REPUBLIC OF SERBIA

MULTI DONOR TRUST FUND FOR JUSTICE SECTOR SUPPORT TF071444

Implementation Support Mission

AIDE MEMOIRE

12-14 June 2013

A. INTRODUCTION

- 1. A World Bank team visited Belgrade from 12-14 June 2013, to provide implementation support to the Serbia Multi Donor Trust Fund for Justice Sector Support (MDTF-JSS). The mission was led by Mr. Klaus Decker (Senior Public Sector Specialist and Task Team Leader) and comprised Ms. Georgia Harley (Consultant, ECSP4). The mission was joined from Belgrade by Mr. Srdjan Svrcev (Public Sector Specialist, ECSP4) and was supported by Ms. Hermina Vukovic Tasic (Program Assistant, ECCYU).
- 2. **The objectives of the mission were to** hold the Management Committee Meeting and to address any current implementation issues in the MDTF.

B. KEY FINDINGS AND AGREED NEXT STEPS

- 3. The MDTF held its periodic Management Committee meeting on Friday 14 June 2013. The minutes of the meeting are at Annex A. The Management Committee meeting provided an opportunity for the MDTF, the Ministry of Justice and Public Administration (MOJPA) and MDTF donors to discuss the MDTF's recent and planned activities. On the issue of the proposed Functional Review of the justice sector, the meeting agreed that this was a priority and should commence in the Fall 2013. A draft Concept Note for the Functional Review is at Annex B and will be further adjusted to account for comments made at the meeting. During the meeting, the EC Delegation encouraged the team to explore if this could be designed as an 'umbrella document' that would be comprised of already planned deliverables to be aligned under one concept as to utilize available funding under the MDTF-JSS. At the same time it was agreed that by June 28 MDTF management will inform EU and MOJPA whether reallocation within the MDTF's budget may be possible. The PPT Presentation delivered by the MDTF management team is at Annex C. The next Management Committee meeting would be held on a date to be decided in September 2013.
- 4. The team again reviewed progress on the Review of the Criminal Case Process (RCCP). Further to the meeting between the MDTF management team the local consultant, MEGA, during the Implementation Support Mission in May 2013, has proposed personnel changes to the project, including the replacement of the project team leader. MEGA asserts that this will better enable the data collection team to fulfill the project requirements of re-collecting all relevant data in accordance with the agreed methodology. Considering all the circumstances,

the MDTF agreed that the proposed personnel changes are appropriate. The meeting agreed that the letters to each institution seeking approval to re-collect data should specifically outline the project's expectations in terms of access to personnel. MEGA agreed to draft specific language for these letters by Friday 14 June 2013 and, should this be received, the letters will be sent to the relevant institutions on Monday 17 June. MEGA agrees to complete the data re-collection by mid-July 2013.

6. Key next steps are highlighted in the table below.

Next steps	Time Frame	
Support to MOJPA in drafting of updated Justice Sector	Ongoing	
Reform Strategy and Action Plans		
Draft Concept Note for Performance Measurement of Serbian	End June, 2013	
Justice Sector		
Share with MOJPA draft TOR for update of the MDTF-JSS	End June, 2013	
Results Framework		
Update of the MDTF-JSS web site	TOR prepared by end June, 2013;	
	Redesign completed by mid-	
	September 2013	
Data collection for Multi-Stakeholder Perception Survey	Data collected by end-2013	
MOJPA and FLA Working Group approval of Concept Note of	End June 2013	
fiscal analysis of free legal aid		
MOJPA approval of the ICT Strategy for Justice Sector	End June, 2013	
Draft of the Review of the Criminal Chain Process Analysis	End July, 2013	
Update of the MDTF Program Framework	End August, 2013	

C. PROGRESS TOWARDS PROJECT DEVELOPMENT OBJECTIVE (PDO)

7. Progress toward the Project Development Objectives is satisfactory. The objective of the Trust Fund is to provide support for strengthening and advancing the justice sector reform in the Republic of Serbia in order to facilitate its integration to the EU. The implementation of Bank-executed activities remains on track, with progress across all sub-components (institutional capacity, resource management and aid coordination, legal and institutional environment, judicial facilities and infrastructure, and outreach, monitoring and evaluation). After the initially slow start caused by the elections in May 2012 and subsequent changes in the MOJPA, the implementation of Recipient-executed activities has picked up in 2013. The MOJPA is investing serious effort in preparation of the final draft of the new Justice Reform Strategy for the period 2013-2018 by June 2013.

D. PROJECT MANAGEMENT

8. **Total contributions to the Trust Fund amount to USD10,033,579.93**. Out of this amount USD1,332,853.53 is unpaid contribution from EU which will be released in 2014. The current Trust Fund budget is USD8,700,726.40 and to-date disbursements are USD3,448,848.48. The current fund balance is 5,255,920.33 USD out of which USD1,893,890.63 is committed for expenses under the recipient-executed component. More details on the budget breakdown are outlined in the PPT presentation of the MC Meeting minutes at Annex A.

- 10. **No financial management issues were identified during the mission.** The financial management arrangements of the MDTF-JSS, including budgeting, accounting, internal controls, funds flow, financial reporting and external audit, are assessed to be moderately satisfactory. The MOJPA and PIU have addressed the areas for improvement based on the financial management on-site supervision from March 2012.
- 9. **No procurement issues were identified during the mission.** Responses to procurement requests are answered and resolved on a timely basis, and there is nothing pending.

ANNEX A

Minutes of the MDTF-JSS Management Committee Meeting 10am – 11.45am World Bank Office, Belgrade

Participants:

- Cedomir Backovic Assistant Minister, MOJPA
- Loup Breofrt Country Manager, The World Bank
- Martin Kern Head of Operations, ED Delegation
- Yolanda San Jose Head of Operations I, EU Delegation
- Bianca Vandeputte Project Manager Operations I, EU Delegation
- Mirjana Cvetkovic Legal Officer (Justice Policy Issues), Political Section, ED Delegation
- Ljiljana Krejovic PIU, MOJPA
- Daliborka Grubic PIU, MOJPA
- Javier Irazoqui, Counsellor, Embassy of Spain
- Halvor Gjengsto IMG, Norway
- Rok Steblaj Advisor, Ministry of Justice and Public Administration, Slovenia
- Soren Thunedborg First Secretary, Embassy of Denmark
- Christine Nielsen Secretary, Embassy of Denmark
- Klaus Decker Senior Public Sector Specialist and MDTF-JSS TTL, The World Bank
- Srdjan Svircev Public Sector Specialist and MDTF-JSS Coordinator, The World Bank
- Georgia Harley Consultant, The World Bank
- John Furnari Consultant, The World Bank

Apologies:

- Svetlana Nesovic Program Officer, SIDA
- Mina Noor First Secretary, Embassy of Netherlands

The Country Manager, Loup Brefort, opened the Management Committee meeting, welcoming the MDTF's newest member, the EU Delegation. Mr Brefort commended efforts of the MOJPA in development of new justice reform strategy and anti-corruption strategy. He also emphasized the importance WB and international community is placing on reform of the Serbian judiciary.

AGENDA ITEM 1: MANAGEMENT UPDATE

The MDTF-JSS management team provided an outline of the recent Annual Report and Mid-Term Review. The PPT presentation delivered by the MDTF management team is at Annex A.

AGENDA ITEM 2: GOVERNMENT UPDATE

Assistant Minister Backovic provided an update on MOJPA priorities. Chief among these are: the redesign of the court network; the finalization of the Justice Reform Strategy and the ICT Strategy and their implementation; the passage of a Free Legal Aid (FLA) law by the end of 2013, and; the commencement of a Functional Review of the justice sector. The EU and MOJPA

agreed on the importance of local ownership of the Justice Reform Strategy and the ICT Strategy and appropriate sequencing of priorities.

AGENDA ITEM 3: PROGRESS ON CURRENT ACTIVITIES / AGENDA ITEM 4: UPDATE ON PLANNED ACTIVITES FOR 2013/2014

The MDTF management team provided a progress update on current activities and an outline of planned activities for 2013/2014. The MDTF and EU agreed that, noting the imminent injection of IPA 2012 funding, a key challenge looking forward, will be one of coordination with various initiatives currently underway or proposed in the sector. The meeting agreed to communicate regularly to that end. Assistant Minister Backovic expressed confidence that the various initiatives underway are both timing and complementary, and should enable that the 'pieces of the puzzle come together nicely'.

By way of example, the EU noted the issue of support to bailiffs and notaries as an area of activity on which GIZ leads but which the EU has nominated that the MDTF also support. Mr Sircev highlighted recent preliminary discussions in which GIZ proposed that MDTF plan an ICT assessment for the integration of bailiffs and notaries within the court system, building on the momentum of the ICT Strategy. The EU and MDTF agreed to coordinate planning on such initiatives, together with GIZ.

AGENDA ITEM 5: PROPOSAL FOR A FUNCTIONAL REVIEW

Mr Decker outlined the proposal for a Functional Review of the Justice Sector, based on the draft Concept Note, which had been distributed to MDTF Management Committee members.

Mr Decker noted in particular the importance of an inclusive methodology and continuous engagement with relevant institutions, including interim outputs and intensive outreach to ensure local ownership. Mr Decker also noted the need for the Functional Review to draw on and piece together various activities under or planned in the sector. Assistant Minister Backovic expressed strong support for such a review, noting the importance of informed decision-making for accession negotiations and future reform efforts. The meeting agreed that a Functional Review is a priority for the sector.

The EU noted the importance of ensuring that the Functional Review builds on previous activities, such as the JPER, and aligns with complementary activities, such as the upcoming multi-perspective user survey and the World Bank's regional work in M&E capacity building, and prevents overlap with planned EU initiatives, including its Rule of Law Sector Assessment and related initiatives. The meeting agreed that such coordination and alignment was essential. The meeting agreed that more detailed discussions would be appropriate as the Functional Review beings preparatory work, both to define the precise scope of the Functional Review and to ensure coordination and alignment with related works.

Ms Harley outlined options for funding a Functional Review, noting that preliminary advice from Bank Headquarters suggests that a re-allocation of existing EU funding and a re-

prioritization of the existing activities outlined in the EU Project Fiche into one stand-alone activity would require a Project Restructure.

Ms Harley outlined two options. Option A involved a Program Restructure to enable the MDTF to carry out the Functional Review. The Review could then use existing funds contributed by the EU which are currently earmarked to 10 activities, which could then be re-prioritized. Restructure would likely take 6 months.

Option B involved one or more donors making an additional contribution to the MDTF, which would take a matter of days/weeks. Assistant Minister Backovic informed the meeting that he had written to SEIO, cc'ing the EU Delegation, requesting that unspent fund allocated to the justice sector under IPA 2010 be re-allocated to the MDTF to conduct the Functional Review.

The EU expressed a preference for re-allocation of existing MDTF funds and queried whether its Project Fiche could be amended or interpreted broadly to incorporate a Functional Review. Ms Harley conveyed preliminary advice that it was not possible to retrospectively amend the EU's 10 activities and re-name it as a Functional Review without a restructure. Ms Harley undertook to further explore possibilities again and to confirm within the fortnight.

The EU Delegation suggested that, alternatively, IPA 2012 funds could be used to fund the activity, and this would involve a new team working for the EU delegation under TORs that are currently being developed. Assistant Minister Backovic emphasized that 'time is of the essence', and that the timeliness of a Functional Review will critically affect its usefulness as an instrument of reform.

The meeting agreed that the funding issue should be resolved in coming weeks to enable the Functional Review to commence in September/October 2013. The meeting agreed that the MOJPA, EU Delegation and MDTF management team should meet bilaterally in a fortnight, on Friday 28 June 2013 to confirm funding arrangements.

Annex A

MDTF-JSS Management Committee Meeting



Belgrade Friday, June 14, 2013

Agenda



- 1. Management Update on MDTF-JSS
- 2. Government Update on Justice Reform Priorities
- 3. Progress on Current Activities
- 4. Planed Activities in FY 2013/14
- 5. Proposal for a Functional Review
- 6. Any Other Business



Management Update on MDTF-JSS

- New MDTF-JSS management team
 - Klaus Decker, Georgia Harley
- The 2012 Annual Report has been finalized & distributed
 - The Annual Report provides outcome-level information
 - The Annual Report shows that MDTF-JSS continued to provide valuable support to justice reform in Serbia
 - Annual disbursements average USD\$ 1 million

Management Update on MDTF-JSS Budget

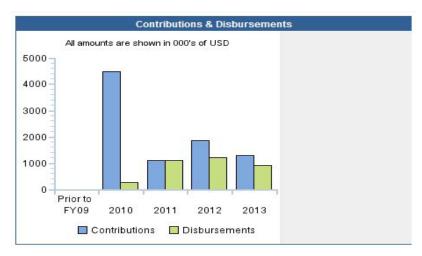
Customer Name	Currency	Amount in Contr Curr	Amount in USD
Swedish International Development Cooperation Agency (SIDA)	SEK	20,000,000.00	2,861,986.02
United Kingdom - Department for International Development (DF	GBP	200,000.00	312,680.00
Norway - Ministry of Foreign Affairs	EUR	93,379.62	121,996.29
Swiss Agency for Development and Cooperation (SDC)	USD	414,130.22	414,130.22
Denmark - Royal Ministry of Foreign Affairs	USD	333,541.66	333,541.66
Spanish Agency for International Development Cooperation	USD	517,935.89	517,935.89
United Kingdom - Department for International Development (DF	USD	674,345.69	674,345.69
Netherlands - Minister for Foreign Trade and Development Coop	USD	222,045.80	222,045.80
Norway - Ministry of Foreign Affairs	USD	166,113.96	166,113.96
Swedish International Development Cooperation Agency (SIDA)	USD	1,142,723.92	1,142,723.92
Slovenia-Ministry of Finance	USD	107,558.99	107,558.99
Swiss Agency for Development and Cooperation (SDC)	CHF	500,000.00	532,367.97
EU-Commission of the European Communities	EUR	2,000,000.00	2,626,153.52
		26,371,775.75	10,033,579.93

Management Update on MDTF-JSS Current Financial Status

Current Financial Status	
	Holding Currency (USD)
Contribution Details	
Contributions	10,033,579.93
Unpaid Contributions	1,332,853,53
Financial Summary	
(+) Contributions Paid-in	8,700,726.40
(+) Investment Income	79.272.13
(-) Admin Fee	76,608.89
(-) Disbursements	3,448.848.48
(+) Other Receipts	1.379.17
Fund Balance	5,255,920.33
Commitments	1,893,890.63
Trustee/Main Fund Balance	2,284,281.81

Management Update on MDTF-JSS

Contributions and Disbursements



Management Update on MDTF-JSS

- Mid-Term Review has been finalized & distributed
- MTR aimed to review progress on implementation of both Bank- and Recipient-executed activities
- Key findings:
 - Implementation risks are high.
 - The MDTF-JSS implementation environment is very complex and risks of implementation obstacles are substantive.
 - · Despite the potential risks, the endeavor is worthwhile.
 - The focus of the MDTF-JSS on Serbia's justice issues is highly relevant not just in the context of EU accession, but also for the country's overall development.
 - Major actors have reiterated their commitment.
 - The new government has expressed its commitment to accelerating EU membership.
 - Donors have underscored the importance of delivering sound technical assistance to support Serbia's EU accession process in relation to justice issues.

Government Update on Justice Reform Priorities

Progress on Current Activities

• Preparation of the new Justice Reform Strategy



Progress on Current Activities

- ICT Strategy for Justice Sector and Implementation Roadmap
 - Final draft Report submitted to MOJPA for approval
 - Bank IT expert has reviewed final draft Report
 - Project to be finalized by end June 2013
- Support to the Preparation of Free Legal Aid Law
 - Draft law being used by re-formed working group
 - Ongoing advice to the working group

Progress on Current Activities

- Program Framework for MDTF-JSS
 - Bank is revising the Program framework
 - Input from MOJPA on Recipient-executed component
 - Revised Procurement Plan
- Performance/Results Framework for MDTF-JSS
 - TOR finalized
 - Consultant to be hired by end-August 2013
 - Framework to be completed by mid-October 2013

Planned Activities for FY2013/14

- Fiscal Analysis of Free Legal Aid options
 - Concept Note shared with MOJPA and FLA Workgroup
 - Analysis to be conducted Summer 2013
- Support implementation of Free Legal Aid system
 - Drafting of bylaws and regulations early 2014
 - Training & awareness raising 2014
- Finalize Funding of the Reform Facilitation Unit
 - Support MOJPA to identify sustainability options before end 2013
- Development of statistical data and indicators on justice system performance
 - TOR prepared for stakeholder consideration
 - Analysis to be conducted Summer 2013

Planned Activities for FY2013/14

- Support to SPC budget planning & administration
 - Transfer of training materials, manuals and procedures-Summer 2013
 - MDTF Team to assess the budget planning capacities in AO
 - MDTF will tailor TA to suits existing capacities
- Technical assistance and advisory services to notary and bailiff services
 - Preliminary discussions with GIZ on areas for cooperation
 - Analysis of IT (software interface) requirements for notaries
- Partners Forum
 - Continued support to MOJPA next PF in September 2013
- Updating the MDTF-JSS website
 - TOR to be finalized and consultant hired July 2013

Proposal for a Functional Review

- Concept
 - To provide a sound and solid empirical basis to enable Serbia and EU to assess the impact of future justice reform initiatives compared to current justice system performance;
 - To assess the current functioning of the key justice sector institutions, to provide analytical and advisory input to ongoing justice reform initiatives in Serbia to achieve EU accession.
 - Highly inclusive methodology
- Timeframe
 - 9 months, depending on precise scope
- Cost
 - EUR 750,000, depending on precise scope

Options to fund the Functional Review

- Option A: Restructure
 - Donors/MOJPA agree on the nature/scope of restructure
 - MOJPA to request restructuring (via SEIO)
 - Bank to prepare restructuring package
 - Clear restructuring package with Bank safeguards (TACT, LEGL, TF Coordinator, SM, CD)
 - Amendments to the Administrative Agreement prepared by LEGL and shared with donors/MOJPA
 - Donors to sign amendments
 - Amendment to the Grant Agreement signed with MOJPA (SEIO)
 - Update of Master Data
- Option B: Donor Contribution
 - Written notification of intent to contribute funds to activity
 - LEGL to prepare amendment between Bank and donor

Any other business?

ANNEX B

Concept Note Serbia Judicial Functional Review

Background

This Review will be carried out by the World Bank to provide a baseline and analytical input for the accession negotiations between Serbia and the European Union. The objective of the Review is to (1) provide a sound and solid empirical basis to enable Serbia and the European Union to assess the impact of future justice reform initiatives compared to current justice system performance, and to (2) assess the current functioning of the institutions of the judicial system in Serbia with a view to providing analytical and advisory input to ongoing and planned justice reform initiatives in Serbia to achieve EU accession.

Scope

The Review will focus on the main institutions of the justice system (Ministry of Justice, High Judicial Council, courts, State Prosecutorial Council, prosecutors, judicial academy etc., with the exception of police and prison services). The scope will include all types of services provided by the justice system and cover litigious and non-litigious aspects of civil, commercial, administrative and criminal justice. Together with the Serbian authorities and the European Union, the World Bank will ensure that the analysis will complement and deepen previous assessment and data collection activities rather than duplicating them.

The distinct characteristic of this Review will be a strong focus on collecting, generating, and organizing data to measure and manage justice system performance. This data effort necessarily requires the complement of analytical work to clearly assess the scope of performance challenges and options for addressing them. For the identification of such challenges, the Review can build among others on previous assessments such as the EU funded Evaluation of the Rule of Law Sector and the 2010 Judicial Public Expenditure and Institutional Review. Its data and analytical findings will be able to inform ongoing and future reform activities in the justice sector, e.g. the IPA funded activities for the Project Support to the Rule of Law System.

Performance Baseline Data

In an inclusive and transparent process involving both the Serbian authorities and the European Union, the Review will create a framework to systematically map justice system performance data focusing on efficiency of the justice system, quality of service delivery, and access to justice. While tailored to the specific characteristics of the Serbian context and the requirements for European Union accession, the framework indicators will be organized based on international and regional guidelines as well as good practices. Once the framework is established, the Review will collect currently available justice system performance data to feed the indicators. It will then identify data gaps and subsequently generate the required additional data to have a comprehensive baseline with objective data covering all relevant performance aspects to be agreed upon between the Serbian authorities and the European Union.

Performance Assessment

The Review will further analyze the performance of the justice system and of the individual institutions that contribute to its functioning. Performance will be approached in terms of service delivery by the institutions of the justice system to those in need of their services. The analysis will comprise an assessment of how financial and human resources, information and communication technology, court infrastructure and other resources contribute to the overall performance of the system. It will identify strengths as well as performance challenges and options for initiatives to address the latter. Particular attention will be given to cross-cutting aspects of justice system performance management and governance of the system.

Methodology and Data Sources

Performance Baseline Data

When it comes to the performance baseline data, the Review's methodology consists in approaching data sources from three angles:

The first angle will consist in the development of a justice system performance framework agreed upon between the Serbian authorities and the European Union to structure the baseline in a way that all relevant performance aspects are covered and that can capture all data that are collected or generated throughout the process. Typically, these performance aspects will comprise the efficiency of the system, the quality of service delivery, and access to justice. The exact structure will depend on the specific characteristics of the Serbian context and the requirements of European Union accession.

The second angle will consist in collecting existing justice system performance data from a variety of data sources. Relevant electronically and manually collected judicial statistics can be obtained from different institutions of the sector and various levels and types of courts. Additional case-processing related statistical data may be available through the case-management system. Moreover, the financial and human resource management systems will be able to provide basic data relating to the use of financial and human resources. The Review will also collect data generated by previous and ongoing justice sector analyses.

The third angle will consist in generating data for those performance aspects and indicators not sufficiently covered by currently existing data. While existing statistical data will typically be able to provide insights into the structure of the supply side and efficiency aspects, additional data generation tends to be required to adequately cover the quality of service delivery and access to justice. A set of surveys among the general population, court users, judges, prosecutors, staff and legal professionals generate data to shed light on performance aspects related to quality and access to justice, but also provide deeper insight into efficiency issues. The survey under this Review would be able to identify trends by comparing results with those of a similar survey in 2010. In addition, a legal needs assessment would aim at identifying the need for services from the judicial system. These data generation approaches can be complemented with data generated

through a case-file analysis focusing on core types of cases and aspects that stakeholders have identified as challenges.

Overall, the data feeding the indicators of the performance baseline should be disaggregated as much as possible, as performance tends to differ significantly between different court locations, types of cases, types of courts, levels of jurisdiction, urban and rural environments etc.

Performance Assessment

When it comes to the performance assessment, the Review will combine a variety of qualitative and quantitative approaches. A key focus will be how the available financial, human, ICT and infrastructure resources contribute or present obstacles to performance in terms of service delivery.

The first step will involve a definition of hypothesized problems and their causes based on available analysis and consultations with a broad set of stakeholders. They will look at individual institutions and their performance as well as to justice system performance overall. Existing analytical work such as the EU funded rule of law assessment, the Judicial Public Expenditure and Institutional Review, and others will also be utilized for this purpose.

In a second step, competing hypotheses will be identified and tested through statistical analysis based on the quantitative data collected and generated for the performance baseline. Additional analysis will be based on comparisons with international, European and regional benchmarks, standards, and practices. They will enable the Review to assess aspects of the performance of the Serbian system in relation to comparators that are particularly relevant for Serbia's European Union accession. The performance differences between different courts may also allow for identification of local good practices that could be expanded to other courts across the country.

As part of this second step, experts will also assess the various types of resources available to the justice system and their role in delivering services, including their level, quality, distribution across the territory etc. These expert assessments for the use of financial, human, ICT and infrastructure and other resources will focus on their level, quality, and distribution across the territory etc. Their management for system performance will be a cross-cutting to be analyzed to identify performance strengths and challenges. A particular focus will be on whether and to what extent the current allocation of resources matches the need for services.

In a third step, long-, medium-, and short-term options for addressing the performance challenges most relevant to European Union accession will be identified.

Communication

Throughout the Review process, active involvement of and communication with the Serbian justice institutions, on the one hand, and the European Commission, on the other hand, will be crucial. On the Serbian side, it will be important to establish effective communication among the representatives of the different institutions and to establish a balanced representation of the various actors of the system. At early stages, it will be important to agree on the relevant

methodology to arrive at results that will be seen as legitimate by both the Serbian authorities and the European Union. Results will be shared by the Review team in a transparent manner and through an inclusive process at all stages of the analysis.

Schedule

Depending on the exact scope of the analysis and the proactivity of the relevant institutions in their interaction with the Review team and their willingness to share data, it is anticipated that the timeframe for the delivery of the final output will be about 9 months. However, the World Bank is planning to share intermediary deliverables such as the results of court user surveys and administrative data collection at earlier stages. The same is envisioned for the analysis of the contribution of the various types of resources (financial, human, ICT, infrastructure etc.) to justice system performance. A phased approach to delivery is also an option with a first phase focusing on data collection and generation and a second phase mainly dedicated to analysis.

Funding

The World Bank will carry out this activity through donor funding. Depending on the exact scope, it is estimated that the required financial effort will be around EUR 750,000.