons involved;
- Relevant regulations / legislation in place;
- Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support);
- Evidence of maintenance services;
- % staff turnover;
- Business plans and other development plans of the beneficiary organisations;
- Further funding of activities;
- Policy/planning/legislative improvements;
- Institutional capacity (staff skills);
- Uptake/use of technical improvements;
- Replication/expansion on other schemes;
- Follow-up Investment.

Positive Impact indicators were focused on environmental/social/health areas:

- Impact on the employment on rural social group;
- Impacts in terms of improvement of health condition;
- Impact on social wellbeing through, for example, increased life expectancy;
- General positive impact on environmental issues related to project operation;
- Positive Impact on wildlife habitat (ecosystem);
- On Agriculture, livestock;
- Positive impact on underground water.

Measurement of the indicators was also established in defined ratings:

1 = Very low (less than 30% of target);
2 = Low (31-59% of target);
3 = Medium (60-70% of target);
4 = High (71-90% of target)
5 = Very high (90-100% of target);

## Evaluation Matrix – Individual Scoring

Summary table:

	04SER01/06/029 - Ash disposal system, Nikola Tesla B Thermal Power Plant	04SER01/11/106 Water treatment plant in Indjija and replacement of well pumps	05SER01/03/010 District Heating Modernization and Rehabilitation, Lot 3, Subotica	05SER01/03/008 District Heating Modernisation and Rehabilitation, Lot 1, Čačak	05SER01/03/009 District Heating Modernisation and Rehabilitation, Lot 2, Pančevo	06SER01/16/004 - Construction of Regional Sanitary Landfill 'MutinaPadina', Piroć	06SER01/02/004, Renovation of Dimitrovgrad railway station border crossing	06SER01/07/003 Construction of Overhead Transmission Line Nis - Leskovac
<b>Relevance (Appropriateness)</b>	4.80	4.40	4.80	4.80	4.80	4.20	4.20	4.60
<b>Effectiveness</b>	4.33	4.33	5.00	4.25	4.25	3.58	4.00	4.40
<b>Efficiency</b>	3.78	4.00	4.50	4.00	4.50	3.50	3.50	5.00
<b>Sustainability</b>	4.18	3.96	4.37	4.17	4.06	3.88	3.76	4.67
<b>Impact</b>	3.71	3.75	4.00	4.00	4.00	4.50	4.50	3.25
<b>Average:</b>	<b>4.16</b>	<b>4.09</b>	<b>4.53</b>	<b>4.24</b>	<b>4.32</b>	<b>3.93</b>	<b>3.99</b>	<b>4.38</b>

### Works Contract - 162741, 04SER01/06/029 - Ash disposal system, Nikola Tesla B Thermal Power Plant

Relevant evaluation criteria	Key Questions	Scoring	Indicators	Scoring	Data/Source
<b>Relevance (appropriateness)</b>	1. Did the project address a genuine development problem?	4			As indicated in Data collection
	2. How well did the project provide a cost effective response to that development problem?	5			
	3. Did the project form part of a coherent state programme (strategy)?	5			
	4. Were there reasonable expectations that adequate state resources could be committed to the project?	5			
	5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?	5			
	Average rating:	<b>4.80</b>			

<b>Effectiveness</b>	<b>1. The assessment of the outputs produced is with respect to the planned targets and reasonable expectations of output.</b>		1. Design requirements	<b>5</b>	As indicated in Data collection
			2. Build physical facilities (i.e. constructed/ rehabilitated)	<b>4</b>	
			3. Technical recommendations	<b>4</b>	
			4. Policy formulation/planning	<b>5</b>	
			5. Organization/management	<b>5</b>	
			8. Beneficiary trained	<b>5</b>	
		<b>4.67</b>	average rating:	<b>4.67</b>	
<b>Efficiency</b>	<b>2. Project exceeded expectations in addressing the needs of the applicant and the target groups</b>	<b>4</b>			As indicated in Data collection
	Average rating:	<b>4.33</b>			
<b>Sustainability</b>	<b>1. Results and objectives were achieved economically (value for money)</b>	<b>3.8</b>			As indicated in Data collection
	<b>3. Was the project cost effective balanced during implementation?</b>	<b>3.75</b>			
	Average rating:	<b>3.78</b>			
<b>Sustainability</b>	<b>1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?</b>		1. Human resource and budgetary plans in beneficiary organisations.	<b>5</b>	As indicated in Data collection
			2. Number of long-term employed persons involved.	<b>5</b>	
			3. Relevant regulations / legislation in place	<b>5</b>	
			4. Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)	<b>3</b>	
			5. Evidence of maintenance services	<b>4</b>	
		<b>4.40</b>		<b>4.40</b>	
	<b>2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?</b>		% staff turnover	<b>4</b>	

			Business plans and other development plans of the beneficiary organisations	5	
			Further funding of activities	4	
		<b>4.33</b>		<b>4.33</b>	
	<b>3. Sustainable effects and impact for project objectives</b>		1.Policy/planning/legislative improvements	2	
			2. Institutional capacity (staff skills)	4	
			3.Uptake/use of technical improvements	5	
			4. Replication/expansion on other schemes	5	
			5. Follow-up Investment	3	
		<b>3.80</b>		<b>3.80</b>	
	Average rating:		<b>4.18</b>		
<b>Impact</b>	<b>2. What is the sustainable positive impact from this initiative on different categories?</b>		1. Impact on the employment on rural social group	3	As indicated in Data collection
			2. Impacts in terms of improvement of health condition?	4	
			Impact on social wellbeing through, for example, increased life expectancy?	4	
			3. General positive impact on environmental issues related to project operation?	4	
			4. Positive Impact on wildlife habitat (ecosystem)?	4	
			5. On Agriculture, livestock?	4	
			6. Positive impact on underground water?	3	
	Average rating:		<b>3.71</b>	<b>3.71</b>	
<b>Overall Average Rating:</b>		<b>4.16</b>			

Works Contract 162986, 04SER01/11/106 Water treatment plant in Indjija and replacement of well pumps					
Relevant evaluation criteria	Key Questions	Scoring	Indicators	Scoring	Data/Source
<b>Relevance (appropriateness)</b>	1. Did the project address a genuine development problem?	4			As indicated in Data collection
	2. How well did the project provide a cost effective response to that development problem?	4			
	3. Did the project form part of a coherent state programme (strategy)?	5			
	4. Were there reasonable expectations that adequate state resources could be committed to the project?	4			
	5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?	5			
	Average rating:	4.40			
<b>Effectiveness</b>	1. The assessment of the outputs produced is with respect to the planned targets and reasonable expectations of output.		1. Design requirements	5	As indicated in Data collection
			2. Build physical facilities (i.e. constructed/ rehabilitated)	5	
			3. Technical recommendations	5	
			4. Policy formulation/planning	4	
			5. Organization/management	4	
			8. Beneficiary trained	5	
		4.67	average rating:	4.67	
	2. Project exceeded expectations in addressing the needs of the applicant and the target groups	4			
	Average rating:	4.33			
<b>Efficiency</b>	1. Results and objectives were achieved economically (value for money)	4			As indicated in Data collection
	3. Was the project cost effective balanced during implementation?	4			
	Average rating:	4.00			



<b>Sustainability</b>	<b>1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?</b>		1. Human resource and budgetary plans in beneficiary organisations.	<b>4</b>	As indicated in Data collection
			2. Number of long-term employed persons involved.	5	
			3. Relevant regulations / legislation in place	5	
			4. Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)	3	
			5. Evidence of maintenance services	<b>4</b>	
		<b>4.20</b>		<b>4.20</b>	
	<b>2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?</b>		% staff turnover	4	
			Business plans and other development plans of the beneficiary organisations	5	
			Further funding of activities	4	
		<b>4.33</b>		<b>4.33</b>	
	<b>3. Sustainable effects and impact for project objectives</b>		1. Policy/planning/legislative improvements	2	
			2. Institutional capacity (staff skills)	4	
			3. Uptake/use of technical improvements	5	
			4. Replication/expansion on other schemes	5	
			5. Follow-up Investment	4	
			6. Political changes in utility company	3	
		<b>3.33</b>		<b>3.33</b>	
	Average rating:		<b>3.96</b>		
<b>Impact</b>	<b>2. What is the sustainable positive impact from this initiative on different categories?</b>		1. Impact on the employment on urban/rural social group	2	As indicated in Data collection

			2. Impacts in terms of improvement of health condition?	5	
			Impact on social wellbeing through, for example, increased life expectancy?	4	
			3. General positive impact on environmental issues related to project operation?	4	
		Average rating:	3.75	3.75	
	Overall Average Rating:		4.09		

Works Contract - District Heating Modernization and Rehabilitation, Subotica, Cacak and Pancevo									
Relevant evaluation criteria	Key Questions	Scoring Subotica	Scoring Cacak	Scoring Pancevo	Indicators	Scoring Subotica	Scoring Cacak	Scoring Pancevo	Data/Source
<b>Relevance (appropriateness)</b>	1. Did the project address a genuine development problem?	5	5	5					As indicated in Data collection
	2. How well did the project provide a cost effective response to that development problem?	5	5	5					
	3. Did the project form part of a coherent state programme (strategy)?	5	5	5					
	4. Were there reasonable expectations that adequate state resources could be committed to the project?	4	4	4					
	5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?	5	5	5					
	Average rating:	4.80	4.80	4.80					
<b>Effectiveness</b>	1. The assessment of the outputs				1. Design requirements	5	5	5	As indicated

	produced is with respect to the planned targets and reasonable expectations of output.				2. Build physical facilities (i.e. constructed/ rehabilitated)	5	5	5	in Data collection
					3. Technical recommendations	5	5	5	
					4. Policy formulation/planning	5	4	4	
					5. Organization/management	5	4	4	
					8. Beneficiary trained	5	4	4	
		5.00	4.50	5.00	average rating:	5.00	4.50	4.50	
	2. Project exceeded expectations in addressing the needs of the applicant and the target groups	5	4	4					As indicated in Data collection
Efficiency	Average rating:	5.00	4.25	4.50					
	1. Results and objectives were achieved economically (value for money)	5	4	4					
	3. Was the project cost effective balanced during implementation?	4	4	5					As indicated in Data collection
Sustainability	Average rating:	4.50	4.00	4.50					
	1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?				1. Human resource and budgetary plans in beneficiary organisations.	4	4	4	
					2. Number of long-term employed persons involved .	5	4	4	
					3. Relevant regulations / legislation in place	5	4	4	
					4. Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)	4	4	4	
					5. Evidence of maintenance	5	4	4	

					services				
		4.60	4.00	4.60		4.60	4.00	4.00	
		2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?			% staff turnover	4	4	4	
					Business plans and other development plans of the beneficiary organisations	5	5	4	
					Further funding of activities	5	5	5	
			4.67	4.67	4.67	4.67	4.67	4.33	
		3. Sustainable effects and impact for project objectives			1. Policy/planning/legislative improvements	3	3	3	
					2. Institutional capacity (staff skills)	5	5	5	
					3. Uptake/use of technical improvements	5	5	5	
					4. Replication/expansion on other schemes	5	5	5	
					5. Follow-up Investment	5	5	5	
					6. Political changes in utility company	4	4	4	
			3.83	3.83	3.83	3.83	3.83	3.83	
		Average rating:		4.37	4.17	4.37			
Impact	2. What is the sustainable positive impact from this initiative on different categories?				1. Impact on the employment on urban/rural social group	2	2	2	As indicated in Data collection
					2. Impacts in terms of improvement of health condition?	4	4	4	
					Impact on social wellbeing through, for example, increased life expectancy?	5	5	5	
					3. General positive impact on environmental issues related to project	5	5	5	

					operation?				
	Average rating:	4.00	4.00	4.00		4.00	4.00	4.00	
	Overall Average Rating:	4.53	4.24	4.43					

**Works Contract 166418, 06SER01/16/004 - Construction of Regional Sanitary Landfill "MutinaPadina", Pirot**

Relevant evaluation criteria	Key Questions	Scoring	Indicators	Scoring	Data/Source
<b>Relevance (appropriateness)</b>	1. Did the project address a genuine development problem?	5			As indicated in Data collection
	2. How well did the project provide a cost effective response to that development problem?	4			
	3. Did the project form part of a coherent state programme (strategy)?	5			
	4. Were there reasonable expectations that adequate state resources could be committed to the project?	3			
	5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?	4			
	Average rating:	4.20			
<b>Effectiveness</b>	1. The assessment of the outputs produced is with respect to the planned targets and reasonable expectations of output.		1. Design requirements	4	As indicated in data collection
			2. Build physical facilities (i.e. constructed/ rehabilitated)	4	
			3. Technical recommendations	4	
			4. Policy formulation/planning	5	
			5. Organization/management	4	
			8. Beneficiary trained	4	
		4.17	average rating:	4.17	
	2. Project exceeded expectations in addressing the needs of the applicant and the target groups	3			
	Average rating:	3.58			

<b>Efficiency</b>	<b>1. Results and objectives were achieved economically (value for money)</b>	<b>3</b>			As indicated in data collection
	<b>3. Was the project cost effective balanced during implementation?</b>	<b>4</b>			
	Average rating:	<b>3.50</b>			
<b>Sustainability</b>	<b>1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?</b>		1. Human resource and budgetary plans in beneficiary organisations.	<b>4</b>	As indicated in data collection
			2. Number of long-term employed persons involved .	3	
			3. Relevant regulations / legislation in place	5	
			4. Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)	3	
			5. Evidence of maintenance services	<b>4</b>	
		<b>3.80</b>		<b>3.80</b>	
	<b>2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?</b>		% staff turnover	4	
			Business plans and other development plans of the beneficiary organisations	4	
			Further funding of activities	4	
		<b>4.00</b>		<b>4.00</b>	
	<b>3. Sustainable effects and impact for project objectives</b>		1.Policy/planning/legislative improvements	3	
			2. Institutional capacity (staff skills)	5	
			3. Uptake/use of technical improvements	5	
			4. Replication/expansion on other schemes	5	
			5. Follow-up Investment	5	
			6. Political changes in utility company	4	

		<b>3.83</b>		<b>3.83</b>	
	Average rating:	<b>3.88</b>			
<b>Impact</b>	<b>2. What is the sustainable positive impact from this initiative on different categories?</b>		1. Impact on the employment on urban/rural social group	4	As indicated in data collection
			2. Impacts in terms of improvement of health condition?	5	
			Impact on social wellbeing through, for example, increased life expectancy?	4	
			3. General positive impact on environmental issues related to project operation?	5	
	Average rating:	<b>4.50</b>		<b>4.50</b>	
	<b>Overall Average Rating:</b>	<b>3.93</b>			

**Works Contract 166474, 06SER01/02/004, Renovation of Dimitrovgrad railway station border crossing**

Relevant evaluation criteria	Key Questions	Scoring	Indicators	Scoring	Data/Source
<b>Relevance (appropriateness)</b>	1. Did the project address a genuine development problem?	4			As indicated in Data collection
	2. How well did the project provide a cost effective response to that development problem?	4			
	3. Did the project form part of a coherent state programme (strategy)?	5			
	4. Were there reasonable expectations that adequate state resources could be committed to the project?	3			
	5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?	5			
	Average rating:	<b>4.20</b>			
<b>Effectiveness</b>	<b>1. The assessment of the outputs produced is with respect to the planned targets and reasonable expectations of output.</b>		1. Design requirements	<b>4</b>	As indicated in data collection
			2. Build physical facilities (i.e. constructed/ rehabilitated)	<b>5</b>	
			3. Technical recommendations	<b>4</b>	

			4. Policy formulation/planning	3	
			5. Organization/management	4	
		4.00	average rating:	4.00	
	2. Project exceeded expectations in addressing the needs of the applicant and the target groups	4			
		Average rating:	4.00		
<i>Efficiency</i>	1. Results and objectives were achieved economically (value for money)	4			As indicated in data collection
	3. Was the project cost effective balanced during implementation?	3			
	Average rating:		3.50		
<i>Sustainability</i>	1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?		1. Human resource and budgetary plans in beneficiary organisations.	4	As indicated in data collection
			2. Number of long-term employed persons involved .	4	
			3. Relevant regulations / legislation in place	3	
			4. Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)	3	
			5. Evidence of maintenance services	4	
		3.60		3.60	
	2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?		% staff turnover	4	
			Business plans and other development plans of the beneficiary organisations	3	
			Further funding of activities	4	
		3.67		3.67	
	3. Sustainable effects and impact for project objectives		1. Policy/planning/legislative improvements	3	



			2. Institutional capacity (staff skills)	4	
			3. Uptake/use of technical improvements	4	
			4. Replication/expansion on other schemes	5	
		4.00		4.00	
	Average rating:		3.76		
Impact	2. What is the sustainable positive impact from this initiative on different categories?		1. Impact on the employment on urban/rural social group	4	As indicated in data collection
			2. Impacts in terms of improvement of health condition?	5	
			Impact on social wellbeing through, for example, increased life expectancy?	4	
			3. General positive impact on environmental issues related to project operation?	5	
	Average rating:		4.50		
	Overall Average Rating:		3.99		

**Works Contract 166421, 06SER01/07/003 Construction of Overhead Transmission Line Nis - Leskovac**

Relevant evaluation criteria	Key Questions	Scoring	Indicators	Scoring	Data/Source
<b>Relevance (appropriateness)</b>	<b>1. Did the project address a genuine development problem?</b>	<b>5</b>			As indicated in Data collection
	<b>2. How well did the project provide a cost effective response to that development problem?</b>	<b>3</b>			
	<b>3. Did the project form part of a coherent state programme (strategy)?</b>	<b>5</b>			
	<b>4. Were there reasonable expectations that adequate state resources could be committed to the project?</b>	<b>5</b>			

	5. Was it realistic to expect project outputs to continue to be used once the project was completed and adequate resources to be committed for meaningful follow-up?	5			
	Average rating:	4.60			
<i>Effectiveness</i>	1. The assessment of the outputs produced is with respect to the planned targets and reasonable expectations of output.		1. Design requirements	5	As indicated in data collection
			2. Build physical facilities (i.e. constructed/ rehabilitated)	5	
			3. Technical recommendations	5	
			4. Policy formulation/planning	4	
			5. Organization/management	5	
		4.80	average rating:	4.80	
	2. Project exceeded expectations in addressing the needs of the applicant and the target groups	4.00			
	Average rating:	4.40			
<i>Efficiency</i>	1. Results and objectives were achieved economically (value for money)	5			As indicated in data collection
	3. Was the project cost effective balanced during implementation?	5			
	Average rating:	5.00			
<i>Sustainability</i>	1. Are the achieved results sustainable? Is Project completed and adequate resources are committed for normal operation?		1. Human resource and budgetary plans in beneficiary organisations.	5	As indicated in data collection
			2. Number of long-term employed persons involved .	5	
			3. Relevant regulations / legislation in place	4	
			4. Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)	4	
			5. Evidence of maintenance services	5	
		4.60		4.60	

	2. Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?		% staff turnover	5	
			Business plans and other development plans of the beneficiary organisations	5	
			Further funding of activities	4	
		4.67		4.67	
	3. Sustainable effects and impact for project objectives		1. Policy/planning/legislative improvements	4	
			2. Institutional capacity (staff skills)	5	
			3. Uptake/use of technical improvements	5	
			4. Replication/expansion on other schemes	5	
		4.75		4.75	
	Average rating:		4.67		
Impact	2. What is the sustainable positive impact from this initiative on different categories?		1. Impact on the employment on urban/rural social group	3	As indicated in data collection
			2. Impacts in terms of improvement of health condition?	3	
			Impact on social wellbeing through, for example, increased life expectancy?	4	
			3. General positive impact on environmental issues related to project operation?	3	
	Average rating:		3.25	3.25	
Overall Average Rating:		4.38			

## 1.5 Mission field photographs – Works projects

162741, 04SER01/06/029, Ash disposal system, Nikola Tesla B Thermal Power Plant;







**162986, 04SER01/11/106, Water treatment plant in Indjija and replacement of well pumps;**







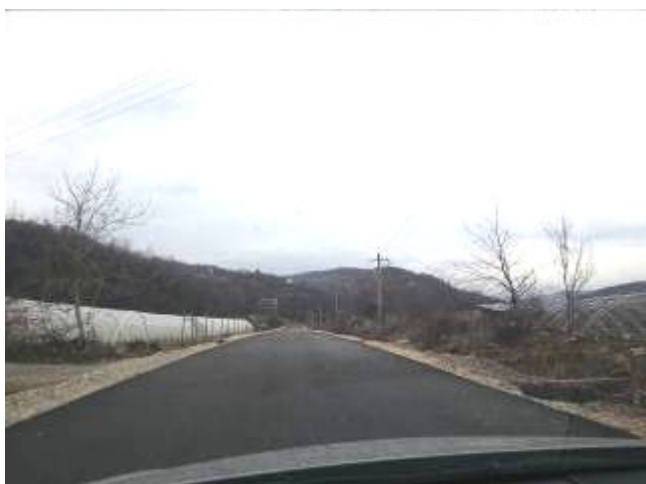


**164906, 05SER01/03/009, District Heating Modernisation and Rehabilitation, Lot 2, Pancevo;**

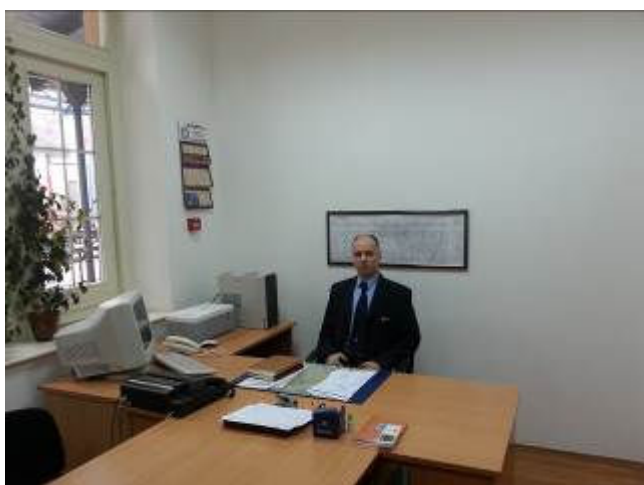


**166418, 06SER01/16/004, Construction of Regional Sanitary Landfill "MutinaPadina", Pirot;**





**166474, 06SER01/02/004, Renovation of Dimitrovgrad railway station border crossing;**







**166421, 06SER01/07/003, Construction of Overhead Transmission Line Nis – Leskovac.**



## 2 SUPPLY CONTRACTS

### 2.1 Project's evaluation sheets

#### 2.1.1 Tax Administration Contact Centre IT Equipment

##### Contract ID

Title	Tax Administration Contact Centre IT Equipment
Reference	06SER01/01/005
Nature	Supply
Domain	CARDS
Contract year	2008
Location	Belgrade, Serbia
Sector code	Government administration
Contract number	172239
Contract value	€ 799.941,27
Value date	18/10/2011
Person in charge	George Papagiannis
Implementation starting date	23/12/2008
Closing Date	18/10/2011
Contracting party	DRUSTVO ZA UNUTRASNJU I SPOLJNU TRGOVINU ALGOTECH DOO BEOGRAD
Nationality	Serbia

##### Context

The purpose of the "Tax Administration Contact Centre IT Equipment" supply contract was to equip the beneficiary i.e. the Serbian Tax Authority with the necessary technical equipment (hardware, software, network etc.) that would enable the functionalities of the planned Call Centre.

The supply contract was planned together with a technical assistance (TA) project "Support for the Establishment of the Tax Administration Contact Centre", ref. EuropeAid/125809/D/SER/RS-06SER 01/01/06. The TA project implementation period was 26 March 2009-25 March 2011 with a general objective to improve the service delivery of the Tax Administration by encouraging transparency of the Tax Administration's work and ensure equal treatment to all taxpayers. In practice the TA project provided know-how and managed the establishment of the Tax Administration Call Centre as well as performed some market development activities to inform the public of the existence of the new Call Centre. The budget of the TA project was 1.7 M Euro.

The general objective was to improve the service delivery of the Tax Administration by encouraging transparency of the Tax Administration's work and ensure equal treatment to all taxpayers. The contracts were planned with a purpose to comply with EU directives and according to the strategy of the state administration reform and European Partnership, which states that the Ministry of Finance – Tax Administration aims to achieve a client-oriented approach of the Tax Administration as a whole.

Both contracts contributed greatly towards the overall objective of the project.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

### Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 1:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The equipment delivered for the contact centre was crucial in the realisation of the overall goals for the whole project.
<b>Effectiveness</b>	VERY HIGH	Without the equipment it would not be possible to establish the contact centre. The equipment was delivered at the right time when it was needed. Some additional equipment was purchased by the beneficiary. Some adjustments in the equipment specifications were made. The workforce management software is still not used but it is not an obstacle in the overall functioning of the contact centre. All of this contributed to the effectiveness level of the project.
<b>Impact</b>	VERY HIGH	Completely new systems, procedures, services and processes were introduced. Additionally introduction of new services is planned for the future.
<b>Sustainability</b>	VERY HIGH	The equipment is regularly used, maintained and upgraded, it supports the systems built around it and is supported and represented in the current budget (as well planned for the future). Also the system is supported by adequately trained human resources working full time.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly. The delivered equipment was immediately utilised in the activities of the project.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and new processes within the beneficiary organisation and new possibilities for inter-institutional cooperation were opened. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.2 Procurement for Market Operations

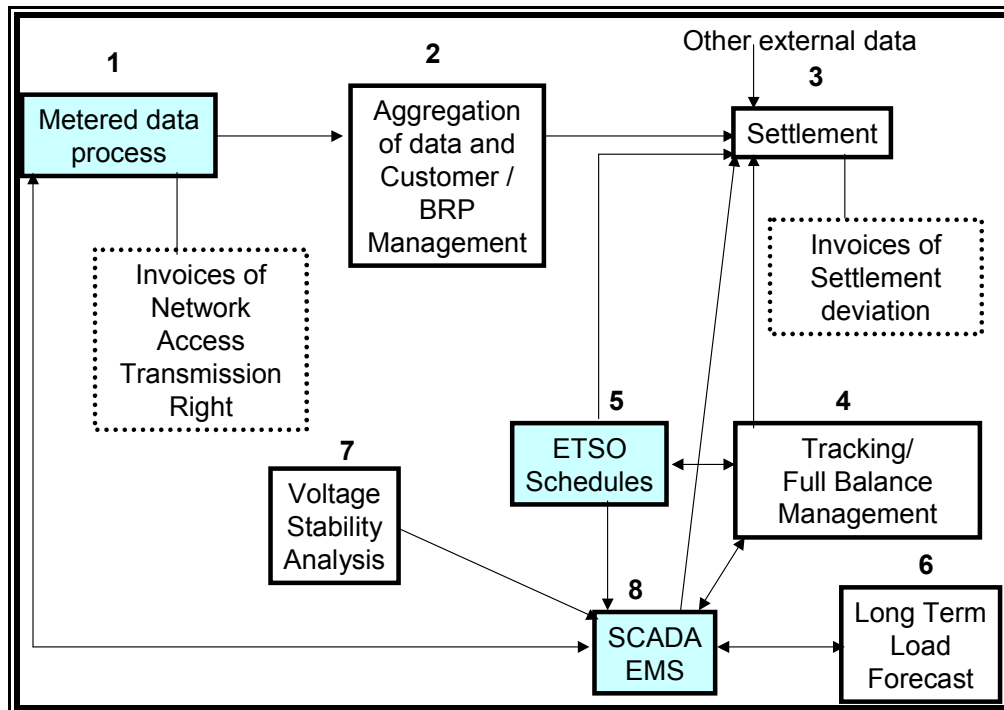
### Contract ID

Title	Procurement for Market Operations
Reference	04SER01/06/005
Nature	Supply
Domain	CARDS
Contract year	2008
Location	Belgrade, Serbia
Sector code	Electrical transmission/distribution
Contract number	163002
Contract value	€ 290.942,80
Value date	20/04/2012
Person in charge	Gligo Vukovic
Implementation starting date	28/04/2006
Closing Date	20/04/2012
Contracting party	ALSTOM GRID SAS
Nationality	

### Context

A new Serbian Energy law was enacted on the 24th of July 2004. This Energy law is compliant with the directives and guiding principles issued by the European Commission for restructuring the energy sector of countries aiming at accessing the European Union and respect the commitments made by the Republic of Serbia when signing the Athens Memoranda of Understanding (MoUs) for the establishment of an Energy Community for South Eastern Europe (ECSEE). More specifically the new Energy law calls for the establishment of independent power transmission, system and market operation functions from other commercial market participants (generation, distribution, traders). It enabled Regulated Third Party Access to the system. On the 1st of July 2005, a new company, Elektromreza Srbije (EMS), was created. The company is the Serbian TSO and is also in charge of Electricity Market operation. EMS is the Beneficiary of this project.

To prepare the electricity market opening, implementation projects as well as technical assistance services were planned. Total of three projects were executed with combined value of 11 M euro. The following diagram displays the scope of the projects i.e. functions to be provided (the blue boxes are functions that are delivered in other projects):



The subject of the contracts was: design, system engineering, delivery, commissioning as well as the introduction into the emerging structure of EMS and integration with the EMS existing IT system to support EMS's task resulting from the electric power market opening. The interfaces with existing IT systems (Metering System, SCADA/EMS, ETSO Scheduling System, etc.) were to be managed by the Tenderer.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

### Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 2:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment was crucial in the realisation of the overall goals for the whole project and the establishment and modernisation of the new Serbian electricity TSO.
<b>Effectiveness</b>	VERY HIGH	Without the equipment it would not be possible to establish the market management system. The equipment was delivered at the right time when it was needed. Some additional parts of the system were developed by other projects. The interconnection was made between all parts of the system.
<b>Impact</b>	VERY HIGH	Completely new systems, procedures, services and processes were introduced. Additionally introduction of new standards is planned for the future. The system enables Serbia to fulfil the ENTSO-E standards.
<b>Sustainability</b>	VERY HIGH	The equipment is regularly used, maintained and upgraded, it supports the systems built around it and is supported and represented in the current budget (as well planned for the future). Also the system is supported by adequately trained human resources working full time. The system supports the next market phase. The maintenance costs are considered a bit high by the beneficiary.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly. The delivered equipment was immediately utilised in the activities of the project.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and new processes within the beneficiary organisation and new possibilities for inter-institutional cooperation were opened. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.



### 2.1.3 Supply of standardised system for Judiciary Education and Training

#### Contract ID

Title	Supply of standardised system for Judiciary Education and Training
Reference	07SER01/03/11/004
Nature	Supply
Domain	IPA
Contract year	2009
Location	Serbia
Sector code	Legal and judicial development
Contract number	217692
Contract value	€ 45.284,25
Value date	11/11/2011
Person in charge	Bianca Vandeputte
Implementation starting date	07/09/2009
Closing Date	11/11/2011
Contracting party	MILSPED DOO
Nationality	Serbian

#### Context

The evaluated supply contract is part of a group of supply contracts with the purpose of supporting the functioning of the Serbian Judicial Academy since its transformation from Judicial Education Centre. In parallel a service (TA) project “07SER01/03/21/001 - Support to the National Judicial Academy in Serbia” was planned and executed. The projects’ purpose was to strengthen the independence and efficiency of the judiciary as well as its capacity to operate according to EU standards.

The equipment delivered under Lot.5 consisted of standardised chairs and desks to be used in the training process. The other supply contracts provided IT equipment and distance learning training equipment.

**Table 3:** The following table shows the related contracts under this project fiche:

Standardised System for Judiciary Education and Training - Ministry of Justice, Republic of Serbia						
<b>07SER01/03/11-217474</b>	07SER01/03/11/001 Supply of standardised system for judiciary education and training. Ministry of Justice. Republic of Serbia - Lot 1	NETWORK-CO. AKCIONARSKO DRUSTVO ZAINZENJERING I TELEKOMUNIKACIJE BEOGRAD	01/09/2009	€ 86,039.60		
<b>07SER01/03/11-217475</b>	07SER01/03/11/002 Supply of standardised system for judiciary education and training. Ministry of Justice. Republic of Serbia - Lot 2	NETWORK-CO. AKCIONARSKO DRUSTVO ZAINZENJERING I TELEKOMUNIKACIJE BEOGRAD	01/09/2009	€ 77,403.06		
<b>07SER01/03/11-217692</b>	07SER01/03/11/004 - Supply of standardised system for Judiciary Education and Training - Ministry of Justice Republic of Serbia (lot no.5)	MILSPED DOO	31/08/2009	€ 45,284.25		
<b>07SER01/03/21-217019</b>	07SER01/03/21/001 - Support to the National Judicial Academy in Serbia	HULLA & CO HUMAN DYNAMICS KG	13/08/2009	€ 1,449,600.00		

Some of the supplied equipment can be seen in the photos below.



## Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

## Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 4:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment is highly necessary in the realisation of the training programmes of the Judicial Academy.
<b>Effectiveness</b>	HIGH	Without the chairs and desks it would be more difficult for the JA to establish the training facilities. The IT and conferencing equipment was delivered but it is not fully utilised to date due to the on-going reforms in the Serbian judiciary.
<b>Impact</b>	VERY HIGH	The delivered equipment opened new possibilities for the JA, and currently the JA is one of the driving forces for change in some segments of the judiciary (such as training of judicial staff and database of trained staff).
<b>Sustainability</b>	VERY HIGH	The equipment is used, maintained, but not upgraded. The IT equipment isn't integrated with the other system of the judiciary, but is supported and represented in the current budget (as well planned for the future). Also the system is supported by adequately trained human resources working full time. The systems capacity supports the next phases in the development of the judiciary.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were integrated into the existing and new processes within the beneficiary organisation and new possibilities for inter-institutional cooperation were opened. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.4 Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)

### Contract ID

Title	Supply, installation and commissioning of IT equipment, software and applications, peripherals and IT networking material for the establishment of a financial management information system (FMIS)
Reference	04SER01/01/001
Nature	Supply
Domain	CARDS
Contract year	2008
Location	Serbia
Sector code	Public finance management
Contract number	162976
Contract value	€ 2.866.974,26
Value date	05/09/2011
Person in charge	VladanPetrovic
Implementation starting date	20/12/2005
Closing Date	05/09/2011
Contracting party	HEWLETT PACKARD DOO

### Context

The evaluated contract is a combined supply contract of IT equipment and software applications. The beneficiary is the Ministry of Finance – Treasury Administration. The total value of the contract together with the associated assistance is 14 M euro + 3 M euro.

The purpose of the contract was to provide the Serbian Treasury Administration with a Financial Management Information System encompassing accounting, debt management, budget execution and foreign exchange management modules.

The services were delivered through three TA projects running from December 2005.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

### Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 5:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment is highly necessary in the realisation of the financial management processes in the Serbian Treasury Administration.
<b>Effectiveness</b>	HIGH	The hardware and software was delivered during the TA project and after the projects end it could be put to production use. The equipment was mid-life when the project finished, at present it is at the end of the lifecycle, has not been upgraded and may struggle with any future demands.
<b>Impact</b>	HIGH	The delivered equipment upgraded the existing processes and procedures in the treasury administration. Reportedly some of the FMIS components need to be updated with a more recent software.
<b>Sustainability</b>	MEDIUM	The equipment is reaching at the end of the lifecycle and has not been updated. There is lack of trainings provided for the staff combined with the beneficiary HR capacity.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The equipment was delivered when it was needed. The administrative procedures were not an issue. The Final Acceptance document was not signed by one of the beneficiaries, but it did not have impact on the overall contract execution and efficiency.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment was brought into the existing and new systems within the beneficiary organisation, was integrated and connected to other existing systems.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.5 Equipment for Medical Waste Management

### Contract ID

Title	Equipment for Medical Waste Management
Reference	04SER01/08/002
Nature	Supply
Domain	CARDS
Contract year	2008
Location	Serbia
Sector code	Environmental policy and administrative management
Contract number	162766
Contract value	€ 2.143.440,00
Value date	25/03/2011
Person in charge	Maja VuckovicKrcmar
Implementation starting date	07/05/2007
Closing Date	25/03/2011
Contracting party	GETINGE INTERNATIONAL AB

### Context

The supply contract is linked to the TA project "Technical Assistance in Healthcare Waste Treatment in Serbia". The main project purpose is to support the beneficiaries (Ministry of Health, Ministry of Environment, Mining and Spatial Planning and Veterinary Directorate) to further harmonize the healthcare waste management regulation with the EU legislation and develop additionally needed technical guidelines, standards and policies also related to the reduction of occupational hazards; Develop, implement and maintain a comprehensive monitoring system for healthcare waste and support an information, capacity building and awareness programme for the beneficiary; Support the effective and efficient implementation (organize and supervise the installation and commissioning) of the new healthcare waste treatment equipment in health and veterinary institutions; Ministry of Health and the veterinary directorate to define the key facilities to be in charge for the sustainability of the project results and achievements.

The Project's mission, from its launch and throughout its duration, is to provide support to these ministries, but also to institutions in the healthcare and veterinary system, in improving healthcare waste management practices. The overall objective of the project is to enlarge and strengthen the existing healthcare waste management system in accordance with Serbian requirements and EU directives and to further integrate it into the health, public health and environmental system.

The Technical Assistance for the Treatment of Healthcare Waste in Serbia is implemented by COWI a/s in consortium with Euro Health Group.

Project Duration September 2010 – August 2013. Total value TA + supply was 1,5 + 5,3 M euro. A new project fiche was prepared in 2008 for phase 2.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

## Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 6:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment was crucial in the realisation of the medical waste management processes in Serbia.
<b>Effectiveness</b>	VERY HIGH	The equipment was delivered at the beginning of the TA project although it would be better if it was delivered at least 6 months later, because the beneficiary was not ready to receive the equipment.
<b>Impact</b>	VERY HIGH	The delivered equipment and TA project completely changed the medical waste management practices and brought them in line with the EU directives.
<b>Sustainability</b>	VERY HIGH	The equipment is maintained and used regularly. There is sufficient and trained staff to operate the equipment. The costs are covered by the Health Fund.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and newly established processes and legislations within the healthcare sector. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.6 Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia

### Contract ID

Title	Supply of Equipment for the Danube Information Services Republic (RIS) Republic of Serbia
Reference	07SER01/18/31
Nature	Supply
Domain	IPA
Contract year	2009
Location	Serbia
Sector code	Water transport
Contract number	223320
Contract value	€ 2.480.327,00
Value date	25/05/2012
Person in charge	Gligo Vukovic
Implementation starting date	16/12/2009
Closing Date	25/05/2012
Contracting party	PERISKAL CVBA

### Context

The overall objective of the project fiche is to improve the inland water way transport system on Euro Corridor VII (Danube) in Serbia. 'The White Paper on EU Transport Policy' sets out the approach for the development of the Trans European Transport Network to 2020. It places a high priority on achieving a shift of modal split from the current emphasis on road transport. It notes that the inland waterways "network is reliable and economic, produces little noise or pollution, takes up little room and has spare capacity". The SAA (Chapter III Art 59 Supply of Services) demands that Serbia adapts legislation, including administrative, technical and other rules, to that of the Community existing at any time in the field of air, maritime, inland waterway and land transport insofar as it serves liberalisation purposes and mutual access to markets of the Parties and facilitates the movement of passengers and of goods.

Serbia has an extensive inland waterway network comprising of three international rivers and a channel network of almost 2,000 km of inland waterways. The Danube River (Trans-European Network Corridor VII) with its 588 km passing through Serbia is considered to be one of the most important components of transport infrastructure in the entire region. The Danube also represents the main inland transport corridor linking Eastern and Western Europe. It crosses Germany, Austria, Slovakia, Hungary, Croatia, Serbia, Romania, Bulgaria, Moldova and Ukraine and connects the North Sea with the Black Sea as well as the Rhine-Main-Danube Canal. All of these countries presently undertake measures to comply with the *Acquis Communautaire*.

The supply contract purpose was to provide the IT equipment for the River Information System (RIS), followed by TA project for the integration of the system and a TA project for the supervision.



## Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

## Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 7:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment was crucial in the realisation of the River Information System (RIS) in Serbia.
<b>Effectiveness</b>	VERY HIGH	The equipment was crucial for the establishment of the RIS. The integration began right after the delivery and the system was activated.
<b>Impact</b>	VERY HIGH	The delivered equipment and TA projects established a modern River Information System and brought Serbia in line with the EU directives for the inland waterways sector.
<b>Sustainability</b>	MEDIUM	The equipment is not planned in the budget. There is sufficient and trained staff to operate the equipment.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and newly established processes. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.7 LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity

### Contract ID

Title	LOT 6 Supply of Metrological Equipment for Electricity, Thermometry and Humidity
Reference	06SER01/04/11/003
Nature	Supply
Domain	CARDS
Contract year	2008
Location	Serbia
Sector code	Trade facilitation
Contract number	169747
Contract value	€ 670.131,00
Value date	02/09/2011
Person in charge	Biljana Popovic Jovanovic
Implementation starting date	31/12/2008
Closing Date	02/09/2011
Contracting party	MICOM ELECTRONICS TRGOVINA IN PROIZVODNJA DOO

### Context

This supply contract is part of a project consisting of 1,3 M euro supply and 1,2 M euro technical assistance. The beneficiary is the Directorate of Measures and Precious Metals under the Ministry of Finance and Economy.

The purpose of the supplied equipment and project was to raise the DMDM technical capacity and make the directorate able to participate in the European cooperation in measurement standards (EURAMET). By signing Rules of EURAMET e.V, the Bureau of Measures and Precious Metals became a founding member of EURAMET e.V. Membership in EURAMET is a necessary step to participate in the implementation of the Mutual Recognition Arrangement for national measurement standards and for calibration and measurement certificates issued by national metrology institutes (CIPM MRA). The Directorate has delegated its contact person in the Technical Committees through which submits its documented calibration and measurement capabilities for publication in the database KCDB Annex C of the International Bureau of Weights and Measures, underlying the CIPM MRA.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

## Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 8:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment was very important in raising the technical level of the DMDM.
<b>Effectiveness</b>	VERY HIGH	The equipment was important for the membership of the DMDM in the EURAMET organisation. The integration of the equipment began right after the delivery and it is fully used.
<b>Impact</b>	VERY HIGH	The delivered equipment opened many possibilities for new projects within the DMDM, the region and on EU level.
<b>Sustainability</b>	VERY HIGH	The equipment maintenance is planned in the budget. There is sufficient and trained staff to operate the equipment.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and newly established processes. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.8 Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices

### Contract ID

Title	Supply of Security Equipment Supporting Implementation of ECAA Agreement in Serbia, Lot 2: X-ray Devices
Reference	07SER01/26/21/02
Nature	Supply
Domain	IPA
Contract year	2010
Location	Serbia
Sector code	Air transport
Contract number	235016
Contract value	€ 88.464,00
Value date	05/03/2012
Person in charge	Dragan Lalic
Implementation starting date	22/04/2010
Closing Date	05/03/2012
Contracting party	SMITHS HEIMANN GMBH

### Context

The supply contract is directly related to a TA project named “Technical Assistant for the Implementation of the European Common Aviation (ECAA) agreement” Contract no: 07SEP1/26/1. The clear and obvious objective with the contracted activities is to align the National Aviation Legislation in such a way that the Aviation situation in the Republic of Serbia comply with the European Union legislation forming the Single European Sky. Thus solving important legal, economic, and above all, aviation safety and security matters.

In October 2010 a new Serbian Aviation Law was published and for its full implementation this law needs to be complemented by a multitude of bylaws to be enacted until 20th October 2012 (Articles 262, 270 of the Law).

The delivered equipment purpose is to bring the security standards at the airports in Belgrade and Nis up to the EU level standards.



### **Data Sources**

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

### **Evaluation**

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 9:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment was very important in raising the security level of the Belgrade and Nis airports.
<b>Effectiveness</b>	VERY HIGH	The equipment was important for the compliance with the ECAA agreement. The integration of the equipment began right after the delivery and it is fully used.
<b>Impact</b>	VERY HIGH	The delivered equipment had great effect on the security procedures at both airports.
<b>Sustainability</b>	VERY HIGH	The equipment maintenance is planned in the budget however the airport in Nis has problems in securing the funding. There is sufficient and trained staff to operate the equipment, but there are no additional trainings performed.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and newly established processes. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.1.9 Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations

### Contract ID

Title	Supply of Equipment for Air Monitoring; Lot 1 Air Quality Monitoring Stations
Reference	07SER01/26/21/02
Nature	Supply
Domain	CARDS
Contract year	2009
Location	Serbia
Sector code	Environment
Contract number	203269
Contract value	€ 1.924.857,50
Value date	13/03/2012
Person in charge	Andrej Papic, Fiend Reiner
Implementation starting date	16/04/2009
Closing Date	13/03/2012
Contracting party	EAS ENVIMET ANALYTICAL SYSTEMS GMBH

### Context

The main short to medium term European Partnership priorities for Serbia to move closer to EU standards in the environmental sector include the adoption of a law on environmental protection, support to the Environmental Protection Agency, implementation of strategies to counter air pollution (notably from power plants), water (wastewater) and soil (solid waste); and to strengthen administrative capacity in regard to environmental planning, permitting, inspecting, monitoring as well as project management.

This supply contract provided the necessary equipment for monitoring the air quality on locations throughout Serbia. The equipment supported one TA project and one twinning project.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

### Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 10:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered equipment was very important in establishing an Air Quality Monitoring network in Serbia.
<b>Effectiveness</b>	HIGH	The supply contracts were split into 4 Lots, which had impact on the effectiveness since different companies won different Lots and the equipment was not integrated in the most optimal manner.
<b>Impact</b>	VERY HIGH	The delivered equipment had great effect on the information gathering in the Environmental sector. It enabled Serbia to be a part of the EIONET.
<b>Sustainability</b>	LOW	Currently there are no funds for maintaining the equipment and the equipment is used in reduced form. More staff is needed for operating the equipment.
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and newly established processes. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.



## 2.1.10 Supply of IT equipment and Document Management System to the National Employment Service

### Contract ID

Title	Supply of IT equipment and Document Management System to the National Employment Service
Reference	08SER01/19/21
Nature	Supply
Domain	IPA
Contract year	2010
Location	Serbia
Sector code	Employment policy and administrative management
Contract number	235305
Contract value	€ 244.190,00
Value date	07/03/2012
Person in charge	Tsvetana Stoycheva
Implementation starting date	01/06/2010
Closing Date	07/03/2012
Contracting party	ON LINE DATENSYSTEME GMBH

### Context

In order to achieve the overall objective of the decreasing the level of unemployment in the Republic of Serbia, TA project together with this supply contract was planned. The purpose of the project was to upgrade NES performance in the following areas: (i) monitoring and forecasting of labour market trends and (ii) monitoring and evaluation of active labour market programmes and to increase the efficiency and effectiveness of the NES through quicker access to the active data base, storage of archives and easier access to the Integrated Information System (IIS).

The project will directly contribute to the realization of short-term and medium-term priorities set by the Document on European Partnership.

The supply contract provided the NES with upgrade to their existing information system with a document management system.

### Data Sources

The information regarding the contract was gathered by analysing the available documentation in the EUD, interview with the EUD project manager, written questionnaire and interview with the beneficiary.

### Evaluation

The following table contains the evaluation factor and the evaluated level, as well as the logic behind the evaluation. The evaluation logic is supported by the key findings above and the questionnaire provided in the annex this report.

**Table 11:** Evaluation Table

Factor	Evaluation Level	Evaluation Logic
<b>Relevance</b>	VERY HIGH	The delivered DMS enabled the NES to perform more thorough analysis of the workforce sector.
<b>Effectiveness</b>	VERY HIGH	The DMS is crucial in the execution of past and future TA projects as well as internal processes in the NES.
<b>Impact</b>	VERY HIGH	The delivered equipment had great effect on the information gathering in the NES.
<b>Sustainability</b>	VERY HIGH	The equipment is regularly used, maintained and up-graded, it supports the systems built around it and is supported and represented in the current budget (as well planned for the future).
<b>Efficiency and Implementation Modalities</b>	VERY HIGH	The administrative procedures went quickly and smoothly.
<b>Coherence and complementarity</b>	VERY HIGH	The equipment and the supported systems were seamlessly integrated into the existing and newly established processes. The introduced changes were properly applied.
<b>Visibility</b>	VERY HIGH	The equipment was properly labelled and all planned visibility activities were carried out according to the EU visibility guidelines.

## 2.2 List of Interviews

Name	Position	Institution	Date
	project managers	EUD	24.01.2013
<b>Biljana Popovic-Jovanovic</b>	project manager	EUD	24.01.2013
<b>Dragan Lalic</b>	project manager	EUD	24.01.2013
<b>Gligo Vukovic</b>	project manager	EUD	24.01.2013
<b>George Paggiannis</b>	project manager	EUD	25.01.2013
<b>Andrej Papic</b>	project manager	EUD	25.01.2013
<b>Tsvetana Stojceva</b>	project manager	EUD	25.01.2013
<b>Maja Vuckovic-Krcmar</b>	project manager	EUD	25.01.2013
<b>Vladan Petrovic</b>	project manager	EUD	12.02.2013
<b>Elektromreza Srbije, Vladimir Jankovic</b>	beneficiary	-	14.02.2013
<b>Bianca Vandeputte</b>	project manager	EUD	14.02.2013
<b>Zoran Lukic</b>	beneficiary	PLOVPUT	18.02.2013
<b>Verica Jovanovic</b>		Meeting with TA for treatment of healthcare waste in Serbia project	18.02.2013
<b>Zoran Carevic, Milka Lukac</b>		Meeting with beneficiary Tax Administration	19.02.2013
<b>Nenad Vujic, Bojan Ikic</b>		Meeting with beneficiary Judicial Academy	19.02.2013
<b>Boris Lastro</b>		Meeting with beneficiary Directorate of Measures and Precious Metals	20.02.2013
<b>Dejan Lekic, Tihomir Popovic</b>		Meeting with beneficiary Environmental Protection Agency	20.02.2013
<b>Mario Ivezić, Miroslav Stefanovic</b>		Meeting with beneficiary Treasury Administration	21.02.2013
<b>Nebojsa Ratkovic</b>		Meeting with beneficiary National employment Service	21.02.2013
<b>Predrag Djordjevic</b>		Meeting with beneficiary Directorate for Civil Aviation	21.02.2013

### 3 GRANTS CONTRACTS

#### 3.1 Grants contracts – Mission Photos

##### IPA 2008

*BranislavaPetkovicMladenovac– Before*



*After*



*DobrinkaSimonovicSmederevo- Before*



*After*



*LjubisaDenicSmederevo– Before*



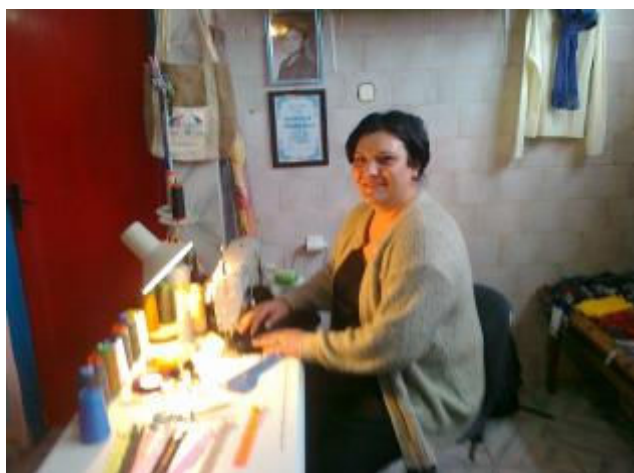
*After*



*IPA 2008 – individual housing solutions*



*IPA 2008 – Income generation assistance beneficiaries*

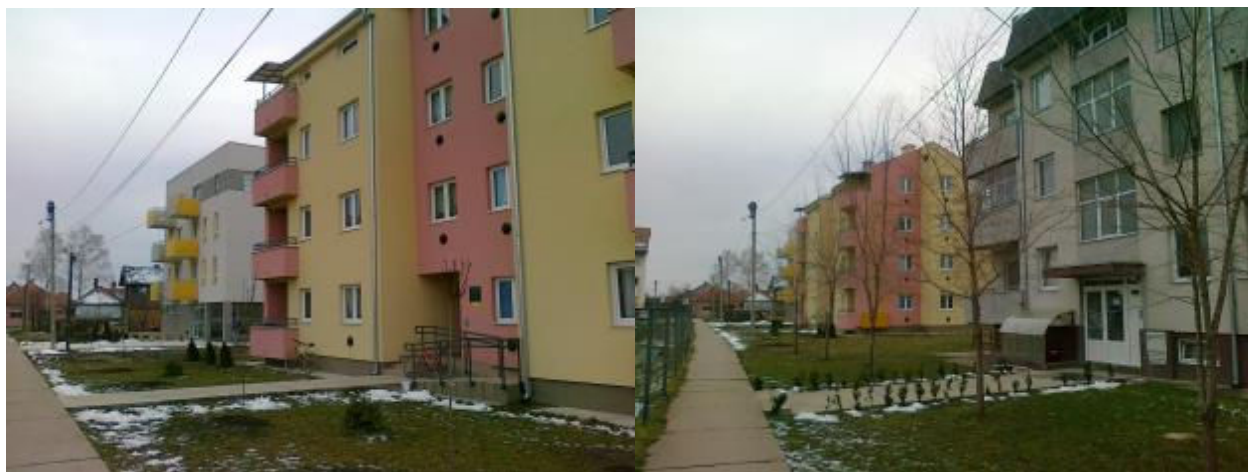




*Colective Centre*



*IPA 2008 Social Housing in Supportive Environment*



*CARDS grant – support of farmers*



*CARDS – demonstration field*



## 3.2 List of Interviews

Name	Position	Institution	Date
<b>Konstantinos Soupilas</b>	Task Manager	Delegation of the European Union to the Republic of Serbia (EUD)	10.12.2012 and on-going consultations
<b>Martin Kern</b>	Head of Operations	EUD	10.12.2012
<b>Ana Miletic</b>	EIDHR Project Manager - Operations	EUD	10.12.2012 and on-going consultations
<b>Maja Vukovic Krmar</b>	Head of Operations	EUD	10.12.2012
<b>Elisabetta Sartorel</b>	Programme Manager – Operations. CBC Programme	EUD	24.1.2013
<b>Marzia Pallota</b>	Programme Manager – Operation s. Refugees, IDPs and Migration	EUD	25.1.2013
<b>Danka Bogetic</b>	Programme Manager	EUD	
<b>Ana Ilić</b>	Assistant Director	Government of Republic of Srbija, European Integration Office (SEIO), Department for Planning, Programming, Monitoring and Reporting on EU Funds and Development Assistance	12.12.2012
<b>Sanda Šimić</b>	Assistant Director	SEIO, Sector for CBC and Transnational Programmes	19.02.2012
<b>Miloš Golubović</b>	Programme manager	SEIO	
<b>Ms Svetlana Velimirovic</b>	Deputy Commissioner	Commissariat for Refugees	07.02.2013
<b>Ms Jelena Maric</b>	Councillor for planning and preparation of EU funded projects	Commissariat for Refugees	07.02.2013
<b>Mr Miroslav Terzan</b>	Programme Officer	UNHCR	07.02.2013

IPA 2008: Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs			
<b>Verica Recevic</b>	Program Coordinator	Danish Refugee Council	07.02.2013, 11.02.2013, 12.02.2013
<b>Miodrag Jovanovic</b>	Programme Coordinator	Danish Refugee Council	07.02.2013
<b>Slavica Milunovic</b>	Executive director	Bozur	07.02.2013
<b>Marina Pesic</b>	Social Worker	Danish Refugee Council	11.02.2013
<b>DarkoMadzarevic</b>	Social Worker	Danish Refugee Council	11.02.2013
<b>Zoran Graovac</b>	Local Refugee Trustee	Municipality of Pancevo	11.02.2013

<b>Visit to Collective Centre 'Centar TO Pancevo'</b>			11.02.2013
<b>Visit to beneficiary family assisted with a prefabricated house in Pancevo</b>			11.02.2013
<b>Visit to family assisted with IGA grant - green house in Pancevo</b>			11.02.2013
<b>Aleksandar Duma</b>	Local Refugee Trustee	Municipality Titel	11.02.2013
<b>Visit to beneficiary family assisted with Partial Self-help grant in Titel</b>			11.02.2013
<b>Visit to beneficiary family assisted with Partial Self-help grant in Vitalge, Vilovo</b>			11.02.2013
<b>Visit to beneficiary assisted with IGA – green house in Titel</b>			11.02.2013
<b>Olivera Stojakov</b>	Local Refugee Trustee	Municipality of Kovin	12.02.2013
<b>Stojanka Tasic</b>	Head of Administrative Department	Municipality of Kovin	12.02.2013
<b>Milce Milutinov</b>	Director	Social Welfare Kovin	12.02.2013
		Municipality of Kovin	12.02.2013
<b>Visit to beneficiary assisted with IGA – Tailor's Shop in Kovin</b>			12.02.2013
<b>Visit to SHPE building and assisted families and the Host family in Kovin</b>			12.02.2013
<b>Visit to beneficiary family assisted with a prefabricated house in Kovin</b>			12.02.2013

<b>IPA 2007: Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures</b>			
<b>Ivan Marin</b>	Program Manager	Arbeiter-Samariter-Bund Deutschland	07.02.2013, 13.02.2013, 14.02.2013
<b>Jelena Marin</b>	Program Manager	Arbeiter-Samariter-Bund Deutschland	07.02.2013, 13.02.2013, 14.02.2013
<b>Ms Jeremic</b>	Assistant Mayor for social issues	Municipality of Smederevo	13.02.2013
	Local Refugee Trustee	Smederevo	13.02.2013
<b>Ms Drajić</b>	Local Refugee Trustee	Pozarevac	13.02.2013
<b>Visit to two Building material beneficiary families in Mladenovac</b>			
<b>Visit to Collective Centre Radinac in Smederevo</b>			
<b>Visit to Roma Settlement in Pozarevac</b>			

<b>EIDHR 2008 Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina</b>			
<b>Sandrina Vujadinovic</b>	<b>Speh</b> Program coordinator	Center for Rehabilitation of Torture Victims International Aid Network IAN	29.01.2013
<b>Nataša Cvetković Jović</b>	Project Manager	Center for Rehabilitation of Torture Victims International Aid Network IAN	29.01.2013

<b>EIDHR 2008 ALMA - Art in Literature as a Model for Advocacy (for minority rights)</b>			
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Vladimir Petrovijevec	GRUPA 484	28.01.2013
Rober Kozma	GRUPA 484	28.01.2013
Zagorka Aksentijevic	GRUPA 484	28.01.2013

EIDHR 2009 Human Trafficking Watchdogs in the Republic of Serbia		
Tamara Vukasovic	ASTRA anti Trafficking Action	30.01.2013
Olivera Otasevic	Coordinator of ASTRA SOS Hotline and Direct Victim Assistance Program ASTRA	30.01.2013
Ivana Radovic	Coordinator of Prevention and Education Program ASTRA	30.01.2013

EIDHR 2008 Coalition for Prison Reform		
Lidija Vuckovic	President Center for Human Rights Nis	20.02.2013
Marija Biseric	Center for Human Rights Nis	20.02.2013
Visit to Center for Human Rights in Nis		20.02.2013

EIDHR 2010 Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek	
Boris Illijevski	21.02.2013
Visit to rural areas – meeting 2 women	

CARDS / CBC		
Dejan Pantovic	Assistant Director Municipality of Vrsac	26.2.2013
Aleksandar Cirin	Project Manager Municipality of Vrsac	26.2.2013
Field visit to Vrsac		

CARDS / CBC		
Pedrag Stankov	Municipality of Zrjanin	1.3.2013
Field visit to Zrjanin		

CARDS / CBC		
Slavko Galic	Project Manager Veliki Knezevac	28.2.2013
Field visit to Veliki Knezevac		

### 3.3 Performance rating of Grants projects

Performance Rating Table for Individual grants

Grants Contract Title	Relevance Evaluation
<b>EIDHR</b> -Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek, 2012-2016 (Resource centre, Majdanpek)	Very high
<b>EIDHR</b> -ALMA - Art in Literature as a Model for Advocacy (for minority rights) (GRUPA 484)	Very high
<b>EIDHR</b> -Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina (AIN)	Very high
<b>EIDHR</b> -Coalition for Prison Reform (Centre for Human Rights in Niš)	Very high
<b>EIDHR</b> -Human Trafficking Watchdogs in the Republic of Serbia (Astra)	Very high
<b>IPA</b> - Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs (Danish Refugee Council /DRC)	Very high
<b>IPA</b> - Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures (Arbeiter-Samariter-Bund Deutschland)	Very high
<b>CARDS CBC</b> - Food for Banat: Networking and capacity building of good producers and processors in Banat region (Rural Development Center)	Very high
<b>CARDS CBC</b> - Expo-Agro Banat – organic food nation (Municipality of Zrenjanin)	Very high
<b>CARDS CBC</b> - Economy integration for European Prosperity (Municipality of Vrsac)	Very high

Grants Contract Title	Efficiency Evaluation
<b>EIDHR</b> -Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek, 2012-2016 (Resource centre, Majdanpek)	Very high
<b>EIDHR</b> -ALMA - Art in Literature as a Model for Advocacy (for minority rights) (GRUPA 484)	Very high
<b>EIDHR</b> -Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina (AIN)	Very high
<b>EIDHR</b> -Coalition for Prison Reform (Centre for Human Rights in Niš)	Very high
<b>EIDHR</b> -Human Trafficking Watchdogs in the Republic of Serbia (Astra)	Very high
<b>IPA</b> - Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs (Danish Refugee Council /DRC)	Very high
<b>IPA</b> - Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures (Arbeiter-Samariter-Bund Deutschland)	Very high
<b>CARDS CBC</b> - Food for Banat: Networking and capacity building of good producers and processors in Banat region (Rural Development Center)	Medium
<b>CARDS CBC</b> - Expo-Agro Banat – organic food nation (Municipality of Zrenjanin)	Very high
<b>CARDS CBC</b> - Economy integration for European Prosperity (Municipality of Vrsac)	High

Grants Contract Title	Effectiveness Evaluation
<b>EIDHR</b> -Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek, 2012-2016 (Resource centre, Majdanpek)	Very high
<b>EIDHR</b> -ALMA - Art in Literature as a Model for Advocacy (for minority rights) (GRUPA 484)	Very high
<b>EIDHR</b> -Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina (AIN)	Very high
<b>EIDHR</b> -Coalition for Prison Reform (Centre for Human Rights in Niš)	Very high
<b>EIDHR</b> -Human Trafficking Watchdogs in the Republic of Serbia (Astra)	Very high
<b>IPA</b> - Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs (Danish Refugee Council /DRC)	Very high
<b>IPA</b> - Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures (Arbeiter-Samariter-Bund Deutschland)	Very high
<b>CARDS CBC</b> - Food for Banat: Networking and capacity building of good producers and processors in Banat region (Rural Development Center)	High
<b>CARDS CBC</b> - Expo-Agro Banat – organic food nation (Municipality of Zrenjanin)	Very high
<b>CARDS CBC</b> - Economy integration for European Prosperity (Municipality of Vrsac)	Very high

Grants Contract Title	Impact Evaluation
<b>EIDHR</b> -Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek, 2012-2016 (Resource centre, Majdanpek)	Very high
<b>EIDHR</b> -ALMA - Art in Literature as a Model for Advocacy (for minority rights) (GRUPA 484)	Very high
<b>EIDHR</b> -Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina (AIN)	Very high
<b>EIDHR</b> -Coalition for Prison Reform (Centre for Human Rights in Niš)	High
<b>EIDHR</b> -Human Trafficking Watchdogs in the Republic of Serbia (Astra)	High
<b>IPA</b> - Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs (Danish Refugee Council /DRC)	Very high
<b>IPA</b> - Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures (Arbeiter-Samariter-Bund Deutschland)	Very high
<b>CARDS CBC</b> - Food for Banat: Networking and capacity building of good producers and processors in Banat region (Rural Development Center)	Medium
<b>CARDS CBC</b> - Expo-Agro Banat – organic food nation (Municipality of Zrenjanin)	Medium
<b>CARDS CBC</b> - Economy integration for European Prosperity (Municipality of Vrsac)	High

Grants Contract Title	Visibility Evaluation
<b>EIDHR</b> -Local action plan for improvement of women's situation and gender equality in the Municipality of Majdanpek, 2012-2016 (Resource centre, Majdanpek)	High
<b>EIDHR</b> -ALMA - Art in Literature as a Model for Advocacy (for minority rights) (GRUPA 484)	High
<b>EIDHR</b> -Comprehensive Rehabilitation Program for Torture Victims in Serbia and Bosnia and Herzegovina (AIN)	High
<b>EIDHR</b> -Coalition for Prison Reform (Centre for Human Rights in Niš)	High
<b>EIDHR</b> -Human Trafficking Watchdogs in the Republic of Serbia (Astra)	High
<b>IPA</b> - Support to Livelihood Enhancement of Refugees and IDPs in Serbia /Further support to refugees and IDPs (Danish Refugee Council /DRC)	Very high
<b>IPA</b> - Support to IDPs and Refugees in Serbia through Provision of Durable Solutions and Economic Sustainability Measures (Arbeiter-Samariter-Bund Deutschland)	Very high
<b>CARDS CBC</b> - Food for Banat: Networking and capacity building of good producers and processors in Banat region (Rural Development Center)	Low
<b>CARDS CBC</b> - Expo-Agro Banat – organic food nation (Municipality of Zrenjanin)	High
<b>CARDS CBC</b> - Economy integration for European Prosperity (Municipality of Vrsac)	High

## 4 EVALUATION QUESTIONS AND JUDGEMENT CRITERIA MATRIX

This Matrix is under development in the first phase of desk research.

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA (quantitative indicators)	INDICATORS/ DESCRIPTORS (What can we observe/measure to generate evidence?)	SOURCES OF INFORMATION (From whom or where will we obtain this information?)
<i>Specific Objective 1: assessment of impact, effectiveness, efficiency, and sustainability</i>				
<b>Question Grouping (1): effectiveness and impacts, sustainability</b>				
EQ 1	To what extent have the IPA investments in the sector been effective in achieving results?	<ul style="list-style-type: none"> <li>The assistance produced the planned outputs</li> <li>The outputs have delivered intended results at the appropriate level;</li> <li>outputs were relevant for the beneficiary organisations;</li> <li>Have been taken up / used by the beneficiary organisations.</li> <li>Procedures for programming and management (grant scheme administration) were / are in evidence to promote quality and planned changes.</li> </ul>	<ul style="list-style-type: none"> <li>The extent to which outputs have been delivered as defined in the project and contract documentation</li> <li>Quality of the outputs</li> <li>Each project has a well defined intervention logic demonstrating how the outputs will produce the intended results</li> <li>Project outputs met the priorities of the beneficiary organisations and are utilised</li> <li>% outputs and results achieved (indicators)</li> <li>Number of projects/contracts funded following sectors coverage/target groups</li> <li>Size and average size of contracts</li> <li>% of planned outputs and results delivered</li> </ul>	<ul style="list-style-type: none"> <li>Project fiches</li> <li>Contracts documents and reports</li> <li>ROM reports</li> <li>EUD data</li> </ul> <p><i>Methods of evidence collection:</i></p> <ul style="list-style-type: none"> <li>Desk research</li> <li>Interviews</li> <li>Questionnaires</li> </ul> <p>A survey of large sample or the whole population would be a relevant instrument to collect data. This seems to be not realistic due to the limited time and resources.</p>
EQ 2	<p>Have the results of the assistance been translated into the desired/expected impacts in meeting the strategic objectives/priorities linked to reconstruction and reconciliation?</p> <p>To what extent can impacts be sufficiently identified / quantified?</p>	<ul style="list-style-type: none"> <li>The assistance provided under the EU instrument (IPA, EIDHR) is making a visible contribution to the objectives linked to reconstruction and reconciliation.</li> <li>All interventions fit logically into the wider objectives of the IPA assistance, i.e. progress towards the adoption of the acquis.</li> <li>Results are being taken up by the beneficiary</li> </ul>	<ul style="list-style-type: none"> <li>The contracts/projects can be logically aligned to the national strategic plans</li> <li>The interventions contribute directly to the requirements of the reconstruction/ reconciliation</li> <li>Extent of progress in meeting strategic priorities</li> <li>Suitable impact indicators and targets</li> </ul>	<ul style="list-style-type: none"> <li>Project fiches</li> <li>Project/contracts documents and reports</li> <li>ROM reports</li> </ul> <p><i>Methods of evidence collection</i></p> <ul style="list-style-type: none"> <li>Desk research</li> <li>Interviews, questionnaires</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA (quantitative indicators)	INDICATORS/ DESCRIPTORS (What can we observe/measure to generate evidence?)	SOURCES OF INFORMATION (From whom or where will we obtain this information?)
		<p>organisations and the objectives of the projects are being met.</p> <ul style="list-style-type: none"> <li>Planned impacts are identified and measured in project reports.</li> </ul>	are defined and achieved	
EQ 3	<p>Are the achieved results sustainable?</p> <p>Is there sustainable and improved administrative capacity within beneficiary institutions and maintenance of provided investment? (the EQ relates with EQ5)</p>	<ul style="list-style-type: none"> <li>Changes / effects are logically embedded in new beneficiary structures.</li> <li>Sufficiency of resources (human, financial, assets) to maintain the effects / changes in the beneficiary organisations.</li> <li>Evidence of plans for maintaining funding and retaining human resources in the beneficiary organisations.</li> <li>Evidence that the investment is in use and maintained.</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of sustainability in completed comparable interventions suggesting likely sustainability of assistance under evaluation (as a proxy)</li> <li>Human resource and budgetary plans in beneficiary organisations</li> <li>Number of long-term employed persons involved</li> <li>%staff turnover in the beneficiary institutions</li> <li>Relevant regulations / legislation in place</li> <li>Evidence of external factors that influence the sustainability of impact (such as staff turnover or political support)</li> <li>Evidence of maintenance services</li> </ul>	<ul style="list-style-type: none"> <li>Project/contracts documents and reports</li> <li>ROM reports</li> <li>Plans of the beneficiary institutions and relevant sectors/associations</li> </ul> <p><i>Methods of evidence collection</i></p> <ul style="list-style-type: none"> <li>Desk research</li> <li>Interviews, questionnaires</li> <li>Context data</li> </ul>
EQ 4	<p>What is the impact of the assistance?</p> <p>Are there any additional impacts (both positive and negative)?</p>	<p>Judgement will be based on the examination of</p> <ul style="list-style-type: none"> <li>Identification of planned and unplanned effects on project/contract level</li> </ul>	<ul style="list-style-type: none"> <li>Changes to the beneficiary organisation</li> <li>Changes to the target group (end users)</li> <li>Improvement of organisational capacity</li> </ul>	<ul style="list-style-type: none"> <li>Project/contracts documents and reports</li> <li>ROM reports</li> </ul> <p><i>Methods of evidence collection</i></p> <ul style="list-style-type: none"> <li>Desk research</li> <li>Interviews, questionnaires</li> <li>Context data</li> </ul>
EQ 5	<p>Were the identified impacts sustainable?</p> <p>Is the equipment provided fully in use? (the EQ relates with EQ3)</p>	<p>Judgement will be based on the examination of</p> <ul style="list-style-type: none"> <li>Sufficiency of resources (human, financial, assets)</li> </ul>	<ul style="list-style-type: none"> <li>Number of projects where future maintenance costs are subsumed in national /regional/municipal budgets</li> </ul>	<ul style="list-style-type: none"> <li>Project/contracts documents and reports</li> <li>ROM reports</li> <li>Interviews, questionnaires</li> <li>Context data</li> </ul>
EQ 6	<p>Are there any elements which could hamper the impact and/or sustainability of the assistance?</p>	<p>Risk management strategy has been developed and is being implemented.</p>	<ul style="list-style-type: none"> <li>Factors affecting impact and sustainability of projects – external to the assistance and internal to the</li> </ul>	<ul style="list-style-type: none"> <li>Project/contract reports</li> <li>ROM reports</li> <li>Context data</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA (quantitative indicators)	INDICATORS/ DESCRIPTORS (What can we observe/measure to generate evidence?)	SOURCES OF INFORMATION (From whom or where will we obtain this information?)
		Systemic issues which reduce the impact or sustainability of assistance in the beneficiary organisations that prevent adoption of the outputs of IPA interventions.	<ul style="list-style-type: none"> <li>management of the assistance</li> <li>Factors diminishing the institutional preparedness for change and sustaining changes <ul style="list-style-type: none"> <li>Who is championing the reform process – local ownership or external demand?</li> </ul> </li> </ul>	<b>Methods of evidence collection</b> <ul style="list-style-type: none"> <li>Desk research</li> <li>Interviews,</li> <li>Questionnaires</li> <li>Observation and Context data (associations, municipalities etc.)</li> </ul>
EQ 7	Has sustainable capacity being created in the beneficiary institutions to manage policy challenges and future assistance?	Judgement will be based on the examination of <ul style="list-style-type: none"> <li>Sufficiency of resources to maintain the effects/changes in the beneficiary organisation</li> <li>Evidence of plans for further development</li> </ul>	<ul style="list-style-type: none"> <li>Number of civil society organisations involved</li> <li>% staff turnover</li> <li>Number of projects</li> <li>Business plans and other development plans of the beneficiary organisations</li> <li>Further funding of activities</li> </ul>	<ul style="list-style-type: none"> <li>Interviews, questionnaires</li> <li>Focus group discussion</li> <li>Project/contract reports</li> </ul>
<b>Question Grouping (2): visibility</b>				
EQ 8	Has the EU assistance achieved maximum visibility?	Judgement will be based on the examination of <ul style="list-style-type: none"> <li>Public awareness activities within the project duration and after</li> <li>Perception by general public and target groups</li> </ul>	<ul style="list-style-type: none"> <li>Information disseminated among the target groups and general public</li> <li>labels on the equipment delivered and investment made</li> <li>general awareness</li> </ul>	<ul style="list-style-type: none"> <li>Relevant programme and project Web sites</li> <li>Project reports</li> </ul> <b>Methodology:</b> <ul style="list-style-type: none"> <li>Interviews, questionnaires</li> <li>Focus group discussion</li> <li>Desk research of Project/contract reports</li> <li>Context data (territorial, sectoral, professional association etc)</li> <li>On the spot visit</li> </ul>
▪ <i>Specific Objective 2: delivery of assistance and lessons learned</i>				
<b>Question Grouping (3): Implementation modalities</b>				
9	To what extend the EU chosen implementation modalities are relevant and efficient?	Judgement will be based on the examination of <ul style="list-style-type: none"> <li>Existing procedures of grant schemes implementation and procurement</li> </ul>	<ul style="list-style-type: none"> <li>Time spent on the grant scheme administration steps</li> </ul>	<ul style="list-style-type: none"> <li>EU Progress reports</li> <li>Financial Agreements</li> <li>Project financial reports</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA (quantitative indicators)	INDICATORS/ DESCRIPTORS (What can we observe/measure to generate evidence?)	SOURCES OF INFORMATION (From whom or where will we obtain this information?)
		<ul style="list-style-type: none"> <li>Comparison with best cases of other EU interventions and donors</li> </ul>		<ul style="list-style-type: none"> <li>Beneficiary Interviews</li> </ul> <i>Methodology</i> <ul style="list-style-type: none"> <li>Desk research</li> <li>Questionnaires</li> <li>Focus group</li> </ul>
10	How well were the selected contracts linked to other relevant contracts?	Judgement will be based on the examination of <ul style="list-style-type: none"> <li>Objectives of selected contracts EU interventions and Sector approach</li> <li>Sequencing of assistance</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of grant schemes contracts' objectives (limited capacity)</li> </ul>	<ul style="list-style-type: none"> <li>Application forms</li> <li>Grant Schemes documentation</li> <li>Financial Agreements</li> <li>EUD Task Managers</li> </ul> <i>Methodology</i> <ul style="list-style-type: none"> <li>Interviews with EUD TMs</li> <li>Analysis of application forms and grant schemes' documentation</li> </ul>
11	To what extend the support provided by EC instruments coherent and complementary?	Judgement will be based on the examination of <ul style="list-style-type: none"> <li>Coherence between different elements of the EC's country programme,</li> <li>between the support from different donors, and,</li> <li>between aid and the country-owned development strategy,</li> <li>proper accountability for aid resources</li> </ul>	<ul style="list-style-type: none"> <li>evidence of functioning aid coordination architecture</li> <li>monitoring of international aid at the national and sector level</li> </ul>	<ul style="list-style-type: none"> <li>ISDACon database</li> <li>SEIO information</li> <li>Interviews with donors</li> <li>Documents of donors, evaluations, reports, minutes</li> </ul>
12	Was the institutional framework adequate to deliver programme in a sustainable manner?	Judgement will be based on the examination <ul style="list-style-type: none"> <li>Capacity to manage funds by EUD and national actors</li> </ul>	<ul style="list-style-type: none"> <li>Performance of key national, regional and local stakeholders involved in programmes implementation</li> </ul>	<ul style="list-style-type: none"> <li>Interviews, questionnaires</li> <li>Interviews</li> <li>Focus groups discussion</li> <li>SEIO, local stakeholders</li> <li>Professional associations</li> </ul>
<ul style="list-style-type: none"> <li><i>Specific Objective 3: measurement of objectives and appropriateness of indicators</i></li> </ul>				
<b>Question Grouping (4): indicators</b>				
13	Have been indicators established? Are the indicators measurable?	Judgement will be based on the examination of <ul style="list-style-type: none"> <li>documentation and character of indicators</li> </ul>	<ul style="list-style-type: none"> <li>Existence of indicators in application forms</li> <li>Type and Quality of indicators</li> <li>Baseline data</li> <li>Monitoring of outputs</li> </ul>	<ul style="list-style-type: none"> <li>Project fiches</li> <li>Project/contracts documents and reports, (logframe)</li> <li>ROM reports</li> <li>Interviews,</li> </ul>



ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA (quantitative indicators)	INDICATORS/ DESCRIPTORS (What can we observe/measure to generate evidence?)	SOURCES OF INFORMATION (From whom or where will we obtain this information?)
				<ul style="list-style-type: none"> <li>questionnaires</li> </ul>
14	Are the indicators in line with overarching strategies and policy priorities?	Judgement will be based on the examination <ul style="list-style-type: none"> <li>Assessment of documents and indicators identified</li> </ul>	<ul style="list-style-type: none"> <li>Number and character of indicators</li> <li>Use of indicators</li> <li>Quality of indicators</li> <li>Baseline data</li> </ul>	<ul style="list-style-type: none"> <li>Project fiches</li> <li>Project/contracts documents and reports</li> <li>ROM reports,</li> <li>Interviews,</li> <li>questionnaires</li> </ul>