



**REPUBLIC OF SERBIA**

**REPORT ON THE IMPLEMENTATION OF THE ACTION PLAN FOR THE  
IMPLEMENTATION OF THE PUBLIC PROCUREMENT DEVELOPMENT  
PROGRAMME IN THE REPUBLIC OF SERBIA FOR 2024**

Belgrade, April 2025

## **I. INTRODUCTION**

The Public Procurement Development Programme in the Republic of Serbia 2024 – 2028, with the supplementary Action Plan for 2024 published in the *Official Gazette of the Republic of Serbia* No. 68/24 (hereinafter: the Programme), is a continuation of the results achieved in the period 2019 – 2023.

In preparing the Programme, the Public Procurement Office (hereinafter: the PPO) held consultations on the programme from 15 to 25 December 2023, and a public hearing from 25 January to 15 February 2024. The proposed draft Programme was published on the PPO website and the e-Consultations portal, and all interested parties were able to submit their remarks, proposals, suggestions and comments by email and post. Following the consultations and the public hearing, the PPO prepared a report on the results of the implemented consultations and the public hearing, which was published on the PPO website and the e-Consultations portal. The PPO has provided its responses to all comments submitted in the form of a special table, which is an integral part of the public hearing report.

The Programme defines one goal and three objectives.

### **The Goal**

- Further development and strengthening of a sustainable and fair public procurement system-

The overall goal is to further develop and strengthen the public procurement system on the basis of the prescribed principles, the provisions of the Law on Public Procurement (*Official Gazette of the Republic of Serbia*, No. 91/19 and 92/23, hereinafter: the LPP) and the EU regulations, in order to achieve the expected progress in the accession negotiations with the EU.

The impact indicator for the implementation of the goal is the progress assessment by the European Commission under Chapter 5 - Public Procurement and the fulfilment of all criteria set out in this Chapter, as foreseen in the Action Plan for 2024.

The goal will be achieved through the realisation of the following objectives:

1. Improving cost-effectiveness and competition in public procurement;
2. Broader implementation of environmental and social criteria, techniques and tools in public procurement;
3. Reducing the risk of irregularities in public procurement.

### **Objective 1**

- Improving cost-effectiveness and competition in public procurement -

The LPP is based on the principles that the contracting authority is obliged to act in a cost-effective and efficient manner, to take account of environmental protection, to ensure competition in the sense of equality of all economic operators without discrimination, and to act transparently and proportionately. The implementation of these principles in practise leads to the desired results.

Therefore, increasing cost-effectiveness and competition is emphasised as a special objective to be achieved in the coming period.

The outcome indicators for this objective are as follows:

- share of SMEs in public procurement procedures;
- share of contract award criteria that are not solely based on price.

This objective provides for four measures:

- improvement of the regulatory framework and strengthening of practises related to the LPP - *Indicator: Adoption of the law amending the LPP*
- institutional capacity building - *Indicator: Total number of employees in the PPO*
- strengthening the administrative capacity of contracting authorities and economic operators - *Indicator: Total number of certified public procurement officers*
- improvement of the e-system for public procurement - *Indicator: Total number of implemented new versions of the Portal*

## **Objective 2**

- Broader implementation of environmental and social criteria, techniques and tools in public procurement –

In recent years, the importance of environmental and social criteria in public procurement procedures has been particularly emphasised. The use of environmental criteria encourages the supply of goods, services and works that are more environmentally friendly, while the use of social criteria plays an important role in social development.

Furthermore, the benefits of using such techniques and tools in public procurement are also reflected in the cost-effectiveness of the procured goods, works and services.

The outcome indicators for this objective are as follows:

- number of public procurement procedures with environmental criteria;
- number of public procurement procedures with social criteria;
- number of techniques and tools used in public procurement procedures.

This objective provides for three measures:

- strengthening the regulatory and institutional framework for green procurement - *Indicator: Number of training courses organised and number of practical tools developed;*
- promoting the use of social criteria in public procurement - *Indicator: Number of training courses organised and number of practical tools developed;*
- promoting the use of techniques and tools in public procurement - *Indicator: Number of training courses organised and number of practical tools developed.*

## **Objective 3**

- Reducing the risk of irregularities in public procurement -

It is not possible to achieve a fair and sustainable public procurement system without reducing irregularities and corruption risks in public procurement procedures.

The outcome indicators for this objective are as follows:

- number of procedures monitored;
- number of entities subjected to regular control of contract implementation.

This objective provides for four measures:

- strengthening the monitoring and control of procurement below the thresholds to which the LPP does not apply - *Indicator: Number of entities subjected to monitoring and control of procurement below the thresholds to which the LPP does not apply;*
- strengthening the cooperation between institutions in the public procurement system - *Indicator: Total number of meetings, conferences and workshops organised;*
- improving the quality of contract management - *Indicator: Number of training courses organised per year in the area of contract implementation;*
- capacity building of the Budget Inspection Department of the MoF - *Indicator: Total number of employees in the Budget Inspection Department of the MoF.*

According to the Programme, the PPO has the task of preparing draft action plans for the period of one year and submitting them to the Government of the Republic of Serbia, in order to implement the defined strategic objectives and improve the priority areas listed in the Programme. The current supplementary Action Plan for the Implementation of the Public Procurement Development Programme in the Republic of Serbia for 2024 was adopted together with the Programme.

The PPO monitors the implementation of the Programme as a coordinating body and implements the measures to achieve the Programme's objectives in cooperation with the competent institutions. Based on the information it collects on the action plan, the PPO has the task of preparing the Report on the Implementation of the Action Plan and submitting it to the Government for information.

Reporting on the implementation of the Programme and the supplementary action plans is carried out in accordance with Article 43 of the Law on the Planning System of the Republic of Serbia (*Official Gazette of the Republic of Serbia* No. 30/18), which states that when a public administration authority proposes a policy document, this authority shall report to the Government, through the public administration authority responsible for public policy coordination, on the results of the implementation of this document, i.e. on the *ex-post* analysis of the impact of the policy laid forth in the document.

In accordance with the above, the PPO has prepared the **Report on the Implementation of the Action Plan for the Implementation of the Public Procurement Development Programme in the Republic of Serbia for the year 2024** (hereinafter: the Report).

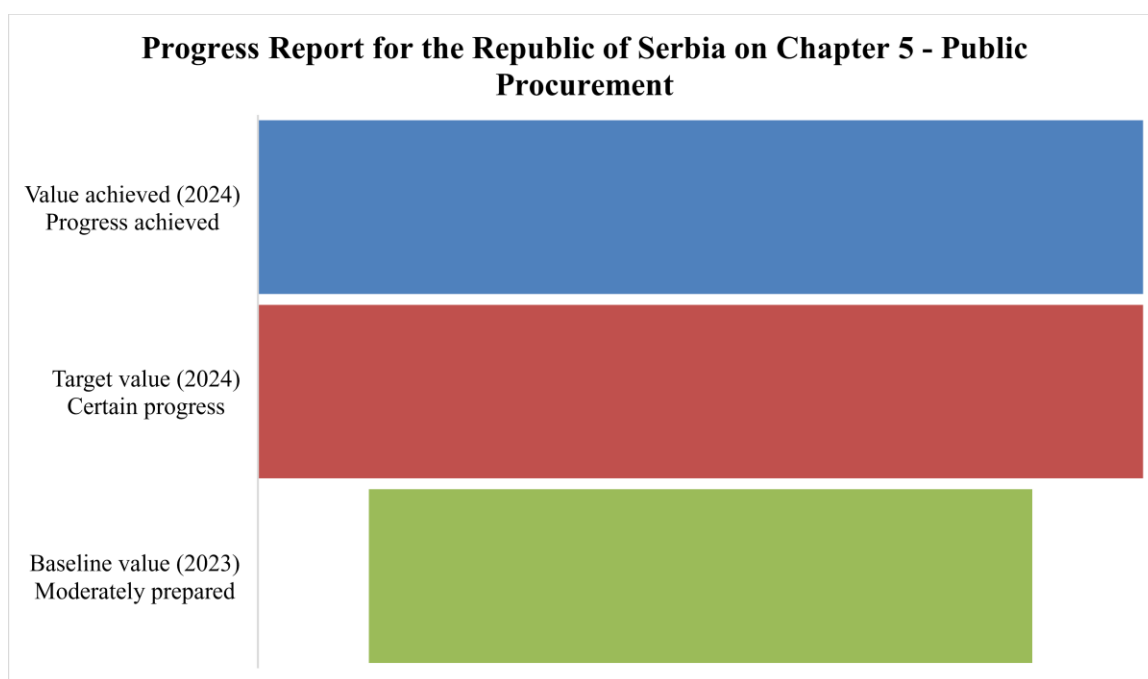
In the following text, the degree of achievement of the goal indicator (impact indicator) and the objective indicators (outcome indicators) is explained. A table with all measures and activities and the degree of their implementation can be found in Appendix 1.

## II. REALISATION OF THE OBJECTIVE INDICATORS (OUTCOME INDICATORS) AND THE GOAL INDICATOR (IMPACT INDICATOR)

The Programme and the supplementary Action Plan have defined the following indicators as impact and outcome indicators:

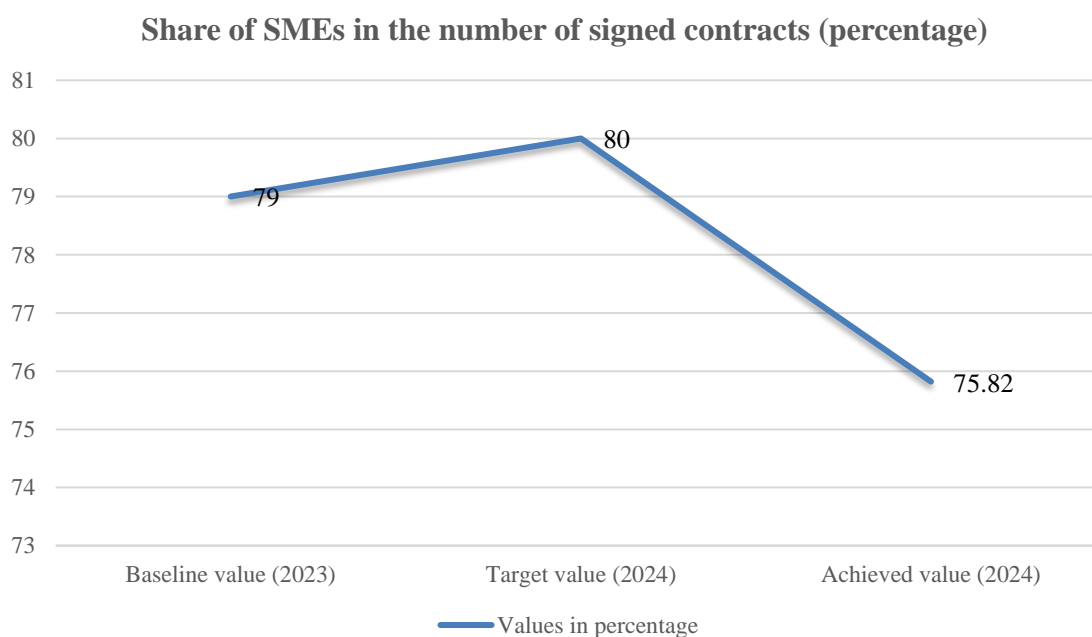
- European Commission's evaluation of the progress made under Chapter 5 - Public Procurement and the fulfilment of all criteria set out in this Chapter – Goal: “Further development and strengthening of a sustainable and fair public procurement system”;
- Share of SMEs in the number of signed contracts (percentage); Share of contract award criteria that are not solely based on price (percentage) - Objective 1. “Improving cost-effectiveness and competition in public procurement”;
- Total number of public procurement procedures with environmental criteria; Total number of public procurement procedures with social criteria; Total number of techniques and tools used in public procurement procedures - Objective 2. “Broader implementation of environmental and social criteria, techniques and tools in public procurement”;
- Total number of procedures monitored; Total number of entities subjected to regular control of contract implementation - Objective 3. “Reducing the risk of irregularities in public procurement”.

Progress has been made in meeting **the goal** and impact indicator, which is formulated as “European Commission's evaluation of the progress made under Chapter 5 - Public Procurement and the fulfilment of all criteria set out in this Chapter”. In 2023, the baseline value of this indicator under Chapter 5 - Public Procurement was that “the Republic of Serbia is moderately prepared”. However, the European Commission's Progress Report for 2024 states in the section on Chapter 5 - Public Procurement that the Republic of Serbia is “largely harmonised”, which represents progress (Figure 1).



(Figure 1)

**Objective 1.1** and outcome indicator 1 “Share of SMEs in the number of signed contracts (percentage)” is partially fulfilled. The baseline value for this indicator was 79% in 2023, while the value achieved by 31 December 2024 was 75.82% (Figure 2). The fact that the target value for 2024 was not met is the result of a decrease in signed contracts for construction works from 60,000 to less than 40,000, especially considering that in the previous period the share of SMEs in these contracts was over 70% (Figure 2).



(Figure 2)

The outcome indicator 2 “Share of contract award criteria that are not solely based on price (percentage)” was fully met. The baseline value for this indicator was 4.46% in 2023, while the target value for 2024, which was 5%, was exceeded by 31 December 2024 and currently stands at 9.78% (Figure 3).

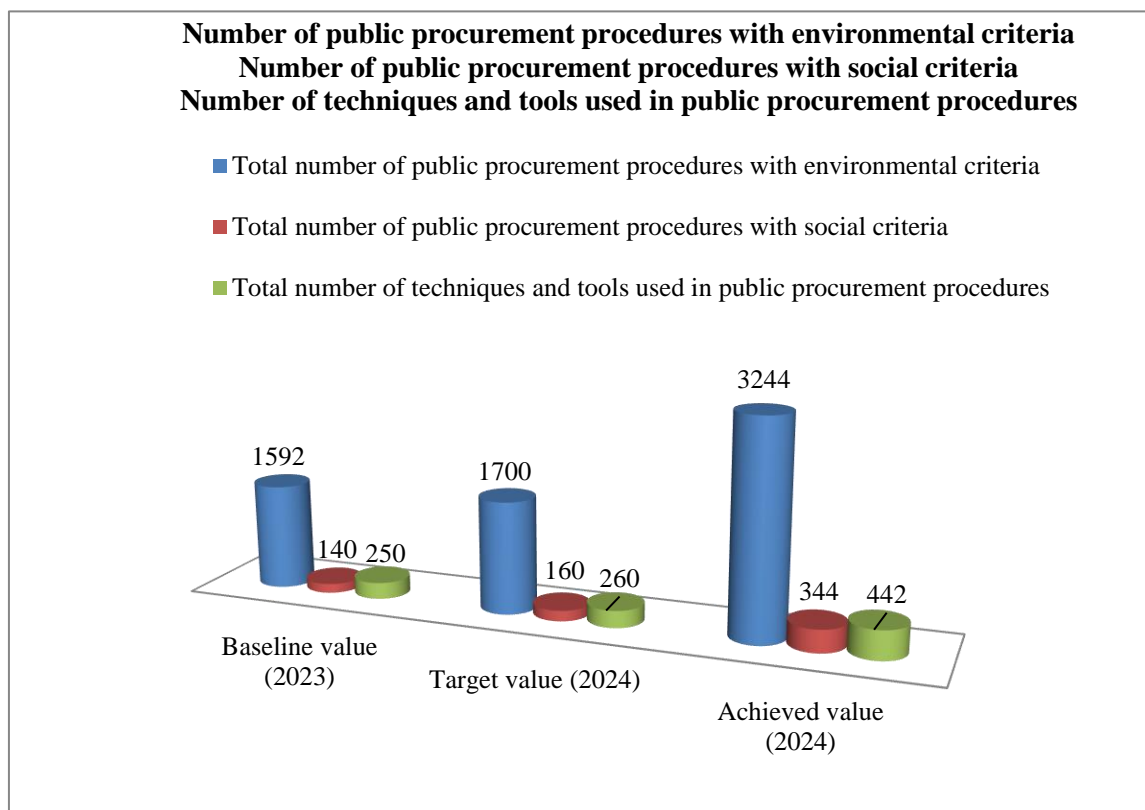


(Figure 3)

With regard to **Objective 1.2**, outcome indicator 1 “Total number of public procurement procedures with environmental criteria” is fully met. The baseline value for this indicator was 1592 in 2023, the target value for 2024 was 1700, and was exceeded by 31 December 2024 with 3244.

Outcome indicator 2 “Total number of public procurement procedures with social criteria” is fully met. The baseline value for this indicator was 114 in 2023 and the target value for 2024 was 160. This value was exceeded by 31 December and now stands at 344.

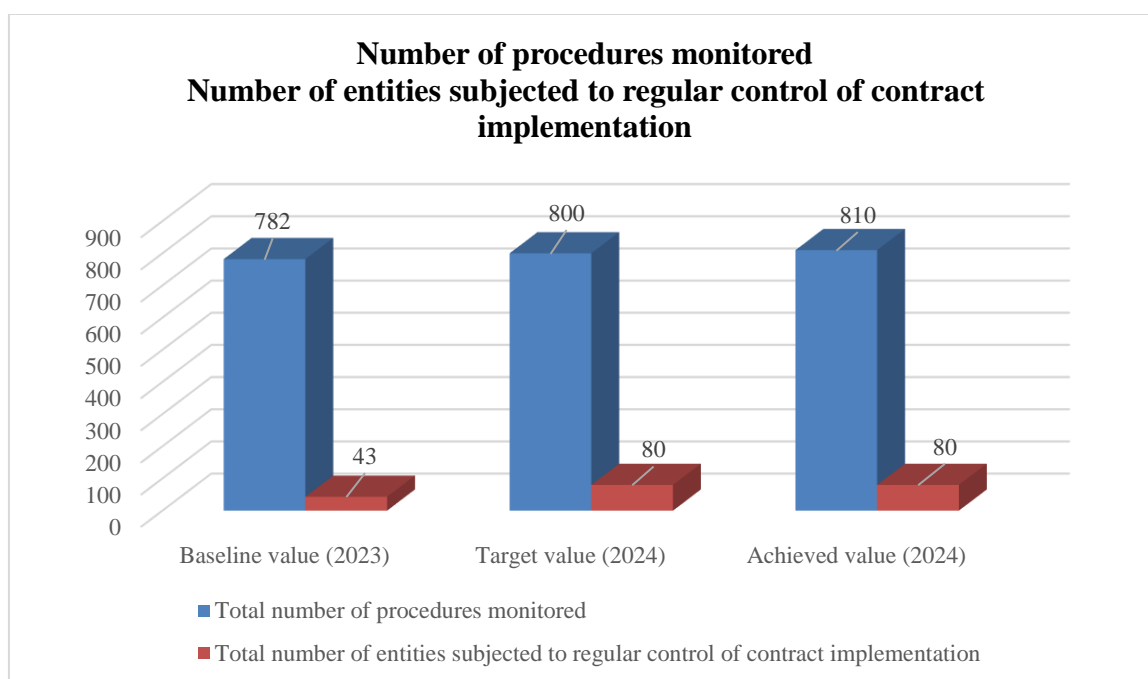
Outcome indicator 3 “Total number of techniques and tools used in public procurement procedures” is fully met. The baseline value for this indicator was 250 in 2023, while the target value for 2024, which was 260, was exceeded by 31 December 2024 and is now 442 (Figure 4).



(Figure 4)

With regard to **Objective 1.3**, outcome indicator 1 “Total number of procedures monitored” is fully met. The baseline value for this indicator was 782 in 2023, the target value for 2024 was 800 and was exceeded by 31 December 2024 with 810.

Outcome indicator 2 “Total number of entities subjected to regular control of contract implementation” is fully met. The baseline value for this indicator was 43 in 2023 and the target value for 2024 was 80, which was achieved by 31 December 2024 (Figure 5).



(Figure 5)

### III. CONCLUSION

Having analysed the results of the implementation of the 2024 Action Plan, we can conclude that the activities were for the most part implemented in full, as prescribed, and within the specified deadline. The activities that were not implemented within this Action Plan, such as the “Proposal to amend the Law on Public-Private Partnerships and Concession” will be an integral part of the Action Plan for 2025 and thus also part of the implementation of the Public Procurement Development Programme in the Republic of Serbia 2024 - 2028.

The PPO has achieved most of the planned outcome indicators at the level of objectives and result indicators at the level of measures. The PPO will endeavour to fulfil those that have not been fully achieved in the next annual public procurement planning document.

**Appendix 1.**  
**Implementation of the Action Plan in 2024**

Annual report for:	Action Plan for the Implementation of the Public Procurement Development Programme in the Republic of Serbia for 2024			
Institution responsible for monitoring and control of the implementation:	PUBLIC PROCUREMENT OFFICE			
Public policy document for which the action plan was adopted:	Public Procurement Development Programme in the Republic of Serbia 2024-2028			
Goal: Further development and strengthening of a sustainable and fair publifc procurement system				
Institution responsible for monitoring and control of the implementation: PPO				
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Commentary on progress towards the target value (optional)
European Commission’s evaluation of the progress made under Chapter 5 - Public Procurement and the fulfilment of all criteria set out in this Chapter	Moderately prepared (2023)	Some progres s	Progress achieved	The European Commission's Progress Report for 2024 states in the section on Chapter 5 - Public Procurement that the Republic of Serbia is largely harmonised. <sup>1</sup>
Objective 1.1: Improving cost-effectiveness and competition in public procurement				
Institution responsible: PPO				
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator
Share of SMEs in the number of signed contracts (percentage)	79 (2023)	80	75.82	This indicator is not fully met. The baseline value was 79% in 2023, while the value achieved by 31 December 2024 was 75.82%. The fact that the target value for 2024 was not met is the result of a decrease in signed contracts for construction works from 60,000 to less than 40,000, especially considering that in the previous period the share of SMEs in these contracts was over 70%

<sup>1</sup> [https://www.mei.gov.rs/upload/documents/eu\\_dokumenta/2024/izvestaj\\_24.pdf](https://www.mei.gov.rs/upload/documents/eu_dokumenta/2024/izvestaj_24.pdf)

Share of contract award criteria that are not solely based on price (percentage)	4.46 (2023)	5	9.78	This indicator is fully met. The baseline value was 4.46% in 2023, while the target value of 5% for 2024 was exceeded by 31 December 2024 and currently stands at 9.78%.
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**Measure 1.1.1: Improvement of the regulatory framework and strengthening of practises related to the LPP**

Institution responsible: MoE

Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator
Adoption of the law amending the Law on Public-Private Partnerships and Concessions	No (2023)	Yes	No	The target value for this indicator from 2023 is not achieved, given that amendments to the LPPPC were not adopted in 2024.

Activities to implement the measure:	Institution responsible	Implementation deadline in 2023	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.1.1.1. Proposing amendments to the LPPPC	MoE CPPP	Fourth quarter of 2024	Ongoing	Fourth quarter of 2025	The amendments to the legal framework regulating public-private partnerships and concessions were planned for the fourth quarter of 2024. The deadline for the implementation of this activity will be moved to 2025, as the amendments to the LPPPC were not adopted within the planned timeframe.
1.1.1.2. Development of guidelines and templates for tender documentation for public-private partnerships and concessions	MoE CPPP	Fourth quarter of 2024	Ongoing	Fourth quarter of 2025	Following the adoption of the amendments to the legal framework for public-private partnerships and concessions, it is planned to develop guidelines and templates for tender documentation for public-private partnerships and concessions.

1.1.1.3. Organising trainings for contracting authorities and economic operators in the area of public-private partnerships and concessions	MoE CPPP	Fourth quarter of 2024	Ongoing	Fourth quarter of 2025	Following the adoption of the amendments to the LPPPC and the development of guidelines and templates for tender documentation for public-private partnerships and concessions, it is planned to organise trainings for contracting authorities and economic operators in the area of public-private partnerships and concessions.
<b>Measure 1.1.2: Institutional capacity building</b>					
Institution responsible: PPO					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Total number of employees in the PPO	38 (2023)	40	40	This indicator is fully met. The baseline value was 38 in 2023, while the target value of 40 for 2024 was achieved by 31 December 2024.	
Activities to implement the measure:	Institution responsible	Implementation deadline in 2024	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.1.2.1. Development of the Rulebook on Internal Organisation and Job Systematisation in the PPO	PPO	Fourth quarter of 2024	Ongoing	Fourth quarter of 2025	Given that the existing vacancies in the PPO have not been fully filled, and that an analysis of the current capacities of the PPO is being prepared with recommendations for improving the current job systematisation and description, the development of the Rulebook on Internal Organisation and Job Systematisation of the PPO was not initiated in 2024. With the aim of increasing the number of employees, in August 2024 the PPO launched a public call to fill vacancies in the administration. This public call was successfully completed and the PPO recruited five (5) graduate officers, one (1) with the title of advisor and four (4) with the title of junior advisor.

<p>-</p> <p>1.1.2.2. Organising trainings and other professional development activities for the staff of the main institutions in the public procurement system</p>	<p>PPO RC CPPP CPC NALED UNDP USAID</p>	<p>Fourth quarter of 2024</p>	<p>Completed</p>	<p>-</p>	<ul style="list-style-type: none"> <li>- Representatives of the PPO took part in an official study visit to the Netherlands and Belgium. Representatives of the PPO, the Republic Commission for Protection of Rights in Public Procurement Procedures, the Ministry of Science, Technological Development and Innovation, the Innovation Fund, the City of Belgrade and other local self-governments had the opportunity to share their experiences in the area of public procurement with other institutions such as Korversa, the European Innovation Council (EIC), the SPIN4EIC initiative, and others.</li> <li>- Representatives of the PPO took part in an official study visit to Denmark. During the study visit, several meetings were organised with the Danish public procurement institutions: the Public Procurement Enterprise SKI, Ecolabelling Denmark, the Danish Competition and Consumer Authority, the City of Copenhagen - Department of Strategic Procurement, the Agency for Public Finance and Management within the Ministry of Finance - Department for the Government Procurement Programme, and the Government Procurement Advisory Service. At these meetings, the representatives of the competent institutions of the Kingdom of Denmark presented to the participants from Serbia the public procurement regulations, their responsibilities and mandate, contract management and monitoring of public procurement procedures, as well as the practise in the area of competition protection in public procurement procedures.</li> <li>- A representative of PPO participated in the workshop organised by CEF in Ljubljana, Slovenia, entitled <i>Economic Impact Assessment of Business Enabling Environment Reforms</i>. This workshop was organised with the aim of bringing together the representatives of the Western Balkan jurisdictions to exchange views and experiences gained during the implementation of structural reforms in their countries. The PPO representative actively participated in both the individual and group work, and contributed both to the topic of impact assessment of reform activities on the business environment and to the exchange of experiences with other workshop participants.</li> </ul>
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<b>Measure 1.1.3: Strengthening the administrative capacity of contracting authorities and economic operators</b>					
Institution responsible: PPO					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Total number of certified public procurement officers	5231 (2023)	5400	5529 <sup>2</sup>	This indicator is fully met. The target value for 2024 was 5400, and it was exceeded by 31 December 2024. It currently stands at 5529.	
Activities to implement the measure:	Institution responsible	Implementation deadline in 2024	Activity status	New implementation deadline	Description (Explanation of deviation+ Progress achieved + Future steps)
1.1.3.1. Organising exams for public procurement officers	PPO	Fourth quarter of 2024	Completed		A total of 23 exams were organised in 2024. During this period, 489 candidates registered for the exam, 289 of whom passed. The proportion of successful candidates is 59%.
1.1.3.2. Organising trainings on public procurement for contracting authorities and bidders	PPO NALED CoC	Fourth quarter of 2024	Completed		<p>In 2024, the PPO continued to organise training courses and workshops on the implementation of the LPP and the use of the Portal.</p> <p>The following webinars were held in 2024:</p> <ul style="list-style-type: none"> <li>- The webinar on the new functions of the Portal for contracting authorities and bidders. Contracting authorities were explained how to enter contract data in the Portal, while bidders were informed about the new way of registering economic operators in accordance with the new legal provisions that apply from 1 January 2024. The webinar was attended by more than 480 representatives of contracting authorities and more than 300 representatives of bidders.</li> </ul>

<sup>2</sup> Data from the register of public procurement officers kept by the PPO, until 31 December 2024

					<ul style="list-style-type: none"> <li>- The webinar for contracting authorities entitled <i>Publication of contract data on the Public Procurement Portal</i>. Contracting authorities learned more about how to publish contract data on the portal in accordance with Article 158a of the LPP, and familiarised themselves with the general rules for conducting procurements below the thresholds in accordance with Article 27 of the LPP. Due to the high level of interest and the topicality of the subject, this webinar was attended by over 2000 participants.</li> <li>- The webinar for contracting authorities whose procurements are handled by the centralised public procurement bodies. Participants were informed about the new legal provisions and shown how to publish contract data on the Portal in accordance with the new law and bylaws that apply from 1 January 2024.</li> <li>- Two three-day preparatory training courses for the certification exam for public procurement officers, in accordance with the new legal provisions and bylaws that apply from 1 January 2024. The training was attended by around 1000 participants per day. The training participants were informed about the laws and bylaws and learned more about the basic work in the Portal.</li> <li>- The webinar on how to publish contract data in accordance with the new legal provisions and bylaws. On 1 January 2024, the <i>Rulebook on the Method of Publication and Type of Data on Contracts and Changes to Contracts Published by Contracting Authorities on the Public Procurement Portal</i> entered into force (<i>Official Gazette of the Republic of Serbia</i> No. 115/23). Therefore, the purpose of the webinar was to explain to the participants how to publish contract data on the Portal when using the "smart lot" option for framework agreements.</li> <li>- The webinar entitled <i>New legal provisions and bylaws in the area of public procurement</i>. The webinar participants learned more about the novelties in the LPP, green public procurement, new functions of the Portal, and the main features of the</li> </ul>
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					<p>innovation partnerships. The webinar was attended by several hundred participants.</p> <ul style="list-style-type: none"> <li>- Two-day webinar entitled <i>Criteria for awarding contracts - new legal provisions that apply from 1 January 2024</i>. The webinar was attended by over 500 participants per day. Participants had the opportunity to learn more about the legal provisions in the area of contract award criteria, how to apply the contract award criteria on the Portal, and the templates for tender documentation, with examples of the use of contract award criteria that are not solely based on price.</li> <li>- Two-day webinar entitled <i>Working on the Public Procurement Portal - Implementing the Dynamic Procurement System</i>. Representatives of contracting authorities had the opportunity to learn more about the implementation of the dynamic procurement system via the Portal, while representatives of bidders were informed about how to submit applications and bids in the system. The webinar was attended by over 350 participants per day.</li> <li>- The webinar for contracting authorities and bidders on the promotion of green and social public procurement and the use of techniques and tools in public procurement procedures. The first part of the webinar was focused on green public procurement and the promotion of templates for tender documentation with examples of the use of environmental criteria. In the second part of the webinar, participants had the opportunity to learn more about social procurement and templates for tender documentation with examples of the use of social criteria, but also about the similarities and differences between the framework agreement and the dynamic procurement system. The webinar was attended by over 70 representatives of contracting authorities and bidders.</li> <li>- The webinar for contracting authorities and bidders on the promotion of green and social public procurement and the use</li> </ul>
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					of techniques and tools in public procurement procedures. The first part of the webinar was focused on green public procurement and the promotion of templates for tender documentation with examples of the use of environmental criteria. In the second part of the webinar, participants had the opportunity to learn more about social procurement and templates for tender documentation with examples of the use of social criteria, but also about the similarities and differences between the framework agreement and the dynamic procurement system. The webinar was attended by over 400 representatives of contracting authorities and bidders.
1.1.3.3. Organising preparatory training courses for the certification exam for public procurement officers	PPO NALED COC	Fourth quarter of 2024	Completed		Two three-day preparatory training courses for the certification exam for public procurement officers were held, in accordance with the new legal provisions and bylaws that apply from 1 January 2024. The courses were attended by around 1000 participants per day. Participants were informed about the laws and bylaws and learned more about the basic work in the Portal.
1.1.3.4. Development of a comparative analysis of competition in public procurement procedures in the Republic of Serbia and five EU member states	NALED	Fourth quarter of 2024	Completed <sup>3</sup>		The <i>Comparative Analysis - Information on the level of competition in public procurement procedures in the EU member states</i> (analysis of statistical data on the average number of submitted bids and the measures taken by the EU member states to increase this number) was developed with the support of the <i>EU Public Finance - Management Facility</i> project funded by the EU and implemented by UNDP.
1.1.3.5. Development of a	UNDP	Fourth quarter of 2024	Completed <sup>4</sup>		The analysis of the use of contract award criteria that are not solely based on price was developed with the support of the <i>EU Public</i>

<sup>3</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

<sup>4</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

manual for the implementation of the best-value-for-money criteria					Finance - Management Facility project funded by the EU and implemented by UNDP.
<b>Measure 1.1.4: Improvement of the e-system for public procurement</b>					
Institution responsible: PPO					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Total number of implemented new versions of the Portal	15 (2023) <sup>5</sup>	18	19 <sup>6</sup>	This indicator is fully met. The baseline value was 15 versions of the Portal in 2023. The target value for 2024 was 18. This target value was exceeded by 31 December 2024 and is now 19.	
Activities to implement the measure: 2023	Institution responsible	Implementation deadline in 2023	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.1.4.1. Elaboration of the technical specifications for the development of new Portal functions	PPO UNDP	Fourth quarter of 2024	Completed <sup>7</sup>		In 2024, technical specifications were developed for four new versions of the Public Procurement Portal.
1.1.4.2. Development of new Portal functions	PPO UNDP	Fourth quarter of 2024	Completed <sup>8</sup>		Between January and December 2024, the PPO developed four new versions of the Public Procurement Portal in order to improve the Portal's functions and bring them into line with the amendments to the LPP. In the coming period, the PPO will continue to improve the Portal by developing new modules, functions and options.

<sup>5</sup> <https://jnportal.ujn.gov.rs/konzola>

<sup>6</sup> <https://jnportal.ujn.gov.rs/konzola>

<sup>7</sup> <https://jnportal.ujn.gov.rs/konzola>

<sup>8</sup> <https://jnportal.ujn.gov.rs/konzola>

1.1.4.3. Development of a comparative analysis of other portals in five EU member states with recommendations for improving the Public Procurement Portal	PPO UNDP	Fourth quarter of 2024	Completed <sup>9</sup>		The <i>Report on the analysis of public procurement portals and e-procurement solutions used in five EU member states with recommendations for possible improvement of e-procurements in Serbia</i> was developed in late 2024 with the support of the <i>EU Public Finance - Management Facility</i> project funded by the EU and implemented by UNDP. It was published on the PPO website in January 2025.
1.1.4.4. Organising training courses and promoting the Portal, with a particular focus on its new functions	PPO UNDP	Fourth quarter of 2024	Completed		<ul style="list-style-type: none"> <li>- The webinar on the new functions of the Portal for contracting authorities and bidders was held. Contracting authorities were explained how to enter contract data in the Portal, while bidders were informed about the new way of registering economic operators in accordance with the new legal provisions that apply from 1 January 2024. The webinar was attended by more than 480 representatives of contracting authorities and more than 300 representatives of bidders.</li> <li>- The webinar for contracting authorities entitled <i>Publication of contract data on the Public Procurement Portal</i> was held. Contracting authorities learned more about how to publish contract data on the portal in accordance with Article 158a of the LPP, and familiarised themselves with the general rules for conducting procurements below the thresholds in accordance with Article 27 of the LPP. Due to the high level of interest and the topicality of the subject, this webinar was attended by over 2000 participants.</li> <li>- The webinar on how to publish contract data in accordance with the new legal provisions and bylaws was held. On 1 January 2024, the <i>Rulebook on the Method of Publication and Type of Data on Contracts and Changes to Contracts Published by Contracting Authorities on the Public Procurement Portal</i> entered into force (<i>Official Gazette of the Republic of Serbia</i></li> </ul>

<sup>9</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

					<p>No. 115/23). Therefore, the purpose of the webinar was to explain to the participants how to publish contract data on the Portal when using the "smart lot" option for framework agreements.</p> <p>- Two-day webinar entitled <i>Working on the Public Procurement Portal - Implementing the Dynamic Procurement System</i> was held. Representatives of contracting authorities had the opportunity to learn more about the implementation of the dynamic procurement system via the Portal, while representatives of bidders were informed about how to submit applications and bids in the system. The webinar was attended by over 350 participants per day.</p> <p>-</p>
Objective 1.2 Broader implementation of environmental and social criteria, techniques and tools in public procurement					
Institution responsible: PPO					
Indicator		Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator
Total number of public procurement procedures with environmental criteria		1592	1700	3244	This indicator is fully met. The baseline value was 1592 in 2023. The target value for 2024 was 1700. This target value was exceeded by 31 December 2024 and is now 3,244.
Total number of public procurement procedures with social criteria		140	160	344	This indicator is fully met. The baseline value was 140 in 2023. The target value for 2024 was 160. This target value was exceeded by 31 December 2024 and is now 344.
Total number of techniques and tools used in public procurement procedures		250	260	442	This indicator is fully met. The baseline value was 250 in 2023. The target value for 2024 was 260. This target value was exceeded by 31 December 2024 and is now 442.
Measure 1.2.1: Strengthening the regulatory and institutional framework for green procurement					

Institution responsible: PPO					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Annual number of organised training courses on public procurement procedures with environmental criteria	2 (2023)	2	3	This indicator is fully met. The baseline value was 2 in 2023. The target value was exceeded by 31 December 2024 and the value achieved is 3.	
Number of practical tools developed for green procurement (guidelines, manuals or templates for tender documentation)	2 (2023)	10	11 <sup>10</sup>	This indicator is fully met. The baseline value was 2 in 2023. The target value for 2024 was 10. This target value was exceeded by 31 December 2024 and is now 41 <sup>11</sup> .	
Activities to implement the measure:	Institution responsible	Implementation deadline in 2023	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.2.1.1. Development of a manual for green procurement	PPO NALED	Fourth quarter of 2024	Completed		The updated <i>Green Procurement Guidelines</i> were developed with the support of the project <i>Public Procurement and Good Governance for Greater Competitiveness</i> funded by SIDA and implemented by NALED. The guidelines are available on the PPO website.
1.2.1.2. Development of templates for tender documentation for green procurement	PPO NALED	Fourth quarter of 2024	Completed <sup>12</sup>		Six templates for tender documentation for green procurement were developed in 2024.
					- The webinar entitled <i>New legal provisions and bylaws in the area of public procurement</i> was held. The webinar participants

<sup>10</sup> [https://www.ujn.gov.rs/?page\\_id=1195](https://www.ujn.gov.rs/?page_id=1195)

<sup>11</sup> Data from the PPO website, until 31 December 2024.

<sup>12</sup> [https://www.ujn.gov.rs/?page\\_id=1195](https://www.ujn.gov.rs/?page_id=1195)

1.2.1.3. Organising training courses on green procurement	PPO NALED CoC	Fourth quarter of 2024	Completed		<p>learned more about the novelties in the LPP, green public procurement, new functions of the Portal, and the main features of the innovation partnerships. The webinar was attended by several hundred participants.</p> <ul style="list-style-type: none"> <li>- The webinar for contracting authorities and bidders on the promotion of green and social public procurement and the use of techniques and tools in public procurement procedures was held. The first part of the webinar was focused on green public procurement and the promotion of templates for tender documentation with examples of the use of environmental criteria. In the second part of the webinar, participants had the opportunity to learn more about social procurement and templates for tender documentation with examples of the use of social criteria, but also about the similarities and differences between the framework agreement and the dynamic procurement system. The webinar was attended by over 70 representatives of contracting authorities and bidders.</li> <li>- The webinar for contracting authorities and bidders on the promotion of green and social public procurement and the use of techniques and tools in public procurement procedures was held. The first part of the webinar was focused on green public procurement and the promotion of templates for tender documentation with examples of the use of environmental criteria. In the second part of the webinar, participants had the opportunity to learn more about social procurement and templates for tender documentation with examples of the use of social criteria, but also about the similarities and differences between the framework agreement and the dynamic procurement system. The webinar was attended by over 400 representatives of contracting authorities and bidders.</li> </ul>

**Measure 1.2.2: Promoting the use of social criteria in public procurement**

Institution responsible: PPO

Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Annual number of organised training courses on public procurement procedures with social criteria	2 (2023)	2	2	This indicator is fully met. The baseline value was 2 in 2023. The target value of 2 organised training courses was achieved by 31 December 2024.	
Number of practical tools developed for social public procurement (guidelines, manuals or templates for tender documentation)	0 (2023)	2	2 <sup>13</sup>	This indicator is fully met. The baseline value was 0 in 2023. The target value for 2024 was 2, and it was achieved by 31 December 2024.	
Activities to implement the measure:	Institution responsible	Implementation deadline in 2024	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.2.2.1. Development of templates for tender documentation for social criteria in public procurement	PPO NALED	Fourth quarter of 2024	Completed <sup>14</sup>		Two templates for tender documentation for social public procurement were developed in 2024.
	PPO NALED COC	Fourth quarter of 2024	Completed		- The webinar for contracting authorities and bidders on the promotion of green and social public procurement and the use of techniques and tools in public procurement procedures was held. The first part of the webinar was focused on green public procurement and the promotion of templates for tender documentation with examples of the use of environmental criteria. In the second part of the webinar, participants had the opportunity to learn more about social procurement and

<sup>13</sup> Data from the PPO website, until 31 December 2024

<sup>14</sup> [https://www.ujn.gov.rs/?page\\_id=1195](https://www.ujn.gov.rs/?page_id=1195)

1.2.2.2. Organising training courses on social public procurement					<p>templates for tender documentation with examples of the use of social criteria, but also about the similarities and differences between the framework agreement and the dynamic procurement system. The webinar was attended by over 70 representatives of contracting authorities and bidders.</p> <ul style="list-style-type: none"> <li>- The webinar for contracting authorities and bidders on the promotion of green and social public procurement and the use of techniques and tools in public procurement procedures was held. The first part of the webinar was focused on green public procurement and the promotion of templates for tender documentation with examples of the use of environmental criteria. In the second part of the webinar, participants had the opportunity to learn more about social procurement and templates for tender documentation with examples of the use of social criteria, but also about the similarities and differences between the framework agreement and the dynamic procurement system. The webinar was attended by over 400 representatives of contracting authorities and bidders.</li> </ul>
<b>Measure 1.2.3: Promoting the use of techniques and tools in public procurement</b>					
Institution responsible: PPO					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Annual number of organised training courses on the use of techniques and tools in public procurement	0 (2023)	2	3	This indicator is fully met. The baseline value was 0 in 2023. The target value of 2 was exceeded by 31 December 2024 and the value achieved is 3.	
Annual number of developed practical tools (guidelines, manuals or templates for tender documentation) on the use of techniques and tools in public procurement	2 (2023)	3	6 <sup>15</sup>	This indicator is fully met. The baseline value was 2 in 2023. The target value of 3 was exceeded by 31 December 2024 and the value achieved is 6.	

<sup>15</sup> Data from the PPO website, until 31 December 2024

Activities to implement the measure:	Institution responsible	Implementation deadline in 2024	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.2.3.1. Development of guidelines for the use of framework agreements	PPO UNDP USAID	Third quarter of 2024	Completed <sup>16</sup>		The <i>Guidelines for the Use of Framework Agreements</i> were developed with the support of the project <i>Public Procurement and Good Governance for Greater Competitiveness</i> funded by SIDA and implemented by NALED.
1.2.3.2. Development of the instruction for the use of the dynamic procurement system	PPO NALED	Fourth quarter of 2024	Completed <sup>17</sup>		The <i>Instruction for the Use of the Dynamic Procurement System</i> was developed with the support of the project <i>Public Procurement and Good Governance for Greater Competitiveness</i> funded by SIDA and implemented by NALED. The instruction is available on the PPO website.
1.2.3.3. Development of the manual on the qualification system, e-auction and e-catalogues	PPO NALED	Fourth quarter of 2024	Completed <sup>18</sup>		The <i>Manual for the Use of Tools in Public Procurement Procedures</i> was developed with the support of the project <i>Public Procurement and Good Governance for Greater Competitiveness</i> funded by SIDA and implemented by NALED.
1.2.3.4. Organisation of training courses to promote the use of	PPO NALED	Fourth quarter of 2024	Completed		- The webinar on how to publish contract data in accordance with the new legal provisions and bylaws was held. On 1 January 2024, the <i>Rulebook on the Method of Publication and Type of Data on Contracts and Changes to Contracts Published by Contracting Authorities on the Public Procurement Portal</i> entered into force ( <i>Official Gazette of the Republic of Serbia</i> No. 115/23). Therefore, the purpose of the webinar was to explain to the participants how to publish contract data on the

<sup>16</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

<sup>17</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

<sup>18</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

techniques and tools in public procurement					<p>Portal when using the "smart lot" option for framework agreements.</p> <ul style="list-style-type: none"> <li>- Two-day webinar entitled <i>Working on the Public Procurement Portal - Implementing the Dynamic Procurement System</i> was held. Representatives of contracting authorities had the opportunity to learn more about the implementation of the dynamic procurement system via the Portal, while representatives of bidders were informed about how to submit applications and bids in the system. The webinar was attended by over 350 participants per day.</li> </ul>
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### Objective 1.3: Reducing the risk of irregularities in public procurement

Institution responsible: PPO

Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator
Total number of procedures monitored	782	800	810	This indicator is fully met. The baseline value was 782 in 2023. The target value of 800 for 2024 was exceeded by 31 December 2024 and the value achieved is 810.
Total number of entities subjected to regular control of contract implementation	43	80	80	This indicator is fully met. The baseline value was 43 in 2023. The target value of 80 for 2024 was achieved by 31 December 2024.

### *Measure 1.3.1: Strengthening the monitoring and control of procurement below the thresholds to which the LPP does not apply*

Institution responsible: PPO

Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator
Annual number of entities subjected to monitoring and control of procurement below the thresholds to which the LPP does not apply	0 (2023)	20	20	This indicator is fully met. The baseline value was 0 in 2023. The target value of 20 for 2024 was achieved by 31 December 2024.

Activities to implement the measure:	Institution responsible	Implementation deadline in 2023	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.3.1.1. Development of an analysis of the current capacity of the PPO to monitor recommendations for further improvements	PPO UNDP	Fourth quarter of 2024	Completed <sup>19</sup>	Fourth quarter of 2025	In 2024, with the support of the project <i>Public Procurement and Good Governance for Greater Competitiveness</i> funded by SIDA and implemented by NALED, an analysis of the current situation regarding irregularities in public procurement was prepared with recommended measures to improve the efficiency of their detection and sanctioning. For 2025, it is planned develop an analysis of the current capacity of the PPO to monitor the recommendations for further improvements.
1.3.1.2. Familiarising key public procurement institutions with good monitoring practises in the EU member states	PPO UNDP USAID NALED	Fourth quarter of 2024	Completed		<ul style="list-style-type: none"> <li>- Representatives of the PPO took part in an official study visit to the Netherlands and Belgium. Representatives of the PPO, the Republic Commission for Protection of Rights in Public Procurement Procedures, the Ministry of Science, Technological Development and Innovation, the Innovation Fund, the City of Belgrade and other local self-governments had the opportunity to share their experiences in the area of public procurement with other institutions such as Korversa, the European Innovation Council (EIC), the SPIN4EIC initiative, and others.</li> <li>- Representatives of PPO took part in an official study visit to Denmark. During the study visit, several meetings were organised with the Danish public procurement institutions: the Public Procurement Enterprise SKI, Ecolabelling Denmark, the Danish Competition and Consumer Authority, the City of Copenhagen - Department of Strategic Procurement, the Agency for Public Finance and Management within the Ministry of Finance - Department for the Government Procurement Programme, and the Government Procurement Advisory Service. At these meetings, the representatives of the competent institutions of the Kingdom of Denmark presented</li> </ul>

<sup>19</sup> [https://www.ujn.gov.rs/?page\\_id=1190](https://www.ujn.gov.rs/?page_id=1190)

					to the participants from Serbia the public procurement regulations, their responsibilities and mandate, contract management and monitoring of public procurement procedures, as well as the practise in the area of competition protection in public procurement procedures.
Mera 1.3.2: Strengthening the cooperation between institutions in the public procurement system					
Institution responsible: PPO					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Annual number of meetings, conferences and workshops organised	2 (2023)	6	18	This indicator is fully met. The baseline value was 2 in 2023. The target value of 6 for 2024 was exceeded by 31 December 2024 and the value achieved is 18.	
Activities to implement the measure:	Institution responsible	Implement ation deadline in 2024	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.3.2.1. Organising a workshop to harmonise the positions of the PPO, the RC, the MoF and other key institutions in the public procurement system on the implementation of the LLP	PPO NALED	Fourth quarter of 2024.	Completed		In 2024, workshops were organised for the representatives of the PPO and the Republic Commission for Protection of Rights in Public Procurement Procedures. These workshops once again provided an opportunity for these institutions to exchange knowledge and experience in the area of public procurement in order to continue the cooperation and coordination of work of the authorities responsible for regulating and monitoring public procurement.

1.3.2.2. Organising training courses for representatives of the Budget Inspection Department on the implementation of public procurement regulations	PPO NALED	Fourth quarter of 2024.	Completed		Three workshops on changes to public procurement contracts were held to support the capacity building of the Budget Inspection Department of the Ministry of Finance in the area of public procurement. The representatives of the Budget Inspection Department of the Ministry of Finance learned more about the provisions of the LPP regulating the changes to public procurement contracts and also studied practical examples from the PPO practise.
1.3.2.3. Organising training courses for representatives of the police and the prosecutor's office	PPO USAID	Fourth quarter of 2024.	Completed		Two training sessions on the advanced use of the Portal were held for the police and the public prosecutor's office. The PPO introduced the participants to the basic and advanced functions of the Portal that are relevant to the work of the competent authorities. On the second day of the training, the participants learned more about the role and importance of the liaison officer, as well as the most common irregularities in public procurement procedures
1.3.2.4. Organising training courses for representatives of the misdemeanour courts	PPO USAID	Fourth quarter of 2024.	Completed		A workshop was held on the topic of accountability for misdemeanours in public procurement. Representatives of the PPO and judges from courts of appeal for misdemeanour offences had the opportunity to share positions and experiences from their perspective on the initiation and management of misdemeanour proceedings in connection with public procurement.
1.3.2.5. Organising a workshop to harmonise the positions of the PPO and the ACC on the implementation of public procurement regulation	PPO USAID	Fourth quarter of 2024.	Completed		A workshop was organised for the representatives of the PPO and the Anti-Corruption Agency to exchange positions on the implementation of the LLP. The representatives of these two institutions had the opportunity to share experiences from their perspective and discuss their activities in the area of public procurement in order to continue their cooperation and coordination of their work as bodies responsible for regulating and monitoring public procurement.
1.3.2.6. Organising consultations and	PPO NALED		Completed		- In 2024, a consultation session was held on the topic of improving cooperation between the PPO and the Commission for the Protection of Competition. The representatives of these

exchange of views with key institutions for the protection of competition in public procurement procedures		Fourth quarter of 2024.			<p>two institutions had the opportunity to share experiences from their perspective and discuss their activities in the area of public procurement, with a particular focus on the monitoring of public procurement procedures and the functionality of the Portal.</p> <p>- As part of the continued cooperation between the PPO and the Commission for Protection of Competition, another consultation session was held on the topic of advanced functions of the Public Procurement Portal for the needs of the CPC. The CPC shared its experience with public procurement activities, focusing on the use of the Public Procurement Portal. A training session was organised for the CPC on the use of the Public Procurement Portal and its advanced functions. Finally, a presentation on the functions of the Portal was developed to clarify any misunderstandings about using the Portal.</p>
<b>Measure 1.3.3: Improving the quality of contract management</b>					
Institution responsible: MoF					
Indicator	Baseline value and year	Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator	
Number of training courses organised per year in the area of contract implementation	3 (2023)	4	4	This indicator is fully met. The baseline value was 3 in 2023. The target value of 4 for 2024 was achieved by 31 December 2024.	
Activities to implement the measure:	Institution responsible	Implementation deadline in 2024	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)
1.3.3.1. Organising training courses on contract implementation	MoF NALED	Fourth quarter of 2024.	Completed		

**Measure 1.3.4: Capacity building of the Budget Inspection Department of the MoF**

Institution responsible: MoF

Indicator		Baseline value and year		Target value in 2024	Achieved value in 2024	Explanation of deviation from the target value of the indicator
Total number of employees in the Budget Inspection Department of the MoF		27 (2023)		45	45	This indicator is fully met. The baseline value was 27 in 2023. The target value of 45 for 2024 was achieved by 31 December 2024.
Activities to implement the measure:	Institution responsible	Implement ation deadline in 2023	Activity status	New implementation deadline	Description (Explanation of deviation + Progress achieved + Future steps)	
1.3.4.1. Presenting the best practises of the EU member states to the employees of the Budget Inspection Department of the Ministry of Finance	MoF USAID NALED	Fourth quarter of 2024.	Completed			
1.3.4.2. Development of a comparative analysis of budget inspection methods in at least two EU member states	MoF USAID NALED	Fourth quarter of 2024.	Completed			

**Appendix 2.****List of abbreviations:**

EU	European Union
PPO	Public Procurement Office
MoF	Ministry of Finance
RC	Republic Commission for Protection of Rights in Public Procurement Procedures
MoE	Ministry of Economy
CPPP	Commission for Public-Private Partnership
CPC	Commission for Protection of Competition
CoC	Serbian Chamber of Commerce
EC	European Commission
LPP	Law on Public Procurement
LPPPC	Law on Public-Private Partnership and Concessions
The Portal	Public Procurement Portal
PPP	Public-private partnership
BVM	Best value for money
NPAA	National Programme for the Adoption of the Acquis
EC	European Commission
SMEs	Small and medium enterprises
UNDP	United Nations Development Programme
NALED	National Alliance for Local Economic Development
USAID	United States Agency for International Development