

List of Acronyms and Abbreviations

BC	Beneficiary Country
BRC	British Retail Consortium
CAP	Common Agricultural Policy
CB	Certification Bodies
CFCU	Department for Contracting and Financing of EU Funded Programmes
CHAFEA	Consumers, Health, Agriculture and Food Executive Agency
DAP	Directorate for Agrarian Payments
DNRL	Directorate for National Reference Laboratories
EC	European Commission
EEC	European Economic Community
EU	European Union
GI	Geographical indication
GLOBAL G.A.P	GLOBAL Good agricultural practice
IFS	International Featured Standards
ISO	International Organization for Standardization
IPA	Instrument for Pre-Accession Assistance
MAEP	Ministry of Agriculture and Environmental Protection
MS	Member State
NAD	National priorities for international assistance 2014-2017 with projections until 2020
NPAA	National Plan for the Adoption of the <i>Acquis</i>
OG RS	Official Gazette of the Republic of Serbia
PGI	Protected Geographical Indication
PDO	Protected Denomination of Origin
PL	Project Leader
PSC	Project Steering Committee
RS	Republic of Serbia
RTA	Resident Twinning Advisor
SAA	Stabilisation and Association Agreement
SPO	Senior Programme Officer
STEs	Short Term Experts
TAIEX	Technical Assistance and Information Exchange
ToC	Table of Concordance
TSG	Traditional Speciality Guaranteed
TRIPS	Agreement on Trade-Related Aspects of Intellectual Property Rights

STANDARD TWINNING PROJECT FICHE

1. Basic Information

- 1.1 Publication reference: EuropeAid/ 138-762/IH/ACT/RS
- 1.2 Programme: Annual Action Programme for Serbia (2014) IPA - Pre-accession instrument (NEAR) 2014 / 032-078 (Indirect management mode without ex-ante control)
- 1.3 Twinning Number: SR 14 IPA AG 02 17
- 1.4 Title: Strengthening capacities for implementation and further development of the legislative framework in the field of organic production and food quality policy
- 1.5 Sector: Agriculture and Fisheries (European Integration Facility)
- 1.6 Beneficiary country: Republic of Serbia

2. Objectives

2.1 Overall Objective:

To effectively conduct accession negotiations of Serbian administration and successfully manage the overall EU integration and pre-accession assistance geared towards EU membership.

2.2 Project purpose:

Strengthened capacities of Ministry for Agriculture and Environmental Protection (MAEP) to further develop and implement legislation regarding organic production and food quality policy.

2.3 Contribution to National Development Plan/Cooperation agreement/Association Agreement/Action Plan

Stabilisation and Association Agreement (SAA)

The Article 97 of the Stabilization and Association Agreement stipulates that cooperation between the Parties shall be developed in all priority areas related to the Community acquis in the field of agriculture, as well as veterinary and phytosanitary domains. Cooperation shall notably aim at modernizing and restructuring the agriculture and agro-industrial sector, in particular to reach community sanitary requirements, to improve water management and rural development as well as to develop the forestry sector in Serbia and support the gradual approximation of Serbian legislation and practices to the Community rules and standards. Article 1, Section 2 (d) of the SAA states that the aim of the Association established is "to support the efforts of Serbia to develop its economic and international cooperation, including through the approximation of its legislation to that of the

Community". The implementation of project activities related to Result 1, Result 4 will undoubtedly contribute to the harmonization of national legislation with *Union acquis*. Consequently, and through the implementation and sustainability of other project activities, there will be an increase in competitiveness of agricultural products on domestic and international market, thus further development of international economic cooperation of the Republic of Serbia is inevitable.

Agriculture and Rural Development Strategy for 2014-2024

One of the strategic objectives of the Agriculture and Rural Development Strategy for 2014-2024, (adopted in August 2014) is an increase of competitiveness while adapting to the demands of domestic and foreign markets and the technical and technological progress of the agricultural sector. The realisation of sustainable agricultural development and achieving strategic objectives will occur through interventions in several priority areas of action of the agricultural policy, among others, the target of this project - the improvement of product quality and safety¹.

Building the capacity for implementation and adoption of necessary quality control processes, management practices and logistical arrangements, as well as infrastructure systems to improve food quality and safety, requires that state institutions and the private sector make a great effort.

The principles and mechanisms of action - efficient and sustainable development capacity in the area of food safety and quality must be driven by national policies and programmes. It is the responsibility of the state in the field of food safety and quality to establish a clear institutional framework and administrative structures with clearly defined responsibilities.

Operationalizing the objectives involves complex interventions in the existing safety and quality control system of food and feed, which requires an adjustment of the legal framework and strengthening the capacity of the competent authorities and organisations (personnel, technological and organisational) to improve the food control system and react in extreme situations.

One of the permanent activities in support of public services in agriculture must be informing, encouraging and motivating the private sector to improve standards in food quality and safety through training and incentives for these types of investments, especially for small processing capacities.²

EC Progress report Serbia 2016

EC Progress report Serbia 2016, issued on 9/11/2016 stated that "Progress is slow in the area of quality policy. As regards organic farming, the national action plan for the development of the organic sector has yet to be adopted. The area under organic production increased and stands at present at 15,000 ha equivalent to 0.4 % of the utilised agricultural area."

National priorities for international assistance (NAD) 2014-2017 with projections until 2020

¹Agriculture and Rural Development Strategy for 2014-2024, pages 64-65

²Agriculture and Rural Development Strategy for 2014-2024, pages 76-77

Organic farming is regulated in the EU by the Regulations 834/2007, 889/2008 and 1254/2008. These regulations provide rules for organic farming and production. Organic production is supported by European financial support, policies and laws and these are designed to reinforce consumer confidence whilst creating the conditions for fair competition among organic producers in the EU countries. The NPAA states that from January 2011 organic farming in Serbia is regulated under the Law on Organic Production (Official Gazette of RS 30/10) and the Rulebook on Control and Certification in Organic Production and Methods of Organic Production (Official Gazette of RS 48/11 and 40/12) which were prepared in accordance with Council Regulation No. 834/2007, 889/2008, considering that certain provisions of the EU regulations have not been transposed into the current Law, that appropriate penal provisions are lacking, that the legal framework does not provide an efficient control system³.

Quality policy is regulated in the EU by the Regulations 1151/2012, 479/2008 and 110/2008. An essential goal of agricultural quality policy is to establish quality schemes, to inform buyers and consumers about product characteristics and farming attributes and to provide buyers and consumers with accurate, useful and guaranteed information. The regulations listed above cover aspects of support schemes for: protected designations of origin and protected geographical indications (PDOs and PGIs); traditional specialities guaranteed scheme (TSGs), including protected designations of origin and geographical indications; traditional terms, labelling and presentation of certain wine sector products and spirit drinks. The NPAA states that special progress is evident in the field of harmonization in the area of geographical origin of agricultural and food products, which is defined by the Law on Indications of Geographical Origin (Official Gazette of RS 18/10). Significant progress has been achieved in the areas of viticulture and wine production, especially in matters of harmonization with EU regulations and attainment of EU standards related to geographical origin of wine, declaration and quality. In the field of production of alcoholic beverages during the period 2008-2012 the Republic of Serbia adopted a number of regulations relating to the organization of the market of spirits and other alcoholic beverages, thereby transposing the part of *Union acquis* concerning the sector of alcoholic beverages in its own legislation.

National Plan for the Adoption of the Acquis (NPAA)

The Serbian Government in July 2014 adopted new National Plan for the Adoption of the *acquis* and gave priorities for the period 2014-2018. Harmonization of national legislation with the EU legislation gives us opportunity to protect our products at the EU level, thus creating a more competitive position for our producers on both domestic and EU markets.

The area of Organic Production is regulated by the Law on Organic Production (Official Gazette of the RS, No. 30/10) and the Rulebook on control and certification in organic production and methods of organic production (Official Gazette of the RS, No. 48 / 11 and 40/12). The draft rulebook on the import and conditions for sale of organic products, as well as the draft law on organic production and organic products has been prepared. According to Article 8 of the Law on Organic Production, activities related to organic production are carried out by the Directorate for National Reference Laboratories (hereinafter: DNRL), a body within the MAEP. The planned measures for 2016 are: Law on Organic Production and Organic Products sent into adoption procedure; granting and renewing of authorisations to organizations for the control and certification of organic production for

³ National priorities for international assistance (NAD) 2014-2017 with projections until 2020, page 213

the year 2017; preparation of lists of organizations authorized to perform the control and certification in organic production in 2017 and publishing in the Official Gazette of the RS (October 2016); analysis of data on organic production in 2017 and forwarding the results to EUROSTAT and processing applications by manufacturers (administrative procedure) in accordance with the provisions of the Law on Organic Production. The adoption of the Law on Organic Production and Organic Products and the publication in the Official Gazette of the RS is planned for the 2017.

In order to develop a legal framework in the area of Quality Policy, development of TSG scheme (Traditional Specialities Guaranteed scheme) is under preparation. The development of a Register of Products with Geographical Indications, strengthening the system of official controls in the production and trade of products with geographical indications and strengthening administrative capacities in the existing organizational structure of the Ministry of Agriculture and Environmental Protection (hereinafter: MAEP) is planned for the coming period.

In the area of promotion of organic products and promotion of products related to GI (geographical indication) some promotional measures were implemented. In 2016, was implemented TAIEX workshop for the purpose of training of employees who will be working on this activities and representatives of associations.

Link with Indicative Strategy Paper for Serbia 2014-2020 (ISP) Section 8. Agriculture and rural development

ISP Section 8.1 states that even though the agriculture sector is important to Serbia's economy, contributing 10% of GDP, it is characterised by uncompetitive agricultural production. The agriculture sector suffers from a lack of investments, dependence on weather conditions and uncertain land market. Food quality, food safety and hygiene standards will have to be further improved for all Serbian products to get increased access to the EU market.

In Section 8.2 *Objectives, results, actions and indicators* it is stated that the objective of EU assistance is to support gradual alignment of Serbian agricultural policy with the Common Agricultural Policy (CAP), to contribute to a competitive, sustainable and efficient agriculture sector while maintaining vibrant rural communities, to improve food safety, resilience to climate change impacts, and implementation of EU compliant veterinary and phytosanitary standards. Among the expected results following are relevant for the project:

- Serbian agriculture policy is aligned with the *Union acquis*, including the establishment of the structures and systems necessary for implementation of the CAP
- Competitiveness of the Serbian agricultural sector is improved through modernisation of agri-food establishments to meet the EU environmental, food safety and other relevant standards

3. Description

3.1 Background and justification:

Although organic production and food quality policy are related fields, each of these represents a distinct area of expertise and competence and therefore this project has separated them into 2 components.

Component 1 shall cover organic production and Component 2 shall cover food quality policy.

When it comes to organic production, the Section for Organic production within the Directorate for National Reference Laboratories (DNRL) acts as competent authority and will be in charge of Component 1. For the purpose of this project it will be referred to as Competent Authority for organic production. The Group for Food Quality and Labelling of MAEP is the competent authority for quality policy. It shall be referred in this Twinning Fiche as Competent Authority for quality policy in charge of Component 2.

Organic Production

A segment of agricultural production which has great potential and is still not fully utilised is organic farming. As from January 2011, organic production in Serbia is regulated under the Law on Organic Production (OG RS, No. 30/10) and the Rulebook on Control and Certification in Organic Production and Methods of Organic Production (OG RS, No. 48/11 and 40/12). The Rulebook for import and placing on the market of organic products is still being drafted. Pursuant to the said Law, in late 2010 the competent authority for organic production was established as part of the DNRL of the MAEP, and started operating in January 2011.

In 2010 Serbia applied to seek recognition of equivalence in organic production, which has not been approved yet. The approach in this policy area is to continue further harmonisation with *Union acquis*.

The draft of the Plan for the development of organic production (hereinafter: Plan) has been prepared in cooperation with the GIZ ACCESS Project. The overall aim of the Plan is to increase the area under organic production. One of the goals of the Plan is to fully harmonise Serbian legislation with EU regulations on organic production.

In the area of import of organic products from third countries to EU, only one Serbian authorized control body - "Organic Control System – OCS" in Subotica is recognized by EC and in 2013 this control body was included in Annex IV of EC Regulation (EC) No. 1235/2008. There are other authorised control bodies that operate in Serbia as local branch offices of EU control bodies. For 2017, in accordance with the Law on Organic Production (OG RS, No. 30/10), six control bodies are authorised in the Republic of Serbia. These bodies are: "Control Union Danube" Belgrade, "Centre for foodstuffs control - CIN" Belgrade, "TMS CEE" Belgrade, "Ecocert Balkan" Belgrade, "Organic Control System – OCS" and "Ecovivendi" Belgrade. The activities envisaged by this project will enhance capacities of MAEP and control bodies with regard to performing their respective competences in this field.

Firstly, the legal framework in the area of organic production will be further aligned with the *Union acquis*. After the Gap analysis of the relevant legislation, the proposed project will also result in drafting new or amending the existing (depending on the conclusions of the Gap analysis) law regulating the field of organic production and 3 by-laws envisaged as the implementation instruments for the said law.⁴ The rulebook currently in force that covers all areas within organic production

⁴ The said bylaws (rulebooks) will regulate particular subareas in the field of organic production. The first one should prescribe in detail the conditions of control and certification in organic production and requirements for accreditation of certification bodies. The second one would encompass detailed rules on organic production (crop production, livestock

(import and sale excluded) is too extensive and there are inconsistencies between different provisions. With the assistance of MS twinning partner, the Competent Authority for organic production will develop a procedure for authorization of control bodies and performing audits, which will together with the above mentioned laws and by laws create required conditions for the organic production sector to develop in a secure environment with a clearly defined set of rules and standards.

It is important to stress out that at present, in the Republic of Serbia, certain control bodies are authorized for control of both organic production and geographic origin. Legal basis for the above mentioned authorization comprises of two laws currently in force: for organic production it is the Law on Organic Production and for the geographic origin it is the Law on Identification of Geographical Origin.

In order to ensure the committed and effective implementation of legislation in this field, the project will contribute to the establishment of the effective control system for organic production. For achieving high level of quality and safety of organic agricultural products, thus ensuring high level of consumer trust, the project will develop guideline for agricultural inspectors of MAEP on how to supervise organic production and prepare annual risk-based control plans. In addition, training of relevant actors involved in the certification activities and responsibilities, execution of supervision activities, including post-certification control and market control is another mean of achieving stated goal of this twinning fiche. Training on conducting sampling and laboratory analyses will be provided as well. Trainings envisaged by this twinning fiche are designed for laboratories, control organizations, inspectors and relevant competent authority and aims at familiarizing the participants with the types of analysis performed in organic production, interpretation of related results, the implementation of a sampling plan, the requirements that laboratories have to fulfil for carrying out these analyses, etc. For ensuring effective control system Catalogue of measures in case of irregularities and infringements, which will list possible violations, adequate measures and sanctions to be taken accordingly will be prepared.

To make controls more frequent and efficient the analysis of current organizational structure and procedures of the Section for Organic Production, containing recommendations for organizational improvements and a proposal of the procedure for information exchange will be prepared, as well as the preparation of the Register of organic operators consisting of several phases. The first step is setting up a legal basis for keeping the Register (requirements for entry in the Register and the manner of keeping the Register). The second step would be the creation of the Register by upgrading the existing software which is at present being used for entering the statistical data for organic production. The list of registered producers of organic products would be published on the website of the Ministry. When it comes to producers the project addresses their problems with regard to organic production by developing guideline for organic operators to be included in the organic production and promotion material concerning this agricultural field. Moreover, awareness regarding promotion of organic agricultural products will be raised through workshops and trainings designed both for staffs of relevant institutions and stakeholders. Also, Action Plan will define procedure for the establishment of a system for promotion of added value products.

production, processing, storage, etc.). The third rulebook would regulate other activities in organic farming, such as labelling of organic products. The aforementioned division of rulebooks is not final and, in consultation with experts, it can be done differently.

Food Quality Policy

Quality schemes help producers of agricultural products and foodstuff to inform consumers about the product characteristics and farming attributes. In that way, it ensures fair competition for farmers and producers of agricultural products and foodstuffs containing value-adding characteristics and attributes. It enables consumers to get reliable information pertaining to such products, and adherence of intellectual property rights. There are three EU schemes: PDO (protected designation of origin), PGI (protected geographical indication) and TSG (traditional speciality guaranteed). Protected Designation of Origin – PDO covers agricultural products and foodstuffs which are produced, processed and prepared in a given geographical area using recognised know-how. Protected Geographical Indication – PGI covers agricultural products and foodstuffs closely linked to the geographical area. At least one of the stages of production, processing or preparation takes place in the area. Traditional Speciality Guaranteed – TSG highlights traditional character, either in the composition or means of production.

Regarding product quality schemes, significant progress has been made in the field of geographical origin protection. In the Republic of Serbia, there are three systems for the protection of geographical origin of agricultural products: for agricultural and food products, wine and brandy. The protection of agricultural and food products is defined by the Law on Identification of Geographical Origin (Official Gazette of RS, No. 18/10) and its corresponding by-laws, which define production and trade control, as well as the system of labelling products with geographical origin indications. The Intellectual Property Office and MAEP are jointly responsible for the implementation of the above mentioned Law. The Intellectual Property Office carries out the procedure for registration of indications of geographical origin for agricultural products and foodstuffs at the national level, upon previously obtaining opinion from the MAEP. Intellectual Property Office keeps the Register of PDO and PGI products at the national level. The official control in this field is under the responsibility of the MAEP (at the production level) and is carried out by its competent inspection services within MAEP and control bodies authorized by the MAEP. The official control on the market is carried out by the agriculture, phytosanitary and the veterinary inspection, all within MAEP. Also MAEP is responsible for labeling PDO and PGI agricultural and food products.

The national legislation is not fully in compliance with the *Union acquis*. Generally, non-compliances are as follows:

- Application for recognition of denominations of origin or geographical indication, can be submitted by associations of producers, as well as chambers of commerce, local governments and state authorities;
- The protection system is defined by two-level model. Firstly, the name of product is registered either as a PDO or PGI. Secondly, producers submit applications in order to obtain an authorized user status. This system provides an opportunity for an applicant to submit the request for recognition, without actually being the producer;
- The format and content of the application form, and mandatory elements of the product specification are not fully in compliance with the *Union acquis*;
- No single document is required as defined by the *Union acquis*;
- Controls are not compatible with EU requirements;
- Objection procedure is not envisaged;
- Serbian registration procedure allows conversion of PDO into PGI and Vice Versa

- There is no legal basis for development of other quality schemes, such as TSG, mountain products, nor any possibility of developing national schemes.

One of the first project outputs would be a Gap analysis of existing legislation in part that covers agriculture and food products and drafting new law on quality schemes for agriculture and food products and at least 1 by-law related to detailed rules for control and certification of GI products during production and placing on the market, labelling of GI products for agricultural and food products. During the process of developing GI legislation for agriculture and food products, MAEP will involve all stakeholders as well as representatives of Intellectual Property Office. This Law will enable to overcome the above mentioned non-compliances. Legal basis for traditional specialties guaranteed and mountain products, as well as national quality schemes will be created.

Also, the Law on Quality Schemes for Agricultural Products and Foodstuffs in line with relevant EU regulation is needed in order to enable Serbian GI producers to register products at the EU level according the Regulation (EU) No 1151/2012. This Law will set out rules for registration documentation and lead to completion of the national phase of the registration process, which is precondition for registration of products at the EU level.

So far, 38 agricultural and food products have been protected with geographical indications (PDO or PGI).

A quality scheme for the Traditional Speciality Guaranteed (TSG) products has not yet been established. Once protected, TSG product can be produced in any country within the EU. The aim of this project is to set up a system for quality policy that will result in increased competitiveness of Serbian agricultural and food GI products. GI is a distinctive sign used to identify a product as originating in the territory of a particular country, region or locality where its quality, reputation or other characteristic is linked to its geographical origin. The protection of geographical indications will create value for local communities through products that are deeply rooted in tradition, culture and geography. They support rural development and promote new job opportunities in production, processing and other related services. Over the years, European countries have taken the lead in identifying and protecting their geographical indications.

In order to enable Serbian products to compete on equal terms in the EU and the global market, they have to be made more appealing to the ever more demanding average consumer. This is achieved both through observing the highest safety, quality and production standards as well as communicating these qualitative characteristics and special regional traits of products to the consumers. The most effective and sustainable way to achieve this is by continuous harmonization of domestic institutional and legal system with the *Union acquis* in the complex area of quality schemes. This project will bring about further advancements in this field and bring Serbian agriculture few steps closer to the desired state of play. The said will be achieved by means of legal harmonization, procedures establishment and intensive trainings.

The main focus of the project activities when it comes to procedures related to GI (PDO, PGI, TSG and mountain products) will be put on the control system. In that respect, the project will through its activities prepare a manual of procedures dealing with institutional setup, allocation of responsibility, procedures for GI registration process etc. The respective manual will also cover instructions for the Committee that will form by the Minister of MAEP for the purpose of assessing whether the application is properly completed and its eligibility for further processing in the European

Commission. This manual, focused primarily on the perspective of the Competent Authority for quality policy and other institutions (other relevant MAEP bodies, ATS, CB, and inspection services etc.) in the GI field, will enable them to exercise their duties in this area with precision and efficiency. With procedures clearly defined, the competent authority will be able to strictly control the processes of accreditation and certification and perform all related tasks in the field of GI. Also, control capacities will be further strengthened by introducing a register of certified GI producers.

When it comes to the producers' perspective in the whole GI registration process, they will be aided by means of special guideline for the preparation of the specification for GI products registration. This guideline is of crucial importance given the fact that preparing the documentation for GI registration is a complex task. It entails filling an application with a detailed specification of the product, a description of the product, its link to a certain geographical region and the particular elements that make it specific, as well as fulfilling requirements regarding labelling and storing of products.

In addition to above said, the project will deal with strengthening of knowledge capacities of different relevant beneficiaries and stakeholders. This will be achieved by providing trainings, on the relevant specific subjects (general concepts of GI, performing official controls in the area of Food Quality Policy, providing assistance and advice on GI to the farmers and promotion regarding GI products) to various relevant beneficiaries and stakeholders (MAEP, certified bodies, Universities, registered GI producers etc.). Furthermore, study visit will be organized for representatives of relevant institutional bodies (MAEP - both Competent Authority for quality policy and promotion of agricultural products and Competent Authority for organic production, ATS, CB, inspection services and producers), allowing the staff from these institution to acquire necessary practical knowledge which they will, later on, apply in Serbian agriculture (each in their respective field). A study visit would be carried out within the institution that deals with all matters relevant for the each Component of the Project. It is envisaged that each group of participants (for both components of the Project) has a separate program for their area of expertise within study visit.

Given the relatively low awareness on GI matters amongst the agricultural and food producers in the Republic of Serbia, the project envisages the preparation and dissemination of promotional brochures, booklets, pamphlets, which could result, in the long run, in the increased number of applications for registration of GI agricultural and food products and higher number of registered GI producers, contributing, thus, to development of rural economy. The above mentioned material will be disseminated to the stakeholders.

Also, the descriptive catalogue for promotion of Serbian GI agricultural and food products will produce a positive effect when it comes to attracting domestic and foreign investments in this particular branch of agriculture.

Agricultural products have to be promoted in proper way, in order to achieve the increase in competitiveness and consumption products related to GI. This will be achieved by increase in awareness and recognition of quality schemes, increase of the market share of agricultural products, as well as enhancement of the authenticity of products, thus raising consumers' awareness regarding qualities of genuine products in comparison with imitations and counterfeit products. Moreover, Serbian producers will learn about promotion measures in EU from Guideline on promotion of GI for the trade and producers' associations.

So far, Promotion of domestic agricultural products in Serbia has been financed from national budget

and these measures are mostly intended to promotion of GI and organic production, with aim to increase a demand and production of this kind of agricultural products.

3.2 Linked activities:

Component 1: Organic production

1. SLOVAK AID

Project SAMRS/2009/02/23 under title: "Establishment of the Organic Production System on EU level in the Republic of Serbia" lasted from October 2009 - September 2011. The project focused on drafting legislation (one law and by-laws) which was later adopted by the Serbian Parliament, the Law on Organic Production (OG RS, No. 30/10) and the Rulebook on Control and Certification in Organic Production and Methods of Organic Production (OG RS, No. 48/11 and 40/12). The project also conducted trainings for the Section for Organic Production which was formed during the project, as well as trainings for two national control bodies.

2. TECHNICAL SUPPORT FROM GIZ/CIM

One expert was engaged to provide technical support from February 2011 - January 2013 from the CIM organisation (CIM Expert for Organic Production - Integrated Experts Program for the Republic of Serbia). The expert provided assistance for the newly created Competent Organic Agriculture Authority of Serbia (referred to in this project as Competent Authority for organic production) to fulfil EU standards in particular for the Third-Country-List-Application. This was one of the key steps at the beginning of the process for successful operation of the Competent Organic Agriculture Authority and further assistance is necessary.

3. GIZ ACCESS

Within the GIZ ACCESS program trainings were delivered for surveillance authorities for organic production: (referred to in this project as Competent Authority for organic production) and state inspection of the Ministry and control bodies. The trainings were held in September and October 2014 and covered the following topics:

- On-the-spot checks of the operator (organic producer) performed jointly by the inspectors and other representatives of the Ministry aiming to support the surveillance of control bodies
- Control and certification of traders of organic products (specific requirements for performing control and certification of legal persons that trade in organic products)

4. TAIEX STUDY VISIT ON MARKET SURVEILLANCE OF ORGANIC PRODUCTS

AGR IND/STUD 58667 to Vienna, Austria in May 2015. The aim of the visit was to gain practical expertise on control system of organic products in line with EU requirements. The visit focused on the control procedures that are implemented for imported organic products to ensure traceability, the role of the inspectors for on the spot controls in the field of organic production and rules on import of organic products from third countries.

5. IPA 2013 unallocated envelope project "Support to IPARD Operating Structure (MA, IPARD Agency and Advisory service)"

The project will be implemented through one TA Service contract with value of EUR 1.500.000.

The contract implementation is envisaged to start in late 2016 and the implementation period will be 24 months. One of the main outputs of the contract relevant to the Twinning project proposed under this project fiche is the preparation of the set of documents required for entrustment for budget implementation task for second package of measures for accreditation (measure 4 Agro-environment – organic and measure 5 LEADER measure). Namely the accreditation of the measure 4 Agro-environment – organic is relevant for the field of organic production which is on the other hand the subject of component 1 of the Twinning project proposed in this project fiche. It should be noted that due care should be given to these facts in order to promote synergetic effect and avoid overlapping.

Component 2: Food Quality Policy

1. PLAC (the main beneficiary of this project is the Serbian European Integration Office), the expert mission for the Analysis of Legislation on Quality Schemes for Agricultural Products and Foodstuffs was conducted in the period from September - December 2014. The objective of the mission was to analyze the Serbian draft amendments to the Law on Indications of Geographical Origin and to determine its compliance with the EU Regulation No.1151/2012 of the European Parliament and of the Council of 21 November 2012 on Quality schemes for agricultural products and foodstuffs. After an analysis of the draft amendments to the Law on Indications of Geographical Origin, a Table of Concordance (ToC) was drafted in December 2014. EU Regulation No.1151/2012 and the results of an analysis of conformity of the national legislation with the respective acquis were presented, explained and discussed with all interested parties at a final workshop. Due to the fact that MAEP is not the main beneficiary, all available assistance that was intended for quality policy was utilized, however it was not sufficient for further enhancement of quality policy. ToC will be presented to the selected twinning partner.

2. ASSISTANCE IN THE FIELD OF INTELLECTUAL PROPERTY RIGHTS (geographical indications and TRIPS compliance)

This project was implemented by the Swiss Federal Institute for Intellectual Property under the State Secretariat for Economic Affairs (SECO) of the Government of the Swiss Confederation, in the period October 2009 – December 2012. The objectives of the project included assistance: for legislation for GI, preparation for Serbian producers to apply for the registration of their GIs, improving capacities to organize their marketing accordingly and to effectively enforce their intellectual property rights at the national and international level, and the administration enabled to deliver the services corresponding to an effective GI protection system (e.g. administration of the register; examination of the applications, support for producers). This project was a basis that served to enable a small number of GI producers to apply for their registration as GI producers in line with the procedure outlined by the Serbian Government. The objectives of the project were only partially met and since 2012 new activities in this area were not undertaken. GI producers still need additional assistance to be capable to meet the requirements for finalizing the procedure of GI registration.

5. TAIEX REF: 48298 Study Visit in October 2012 to Italy

The objective of the study visit was strengthening the administrative capacities of the MAEP responsible for geographical indications for agriculture and foodstuff products in order to ensure the implementation of EU legislation and contribute to establishing an efficient control system and as a result of this to guaranty that agricultural products and foodstuffs whose names are protected as

PDO, PGI or TSG placing on the market are produced in compliance with suitable requirements and to assure the consumer, that these products really have of specific quality.

3. STUDY VISIT ON QUALITY POLICY to France organized in cooperation with MAAF and INAO (French competent authorities for agriculture) financed through French bilateral assistance in the period 18-22 May 2015

Gaining practical know how on the implementation of EU regulations on quality schemes for agricultural and food products, with an accent on assessing the specification for product registration of products with geographical indication, preparing control plans, verification of compliance with the product specification, establishing administrative structures that is needed for controlling GI products on the market.

4. TAIEX AGR IND/STUD 56944 Study Visit in May 2014 to Poland

The participants were acquainted with best practices with regards to the protection of traditional specialties scheme on the domestic and international markets, particularly the system of protection, procedure of recognition and protection of TSG products, emphasizing control and enforcement issues, and promotion activities. Practical and actual problems during the registration process of TSG products, support measures for developing the GI system (PDO, PGI, TSG and other scheme of quality) provided by national and local governments/institutions were presented. The establishment of a control system for GI products indicating the role of the Ministry of Agriculture, official controls, control bodies and the accreditation body was also presented. Participants also learnt more about labeling and promoting TSG products.

3.3 Results:

Component 1 Organic production

Result 1: Legislation in the area of organic production harmonized with EU legislation

Indicators for Result 1:

- Gap analysis for legislation in the area of organic production completed;
- New Law regulating the field of organic production and organic products drafted or the existing one amended;
- At least 3 by-laws for the implementation of the new/amended law, in accordance with EU regulations drafted;
- Procedure for authorization of control bodies carried out by DNRL and procedure for performing audits carried out by Competent Authority for organic production developed;

Result 2: An effective control system for organic production, which includes all the actors and all aspects of organic production established

Indicators for Result 2:

- At least 1 Guideline developed for agricultural inspectors of MAEP to supervise organic production and prepare annual risk-based control plan;

- At least 3 trainings for at least 22 persons (10 representatives of MAEP agricultural, phytosanitary and veterinary inspectorates, 10 representatives of control bodies and 2 staff from Section for Organic Production) regarding certification activities and responsibilities, execution of supervision activities, including post-certification control and market control, conducted;
- At least 1 training for at least 24 persons (10 representatives of MAEP agricultural, phytosanitary and veterinary inspection, 7 representatives of the control bodies and at least 7 representatives of laboratories⁵) on conducting sampling and laboratory analyses conducted;
- Catalogue of measures in case of irregularities and infringements⁶ (listing possible infringements and adequate measures and sanctions to be taken accordingly) created
- Register of organic operators created;
- Analysis of current organizational structure and procedures of the Section for Organic Production, containing recommendations for organizational improvements and a proposal of the procedure for information exchange⁷ prepared

Result 3: Enhanced knowledge in the field of organic production

Indicators for Result 3:

- One guideline for organic operators regarding conditions for inclusion in organic production, developed in Serbian language and distributed;
- Promotional material concerning organic production developed in Serbian language and distributed
- Developed Guideline on promotion of organic products for the trade and producers' associations
- At least one 2-day training for at least 30 on raising awareness related to promotion programmes for organic agricultural production (Promotion of organic agricultural products in EU; recommendation, requirements and procedures for Serbian producers for EU promotion programmes) conducted
- At least 1 training for at least 5 relevant staff (2 representatives of MAEP, 2 from DAP, and other relevant institutions) on promotion of organic products conducted
- Action Plan laying down a procedure for the establishment of a system for promotion of organic and GI products prepared

Component 2 Food Quality Policy

Result 4: Legal framework for GI (quality schemes) in the area of agricultural and food products further harmonised with relevant EU legislation

Indicators for Result 4:

- Gap analysis of existing legislation for drafting new legislation in line with *Union acquis* completed;
- At least 1 new law on quality schemes for agriculture and food products in line with *Union acquis* drafted;

⁵ To be defined by Twinning partner as relevant laboratories

⁶ In line with Article 92d of COMMISSION IMPLEMENTING REGULATION (EU) No 392/2013 of 29 April 2013 amending Regulation (EC) No 889/2008 as regards the control system for organic production

⁷ Information exchange between all relevant actors: Section for Organic Production, Veterinary, Phytosanitary and Agricultural inspections of MAEP and control bodies

- At least 1 by-law for the implementation of the new law, in accordance with EU regulations (detailed rules for control and certification of GI products during production and placing on the market, labelling of GI products, etc.) drafted
- At least 3 products related to GI prepared for registration on EU level

Result 5: An effective control system for GI food products (PDO, PGI, TSG and mountain products) established

Indicators for Result 5:

- One manual of procedures on institutional (MAEP, ATS, CB, inspection services and producers) accreditation⁸ and certification schemes defining all steps, relations and responsibilities, as well as process of registration of GI products and the work of the National GI Committee, developed;
- One guideline for the preparation of the specification for GI products registration developed;
- Register of certified GI producers prepared.

Result 6: Strengthened capacities, enhanced knowledge and awareness of producers and relevant stakeholders in the field of GI

Indicators for Result 6:

- At least 2 trainings for at least 7 participants (1 representative from Group for Food Quality and Labelling and at least 2 veterinary, 2 phytosanitary and 2 agricultural inspectors from MAEP) on performing official controls in the area of Food Quality Policy conducted;
- At least 1 training for at least 47 participants (1 representative from each of the 36 registered GI producers⁹, at least 1 person from each of the 4 authorised certification bodies¹⁰, at least 6 staff from universities and institutes and 1 representative from Group for Food Quality and Labelling) on food quality policy conducted;
- At least 1 training on GI for at least 10 MAEP staff who will provide assistance to the negotiation team for the Chapter 11 conducted;
- At least 1 training for at least 34 extension service staff (at least one representative from each of the 34 stations), with the aim of empowering extension service to provide technical assistance in the area of GI production and detailed information about export to European countries to the farmers conducted;
- Study visits for a total number of 15 persons from relevant institutional bodies (MAEP, ATS, CB, inspection services and producers), in order to ensure practical experience and knowledge in line with EU quality policy rules for GI and organic products organized
- Descriptive catalogue for promotion of Serbian GI agricultural and food products developed
- GI awareness material (brochures, booklets, pamphlets) for relevant stakeholders developed and distributed;
- At least one 2 day training for at least 25 beneficiaries, 5 relevant staff (2 representatives of MAEP, 2 from DAP, and other relevant institutions) and relevant stakeholders (GI producer's associations) on promotion of GI products conducted
- At least 1 training for at least 5 relevant staff (2 representatives of MAEP, 2 from DAP, and other relevant institutions) on procedures, documentation and requirements for promotion of GI

⁸ Guidelines should cover MAEP, ATS, CB, inspection services and producers, etc.

⁹ Currently 36 GI products are registered as PDO or PGI

¹⁰ List of these bodies is specified on the ministry's website <http://www.mpzss.gov.rs>

- products conducted
- Developed Guideline on promotion of GI for the trade and producers' associations for promotion measures when Serbia access to EU

Note: A study visit will be organized for representatives of relevant institutional bodies (MAEP - both Competent Authority for quality policy and Competent Authority for organic production, ATS, CB, inspection services and producers), allowing the staff from these institution to acquire necessary practical knowledge which they will, later on, apply in Serbian agriculture (each in their respective field). A study visit would be carried out within the institution that deals with all matters relevant for each component of the Project. It is envisaged that each group of participants (for all 2 components of the Project) has a separate program for their area of expertise within study visit.

3.4 Activities:

Member State(s) is kindly requested to develop activities in the submitted proposal which are needed in order to achieve the results stipulated in the fiche.

At least two major visibility events with not less than 30 participants will be organized in the course of the implementation of the project: Kick-off meeting at the start of the implementation process and the Final meeting at the end of project implementation activities. The MS will propose additional visibility activities as stand-alone events or associated with training, workshops or similar.

3.5 Means/ Input from the MS Partner Administration

The Project Leader (PL) and the Resident Twinning Adviser (RTA) shall provide support to the responsible Serbian authorities in strengthening their capacities as well as in the implementation of this project.

During the implementation of this project, the RTA will be positioned in the Department for Agricultural Policy, the Group for Food Quality and Labelling of the MAEP.

3.5.1 Profile and tasks of the Project Leader

MS Project Leader:

The MS PL will manage the project team of selected member state(s) experts and supervise and coordinate the implementation of project activities.

PL tasks:

- Overall management and coordination of the project with MS, MAEP, key institutions, other partners and stakeholders;
- Project reporting;
- Ensuring backstopping and financial management of the project in the MS;
- Ensuring timely, effective and efficient implementation of the project and achievement of results, through proposed activities;
- Coordination of deployment of short-term experts;

- Coordination (with the RTA), from the MS side, of the Project Steering Committee meetings, which will be held in Serbia on quarterly basis;
- Participation at the Steering Committee meetings (every three months);
- Assuring compatibility with EU requirements.

PL profile:

Requirements:

- University level education
- High-ranking official/senior civil servant;
- At least 3 years of experience in the field of Agriculture and Rural Development;
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5.
- Computer literacy;
- Working level of English language;

Assets:

- Experience with twinning rules and procedures;
- Experience in management of at least 2 projects in the field relevant for this twinning project.

3.5.2 Profile and tasks of the RTA

The Resident Twinning Advisor (RTA) works on a daily basis with the BC staff to implement project, support and coordinate activities in the beneficiary country.

The RTA should have broad experience and knowledge in the field of quality policy which will enable him/her to organize interdisciplinary team for successful implementation of the project. He/she should be an employee of the governmental competent authority (Ministry or Agency) in Member State responsible for common agricultural policy, rural development, organic farming and quality policy.

RTA tasks:

- Responsible for monitoring project implementation and proposing corrective management actions if required;
- Support and coordination of all project activities in BC in line with the agreed work programme to enable timely completion of project results and delivery of the outputs;
- Advise on related EU policies and best practices, legislation and regulations;
- Establish and maintain cooperation with all beneficiaries involved in the implementation of the project and other related projects (ensuring the avoidance of overlapping), in close co-ordination with the Project Leader;
- Nomination, mobilization and supervision of the short-term experts, together with the Project Leader;
- Facilitation of the contacts with peer institutions in EU member states in order to stimulate a proper exchange of information and data;

- Organization of visibility events (kick-off and final event);
- Responsible for organisation of the Project Steering Committee meetings and reporting on the project progress in close cooperation with the Project Leader;
- Identifying and reporting to the Contracting authority, at early stage, all difficulties that may jeopardize the implementation of the project and the achievement of its results.

RTA profile:

Requirements:

- University level education or equivalent professional experience of 10 years in public administration
- At least 3 years of experience in governmental competent authority (Ministry or Agency) in Member State responsible for Agriculture and Rural Development
- Experience at international level and participation to EU twinning projects linked to common agricultural policies and/or organic farming
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5.
- Computer literacy;
- Working level of English language;

Assets:

- Experience with twinning rules and procedures;
- Experience in at least one project of similar technical and legal assistance assignments, preferably in the field of organic production and food quality policy
- Experience in preparation and/or implementation of EU regulations in food quality policy

3.5.3 Profile and tasks of the short term experts (STEs)

The twinning partners will decide on the profile, number and involvement of STEs during the drafting of the project work plan. STEs should be identified by the Project Leader/RTA and have to be agreed with the beneficiary institutions in the course of designing and delivery of the expected project outputs. Selection procedures shall be transparent and based on pre-defined criteria, including detail professional qualifications, and work experience. Each expert will have individual Terms of Reference, including the expert profile requirements and outputs to be produced which will be endorsed by the beneficiary institutions. Following the endorsement by the beneficiary institutions, the terms of reference and selected experts are subject to final approval.

Main areas of expertise required by the team of short-term experts should cover the following fields of:

- Organic production;
- Food quality policy;
- Legal approximation with *Union acquis* (drafting laws, bylaws and procedures etc)
- Trainings delivery etc.

Tasks of the short-term experts:

STEs will provide specialized know-how for the individual tasks in this project. Therefore, the experts should have a relevant professional experience in administration and minimum qualifications required, as well as specific skills needed for individual task. As a general approach, the STEs will take the responsibility for the implementation of the project and the achievement of the results, each for his/her individual mission tasks. They will also prepare the required reports and the outputs described. They shall provide long-standing experience in all fields relevant for the project.

Detailed profiles and tasks of short term experts, including the duration of their assignments will be provided in the Twinning Work Plan. The indicative requirements are the following:

Profile of the short-term experts:

Requirements:

- University degree in the field for which the expert is mobilized;
- At least 3 years of professional working experience in the field for which the expert is mobilized;
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5;
- Computer literacy;
- Working level of English language;

Assets:

- Experience in development of major strategic documents and/or legal frameworks, legislation harmonization with relevant EU *Aquis*;
- Experience in organization and performance of trainings and/or mentoring in the fields relevant to this project;
- Work experience on international projects in the fields relevant to this project

The concrete assignments will be subject to the preparation of the twinning Contract and the recommendations of the twinning partner(s).

4. Institutional Framework

The **Ministry of Agriculture and Environmental Protection** is in charge of agricultural development and policy, strategic and legislative formulation, implementation and monitoring. This includes developing strategic and policy framework for national subsidies in agriculture and rural development programs, agricultural land management and designing agricultural quality policy (including enforcements of legislation through inspection services). Organic production along with food quality and labelling are also regulated by MAEP.

The **Section for Organic Production** was established within the **DNRL** of MAEP. Its main target is to establish and maintain effective control systems in organic production through monitoring of

authorized control organizations and manufacturers. The Section is also responsible for: A) development and supervision of procedures and conditions that are to be fulfilled by authorized control and certification organizations, B) keeping summary records of organic production, C) monitoring import and export of organic products, D) participation in the preparation of expert basis for drafting legislation in the area of organic production, and E) cooperation and exchange of information with competent institutions in the area of control of organic production in the country and abroad.

The Section also issues approvals for the use of reproductive material (originating from conventional production) and is authorized to shorten or extend the conversion processes as well as to grant exemptions related to organic production.

Within the **Department for Agriculture Policy** of MAEP the **Group for Food Quality and Labelling** performs tasks regarding: defining policy in the area of the scheme quality for agricultural and foodstuffs, food labelling, monitoring and harmonization of regulations on the quality of agricultural and food products to the rules, the EU regulations and other relevant international organizations and international agreements; monitoring and analysis of production, volume of sale, consumption, and prices of agricultural and foodstuffs with quality labels; preparation of the scientific basis for the draft of regulations and technical rules for the implementation of policies in the areas of agricultural and foodstuffs quality, participation in the agreement preparation with the European Union and international agreements in the field of agricultural and foodstuffs quality, participation in the preparation of policies and programs which shall provide utilizing of budget funds as support to of agricultural and foodstuffs quality. Also, the Group is in charge of authorisation of the certification bodies that perform verification of compliance with product specification (Code of Practice) and the labelling system of GI products for the Republic of Serbia, participating in preparing measures and programs for using budget funds for supporting competitiveness and achieving quality standards for food and agricultural products, organic production, as well as promotion of products with quality marks.

This project will analyse the existing institutional framework in the area of organic production including engagement of veterinary, phytosanitary and agricultural inspectors in the field of organic production. The proposed activity stands in connection with the harmonization steps envisaged in the Action Plan for the Negotiating Chapter 11 which is in final stage of preparation, one of the steps being the readjustment of institutional framework in the field of organic production in order to align it with the system in force in the EU. The results of the activity related to the analysis of the institutional framework and the subsequent recommendations that will be provided by the MS partners will be taken into account in the process of implementation of the Action Plan, namely during the reorganization of the competent authority for organic production through preparation of the appropriate Rulebook on Internal Organisation and Job Classification.

In accordance with Article 2 of the Law on Performing Advisory Services in the Area of Agriculture **advisory services (extension services)** are services provided to agricultural producers regarding advice and information relevant for life and work in rural areas. The Law further defines that advisory services in agriculture are: quality assessment and analysis of soil fertility, professional examinations in seed and planting material production, laboratory analysis and testing of plants, plant products and regulated objects to determine the presence of harmful organisms, selection measures in cattle breeding and other activities in all areas of agriculture; that an agricultural advisor is a natural

person who carries out advisory work in agriculture, which has a license to perform these tasks and is entered in the Register of agricultural advisors; that the Register of agricultural advisors is a database which comprises of agricultural advisors, and other data in accordance with this Law; and that a License is a document which establishes that a certain natural person meets the requirements provided by this Law to exercise of advisory services in agriculture. Legal persons can perform advisory services in agriculture if they were established by the Republic of Serbia and registered in the Serbian Business Register Agency for performing other services in agriculture, technical testing and analysis or consulting and management and which employ an agricultural advisor. Other legal persons and entrepreneurs can perform advisory services if they are registered in the Serbian Business Register Agency for performing other services in agriculture, technical testing and analysis or consulting and management and which employ an agricultural advisor.

An agricultural advisor can perform advisory services in agriculture if the person is: 1) licensed for performing advisory services in agriculture by the minister in charge of agriculture; 2) is registered in the Register of agricultural advisors; 3) is employed in the legal person or legal entity or an entrepreneur defined to perform advisory services in accordance with the Law on Performing Advisory Services in the Area of Agriculture. The Register of Agricultural Advisors provides that a license holder shall be entered into the Register that the Ministry in charge of agriculture keeps. The entities in the following towns are registered to perform agricultural advisory services: Niš, Valjevo, Vranje, Kraljevo, Jagodina, Mladenovac, Kosovska Mitrovica, Kragujevac, Kruševac, Leskovac, Užice, Negotin, Novi Pazar, Čačak, Pirot, Smederevo, Požarevac, Šabac, Zaječar, Prokuplje, Loznica, Padisnka Skela, Subotica, Bačka Topola, Senta, Sombor, Vrbas, Novi Sad, Ruma, Sremska Mitrovica, Kikinda, Zrenjanin, Vršac and Pančevo. There are 270 advisors employed within 34 agricultural advisory services.

Directorate for Agrarian Payments, (hereinafter: Directorate) as an administrative body within the Ministry of Agriculture and Environmental Protection, performs tasks regarding: selection of procedures in accordance with the criteria, mechanisms and rules laid down rules for the allocation of incentives; public calls for allocating incentives; issuing public calls for proposals for exercising the right to incentives with the conditions for exercising the right to incentives; checking whether the requirements for approval and disbursement of funds are met upon request for exercising rights to incentives in accordance with the rules and conditions of the call and, where necessary, according to the rules of public procurement; preparation of the use of incentives between the Directorate and the beneficiaries of the incentives; deciding on the right to an incentive; making payments based on the right to incentives and refund in case of failure to meet contractual obligations by the beneficiary; carrying out administrative controls and on-the-spot checks on the fulfilment of contractual obligations and determining that the work done or services performed are in compliance with the concluded contract; establishing, managing and accounting of duties from the contract and payments; implementation of the program of international incentives for agricultural policy; implementation of the procedure of allocation of subsidies from IPARD funds; keeping the Register of agricultural holdings; performing independent internal audit; submission of reports and analysis to the Minister; performing other tasks in this field.

Within the Directorate, the following internal units exist:

1. Department for communication with the European Commission and project planning
2. Department for project approval
3. Department for approval of paying incentives

4. Department for on-the-spot controls
5. Department for economic-financial affairs
6. Department for information technologies
7. Department for legal and general affairs

A Group for internal audit and a Group for information and cooperation with beneficiaries of agricultural incentives exist as internal units and are not part of any of the departments.

The Department of Agricultural Inspection performs inspection surveillance regarding the application of laws and other acts regarding the control of the cultivation of agricultural land, the use of agricultural land of self-government units and the fertility of arable agricultural land. This Department is also in charge of controlling the realisation of measures for enhancing agricultural production and animal husbandry, control of the premiums, regress and other subsidies and incentives for the improvement of agricultural production, animal husbandry and funds for encouraging exports of agricultural and food products and the realization of the program of measures for the improvement of animal husbandry. In the area of organic production, the Department is competent for the control of agricultural land in organic crop production, control of the fulfillment of the requirements for establishing organic production of plant origin, organic livestock production and organic production of wine, brandy and other alcoholic beverages, beer and non-alcoholic beverages, as well as the control of the methods of technological procedures in processing, storage, packaging and transport of organic products. The control of the requirements for setting up organic winemaking, brandy and other alcoholic beverages, beer and non-alcoholic beverages, the control of the requirements for authorising certification organizations for organic production and the control of the quality of feed of plant origin that the producer is required to perform and the control of the safety of food of plant and composite origin in production, processing and wholesale distribution is also under the responsibility of the Department of Agricultural Inspection.

Division of Phytosanitary Inspection performs the control of the presence of harmful organisms in soil and on plants and conducts systematic surveillance of harmful organisms considered to be particularly hazardous for plants. The Division controls the health of imported plants which undergo post-quarantine surveillance, official sampling for laboratory testing for the presence of harmful organisms and residues from plant protection products, as well as the control of genetically modified organisms in all stages of production and circulation. It also controls the issuing of plant passports and phyto-certificates and the safety of food and feed of plant and composite origin in primary production. Other competences of this Division are the control of the circulation and application of plant protection and plant nutrition products and soil fertilisers, the control of the production, processing, circulation, marketing and use of seeds and planting material of agricultural plants for conventional and organic production and the control of legal entities that perform tasks of public interest in this area.

Division for Veterinary Inspection performs tasks and duties related to: veterinary and sanitary control which are implemented through supervision, inspection, monitoring, sampling and ensuring the proper implementation of laws and by-laws concerning animal health, animal welfare, animal reproduction, food safety and quality, products of animal origin and animal by-products, animal feed, veterinary medicines, veterinary and sanitary control and control of conditions in the establishments

for raising and keeping of animals, production and trade of food of animal origin, feed and performing inspection over the said products etc.

Other stakeholders of the project are Serbian Chamber of Commerce, producers' associations, trade associations, farmers, control bodies and universities, which will obtain additional knowledge and build capacities through the trainings on the relevant specific subjects. Buyers and consumers will be provided with the product characteristics and information which will help them understand the specific characteristics of the agri food products, farming attributes and they will be guaranteed that they have found the quality and authenticity of the product.

Project Steering Committee

Project Steering Committee (PSC) will be established for the direct control and supervision of the project implementation. The PSC will be responsible for the overall quality of project implementation, provide strategic direction and ensure that the project outputs and goals are met in time, approve work plans and reports, offer guidance and advise on project activities.

The exact composition of the Steering Committee will be defined in the Twinning Contract. However, the PSC will encompass following members: BC Project Leader, MS Project Leader, RTA, RTA BC counterpart, Assistant Minister for International Cooperation (Authorised Officer for IPA II), representatives of the Ministry of Finance, Department for Contracting and Financing of EU Funded Programs (CFCU), representatives of the MAEP/IPA Unit, representatives of the Serbian European Integration Office (SEIO) and the representatives of other key institutions involved in the project. Representatives of the EUD will be invited as observer(s). Whenever necessary, representatives of other institutions or key experts should be invited to join the Steering Committee Meetings as observers.

The role and main functions of the Project Steering Committee will be:

- to assess progress in achievement of objectives and results planned in the project;
- to ensure exchange of information on implementation of contracts;
- to ensure synchronization of activities within contracts;
- to ensure cooperation of relevant stakeholders;
- to discuss any critical points, risks or bottlenecks in contract implementation;
- to propose and discuss remedies in case of problems;
- to review and make recommendations on reports, submitted by the contractor;
- to closely coordinate with other EU contracts related to this field and with other relevant donors' contracts to promote synergies and integration.

Project will ensure the secretariat function of the Project Steering Committee, including organization of meetings, preparing and circulating the agenda, writing and distributing PSC minutes to all members. Project Steering Committee meetings should be announced at least two weeks before the actual date and any materials should be distributed one week before the meetings to the PSC members. The PSC will meet on quarterly basis and ad hoc as required and will be chaired by the BC Project Leader.

5. Budget

Strengthening capacities for implementation and further development of the legislative framework in the field of organic production, food quality policy and promotion of agricultural products	IPA contribution	Total
Twinning contract	EUR € 1.139.971,00	EUR € 1.139.971,00

The co-financing requirement is not envisaged for this project.

The Ministry of Agriculture and Environmental Protection will provide the MS twinning partner with adequate office space for RTA and experts, meeting rooms and equipment necessary for relevant everyday activities and trainings foreseen within this twinning fiche.

Interpretation and translation costs are estimated up to maximum of the 7 % of the budget which will be calculated in the twinning working plan budget.

6. Implementation Arrangements

1.1. Implementing Agency responsible for tendering, contracting and accounting including contact person and full contact details.

Ministry of Finance
Department for Contracting and Financing of EU Funded programmes (CFCU)
Sremska St, No. 3-5
11000 Belgrade, Serbia

Mr Dušan Čarkić, Programme Authorising Officer (PAO)/Head of CFCU

Mr Darko Vasić, Head of Quality Control Department /National Contact Point

1.2. Main counterpart in the BC

Authorised Officer for IPA II

Ministry of Agriculture and Environmental Protection

Ms Daria Janjić Nišavić, Assistant Minister for International Cooperation
Nemanjina St, No. 22-26, 11000 Belgrade, Serbia

BC Project Leader

The BC Project Leader will manage a project team at the Serbian side and will assure that the decision makers at the national level will be informed properly on the implementation of the project. He will ensure close co-operation and overall steering and coordination of the project. He will also

be responsible for drafting reports and other documents, related to project management at the Serbian side and will chair PSC meetings.

Mr Nenad Katanić, Assistant Minister for Agricultural Policy of the Ministry of Agriculture and Environmental Protection (MAEP)
Nemanjina 22-26, 11000 New Belgrade, Serbia

RTA Counterpart

Branislav Raketec Head of Group for Food Quality and Labeling
Department of Agricultural Policy of the Ministry of Agriculture and Environmental Protection
Nemanjina 22-26, 11000 New Belgrade, Serbia

1.3. Contracts

The project will be implemented through one twinning contract.

7. Implementation Schedule (indicative)

7.1 Launching of the call for proposals: 9 February 2017

7.2 Start of project activities: November 2017

7.3 Project completion: November 2019

7.4 Duration of the execution period: 24 + 3 months

8. Sustainability

This project has great cross-sector effects, particularly agriculture, organic production, quality policy, environment and trade related aspects. The project will ensure sustainability by adopting regulations and establish institutional and organizational tools for initiating reforms.

The staff from all the institutions involved in regulating organic production and quality policy has been trained over the years and participated in knowledge transfer. After this project they will continue to convey their knowledge and expertise to their new and other colleagues, applying for example, on the job training model where in the course of working together, more experienced person conveys the knowledge to a less experienced colleague. All project materials and outputs will be available for use and consultation in order for them to be applied to a real work setting. Also, promotion of added value products will improve the domestic and foreign market and enhance communication with consumers. Quality, which has proof of geographical, organic (ecological) or any other label, will be promoted through promotional measures which will contribute to improvement of their competitiveness.

9. Crosscutting issues

9.1. Equal opportunity

Equal opportunity shall be ensured through the equal gender participation in the project and information will be provided in the regular reports of the Twinning Partner regarding gender participation rates in the different trainings, workshops and seminars. Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access, regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

The Project does not target women specifically, nevertheless establishing a system of promotion of agricultural products, organic production and quality schemes will be beneficial to all citizens, including women. Equal opportunity principles and practices in ensuring equitable gender participation in the Project will be assured and information will be provided in the regular reports of the Twinning Partner regarding gender participation rates in the different trainings, workshops and seminars.

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

9.2. Environment

The purpose of this project is not directly related to the environment issues and the protection of environment and strengthening environmental aspects, however, indirectly, some promotional measures will contribute to the promotion of sustainable agriculture, organic production and quality schemes are in harmony with nature and have a positive impact on the environment. Organic agriculture aims to produce food while establishing an ecological balance in order to minimize agricultural impact on natural resources and increase biodiversity in areas where intensive farming systems were used.

9.3. Minorities and vulnerable groups

There are no specific actions which are designed for minority and vulnerable groups. The promotion of agricultural products does not directly affect minority and vulnerable groups but its outcomes will be beneficial to all citizens.

10. Conditionality and sequencing

In the component regarding organic production, the primary focus will be on the preparation of rules that have to be incorporated in the law and by-laws, followed by the actual drafting of the law and by-laws. Once this phase is completed, internal procedures will be prepared and training activities conducted. Subsequently, necessary guidelines and promoting materials will be prepared.

Quality policy is already a standing part of agricultural policy in Serbia. Once the drafting process of relevant legislation is completed, the implementation phase will entail preparing guidelines and delivering training for various beneficiaries and stakeholders in order to make the legislation

enforceable.

Also, the relevant stakeholders will get acquainted with the concept and benefits of promotion of organic and GI products. This shall be done through various training events and development of Action plan and Guidelines.

ANNEXES TO PROJECT FICHE

- 1. Logical framework matrix**
- 2. List of relevant Laws and Regulations**
- 3. MAEP Organogram**

ANNEX I: Log frame

LOGFRAME PLANNING MATRIX FOR Twinning Fiche			
Strengthening capacities for implementation and further development of the legislative framework in the field of organic production and food quality policy			
		Total budget : EUR € 1.139.971,00	IPA budget: EUR € 1.139.971,00
Overall objective	Objectively verifiable indicators	Sources of Verification	
To effectively conduct accession negotiations of Serbian administration and successfully manage the overall EU integration and pre-accession assistance geared towards EU membership			
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Strengthened capacities of MAEP to further develop and implement legislation regarding organic production, and food quality policy.	<ul style="list-style-type: none"> • Aligned legislation prepared for adoption by the end of project 	<ul style="list-style-type: none"> • NPAA Progress Report 	<ul style="list-style-type: none"> • Support by the Serbian Parliament for the successful adoption of new regulations
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
Component 1			
Result 1: Legislation in the area of organic production harmonized with EU legislation	<ul style="list-style-type: none"> - Gap analysis for legislation in the area of organic production completed; - New Law regulating the field of organic production and organic products drafted or the existing one amended; - At least 3 by-laws for the implementation of the new/amended law, in accordance with EU regulations drafted; - Procedure for authorization of control bodies carried out by DNRL and procedure for performing audits carried out by Competent Authority for organic production, developed 	<ul style="list-style-type: none"> • Project progress report • Project progress report/according evaluation sheets • Project progress report • Project progress report • Letter for adoption of Procedure for 	<ul style="list-style-type: none"> • Commitment of all relevant actors to perform their duties and activities in timely manner • Support of decision makers in MAEP • Interest of the key beneficiaries and stakeholders to actively participate in the envisaged activities

		authorization of control bodies	
<p>Result 2: An effective control system for organic production, which includes all the actors and all aspects of organic production established</p>	<ul style="list-style-type: none"> - At least 1 Guideline developed for agricultural inspectors of MAEP to supervise organic production and prepare annual risk-based control plan; - At least 3 trainings for at least 22 persons (10 representatives of MAEP agricultural, phytosanitary and veterinary inspectorates, 10 representatives of control bodies and 2 staff from Section for Organic Production) regarding certification activities and responsibilities, execution of supervision activities, including post-certification control and market control, conducted; - At least 1 training for at least 24 persons (10 representatives of MAEP agricultural, phytosanitary and veterinary inspection, 7 representatives of the control bodies and at least 7 representatives of laboratories¹¹) on conducting sampling and laboratory analyses conducted; - Catalogue of measures in case of irregularities and infringements¹² (listing possible infringements and adequate measures and sanctions to be taken accordingly) created - Register of organic operators created; - Analysis of current organizational structure and procedures of the Section for Organic Production, containing recommendations for organizational 	<ul style="list-style-type: none"> • Project progress report • Project progress report/according attendance list • Project progress • MAEP website (www.mpzss.gov.rs) in accordance with the Law on Personal Data Protection (Official Gazzete RS No. 97/2008, 104/2009, 68/2012) • Project progress report 	

¹¹ To be defined by Twinning partner as relevant laboratories

¹² In line with Article 92d of COMMISSION IMPLEMENTING REGULATION (EU) No 392/2013 of 29 April 2013 amending Regulation (EC) No 889/2008 as regards the control system for organic production

	improvements and a proposal of the procedure for information exchange ¹³ prepared		
Result 3: Enhanced knowledge in the field of organic production	<ul style="list-style-type: none"> - One guideline for organic operators regarding conditions for inclusion in organic production, developed in Serbian language and distributed; - Promotional material concerning organic production developed in Serbian language and distributed - Developed Guideline on promotion of organic products for the trade and producers' associations - At least one 2-day training for at least 30 on raising awareness related to promotion programmes for organic agricultural production (Promotion of organic agricultural products in EU; recommendation, requirements and procedures for Serbian producers for EU promotion programmes) - At least 1 training for at least 5 relevant staff (2 representatives of MAEP, 2 from DAP, and other relevant institutions) on promotion of organic products - Action Plan laying down a procedure for the establishment of a system for promotion of organic and GI products 	<ul style="list-style-type: none"> • Project progress report • Project progress report/according attendance list • Project progress report • 	
Component 2			
Result 4: Legal framework for GI (quality schemes) in the area of agricultural and food products further harmonised with relevant EU legislation	<ul style="list-style-type: none"> - Gap analysis of existing legislation for drafting new legislation in line with <i>Union acquis</i> completed; - At least 1 new law on quality schemes for agriculture and food products in 	<ul style="list-style-type: none"> • Project progress report • Official MAEP letter confirming submission of 	

¹³ Information exchange between all relevant actors: Section for Organic Production, Veterinary, Phytosanitary and Agricultural inspections of MAEP and control bodies

	<p>line with <i>Union acquis</i> drafted;</p> <ul style="list-style-type: none"> - At least 1 by-law for the implementation of the new law, in accordance with EU regulations (detailed rules for control and certification of GI products during production and placing on the market, labelling of GI products, etc.) drafted - At least 3 products related to GI prepared for registration on EU level 	<p>completed documentation for the Government adoption</p> <ul style="list-style-type: none"> • Project progress report • Project progress report • 	
Result 5: An effective control system for GI food products (PDO, PGI, TSG and mountain products) established	<ul style="list-style-type: none"> - One manual of procedures on institutional (MAEP, ATS, CB, inspection services and producers) accreditation¹⁴ and certification schemes defining all steps, relations and responsibilities, as well as process of registration of GI products and the work of the National GI Committee, developed; - One guideline for the preparation of the specification for GI products registration developed; - Register of certified GI producers prepared. 	<ul style="list-style-type: none"> • Project progress report • MAEP website (www.mpzss.gov.rs) in accordance with the Law on Personal Data Protection (Official Gazzete RS No. 97/2008, 104/2009, 68/2012) 	
Result 6: Strengthened capacities, enhanced knowledge and awareness of producers and relevant stakeholders in the field of GI	<ul style="list-style-type: none"> - At least 2 trainings for at least 7 participants (1 representative from Group for Food Quality and Labelling and at least 2 veterinary, 2 phytosanitary and 2 agricultural inspectors from MAEP) on performing official controls in the area of Food Quality Policy conducted; - At least 1 training for at least 47 	<ul style="list-style-type: none"> • Project progress report/according attendance list • Project progress report • Catalogue for promotion of Serbian GI agricultural and food products 	

¹⁴ Guidelines should cover MAEP, ATS, CB, inspection services and producers, etc.

	<p>participants (1 representative from each of the 36 registered GI producers¹⁵, at least 1 person from each of the 4 authorised certification bodies¹⁶, at least 6 staff from universities and institutes and 1 representative from Group for Food Quality and Labelling) on food quality policy conducted;</p> <ul style="list-style-type: none"> - At least 1 training on GI for at least 10 MAEP staff who will provide assistance to the negotiation team for the Chapter 11 conducted; - At least 1 training for at least 34 extension service staff (at least one representative from each of the 34 stations), with the aim of empowering extension service to provide technical assistance in the area of GI production and detailed information about export to European countries to the farmers conducted; - Study visits for a total number of 15 persons from relevant institutional bodies (MAEP, ATS, CB, inspection services and producers), in order to ensure practical experience and knowledge in line with EU quality policy rules for GI and organic products - Descriptive catalogue for promotion of Serbian GI agricultural and food products developed - GI awareness material (brochures, booklets, pamphlets) for relevant stakeholders developed and distributed; - At least one 2 day training for at least 25 beneficiaries, 5 relevant staff (2 	published	
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¹⁵ Currently 36 GI products are registered as PDO or PGI

¹⁶ List of these bodies is specified on the ministry's website <http://www.mpzss.gov.rs>

	<p>representatives of MAEP, 2 from DAP, and other relevant institutions) and relevant stakeholders (GI producer's associations) on promotion of GI products</p> <ul style="list-style-type: none"> - At least 1 training for at least 5 relevant staff (2 representatives of MAEP, 2 from DAP, and other relevant institutions) on procedures, documentation and requirements for promotion of GI products - Developed Guideline on promotion of GI for the trade and producers' associations for promotion measures when Serbia access to EU 		
Activities	Means and Costs	Assumptions	
<p>Member State(s) is kindly requested to develop activities in the submitted proposal which are needed in order to achieve the results stipulated in the fiche</p>	<p>Twinning contract EUR € 1.139.971,00</p>	<ul style="list-style-type: none"> • Sufficient expertise and commitment of MS twinning partners to perform activities in good quality and timely manner 	

Annex II: List of relevant Laws and Regulations

Component 1: Organic production:

National legislation:

1. Law on Organic Production (OG RS, No.30/10);
2. Food Safety Law (OG RS, No. 41/09);
3. Rulebook on control and certification in organic production and methods of organic production (OG RS No. 48/11 and 40/12);
4. Law on State Administration (OG RS, No. 79/05, 101/07, 95/10 and 99/14);
5. Law on General Administrative Procedure (OG FRY, No. 33/97 and 31/01, and OG RS, No. 30/10).

EU regulations:

1. Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91;
2. Commission Regulation (EC) No 889/2008 of 5 September 2008 laying down detailed rules for the implementation of Council Regulation (EC) No 834/2007 on organic production and labelling of organic products with regard to organic production, labelling and control;
3. Commission Regulation (EC) NO 1235/2008 of 8 December 2008 laying down detailed rules for implementation of Council Regulation (EC) No 834/2007 as regards the arrangements for imports of organic products from third countries.

Component 2: Food Quality Policy

National legislation:

1. Law of indication of geographical origin (OG RS, No. 18/10);
2. Rulebook on the content of the application for registration of geographical indications and content of the application for granting the status of authorized user of geographical indications (OG RS, No. 93/10);
3. Rulebook on the conditions and procedure for quality control and special characteristics of agriculture and food products with geographical indications (OG RS, No. 73/10);
4. Rulebook on the form and content geographical indications, as well as the manner of controlling the designation of agricultural and food products with geographical indication (OG RS, No. 92/12);
5. Rulebook on amending the Rulebook on the form and content of geographical indications, as well as the manner of controlling the designation of agriculture and food products with geographical indications (OG RS, No. 19/13).

EU legislation:

1. Regulation (EU) No 1151/2012 of the European Parliament and of the Council of 21 November 2012 on quality schemes for agricultural products and foodstuffs;

2. Commission Delegated Regulation (EU) No 664/2014 of 18 December 2013 supplementing Regulation (EU) No 1151/2012 of the European Parliament and of the Council with regard to the establishment of the Union symbols for protected designations of origin, protected geographical indications and traditional specialities guaranteed and with regard to certain rules on sourcing, certain procedural rules and certain additional transitional rules;
3. Commission Implementing Regulation (EU) No 668/2014 of 13 June 2014 laying down rules for the application of Regulation (EU) No 1151/2012 of the European Parliament and of the Council on quality schemes for agricultural products and foodstuffs;
4. Commission Delegated Regulation (EU) No 665/2014 of 11 March 2014 supplementing Regulation (EU) No 1151/2012 of the European Parliament and of the Council with regard to conditions of use of the optional quality term 'mountain product'.

ANNEX III: Ministry of Agriculture and Environmental Protection Organogram

