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**REPUBLIC OF SERBIA**

**PUBLIC PROCUREMENT OFFICE**

**REPORT ON IMPLEMENTATION OF THE ACTION PLAN FOR IMPLEMENTATION OF THE PUBLIC PROCUREMENT DEVELOPLMENT PROGRAMME IN THE REPUBLIC OF SERBIA**

**FOR 2023**

Belgrade, April 2024

**INTRODUCTION**

The Government of the Republic of Serbia on 13 November 2019 adopted the **Public Procurement Development Programme in the Republic of Serbia for the period 2019-2023** (“Official Gazette of the Republic of Serbia”, No. 82/19, hereinafter referred to as: the Programme).

In order to continue with the reform of the public procurement system in the Republic of Serbia, the Government has established a goal "Further development of a modern and efficient public procurement system" and several objectives:

1. Increasing the efficiency and economy of public procurement procedures,
2. Strengthening competition in the public procurement market,
3. Reduction of the risk of irregularities in the public procurement system,
4. Promotion and encouragement of environmental and social aspects in public procurement and innovations.

The programme determined that the measures whose implementation will directly affect the fulfilment of the above objectives, will relate to the following priority areas:

1. improving the legal framework;
2. Strengthening the institutional framework;
3. improvement of electronic public procurement
4. strengthening administrative capacities and education.

The Public Procurement Office (hereinafter referred to as: the PPO), in accordance with the Programme, is obliged to prepare a proposal of action plans for the Government of the Republic of Serbia for a period of one year in order to achieve the determined strategic goals and improve the above-mentioned priority areas in the Program. Accompanying the Action Plan for the implementation of the Public Procurement Development Programme in the Republic of Serbia for 2019 and 2020, which was adopted together with the Programme, referred to a period of two years, given the late adoption of this public policy document in November 2019. The upcoming Action Plans were adopted on an annual basis (2021, 2022). **Action plan for 2023 for the implementation of the Public Procurement Development Programme in the Republic of Serbia for the period 2019-2023** (hereinafter referred to as: Action Plan), adopted, at the proposal of the PPO, the RS Government, and it was published in the “Official Gazette of the Republic of Serbia”, No. 54 on 30 June 2023.

The implementation of this Programme is monitored by the PPO as a coordinating body, while measures to achieve the objectives of the Programme are carried out in cooperation with the relevant institutions. Based on the collected information on the execution of the Action Plan, the PPO is obliged to prepare a Report on the implementation of the Action Plan and submit it to the Government for information.

Reporting on the implementation of the Programme and accompanying action plans will be carried out in accordance with Article 43 of the Law on Planning System of the Republic of Serbia ("Official Gazette of the Republic of Serbia", No. 30/18) which stipulates that the party proposing a public policy document is a state administration body, that body reports to the Government, through the state administration body responsible for the coordination of public policies, on the results of the implementation of that document, i.e., on the ex-post analysis of the effects of public policy determined by that document.

In accordance with the above, the PPO has prepared a **Report on the implementation of the Action Plan for the implementation of the Public Procurement Development Program in the Republic of Serbia for 2023** (hereinafter referred to as: the Report). Considering the above-mentioned strategic goals, i.e., priority areas of public procurement system reform, all activities within the Action Plan are grouped into four areas, i.e., measures, according to which its implementation is monitored:

1. Improving the legal framework;
2. Strengthening the institutional framework;
3. Improvement of electronic public procurement
4. Strengthening administrative capacities and education.

The following will show the activities and the degree of their implementation, the impact on the fulfilment of measures and indicators (result indicators) at the level of the measure, as well as indicators at the level of specific objectives (outcome indicators) and goal (effect indicators) during 2023.

1. **IMPROVING THE LEGAL FRAMEWORK**

In the period covered by the Program, the harmonisation of national regulations with directives and other acts of the European Union in the field of public procurement will be carried out. Within the process of accession of the Republic of Serbia to the European Union, harmonisation with the *Acquis Communautaire* in the field of public procurement is envisaged in the negotiating chapter 5 - Public Procurement. The Republic of Serbia, as a candidate country, is obliged to fully harmonise its legislation in the field of public procurement, including concessions and public-private partnerships, before joining the European Union. Further full harmonisation of legislation must be carried out in good time before the accession of the Republic of Serbia to the European Union, in order to ensure its full implementation at all levels, from national to local.

In 2021, the Republic of Serbia started applying the new methodology for the accession of the Republic of Serbia to the European Union, and in this regard, the negotiating groups are grouped by clusters. The Negotiating Cluster "Basics" was formed for negotiating chapters 5 - Public Procurement, 18 - Statistics, 23 - Justice and Fundamental Rights, 24 - Justice, Freedom and Security and 32 - Financial Control. It is a cluster of core values that includes chapters on the rule of law, economic criteria, the functioning of democratic institutions, public administration reform, public procurement, statistics and financial control.

The following activities are defined within this measure:

* Proposing amendments to the Law on Public Procurement (hereinafter referred to as: the PPL)
* Proposing amendments to the Law on Public-Private Partnerships and Concessions (hereinafter referred to as: LPPPC)
* Proposing by-laws on the basis of amendments to the PPL

The deadline for the implementation of the above activity was the 4th quarter of 2023.

1. **Proposing amendments to the PPL**

In the process of passing the Law on Amendments to the Public Prosecution Service, a Working Group was formed, consisting of representatives of: Ministry of Finance, the Public Procurement Office, the Republic Commission for the Protection of Rights in Public Procurement Procedures, the Chamber of Commerce of Serbia and the NALED. The working group prepared a working version of the Draft Law, which was published on the websites of the Ministry of Finance, the Public Procurement Office and the e-Consultation portal. In the process of preparing the Draft Law, the Ministry of Finance and the Office for Public Procurement conducted consultations on the working version of the Draft Law in the period from 26 June to 5 July 2023, as well as a public debate on the Draft Law in the period from 26 July to 15 August 2023.

The existing normative solutions of the Law on Public Procurement and by-laws have greatly contributed to the development of the public procurement system in the Republic of Serbia. However, in order to achieve complete modernisation of this area, it is necessary to implement new solutions, which would increase the efficiency of the entire public procurement system. Amendments to the Public Procurement Law improved certain areas of the public procurement system, compared to the previous period. The implementation of the provisions of the Draft Law on Amendments to the Law on Public Procurement will contribute to increasing the transparency, efficiency and cost-effectiveness of public procurement procedures, the impact on the environment in accordance with the goals defined by the Green Agenda for the Western Balkans, strengthening competition on the public procurement market, reducing the risk of irregularities in the public procurement system, i.e., a higher degree of legal protection of participants in public procurement procedures, but also increased control by authorised institutions. The key changes introduced by the Law on Amendments and Supplements to the PPL are as follows: 1) introduced the principle of environmental protection; 2) a public procurement officer, that is, a person who has obtained a certificate for a public procurement officer is a mandatory member of the public procurement commission in public procurement procedures whose estimated value is greater than 3,000,000 dinars; 3) a period of 30 days is prescribed in which the contracting authority is obliged to submit a proposal for the initiation of misdemeanour proceedings to the Office for Public Procurement, if the business entity does not submit proof and a statement from the subcontractor that payment of its due claims has been made to it, within the period prescribed by law; 4) application of criteria for awarding contracts that are not based only on price, but also on quality, for precisely defined categories of services; 5) the basis for the adoption of a sub-legal act of the Office for Public Procurement, which will prescribe the types of goods, services and works for which the contracting authorities are obliged to apply ecological aspects when determining technical specifications, criteria for the selection of a business entity, criteria for awarding a contract or conditions for execution public procurement contracts; 6) a provision has been introduced that prescribes the deadline in which the contracting authority is obliged to make a decision on the suspension of the public procurement procedure; 7) the obligation to make a new decision on the award of contracts for clients, in the event that the selected bidder refuses to conclude the contract; 8) creation of a database that, in addition to information on all contracts concluded after the implementation of the public procurement procedure and their amendments, also contains data on contracts/orders concluded or issued in accordance with Article 27. of the Law on Public Procurement, which prescribes the thresholds up to which the provisions of this law are not applied; 9) the basis for the adoption of a sub-legal act of the ministry responsible for financial affairs, which regulates the supervision of the execution of the contract; 10) The Commission for the Protection of Competition is granted access to the database for the purposes of performing tasks within its jurisdiction; 11) method of registration of business entities on the Public Procurement Portal; 12) modification and deletion of certain violations of the contracting authorities, as well as the introduction of new ones; 13) a basis for all state authorities responsible for controlling the legality of spending public funds to submit a request to initiate misdemeanour proceedings when, acting within their jurisdiction, they determine that a violation of this law has been committed, which can be the basis for misdemeanour liability; 14) the obligation to submit requests for the protection of rights, appeals and other submissions in the procedure for the protection of rights exclusively electronically; 15) submitting the decisions of the Republic of the Commission electronically via the Public Procurement Portal.

1. **Proposing amendments to the LPPPC**

Amendments to the legislative framework in the field of public-private partnerships and concessions are planned to be implemented in the 4th quarter of 2023. The deadline for the implementation of this activity will be moved to 2024, given that the amendments to the LPPPC have not been adopted and will represent one of the activities that will be part of the new five-year planning document of the PPO.

1. **Proposing by-laws on the basis of amendments to the PPL**

After the adoption of amendments and additions to the Public Procurement Law, and changes to the Instructions for the use of the Public Procurement Portal, the Public Procurement Portal and the Ministry of Finance prepared and published several by-laws: Rulebook on the manner of publication and type of data on contracts and contract amendments that contracting authorities publish on the Public Procurement Portal, Rulebook on the types of goods for which contracting authorities are obliged to apply environmental aspects in public procurement procedures, Rulebook on amending the Rulebook on procedures and conditions for obtaining certificates for the public procurement officer and managing the Register of Public Procurement Officers, the Rulebook on the manner of supervising the execution of public procurement contracts, which are in effect from 1 January 2024.

Indicators of the implementation of the measure "Adopted amendments and additions to the PPL", "Adopted amendments and additions to the PPL", "Enacted by-laws in accordance with the amendments and additions to the PPL", i.e., target values ​​of the result indicators in 2023 they are partially fulfilled, considering that the amendments to the PPL and by-laws have been adopted, while the amendments to the LPPPC have not been adopted.

1. **STRENGTHENING THE INSTITUTIONAL FRAMEWORK**

The basic institutions whose activities, manner of work and form of organisation are regulated by the PPL and whose strengthening is necessary to raise the quality of the public procurement system are: PPO and the National Commission for Protection of Rights in Public Procurement Procedures (NC). The State Audit Institution (SAI), the Ministry of Finance (MFIN), the Ministry of Economy, the Commission for Public-Private Partnership, the Agency for Prevention of Corruption, the Commission for Protection of Competition and the Administrative Court also have a significant role in the field of public procurement. The Republic of Serbia has established an institutional framework that ensures the implementation of a unified policy in all areas related to public procurement, including the areas of concessions, public-private partnerships and defence. Bearing in mind that certain issues of public procurement are related to numerous other so-called In the sectoral areas, special attention is paid to the coordination of the work of institutions, establishing a system of regular organisation of meetings and workshops in order to harmonise positions regarding the application of the PPL, exchange of information, lectures and trainings, as well as improvement of measures of control of legal and purposeful spending of public funds in public procurement.

In connection with the foregoing, the Action Plan defines the following activities are defined within this measure:

* Organising the examination for Public Procurement Officers
* Organisation of Trainings for Preparation of Taking the Examination for Public Procurement Officers
* Organisation of workshops for the purpose of harmonising the positions of the PPO, RB, MFIN and other key institutions in the public procurement system in connection with application of the PPL
* Familiarising of the PPO with good practices in the application of directives on public procurement in EU countries
* Organisation of training for representatives of the police and the prosecutor’s office
* Organisation of trainings for judges

The deadline for the implementation of the above activities was the 4th quarter of 2023, although these activities are being implemented “continuously", i.e., are being carried out during the term of the Action Plan and the Programme.

1. **Organising the examination for Public Procurement Officers**

The PPO continued with the organisation of the exam for public procurement officers also during 2023. During 2023, a total of 22 exams were organised. In this period, a total of 412 candidates applied to take the exam for public procurement officer, of whom 367 candidates took the exam, while 205 candidates passed the exam, compared to 181 candidates in 2022. The candidate success rate is 50%. The PPO will continue to organise examinations for public procurement officers in the coming period.

1. **Organisation of Trainings for Preparation of Taking the Examination for Public Procurement Officers**

During the months of October and December 2023, the PPO, with the support of USAID and the Project for the Improvement of Public Procurement, held two trainings for the preparation of taking the exam, which were attended by 300 participants. The goal of the training was to improve the knowledge and understanding of public procurement of persons who deal with public procurement, both with clients and bidders, as well as to help prepare for the examination for public procurement officers organised by the PPO. The training included a presentation of the legal and institutional framework in the field of public procurement, the role of institutions responsible for regulation, monitoring and supervision of public procurement, types of public procurement procedures, determining deadlines, criteria for the qualitative selection of a business entity, criteria for awarding contracts, protection of rights and other important topics in the field of public procurement. The PPO will continue to organise examinations for public procurement officers in the coming period.

1. **Organisation of workshops for the purpose of harmonising the positions of the PPO, RB, MFIN and other key institutions in the public procurement system in connection with application of the PPL**

During October and December 2023, with the support of the USAID Project for the Improvement of Public Procurement, two workshops were held where experiences were exchanged regarding issues that are important for the proper application of regulations in the field of public procurement. Representatives of the Commission for the Protection of Competition attended the workshop for the first time. The organised workshops contributed to better cooperation and coordination of authorities responsible for regulating and monitoring public procurement, supported the exchange of knowledge and experience and enabled common understanding and a unified approach in applying the provisions of the Law on Public Procurement. The PPO will continue to organise examinations for public procurement officers in the coming period for the purpose of harmonising this activity.

1. **Familiarising of the PPO with good practices in the application of directives on public procurement in EU countries**

In the period from 21 to 25 May, in Sweden, in Stockholm, a study trip was held as part of the project "Public procurement and good management for greater competitiveness", organised by NALED, where representatives of the PPO presented their activities and the results achieved by the PPO within its competences defined by the Law on Public Procurement. Meetings with representatives of relevant institutions in the public procurement system in the Kingdom of Sweden (National Agency for Public Procurement, Agency for Legal, Financial and Administrative Services, National Procurement Service, Ministry of Finance, Agency for Protection of Competition, Agency for Environmental Protection, Stockholm Region) they had the goal of getting PPO representatives to become more familiar with the public procurement system in the Kingdom of Sweden, their achieved results, but also the next steps to improve the entire system. In the period from 26 to 30 September 2023, representatives of the KPP participated in a study trip to Portugal on the topic of electronic public procurement, control of public procurement contracts and protection of rights in this area, within the project "Public procurement and good governance for greater competitiveness", organised by NALED. The official visit to Portugal was an opportunity to exchange experiences with representatives of relevant Portuguese institutions in the field of public procurement.

1. **Organisation of trainings for representatives of the police and the prosecutor’s office**

During the fourth quarter of 2023, in cooperation with the PPO and the US Agency for International Development (USAID), and within the framework of the Project for the Improvement of Public Procurement, two trainings were held for representatives of the police and prosecution on the topic "Advanced use of the Public Procurement Portal for the Police and Prosecution". Representatives of the PPO presented the basic and advanced functionalities of the Public Procurement Portal to the participants. The PPO will continue to organise examinations for public procurement officers in the coming period.

1. **Organisation of trainings for judges**

In October and November 2023, as part of the Project “Public Procurement and Good Governance for Improving Competitiveness”, organised by the National Alliance for Local Economic Development, representatives of the PPO held trainings in Belgrade, Novi Sad and Niš for commercial court judges. Representatives of the PPO presented the amendments to the Law on Public Procurement and the most common irregularities in public procurement procedures. The PPO will continue to organise examinations for public procurement officers in the coming period.

Within this measure, two result indicators have been defined. The first indicator of the implementation of the measure "Number of certified officials" has been fully met, bearing in mind that the target value of a total of 5,100 certified public procurement officials (according to the old and new Public Procurement Law) has been reached and amounts to 5,231 (Data from the Register of Public Procurement Officials kept by the PPO) (Chart 1). The second indicator for this measure, i.e., the target value of the output indicator “Number of trainings for the police, prosecutor’s offices and courts” was fully implemented given that the target value of 3 trainings was reached, and 5 trainings were organised (Chart 2).

Values expressed in numbers

*(Graph 1)*

*(Graph 2)*

1. **IMPROVEMENT OF ELECTRONIC PUBLIC PROCUREMENT**

The PPL introduced the obligation of electronic communication and electronic data exchange in public procurement procedures. Portal), which was set up on 1 July 2020, represents a significant step forward in the process of digitalisation of public procurement procedures. The Portal enables contracting authorities to compile and publish plans and notices on the Portal, publish tender documentation and decisions in public procurement procedures, as well as many other options and functionalities such as: e-submission of bids, e-tenders, dynamic procurement system, e-planning, e-complaints and e-catalogue.

In connection with the foregoing, and in order to further improve the new functionalities on the Portal, the Action Plan defines the following activities within this measure:

* Development of technical specification for the development of new functionalities on the Public Procurement Portal
* The development of new functionalities of the Public Procurement Portal
* Training and promotion of the Public Procurement Portal, mobile applications and of new functionalities of the Public Procurement Portal in LSGUs

The deadline for the implementation of the activity was the 4th quarter of 2023.

1. **Development of technical specification for the development of new functionalities on the Public Procurement Portal**

With the support of the IPA III project "Support to Public Administration Reform under the PAR Sector Reform Contract" implemented by UNDP, the PPO developed technical specifications and launched several versions of the Portal during 2023, which further facilitate the work of Portal users. In the coming period, the PPO will continue to improve the Public Procurement Portal, develop new modules, functionalities and options on the Portal.

1. **The development of new functionalities of the Public Procurement Portal**

During 2023, two new versions of the Public Procurement Portal were developed. Some of the most important functionalities of the first version are: 1) The functionality of easier finding of similar procurement procedures for business entities has been introduced. The functionality is available in the space within the procedure for economic entities and its goal is to further increase competitiveness in public procurement procedures. 2) The functionality of advanced search and viewing of the list of all bidders on the Public Procurement Portal has been introduced. The overview contains the following options: 1) for an individual bidder, it is possible to see the areas for which he applied under the CPV, 2) an overview of the procedures in which he participated and in which role, 3) a list of concluded contracts, 4) a list of concluded framework agreements. In addition to standard search functions by name, TIN, registration number or other fields, an advanced search by CPV dictionary is also enabled, where the Portal finds all economic entities that participated in public procurement procedures for the requested CPV code.

The most important functionalities of the second version are: 1) The process of registering new users and changing the data of existing user accounts for business entities has been expanded. During registration/modification, the following must be entered for the user account: 1) personal ID number, i.e., personal identification number for the user account, 2) telephone, 3) documents confirming the identity of the user account (identity card photographed, scanned or read or passport), 4) confirmation, i.e. authorisation to work on the User Account Portal which is issued on the letterhead of the business entity and must be signed by an authorised person of the business entity. The confirmation is required in case the user is not the legal representative of the business entity.

1. **Training and promotion of the Public Procurement Portal, mobile applications and of new functionalities of the Public Procurement Portal in LSGUs**
2. On 23 November 2023, within the framework of the Project "Public Procurement and Good Governance for Improving Competitiveness", organised by NALED, representatives of the PPO held a webinar for bidders on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the platform for learning public procurement". The participants were presented with new legal solutions in the field of public procurement and new functionalities of the Public Procurement Portal in accordance with the new legal solutions. The second part of the webinar was dedicated to the promotion of the public procurement learning platform. More than 200 bidders joined the webinar.
3. The PPO, in cooperation with the Chamber of Commerce of Serbia, organised a free training on the topic: “Public procurement portal, new functionalities and promotion of mobile applications”. The training was organised online on 30 November 2023.
4. In cooperation with the Serbian Chamber of Commerce, the PPO held a free webinar during the fourth quarter, which was attended by more than 400 representatives of contracting authorities and bidders from over 30 cities and municipalities, mostly from Belgrade, Novi Sad, Niš, Kraljevo, Subotica and Zrenjanin. The goal of the training was to familiarise the representatives of the contracting authorities and bidders with the new functionalities of the Public Procurement Portal in accordance with the new legal solutions. Also, one part of the webinar was devoted to answers to questions and dilemmas related to work on the Public Procurement Portal, as well as the promotion of the mobile application for accessing the Public Procurement Portal.
5. The PPO, in cooperation with NALED, organised a free webinar for clients on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the public procurement learning platform", which was held on 15 December 2023.

Within this measure, one output indicator has been defined. The indicator of the implementation of the measure "Increased number of new functionalities on the Public Procurement Portal", i.e., the target value of the result indicator in 2023 was fully met, considering that the target value of 15 versions of the Portal was achieved (Graph 3).

*(Graph 3)*

1. **STRENGTHENING ADMINISTRATIVE CAPACITIES AND EDUCATION**

In order to enable the proper application of regulations in the field of public procurement, it is necessary to ensure adequate administrative capacity at all levels. To this end, it is necessary to continue all activities related to training, primarily of contracting authorities and bidders, preparation of all necessary supporting materials such as manuals, guidelines, instructions, etc., which were one of the activities during the implementation of the Public Procurement System Development Strategy in the Republic of Serbia for the period from 2014 to 2018. Development of the above mentioned institutional capacities through the continuation of the process of certification of public procurement officers, as well as strengthening of administrative capacities through strengthening of professional capacities of employees in PPL and other institutions, through development of auxiliary and practical tools important for proper application of PPL (manuals, guidelines, instructions) and through the organisation of trainings for procuring entities and bidders, micro, small and medium enterprises, will facilitate the proper application of the PPL by the participants in public procurement procedures.

In connection with the foregoing, Action Plan for the implementation of the Program, the following activities are defined within this measure:

* Development of tender documentation model
* Promotion of the tender documentation model
* Organising training for contracting authorities and bidders
* Organisation of a seminar on the application of environmental aspects in public procurement procedures
* Organisation of a seminar on the application of social aspects in public procurement procedures
* Organisation of trainings for micro and small enterprises for participation in public procurement procedures
* Organisation of a training on innovation partnership
* Development of a guide for public procurement officers in the area of strengthening integrity, preventing conflicts of interest and corruption in public procurement procedures
* Organisation of trainings for public procurement officers in the field of strengthening integrity, preventing conflicts of interest and corruption

All the above activities had a deadline of the 4th quarter of 2023.

1. **Development of tender documentation model**

During 2023, as part of the Project "Public Procurement and Good Governance for Improving Competitiveness", which is implemented by the National Alliance for Local Economic Development (NALED), several models of tender documents were created: a model of tender documents for green public procurement - reconstruction and replacement of parts public lighting system; tender documentation model for green public procurement - design and reconstruction of a public building with the application of green criteria; model tender documentation for public procurement of asphalting of streets, roads, pavements (rehabilitation); tender documentation model using the dynamic procurement system - means for maintaining hygiene.

1. **Promotion of the tender documentation model**

In cooperation with NALED, a workshop "Application of social criteria in public procurement" was held in Belgrade on 29 November. Tender documentation models for the reserved public procurement of protective equipment, for the public procurement of maintenance of green areas through the system of dynamic procurement and procurement of food were presented.

1. **Organisation of trainings for contracting authorities and bidders** **4.** **Organisation of a seminar on the application of environmental aspects in public procurement procedures.** **5.** **Organisation of a seminar on the application of social aspects in public procurement procedures** **6.** **Organisation of trainings for micro and small enterprises for participation in public procurement procedures** **7.** **Organisation of a training on innovation partnership**

During 2023, the PPO continued with the organisation of trainings/workshops related to the implementation of the PPL and the use of the Portal. A number of trainings were held for clients and bidders on the topic of the application of the PPL and the Portal.

* The PPO, in cooperation with NALED, held a webinar to promote the Public Procurement Learning Platform for contracting authorities and bidders on 27 March 2023. The aforementioned Platform was developed within the project “Effective Public Procurement in the Service of Economic Growth” which was supported by the Swedish Agency for International Development and Cooperation (Sida). Webinar participants are first introduced to how they can create an account in order to access the platform. After that, the content of the platform was presented to the participants, which, in addition to nine thematic modules covering all stages of the public procurement procedure, also contains the opinions of the PPO, links to guidelines, manuals, instructions, model acts, etc. Also, the participants had the opportunity to get to know how they can check their knowledge through the test provided in each thematic module.
* In the organisation of NALED and in cooperation with the PPO, on 11 and 18 May 2023 in Belgrade, on 2 June in Kragujevac and on 8 June in Niš, four workshops were held on the topic “Public procurement for courts and prosecutor's offices as contracting authorities in the procedure”. At the workshops, the participants had the opportunity to learn about public procurement procedures, procurements to which the law does not apply, criteria for the selection of business entities, as well as concluding and amending contracts. Also, the basics of green public procurement were presented. The lecturers were representatives of the Office for Public Procurement.
* On 23 November 2023, within the framework of the Project "Public Procurement and Good Governance for Improving Competitiveness", organised by NALED, representatives of the PPO held a webinar for bidders on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the platform for learning public procurement". The participants were presented with new legal solutions in the field of public procurement and new functionalities of the Public Procurement Portal in accordance with the new legal solutions. The second part of the webinar was dedicated to the promotion of the public procurement learning platform. More than 200 bidders joined the webinar.
* In cooperation with NALED, on 29 November, a workshop "Application of social criteria in public procurement" was held in Belgrade. Tender documentation models for the reserved public procurement of protective equipment, for the public procurement of maintenance of green areas through the system of dynamic procurement and procurement of food were presented.
* The PPO, in cooperation with the Chamber of Commerce of Serbia, organised a free training on the topic: “Public procurement portal, new functionalities and promotion of mobile applications”. The training was organised online on 30 November 2023.
* In cooperation with the Serbian Chamber of Commerce, the PPO held a free webinar during the fourth quarter, which was attended by more than 400 representatives of contracting authorities and bidders from over 30 cities and municipalities, mostly from Belgrade, Novi Sad, Niš, Kraljevo, Subotica and Zrenjanin. The goal of the training was to familiarise the representatives of the contracting authorities and bidders with the new functionalities of the Public Procurement Portal in accordance with the new legal solutions. Also, one part of the webinar was devoted to answers to questions and dilemmas related to work on the Public Procurement Portal, as well as the promotion of the mobile application for accessing the Public Procurement Portal.
* The PPO, in cooperation with NALED, organised a free webinar for clients on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the public procurement learning platform", which was held on 15 December 2023.
* In terms of trainings on applying environmental and social aspects in public procurement procedures, applying the partnership procedure for innovation and strengthening integrity, preventing conflicts of interest and corruption in public procurement, the first training was held on 6 November 2023 by the PPO with the support of the Chamber of Commerce of Serbia - the Regional Chamber of Commerce of the South Bačka Administrative District. The second training for contracting authorities and bidders was also held by the PPO with the support of the Serbian Chamber of Commerce on 14 December 2023. The trainings were attended by more than 100 representatives of contracting authorities and bidders.

1. **Development of a guide for public procurement officers in the area of strengthening integrity, preventing conflicts of interest and corruption in public procurement procedures**

A working version of the Guide for Public Procurement Officers in the field of strengthening integrity, preventing conflicts of interest and corruption in public procurement procedures as of 2023 was created. It is expected that this activity will be realised during 2024.

1. **Organisation of trainings for public procurement officers in the field of strengthening integrity, preventing conflicts of interest and corruption**

In the framework of two trainings, which were organised with the support of the Serbian Chamber of Commerce - the Regional Chamber of Commerce of the Bačka South administrative district on 6 November and with the support of the Serbian Chamber of Commerce on 14 December, as one of the topics, in addition to the application of environmental and social aspects in public procurement procedures, the application of the innovation partnership procedure, the topic of strengthening integrity, preventing conflicts of interest and corruption in public procurement was presented and promoted. The trainings were attended by more than 100 representatives of contracting authorities and bidders.

Within this measure, one output indicator has been defined. Indicator of the implementation of the measure "Number of organised trainings", i.e., the target value of the result indicator in 2023 has been fully met, bearing in mind that during 2023, 12 trainings were organised for contracting authorities and bidders related to the implementation of the new legislative framework, which represents 2 more trainings compared to 4 (Chart 4).

*(Graph 4)*

1. **IMPLEMENTATION OF INDICATORS OF GOALS (OUTCOME INDICATOR) AND OBJECTIVE (EFFECT INDICATOR)**

The action plan defines the following indicators as outcome indicators:

* Average duration of the open procedure (Objective 1 “Increasing the efficiency and economy of public procurement procedures”);
* Average number of bids under the public procurement procedure (Objective 2 “Strengthening Competition on the Public Procurement Market”);
* The number of procedures over which monitoring was carried out (objective 3 “Reduction of the risk of irregularities in the public procurement system”);
* The number of implemented public procurement procedures with the application of ecological aspects and the number of implemented public procurement procedures with the application of social aspects (objective 4. “Promotion and encouragement of environmental and social aspects in public procurement and innovations”).

**Objective 1** and outcome indicator “Share of conducted public procurements with electronic submission of bids in the total number of public procurements” was fully completed. The baseline value of the indicator was 47 in 2022, while as of 31 December 2023, the target value for 2023 was exceeded, amounting to 44 days. (Graph 5).

*(Graph 5)*

**Objective 2** and the outcome indicator "Average number of bids under the public procurement procedure", was not met, bearing in mind that the baseline value of the indicator was 2.5 in 2022, that the target value for 2023 was 2.5, and that during 2023 the average number of bids under the public procurement procedure was 2.4. The average number of offers is, among other things, a consequence of the frequent participation of groups of bidders in public procurement procedures. Namely, in more than 14% of the total number of public procurement procedures, groups of economic operators also submitted bids, of which in 7% of public procurement procedures the group of economic operators was the only bidder (Chart 6). The group of bidders implies that a larger number of economic entities participated in the public procurement procedure, which means that the number of economic entities participating in the public procurement procedure is much higher than the number of bids submitted. (Graph 6)[[1]](#footnote-1).

*(Graph 6)*

**Objective 3** andoutcome indicator “Number of monitored procedures” has been fully fulfilled. The baseline value of the indicator was 630 in 2022, while as of 31 December 2023, the target value for 2023 of 700 was exceeded and amounts to 782.

*(Graph 7)*

**Objective 4** andOutcome indicator “Number of conducted public procurements with the application of environmental criteria” and “Number of conducted public procurements with the application of social aspects” was fully fulfilled. The baseline value in terms of "green public procurement" was 1,111 in 2022, while as of December 31, 2023, the target value for 2023 of 1,200 was exceeded and amounted to 1,592. In reference to the second indicator of this goal, the baseline value of the indicator was 106 in 2022, while as of 31 December 2023, the target value for 2023 was 120 times exceeded and amounted to 140 (Chart 8).

*(Graph 8)*

The action plan defines the following indicators as effect indicators:

* Annual Progress Report of the European Commission for the Republic of Serbia

With regard to the **goal** "Further development of a modern and efficient public procurement system", and the above-mentioned indicator, the PPO did not fully fulfil the planned indicator, bearing in mind the Progress Report of the Republic of Serbia, which shows that the Republic of Serbia in the part related to Chapter 5 - public procurement was moderately prepared and did not make progress compared to the previous year (2023).[[2]](#footnote-2)

1. **CONCLUSION**

Based on the analysis of the success of the implementation of the Action Plan for 2023, it can be concluded that 90% of the defined activities were implemented in full in the established manner and within the set deadline (Chart 9). Activities that have not been implemented through this Action Plan, such as the activity “Proposing amendments to the LPPPC”, will be proposed as an integral part of the Action Plan for 2023.

*(Graph 9)*

In terms of outcome indicators at the level of special goals, as well as result indicators at the level of measures, the PPO has achieved most of the planned results indicators, while those that have not been met, the PPO will strive to fully fulfil them within the next five-year planning document in the field of public procurement.

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| --- | --- | --- | --- | --- | --- | --- |
| **Annex 1** **Implementation of the Action Plan in 2023** | | | | | | |
| **Annual report for:** | | **Action plan for 2023 for the implementation of the Public Procurement Development Programme in the Republic of Serbia** | | | | |
| **Institution responsible for monitoring and control of implementation:** | | **PUBLIC PROCUREMENT OFFICE** | | | | |
| **Public policy document for which the action plan is determined:** | | **Public Procurement Development Programme in the Republic of Serbia for the period from 2019 to 2023** | | | | |
|  | | | | | | |
| Goal: Further development of a modern and efficient public procurement system | | | | | | |
| Institution responsible for monitoring and control of implementation: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Target value in the year:** **2023** | **Comment on progress towards the target value of the indicator (optional)** |
| Annual Progress Report of the European Commission for the Republic of Serbia | | No progress (2022) | | Progress has been made | Progress has been made | The report on the progress of the European Commission shows that the Republic of Serbia has made some progress in the part related to Chapter 5 - public procurement and that it is moderately prepared[[3]](#footnote-3). |
|  | | | | | | |
| Specific objective 1: Increasing the efficiency and cost-effectiveness of public procurement procedures | | | | | | |
| Goal holder: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Average duration of an open procedure (in days) | | 47 (2022) | | 46 | 44 | The indicator is fully achieved. The baseline value of the indicator was 47 in 2022, while as of 31 December 2023, the target value for 2023 was exceeded, amounting to 44 days. |
|  | | | | | | |
| Specific objective 2: Strengthening competition in the public procurement market | | | | | | |
| Goal holder: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Average number of bids under the public procurement procedure | | 2,5 (2022) | | 2.5 | 2.4 | This indicator was not met, bearing in mind that the baseline value of the indicator was 2.5 in 2022, that the target value for 2023 was 2.5, and that during 2023 the average number of bids under the public procurement procedure was 2.4.  The average number of offers is, among other things, a consequence of the frequent participation of groups of bidders in public procurement procedures. Namely, in more than 15% of the total number of public procurement procedures, groups of economic operators also submitted bids, of which in 7% of public procurement procedures the group of economic operators was the only bidder (Chart 6). Therefore, the number of economic entities that participated in the public procurement procedure is much higher than the number of bids submitted.  The PPO plans to continue with the organisation of trainings to improve the public procurement system with a special focus on encouraging competition, strengthening the capacity of bidders, small and medium-sized enterprises. |
|  | | | | | | |
| Specific objective 3: Reduction of the risk of irregularities in the public procurement system | | | | | | |
| Goal holder: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Number of procedures over which the monitoring was conducted | | 630 (2022) | | 700 | 782 | The indicator is fully achieved. The baseline value of the indicator was 630 in 2022, while as of 31 December 2023, the target value for 2023 of 700 was exceeded and amounts to 782. |
|  | | | | | | |
| Specific objective 4: Promotion and encouragement of environmental and social aspects in public procurement and innovations | | | | | | |
| Goal holder: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Number of conducted public procurements with the application of environmental aspects | | 1111 (2022) | | 1200 | 1592 | The indicator is fully fulfilled. The baseline value in terms of "green public procurement" was 1,111 in 2022, while as of December 31, 2023, the target value for 2023 of 1,200 was exceeded and amounted to 1,592. |
| Number of conducted public procurements with the application of social aspects | | 106 (2022) | | 120 | 140 | The indicator is fully achieved. The baseline value in terms of "green public procurement" was 106 in 2022, while as of 31 December 2023, the target value for 2023 of 120 was exceeded and amounted to 140. |
|  | | | | | | |
| Measure 1: Improving the legal framework | | | | | | |
| Item holder: ME | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Adopted amendments to the PPL | | No (2022) | | Yes | Yes | The indicator is fully achieved. The law entered into force on 4 November 2023, and is applicable from 1 January 2024, except for the provision of Article 21, paragraph 1 of this law (registration of new business entities on the Public Procurement Portal), which applies from the date of entry into force the force of this law.[[4]](#footnote-4) |
| Adopted amendments to the LPPPC | | No (2022) | | Yes | No | The indicator, i.e., the target value of the output indicator in 2023 has not been met, given that the amendments to the PPLO have not been adopted. |
| The adopted by-laws in accordance with the amendments to the PPL | | No (2022) | | Yes | Yes | The indicator is fully achieved. By-laws were adopted and published on the website of the PPO. |
|  | | | | | | |
| **Activities for the implementation of the measure:** | **Institution responsible for implementation** | **Deadline for implementation in 2023** | **Status of activities** | **New deadline for implementation** | | **Description**  *(Explanation of derogation + Progress made + Future steps)* |
| 1.1. Proposing amendments to the PPL | MFIN  PPO | 4th quarter of 2023 | Completed |  | | During the drafting of the amendments to the PPL, a Working Group was formed which drafted the first text of amendments to the PPL. The Ministry of Finance, in cooperation with the PPO, conducted a consultative process, including a public e-consultation from 26 June to 5 July and a public hearing from 26 July to 15 August 2023. The Law on Amendments to the PPL, after comments received from the EC, was adopted and published in the “Official Gazette of the Republic of Serbia”, No. 92/23 of 27 October 2023. The law entered into force on 4 November 2023, and is applicable from 1 January 2024, except for the provision of Article 21, paragraph 1 of this law (registration of new business entities on the Public Procurement Portal), which applies from the date of entry into force the force of this law. |
| 1.2. Proposing amendments to the LPPPC | ME  MFIN  PPPC  PPO | 4th quarter of 2023 | Underway | 4th quarter of 2024. | | Amendments to the legislative framework in the field of public-private partnerships and concessions are planned to be implemented in the 4th quarter of 2023. The deadline for the implementation of this activity will be postponed to 2024, given that the amendments to the LPPPC were not adopted. |
| 1.3. Proposing by-laws on the basis of amendments to the PPL | PPO  MFIN  MEP | 4th quarter of 2023 | Completed |  | | After the adoption of amendments and additions to the Public Procurement Law, and changes to the Instructions for the use of the Public Procurement Portal, the Public Procurement Portal and the Ministry of Finance prepared and published several by-laws: Rulebook on the manner of publication and type of data on contracts and contract amendments that contracting authorities publish on the Public Procurement Portal, Rulebook on the types of goods for which contracting authorities are obliged to apply environmental aspects in public procurement procedures, Rulebook on amending the Rulebook on procedures and conditions for obtaining certificates for public procurement officers and keeping the Register of Public Procurement Officers, Rulebook on the manner of supervising the execution of public procurement contracts.[[5]](#footnote-5) |
|  | | | | | | |
| Measure 2: Strengthening the institutional framework | | | | | | |
| Item holder: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Number of certified officers | | 5026 (2022)[[6]](#footnote-6) | | 5100 | 5231[[7]](#footnote-7) | The indicator fully met, bearing in mind that the target value of a total of 4,800 certified public procurement officers (according to the old and new PPL) has been reached and amounts to 5,231 (Data from the Register of Public Procurement Officers maintained by the PPO). |
| Number of trainings for the police, prosecutor’s offices and courts | | 3 (2022) | | 4 | 5 | The indicator is fully fulfilled. The baseline value of the indicator was 3 in 2022, while as of 31 December 2023, the target value for 2023 of 4 was exceeded and amounts to 5. |
|  | | | | | | |
| **Activities for the implementation of the measure:** | **Institution responsible for implementation** | **Deadline for implementation in 2023** | **Status of activities** | **New deadline for implementation** | | **Description**  *(Explanation of derogation + Progress made + Future steps)* |
| 2.1. Organising examinations for Public Procurement Officers | PPO | 4th quarter of 2023 | Completed[[8]](#footnote-8) |  | | The PPO continued with the organisation of the exam for public procurement officers also during 2023. During 2023, a total of 22 exams were organised. In this period, a total of 412 candidates applied to take the exam for public procurement officer, of whom 367 candidates took the exam, while 205 candidates passed the exam, compared to 181 candidates in 2022. The candidate success rate is 50%.  The PPO will continue to organise examinations for public procurement officers in the coming period. |
| 2.2. Organisation of Trainings for Preparation of Taking the Examination for Public Procurement Officers | PPO  NALED  USAID  UNDP  CCIS | 4th quarter of 2023 | Completed[[9]](#footnote-9) |  | | During the months of October and December 2023, the PPO, with the support of USAID and the Project for the Improvement of Public Procurement, held two trainings for the preparation of taking the exam, which were attended by 300 participants. The goal of the training was to improve the knowledge and understanding of public procurement of persons who deal with public procurement, both with clients and bidders, as well as to help prepare for the examination for public procurement officers organised by the PPO. The training included a presentation of the legal and institutional framework in the field of public procurement, the role of institutions responsible for regulation, monitoring and supervision of public procurement, types of public procurement procedures, determining deadlines, criteria for the qualitative selection of a business entity, criteria for awarding contracts, protection of rights and other important topics in the field of public procurement.  The PPO will continue to organise examinations for public procurement officers in the coming period. |
| 2.3. Organisation of workshops for the purpose of harmonising the positions of the PPO, NC, MFIN and other key institutions in the public procurement system in connection with application of the PPL | PPO  USAID  UNDP | 4th quarter of 2023 | Completed[[10]](#footnote-10) |  | | During October and December 2023, with the support of the USAID Project for the Improvement of Public Procurement, two workshops were held where experiences were exchanged regarding issues that are important for the proper application of regulations in the field of public procurement. Representatives of the Commission for the Protection of Competition attended the workshop for the first time. The organised workshops contributed to better cooperation and coordination of authorities responsible for regulating and monitoring public procurement, supported the exchange of knowledge and experience and enabled common understanding and a unified approach in applying the provisions of the Law on Public Procurement.  The PPO will continue to organise examinations for public procurement officers in the coming period for the purpose of harmonising this activity. |
| 2.4. Familiarising of the PPO with good practices in the application of directives on public procurement in EU countries | PPO  USAID  UNDP | 4th quarter of 2023 | Completed[[11]](#footnote-11) |  | | In the period from 21 to 25 May, in Sweden, in Stockholm, a study trip was held as part of the project "Public procurement and good management for greater competitiveness", organised by NALED, where representatives of the PPO presented their activities and the results achieved by the PPO within its competences defined by the Law on Public Procurement. Meetings with representatives of relevant institutions in the public procurement system in the Kingdom of Sweden (National Agency for Public Procurement, Agency for Legal, Financial and Administrative Services, National Procurement Service, Ministry of Finance, Agency for Protection of Competition, Agency for Environmental Protection, Stockholm Region) they had the goal of getting PPO representatives to become more familiar with the public procurement system in the Kingdom of Sweden, their achieved results, but also the next steps to improve the entire system.  In the period from 26 to 30 September 2023, representatives of the KPP participated in a study trip to Portugal on the topic of electronic public procurement, control of public procurement contracts and protection of rights in this area, within the project "Public procurement and good governance for greater competitiveness", organised by NALED. The official visit to Portugal was an opportunity to exchange experiences with representatives of relevant Portuguese institutions in the field of public procurement. |
| 2.5. Organisation of training for representatives of the police and the prosecutor’s office | PPO  USAID  NALED | 4th quarter of 2023 | Completed[[12]](#footnote-12) |  | | During the fourth quarter of 2023, in cooperation with the PPO and the US Agency for International Development (USAID), and within the framework of the Project for the Improvement of Public Procurement, two trainings were held for representatives of the police and prosecution on the topic "Advanced use of the Public Procurement Portal for the Police and Prosecution". Representatives of the PPO presented the basic and advanced functionalities of the Public Procurement Portal to the participants.  The PPO will continue to organise examinations for public procurement officers in the coming period. |
| 2.6. Organisation of trainings for judges | PPO  USAID  NALED | 4th quarter of 2023 | Completed[[13]](#footnote-13) |  | | In October and November 2023, as part of the Project “Public Procurement and Good Governance for Improving Competitiveness”, organised by the National Alliance for Local Economic Development, representatives of the PPO held trainings in Belgrade, Novi Sad and Niš for commercial court judges. Representatives of the PPO presented the amendments to the Law on Public Procurement and the most common irregularities in public procurement procedures.  The PPO will continue to organise examinations for public procurement officers in the coming period. |
|  | | | | | | |
| Measure 3: Improvement of electronic public procurement | | | | | | |
| Item holder: PPO | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Increased number of new functionalities of the Public Procurement Portal | | 13 (2022)[[14]](#footnote-14) | | 15 | 16[[15]](#footnote-15) | The indicator, i.e., the target value of the result indicator in 2023, has been fully fulfilled, since as at 31 December 2023, a total of 16 versions of the Portal was published ( <https://jnportal.ujn.gov.rs/>). |
|  | | | | | | |
| **Activities for the implementation of the measure:** | **Institution responsible for implementation** | **Deadline for implementation in 2023** | **Status of activities** | **New deadline for implementation** | | **Description**  *(Explanation of derogation + Progress made + Future steps)* |
| 3.1. Development of technical specification for the development of new functionalities on the Public Procurement Portal | PPO  UNDP | 4th quarter of 2023 | Completed[[16]](#footnote-16) |  | | With the support of the IPA III project "Support to Public Administration Reform under the PAR Sector Reform Contract" implemented by UNDP, the PPO developed technical specifications and launched several versions of the Portal during 2023, which further facilitate the work of Portal users. In the coming period, the PPO will continue to improve the Public Procurement Portal, develop new modules, functionalities and options on the Portal. |
| 3.2. The development of new functionalities of the Public Procurement Portal | PPO  UNDP | 4th quarter of 2023 | Completed[[17]](#footnote-17) |  | | During 2023, two new versions of the Public Procurement Portal were developed. Some of the most important functionalities of the first version are:  - The functionality of easier finding of similar procurement procedures for business entities has been introduced. The functionality is available in the space within the procedure for economic entities and its goal is to further increase competitiveness in public procurement procedures.  - The functionality of advanced search and viewing of the list of all bidders on the Public Procurement Portal has been introduced. The overview contains the following options: 1) for an individual bidder, it is possible to see the areas for which he applied under the CPV, 2) an overview of the procedures in which he participated and in which role, 3) a list of concluded contracts, 4) a list of concluded framework agreements. In addition to standard search functions by name, TIN, registration number or other fields, an advanced search by CPV dictionary is also enabled, where the Portal finds all economic entities that participated in public procurement procedures for the requested CPV code.  The most important functionalities of the second version are:  - The process of registering new users and changing the data of existing user accounts for business entities has been expanded. During registration/modification, the following must be entered for the user account: 1) personal ID number, i.e., personal identification number for the user account, 2) telephone, 3) documents confirming the identity of the user account (identity card photographed, scanned or read or passport), 4) confirmation, i.e. authorisation to work on the User Account Portal which is issued on the letterhead of the business entity and must be signed by an authorised person of the business entity. The confirmation is required in case the user is not the legal representative of the business entity. |
| 3.3. Training and promotion of the Public Procurement Portal, mobile applications and of new functionalities of the Public Procurement Portal in LSGUs | PPO  NALED  UNDP  CCIS  NAPA | 4th quarter of 2023 | Completed[[18]](#footnote-18) |  | | - On 23 November 2023, within the framework of the Project "Public Procurement and Good Governance for Improving Competitiveness", organised by NALED, representatives of the PPO held a webinar for bidders on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the platform for learning public procurement". The participants were presented with new legal solutions in the field of public procurement and new functionalities of the Public Procurement Portal in accordance with the new legal solutions. The second part of the webinar was dedicated to the promotion of the public procurement learning platform. More than 200 bidders joined the webinar.  - The PPO, in cooperation with the Chamber of Commerce of Serbia, organised a free training on the topic: “Public procurement portal, new functionalities and promotion of mobile applications”. The training was organised online on 30 November 2023.  - In cooperation with the Serbian Chamber of Commerce, the PPO held a free webinar during the fourth quarter, which was attended by more than 400 representatives of contracting authorities and bidders from over 30 cities and municipalities, mostly from Belgrade, Novi Sad, Niš, Kraljevo, Subotica and Zrenjanin. The goal of the training was to familiarise the representatives of the contracting authorities and bidders with the new functionalities of the Public Procurement Portal in accordance with the new legal solutions. Also, one part of the webinar was devoted to answers to questions and dilemmas related to work on the Public Procurement Portal, as well as the promotion of the mobile application for accessing the Public Procurement Portal.  - The PPO, in cooperation with NALED, organised a free webinar for clients on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the public procurement learning platform", which was held on 15 December 2023. |
|  | | | | | | |
| Measure 4: Strengthening administrative capacities and education | | | | | | |
|  | | | | | | |
| **Name of the indicator** | | **Baseline value and year** | | **Target value in 2023** | **Achieved value in 2023** | **Explanation of deviations from the target value of the indicator** |
| Number of organised trainings | | 8 (2022)[[19]](#footnote-19) | | 9 | 12 | The indicator, i.e., the target value of the output indicator in 2023, has been fully met, bearing in mind that during 2023, 12 trainings were organised for contracting authorities and bidders related to the implementation of the new legislative framework and the use of the Public Procurement Portal. |
|  | | | | | | |
| **Activities for the implementation of the measure:** **2023** | **Institution responsible for implementation** | **Deadline for implementation in 2023** | **Status of activities** | **New deadline for implementation** | | **Description**  *(Explanation of derogation + Progress made + Future steps)* |
| 4.1. Development of tender documentation model | PPO  NALED  UNDP | 4th quarter of 2023 | Completed[[20]](#footnote-20) |  | | During 2023, as part of the Project "Public Procurement and Good Governance for Improving Competitiveness", which is implemented by the National Alliance for Local Economic Development (NALED), several models of tender documents were created: a model of tender documents for green public procurement - reconstruction and replacement of parts public lighting system; tender documentation model for green public procurement - design and reconstruction of a public building with the application of green criteria; model tender documentation for public procurement of asphalting of streets, roads, pavements (rehabilitation); tender documentation model using the dynamic procurement system - means for maintaining hygiene. |
| 4.2. Promotion of the tender documentation model | PPO  CCIS  NALED  UNDP  NAPA | 4th quarter of 2023 | Completed[[21]](#footnote-21) |  | | In cooperation with NALED, a workshop "Application of social criteria in public procurement" was held in Belgrade on 29 November. Tender documentation models for the reserved public procurement of protective equipment, for the public procurement of maintenance of green areas through the system of dynamic procurement and procurement of food were presented. |
| 4.3. Organising training for contracting authorities and bidders | PPO  CCIS  UNDP  NAPA | 4th quarter of 2023 | Completed[[22]](#footnote-22) |  | | During 2023, the PPO continued with the organisation of trainings/workshops related to the implementation of the PPL and the use of the Portal. A number of trainings were held for clients and bidders on the topic of the application of the PPL and the Portal.  - The PPO, in cooperation with NALED, held a webinar to promote the Public Procurement Learning Platform for contracting authorities and bidders on 27 March 2023. The aforementioned Platform was developed within the project “Effective Public Procurement in the Service of Economic Growth” which was supported by the Swedish Agency for International Development and Cooperation (Sida). Webinar participants are first introduced to how they can create an account in order to access the platform. After that, the content of the platform was presented to the participants, which, in addition to nine thematic modules covering all stages of the public procurement procedure, also contains the opinions of the PPO, links to guidelines, manuals, instructions, model acts, etc. Also, the participants had the opportunity to get to know how they can check their knowledge through the test provided in each thematic module.  In the organisation of NALED and in cooperation with the PPO, on 11 and 18 May 2023 in Belgrade, on 2 June in Kragujevac and on 8 June in Niš, four workshops were held on the topic “Public procurement for courts and prosecutor's offices as contracting authorities in the procedure”. At the workshops, the participants had the opportunity to learn about public procurement procedures, procurements to which the law does not apply, criteria for the selection of business entities, as well as concluding and amending contracts. Also, the basics of green public procurement were presented. The lecturers were representatives of the Office for Public Procurement.  On 23 November 2023, within the framework of the Project "Public Procurement and Good Governance for Improving Competitiveness", organised by NALED, representatives of the PPO held a webinar for bidders on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the platform for learning public procurement". The participants were presented with new legal solutions in the field of public procurement and new functionalities of the Public Procurement Portal in accordance with the new legal solutions. The second part of the webinar was dedicated to the promotion of the public procurement learning platform. More than 200 bidders joined the webinar.  - In cooperation with NALED, on November 29, a workshop "Application of social criteria in public procurement" was held in Belgrade. Tender documentation models for the reserved public procurement of protective equipment, for the public procurement of maintenance of green areas through the system of dynamic procurement and procurement of food were presented.  - The PPO, in cooperation with the Chamber of Commerce of Serbia, organised a free training on the topic: “Public procurement portal, new functionalities and promotion of mobile applications”. The training was organised online on 30 November 2023.  - In cooperation with the Serbian Chamber of Commerce, the PPO held a free webinar during the fourth quarter, which was attended by more than 400 representatives of contracting authorities and bidders from over 30 cities and municipalities, mostly from Belgrade, Novi Sad, Niš, Kraljevo, Subotica and Zrenjanin. The goal of the training was to familiarise the representatives of the contracting authorities and bidders with the new functionalities of the Public Procurement Portal in accordance with the new legal solutions. Also, one part of the webinar was devoted to answers to questions and dilemmas related to work on the Public Procurement Portal, as well as the promotion of the mobile application for accessing the Public Procurement Portal.  - The PPO, in cooperation with NALED, organised a free webinar for clients on the topic "New legal solutions, new functionalities of the Public Procurement Portal and promotion of the public procurement learning platform", which was held on 15 December 2023.  - In terms of training on the topic of application of environmental and social aspects in public procurement procedures, application of the partnership procedure for innovation and strengthening of integrity, prevention of conflicts of interest and corruption in public procurement, the first training of KPN was with the support of the Chamber of Commerce of Serbia - Regional Chamber of Commerce of the South Bačka administrative district held on 6 November 2023. The second training for contracting authorities and bidders was also held by the PPO with the support of the Serbian Chamber of Commerce on 14 December 2023. The trainings were attended by more than 100 representatives of contracting authorities and bidders. |
| 4.4. Organisation of a seminar on the application of environmental aspects in public procurement procedures | PPO  CCIS  NALED  UNDP | 4th quarter of 2023 | Completed[[23]](#footnote-23) |  | |
| 4.5. Organisation of a seminar on the application of social aspects in public procurement procedures | PPO  CCIS  NALED  UNDP | 4th quarter of 2023 | Completed[[24]](#footnote-24) |  | |
| 4.6. Organisation of trainings for micro and small enterprises for participation in public procurement procedures | PPO  CCIS  NALED  UNDP | 4th quarter of 2023 | Completed[[25]](#footnote-25) |  | |
| 4.7. Organisation of a training on innovation partnership | PPO  NAPA  NALED  CCIS  UNDP | 4th quarter of 2023 | Completed[[26]](#footnote-26) |  | |
| 4.8. Development of a guide for public procurement officers in the area of strengthening integrity, preventing conflicts of interest and corruption in public procurement procedures | PPO  UNODC  USAID | 4th quarter of 2023 | Underway[[27]](#footnote-27) | 2nd quarter of 2024 | | A working version of the Guide for Public Procurement Officers in the field of strengthening integrity, preventing conflicts of interest and corruption in public procurement procedures as of 2023 was created. It is expected that this activity will be realised during 2024. |
| 4.9. Organisation of trainings for public procurement officers in the field of strengthening integrity, preventing conflicts of interest and corruption | PPO  UNODC  USAID | 4th quarter of 2023 | Completed[[28]](#footnote-28) |  | | In the framework of two trainings, which were organised with the support of the Serbian Chamber of Commerce - the Regional Chamber of Commerce of the Bačka South administrative district on 6 November and with the support of the Serbian Chamber of Commerce on 14 December, as one of the topics, in addition to the application of environmental and social aspects in public procurement procedures, the application of the innovation partnership procedure, the topic of strengthening integrity, preventing conflicts of interest and corruption in public procurement was presented and promoted. The trainings were attended by more than 100 representatives of contracting authorities and bidders. |

1. Regarding the type of public procurement subject, the largest number of bids was submitted in public works procurement procedures (average number of bids 2.7), then in public goods procurement procedures (average number of bids 2.6), and finally in public procurement procedures procurement of services (average number of bids 1.9). When it comes to public procurement items according to CPV designation, the largest number of bids was submitted in public procurement procedures for items within the group with CPV designation 33000000, Medical equipment, pharmaceutical products and personal care products (average number of bids 4.26), followed by in procedures for cases within the group with CPV code 90000000, sewerage, garbage removal, cleaning and environmental protection services (average number of offers 3.18) and in procedures for cases within the group with CPV code 77000000, Services in the field of agriculture, forestry, horticulture, aquaculture and beekeeping, (average number of offers 3.13). [↑](#footnote-ref-1)
2. More information is available in the 2023 Annual Progress Report of the European Commission for the Republic of Serbia(<https://www.mei.gov.rs/upload/documents/eu_dokumenta/godisnji_izvestaji_ek_o_napretku/izvestaj_ek_23.pdf>D.pdf). [↑](#footnote-ref-2)
3. <https://www.mei.gov.rs/upload/documents/eu_dokumenta/godisnji_izvestaji_ek_o_napretku/izvestaj_ek_23.pdf> [↑](#footnote-ref-3)
4. <https://www.ujn.gov.rs/?page_id=805> [↑](#footnote-ref-4)
5. <https://www.ujn.gov.rs/?page_id=815> [↑](#footnote-ref-5)
6. The data from the Register of Public Procurement Officers kept by the PPO as at 31 December 2022. [↑](#footnote-ref-6)
7. The data from the Register of Public Procurement Officers kept by the PPO as at 31 December 2023. [↑](#footnote-ref-7)
8. The indicator of the output results of this activity according to the Action Plan for 2023 is " Increased number of certified employees." [↑](#footnote-ref-8)
9. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-9)
10. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-10)
11. The indicator of the output results of this activity according to the Action Plan for 2023 is “Organised meetings/round tables - at least two during the year.” [↑](#footnote-ref-11)
12. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-12)
13. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-13)
14. The data from the Public Procurement Portal as of 31 December 2022 refers to the version of Public Procurement Portal which was released into operation. [↑](#footnote-ref-14)
15. The data from the Public Procurement Portal as of 31 December 2023 refers to the version of Public Procurement Portal which was released into operation. [↑](#footnote-ref-15)
16. <https://jnportal.ujn.gov.rs/> [↑](#footnote-ref-16)
17. <https://jnportal.ujn.gov.rs/> [↑](#footnote-ref-17)
18. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least four trainings were held during the year.” [↑](#footnote-ref-18)
19. Baseline value as of 31 December 2022. [↑](#footnote-ref-19)
20. The indicator of the output results of this activity according to the Action Plan for 2023 is " Increased number of certified employees." [↑](#footnote-ref-20)
21. The indicator of the output results of this activity according to the Action Plan for 2023 is "At least two trainings were held during the year.” [↑](#footnote-ref-21)
22. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least one training was held during the year.” [↑](#footnote-ref-22)
23. The indicator of the output results of this activity according to the Action Plan for 2023 is “Seminars held - at least two seminars were held during the year.” [↑](#footnote-ref-23)
24. The indicator of the output results of this activity according to the Action Plan for 2023 is “Seminars held - at least two seminars were held during the year.” [↑](#footnote-ref-24)
25. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-25)
26. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-26)
27. The indicator of the output results of this activity according to the Action Plan for 2023 is " Increased number of certified employees." [↑](#footnote-ref-27)
28. The indicator of the output results of this activity according to the Action Plan for 2023 is “Trainings held - at least two trainings were held during the year.” [↑](#footnote-ref-28)