

## IPA 2008 CROATIA PROJECT FICHE

### Civil Society Facility - Enhancing the capacities of the civil society sector for the monitoring of implementation of the EU *Acquis*

HR2008-01-35-04

#### 1. Basic information

1.1 CRIS Number: **2008/020-329**

1.2 Title: Civil Society Facility - **Enhancing the capacities of the civil society sector for the monitoring of implementation of the EU *Acquis***

1.3 ELARG Statistical Code: 01.35 – Civil society

1.4 Location: Croatia

#### **Implementing arrangements:**

##### **1.5 Implementing Agency**

Central Finance and Contracting Agency (CFCA)

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##### **1.6 Beneficiary (including details of SPO):**

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#### **Financing:**

1.7 Overall cost (VAT excluded)<sup>1</sup>: 3,508,773 EUR

1.8 EU contribution: 3.000.000, 00 EUR

1.9 Final date for contracting:

2 years following the date of conclusion of the Financing Agreement

1.10 Final date for execution of contracts:

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<sup>1</sup> The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

- 2 years following the end date for contracting
- 1.11 Final date for disbursements:
  - 3 years following the end date for contracting

## 2. Overall Objective and Project Purpose

### 2.1 Overall Objective:

The overall objective of this component of IPA is to foster structured dialogue and formalized consultation between Croatian civil society organizations (CSOs) and Croatian state administration/EU institutions within the process of shaping, monitoring and evaluation of public policies at the national and EU level.

### 2.2 Project purpose:

The purpose of the project is to increase the effectiveness of the Croatian CSOs, acting as independent monitoring agents and advocates, in the policy fields where civil society dialogue is particularly valuable for Croatia's successful accession to the EU: transparency and accountability of public administration and fight against corruption, comprehensive anti-discrimination strategy and sustainable development.

The realization of the project purpose relies on two important assumptions. Firstly, it is expected that synergy and complementarities with other EU IPA 2007-2009 projects, and other reform initiatives in relevant fields funded by bilateral assistance will be established. Secondly, efficient implementation of the Operational Plan for the Implementation of the National Strategy for the Creation of an Enabling Environment for Civil Society Development would need to be ensured, especially in respect to the specific measures on the new standards for the consultation between the state and civil society in Croatia.

### 2.3. Link with SAA, EP, Communication of EC on Civil Society Dialogue, 2008 NPIEU, AP (as adopted by Council Decision of 12.02.2008)

#### Links with the 2007 Croatia Accession Partnership (AP)

The Annex to the Council's decision on the principles, priorities and conditions contained in the Accession Partnership with Croatia and repealing Decision (2006/145/EC), adopted by Council Decision of February, 12, 2008, identifies new and reaffirms remaining priorities for Croatia's accession to the EU, based on the findings of the 2007 Commission's Progress Report on Croatia. It also provides guidance for financial assistance to the country (Annex:1, Introduction). The strengthening of the civil society dialogue, as proposed by this project, will contribute to the realization of the following key priorities of the revised Croatia 2007 Accession Partnership – the implementation of the strategy and action plan for *judicial reform*, accelerated implementation of the *anti-corruption program* and related action plans, reduction of *discrimination in the public sector* and ensuring *integrity of domestic war crimes proceedings* (Annex: 2-3, Key Priorities).

Within the Political Criteria of the AP, this project will contribute to the identified need to take concrete actions to *raise public awareness of corruption as a serious criminal offence* and encourage *tolerance towards minorities* who may be subject to threats or acts of discrimination, hostility or violence (Annex: 4-5, Political Criteria).

Within Chapter 27 – Environment of the AP, the action will contribute to *ensuring integration of environmental protection requirements* into the definition and

implementation of other sectoral policies and *promote sustainable development* (Annex: 19, Chapter 27).

### **Links with the 2008 National Programme for the Integration of the Republic of Croatia into the European Union (NPIEU)**

The National Programme for the Integration of the Republic of Croatia into the European Union on 2008 also contains measures to which actions in this project would directly contribute. Under the Political Criteria, the Chapter 1.2. Democracy and the Rule of Law, and the Chapter 1.3. Human Rights and Protection of Minorities include the *adoption of the Code of Positive Practice in Consultations between the Government and CSOs*. Furthermore, CSO engagement is envisaged in the *implementation of anti-corruption measures*, in line with the prospective revision of the National Anti-Corruption Program 2006-08 (Section 1.3.1.1) as well as in the *regulation of the status of CSOs working for the common good* (ibid).

Within the Section 1.3.1. Civic, Political, Economic and Social Rights, the NPIEU envisages the adoption of the Anti-discrimination Act and the Law on Legal Aid and its by-laws and the preparation of application guidelines for a special grant scheme within IPA 2008, aimed at the *strengthening of the capacities and the role of CSOs in monitoring of the overall anti-discrimination strategy*.

Within Chapter 3.24., Justice, Freedom and Security, strengthened *cooperation with civil society* in relation to the *prevention of organized crime* is planned (Section 3.24. 5.2.).

### **Links with Stabilisation and Association Agreement (SAA)**

The Preamble of the SAA refers, inter alia, to the “*commitment of the Parties to contribute by all means to the political, economic and institutional stabilization in Croatia..., through the development of civic society and democratization, institution building and public administration reform...*” (SAA: 14). The Article 103 (Environment) states that the parties of the Agreement will centre their cooperation on “*education and information on environmental issues and sustainable development*” (SAA: 26).

### **Links with the Communications of the European Commission on Civil Society Dialogue between the EU and Candidate Countries 2005; on the Western Balkans 2006 and 2008; and on the Enlargement Strategy and Main Challenges 2007-2008.**

In 2005 and 2006, the European Communications from the Commission on the Western Balkans and on Civil Society Dialogue in Candidate countries highlighted the importance of **an extended relationship between CSOs from Europe and from the region**.

The Communication from 2005 highlights the importance of **further development of the civil society dialogue with Croatia**, „*in fields related more directly to the practical impact of the EU accession process. This should generate greater understanding of the benefits and challenges of EU integration, as well as encourage a debate on the EU’s fundamental values.*“ (COM 2005:8,3. Introducing New Activities). This document identifies areas as youth, gender-equality, environment,

consumer rights, cultural rights, civil and human rights and combating social exclusion and discrimination of all kinds, as crucial.

The intended result of this project is the significant improvement of the capacity of the Croatian CSOs to engage in a dialogue with the Croatian government, as well as with their EU counterparts, as proposed by the Communication. In line with the Communication, the project envisages adequate autonomy to the participant CSOs „*to take the initiative, select specific themes to be developed and play an active role in conducting the dialogue.*“ (ibid.).

Moreover, the importance of civil society has been highlighted in the Communication to the Council and European Parliament on the Enlargement Strategy and Main Challenges 2007-2008. The Communication recalls the commitment of the European Commission to further improve the quality of the enlargement process by *putting more emphasis on fundamental issues such as the development of civil society and people-to-people contacts between the region and the EU*. The strategy paper also announces the establishment of the *new strategy facility to promote civil society development and dialogue*, through capacity-building and exchange projects, giving „*added emphasis to programmes which support state-building, good governance, institutional reform and administrative capacity*“ (COM 2007:4).

In addition, the new Communication from the Commission on Western Balkans adopted on 5 March 2008, *insists on civil society as an essential element of democratic public life*, as “*its active in the process of political, social and economic reform in the Western Balkans strengthens democracy and reconciliation*“ (COM 2008:11). The Communication also underlines the importance of creating conditions conducive to further growth of CSOs' activities that complement positive steps made so far in the region.

#### **2.4. Links with the Multi-annual Indicative Planning Document 2008-2010 for the Republic of Croatia (MIPD)**

Support to the civil society is highlighted as a crosscutting issue of the MIPD 2008-10 for the Republic of Croatia. Specific references to the civil society dialogue and development are included in the description of each component of the IPA, in particular as part of the first Strategic Objective under IPA Component I: “to further improve Croatia's alignment with the *political criteria*, including a reinforced support to the *civil society*” (MIPD:9).

The objective of this project, its purpose and expected results 1 and 2 directly fall within the 1st Area of Intervention – Political Criteria of the IPA Component I - Transition Assistance and Institution Building, which elaborates on the following choices of assistance to civil society:

*“In the field of support to civil society, IPA assistance will further support Civil Society organisations in participating and contributing in developing, implementing and monitoring public and Acquis-related policies as well as raising awareness on the challenges of EU accession under the political criteria, the economic criteria as well as in the implementation of the Acquis where applicable, through intra-sectoral and cross-sectoral cooperation, partnership and networking on local, regional, national and trans-national level, the later being carried out on a bilateral and/or multilateral basis. It will also aim at*

*further supporting their efforts in order to promote legitimacy, transparency, effectiveness, plurality and accountability of the public administration” (MIPD: 14).*

Within the same area of intervention, the monitoring role of civil society is stated as a relevant aspect of the **reform of the judiciary**: *“to improve the access to court and transparency towards the public and civil society”*, while the choices of assistance related to the reform of public administration refer to the importance of *“giving a voice to citizens to demand better public services”* (ibid.).

Within the same area of intervention, the **promotion and protection of minorities** is envisioned by means of *“sustained contribution of specialised civil society organisations and related local community development also with a view to facilitate the reconciliation among communities”* (ibid.).

This project is also focused on enhancing the capacities of CSOs for the monitoring of implementation of the EU *Acquis* in the area of sustainable management of natural resources and sustainable regional development, which is **in line with the aforementioned positioning of civil society as a cross-cutting issue**, supported by means of the complementary support provided under *IPA Component I - Transition Assistance and Institution Building*, and *IPA – Component III - Regional Development, including transport, environment and regional competitiveness* (MIPD: 40) .

## **2.5. Links with the Strategic Development Framework 2006-2013 (SDF)**

The Strategic Development Framework 2006– 2013 was prepared by the Central Office for Development Strategy and Coordination of EU Funds and adopted by the Government in August 2006. Under Chapter XI, SDF sets the goals for ***achieving a competent and effective public administration***, which protects public interest and the equality of all citizens and entrepreneurs, while decreasing operating costs, increasing the efficiency, professionalism and knowledge of public administration, increasing the ***transparency of the work of public administration, and strengthening the combat against corruption*** (SDF: 68).

Furthermore, SDF recognizes that anticorruption legislation needs improvements, while *services specialized in combating corruption must be strengthened, including educational campaigns aimed at informing the society on why and how corruption and conflict of interest cause harm, by slowing down investment, growth and new employment* (SDF: 70).

***Environmental protection and balanced regional development*** are among the ten strategic areas of the SDF, while specific goals mention preservation and protection of the environment and nature; ensuring polycentric regional development, reduction of differences in economic development and living standards and supporting areas lagging behind in development (SDF: 42).

## **2.6. Link with relevant sectoral strategies and programmes**

The project objective and expected results are coherent with the following sectoral strategies and programs:

The Croatian Government adopted the **National Strategy for the Creation of an Enabling Environment for Civil Society 2006-11** in July 2006, while the accompanying Operational Plan was enacted in February 2007. Ensuring of a more *active role of CSOs in the process of European integrations* one of its two main goals, within the Chapter XI – Civil Society Development in International Context. The relevant specific objectives include:

- establishment of formal and informal consultation mechanisms between the Government and CSOs regarding the accession process;
- policy analysis and public debate on the effectiveness of the sectoral reform processes;
- involvement of civil society representatives in the formulation of relevant national strategies and pre-accession assistance programs;
- enhanced networking of the Croatian and European CSOs; and
- creation of preconditions for a political and civil dialogue on all possibilities and challenges related to the Croatia's accession to the EU.

**National Program of the Protection and Promotion of Human Rights 2008-11** was adopted by the Croatian Government on November 2, 2007. The following objectives of the program are directly relevant to the purpose and expected results of this project:

- Objective 4 – establishing the consultation mechanism between the government and CSOs;
- Objective 5 – enhancing capacities of CSOs engaged in the promotion and protection of human rights;
- Objective 7 – ensuring efficient legal protection against discrimination (including the adoption of the anti-discrimination act, aligned with the recommendations and best practices from the EU and CSOs' involvement in policy formulation, oversight and public awareness raising);
- Objective 9 – establishing a system for monitoring and documenting discriminatory practices (in collaboration with domestic and international CSOs).

Furthermore, the Program specifies **the collaboration and complementary activities of specialised CSOs** in respect to the protection and promotion of human rights of **various minority groups**, the treatment of which is elaborated in thematic chapters of the Program (including women, sexual minorities, youth, children, national minorities, prisoners, asylum seekers, drug addicts etc.).

**The National Anti-Corruption Programme 2006 – 2008**, adopted by the Croatian Parliament on March 31, 2006, envisions the *participation of specialized CSOs in the National Council for the Fight against Corruption*, as well as *CSO engagement in the supervision of the government office of public procurement*. Additionally, civil society is mentioned as a target group of education activities, undertaken by state bodies, on issues of corruption and its detection.

**The National Gender Equality Policy 2006-2010**, adopted by the Croatian Parliament on October 13, 2006, envisages *close collaboration between state institutions and civil society organizations* focused on women's issues, in the implementation of the majority of measures. In particular, specialized CSOs are to receive government funding for *on-going and systematic campaigns aimed at eliminating all forms of gender discrimination and raising public awareness of violations* of human rights of women (Chapter 1.2.). Furthermore, the measure 1.3.4. (Improve the social position of women belonging to national minorities and women with disabilities) specifies that in financing projects of women's non-governmental

organizations special account is to be taken of projects aimed at improving the position of women with disabilities.

### 3. Description of project

#### 3.1 Background and justification:

The activities envisaged under this fiche are part on an overall **Civil Society Facility** that has been established by DG Enlargement of the European Commission and will be complemented by the "Civil Society Facility – Horizontal issues" (Multi-beneficiary and Regional programmes) that will prepare the grounds for national programmes as concerns some countries, and at the same time will complement the national programmes by providing multi-country co-operation and exchange opportunities (see section 3.6 "linked activities"). The strengthened collaboration with CSOs from the EU, intended by this project, will take advantage of the opportunities for cross-border cooperation of CSOs focusing on common issues, such as environmental safety of the Adriatic, the protection of transnational minorities, such as Roma, and social groups at high risk of becoming victims of region-wide organized crime, such as disadvantaged women, youth and children.

Civil Society Organizations (CSOs) have previously played an important role in preparing for accession and advancing different sectoral reforms, both *Acquis* related as well as in regards to the overall promotion of democracy, the rule of law and human rights. In the scope of the objectives of the first area of implementation of the IPA Component – 1 (political criteria) civil society organizations already act as relevant providers of direct assistance and protection to victims of corruption and violation of human rights, as well as vital advocates of sustainable environmental protection, social rights and transparent policy processes. Their contribution is increasingly recognized, particularly in the process of drafting new legislative measures and public policies, in monitoring the implementation of transposed legislation, reporting on irregularities and steering public discussions on EU issues. In addition, the Croatian Government Communication Strategy for informing the public on the European integration process recognizes Civil Society Organizations as a key target group of “public opinion makers”.

While the ratio of advocacy oriented and human rights-based CSOs is minor in comparison to the total number of more than 30 000 registered citizens' associations in Croatia, their agency is valuable for the quality, inclusiveness and accountability of the Croatian policy process. The first focused research on the contribution of the CSOs to Croatia's democratization and promotion of human rights was conducted in 2006 by the Women's Human Rights Group B.a.B.e., on a carefully selected sample of 90 CSOs with the mission of promoting human rights, environmental protection and democracy.<sup>2</sup> In the period 2001-06, 89% of these CSOs have organized 50 different public campaigns; 48% of them have been involved in legislation initiatives related to 53 different laws and 36% of them have had direct access to policy-makers through their representatives in the committees of the legislative and executive branches of the Croatian government. While most of the CSOs in Croatia are not linked in formal networks, but rather in informal coalitions and information-sharing circles, there is an increased national and international cooperation among the advocacy-oriented CSOs, within specific sectors: anti-corruption, environment,

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<sup>2</sup> Kunac, Suzana. (2006). *Vrijednost vrednota: civilno društvo i hrvatska demokratizacija [The Value of Values: Civil Society and Croatian Democratization]*. Zagreb: Grupa za ženska ljudska prava B.a.B.e.

women rights, human rights, employment and youth<sup>3</sup>. For illustration, the aforementioned research of B.a.B.e. has indicated that 88% of CSOs in the sample of 90 take part in 52 different domestic networks, and 52% of them are members of 67 different international networks.

Similarly, another recent research indicates the existence of a sub-group of Croatian CSOs committed to the accession process to the EU. The assessment of the development of Croatian CSOs, conducted in 2007 for the benefit of the National Foundation for Civil Society Development<sup>4</sup>, has explored a sample of 745 CSO funded from state sources. There are 53% CSO in the sample that follow the negotiation process between Croatia and the EU in their respective field of activity, among which 9% have their representatives directly engaged in the negotiation teams, 26% organize relevant public discussions, while 45% educate their beneficiaries on the EU integrations. At the same time, as many as 63% of all CSOs in the sample assess the current level of civil society engagement in the negotiation process as insufficient and express the need for more information and civil society representation (National Foundation for Civil Society Development: 74-76). .

At the state administration level, there is a three-pillar institutional framework for the cooperation with the civil society sector: the Government Office for Cooperation with NGOs, the Council for Civil Society Development and the National Foundation for Civil Society Development, each fulfilling its distinctive role. The Government's *National Strategy for the Creation of an Enabling Environment for Civil Society Development* is based on a broad consensus among civil society and government representatives, about the strategic priorities in the period 2006-11. The implementation of the measures, proposed by the Strategy, should ensure adequate legislative, administrative and social conditions for the development and agency of civil society, as a fully independent and highly relevant social agent for social innovation, promotion of participatory democracy, protection of human rights and competent and efficient monitoring of public policies in the context of Croatia's final phase of accession to the EU and its immediate aftermath.

The first report on the implementation of the Strategy<sup>5</sup> points out the significant progress made in the inclusion of CSOs in the accession process over the past year. The Council for Civil Society Development and appointed CSO representatives have been directly engaged in the programming and the oversight structure of IPA, the operational planning of which has also included broader consultations with relevant non-state actors. Civil society dialogue on Croatia's accession is enabled by the EU-Croatia Joint Consultative Committee (formerly known as EU-Croatia Civil Society

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<sup>3</sup> Examples of formal and informal networks: the coalition of the largest war veterans' organization, women's rights groups and human rights organizations are gathered around an anti-corruption programme, Network for local development, Green Forum, Croatian Union of Physically Disabled Persons' Associations (HSUTI), Women's Network Croatia, Network of Unemployed, Human Rights Associations' Coalition, Croatian Youth Network, Croatian Humanitarian Network, etc.

<sup>4</sup> Hromatko, Ana. (2007). *Izveštaj istraživanja: Procjena stanja razvoja organizacija civilnog društva u Republici Hrvatskoj* [Research Report: Assessment of the Status of Development of the Civil Society Organizations in the Republic of Croatia]. Zagreb: Nacionalna zaklada za razvoj civilnog društva.

<sup>5</sup> Ured za udruge Vlade RH. (2008). *Izvešće o provedbi mjera operativnog plana nacionalne strategije stvaranja poticajnog okruženja za razvoj civilnog društva od 2007.-2011. godine za izvještajno razdoblje od 1. veljače 2007. do 1. veljače 2008.* [Report on The Implementation of the Measures of the Operational Plan of the National Strategy for the Creation of an Enabling Environment for Civil Society Development 2007-11, for the Reporting Period February 1, 2007 – February 1, 2008].

Follow-up Committee), established in December 2006, in cooperation with the Croatian Economic and Social Council and the Council for Civil Society Development and with the support of the Croatian Government and the European Commission.

The key prerequisite for the effective contribution of CSOs in the accession process is the quality and timeliness of communication between the state and civil society. As emphasized in the Opinion of the EESC on Croatia on the Road of Accession of October 24, 2007, the setting up of operational conditions and procedures for structured dialogue between state institutions and CSOs, as a complement to social dialogue, is still in the initial stage of development. According to EESC, civil society dialogue “should not, however, be restricted to the opportunity for consultation but must, above all - in accordance with the bottom-up principle which is inherent in civil society action - guarantee the right of participation” (EESC:8).

In that regard, the impact of this project is contingent on the prospective adoption of the *Code of Positive Practice in Consultations between the Government and CSOs* and its extensive promotion within the public administration during 2008, as envisioned by NPIEU 2008 and the Operational Plan of the National Strategy for the Creation of an Enabling Environment for Civil Society Development 2006-11. By mid 2008, the necessary institutional preconditions are expected to be place for enabling the Croatian CSOs’ contributions to the reform efforts of critical importance to Croatia’s successful and timely accession to the EU. As indicated by MIPD, CSOs’ effectiveness is particularly vital in the overall monitoring of the final phase of Croatia’s accession, the fight against corruption, the development and monitoring of the comprehensive anti-discrimination strategy and the deployment of the EU standards in the field of sustainable development across relevant policy areas.

The sectoral analysis on the capacities and strategic priorities of the Croatian CSOs in the context of the final phase of Croatia's accession to the EU was conducted in autumn 2007 by the Government Office for Cooperation with NGOs, in close partnership with the Council of Civil Society Development that provided vital input into the specifics of CSO needs for institutional strengthening and policy advocacy at the level of sub-sectors, with particular attention paid to CSOs promoting good governance and democratization, human rights, sustainable development.

The sectoral analysis highlights the necessity of the provision of targeted financial and technical assistance to civil society organizations, networks and coalitions undertaking policy research and advocacy in the above-mentioned areas of intervention. Namely, despite their demonstrated commitment, policy advocacy-oriented CSOs have limited internal and external resources available for continuous, high-quality policy research, while their monitoring practices have mostly been organized ad-hoc, in relation to some particularly critical issues and legislative initiatives. Systematic, expertise-based independent oversight of the reform processes, backed up by effective communication with citizens, needs to be developed, both at the level of individual CSOs as well as, most importantly, at the level of issue-focused networks and coalitions. The capacity building of CSOs in policy research may involve the creation of partnerships between CSOs, domestic academic institutions and the few policy institutes, and stronger transfer of expertise from respective organizations in the EU countries. Strong focus would need to be put on expanding the scope and strengthening the governance structures of issue-focused networks and coalitions at the national, regional and EU level, which are crucial for the effectiveness of policy advocacy initiatives undertaken by Croatian CSOs in the pre-accession process.

Such focused and performance-oriented capacity-building is not possible without additional pre-accession assistance, considering that Croatian advocacy-oriented CSOs need to upgrade their level of professionalism, managerial competencies and issue-specific expertise, the funding of which is presently only to a smaller degree, available from domestic sources<sup>6</sup>. The pre-accession assistance ensured by means of this project will have vital positive effects on the political independence, organizational capacities and the funding base of the Croatian advocacy-oriented CSOs, in this particularly sensitive period for their sustainability, as bilateral donors withdraw, individual and corporate philanthropy increases only gradually and strategic partnerships with their EU counterparts are yet to be established.

In order to maintain the focus on the project objectives throughout the project implementation and ensure buy-in from relevant government agencies, the Project Steering Committee (PSC) will undertake monitoring of the project at the strategic level. The SPO will act as a chairperson of the PSC, which will meet on a six-monthly basis. PSC will include the representatives of the relevant government institutions and the EC delegation in Croatia<sup>7</sup>.

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<sup>6</sup> For illustration, Over the past 15 years, the forerunners of the Croatian watchdog organizations have been strongly supported by international funding, as demonstrated in the aforementioned research by B.a.b.e, where international funding accounted for 71% of all funding available to the sample of 90 leading Croatian human rights CSOs in the year 2006 (Kunac: 100).

<sup>7</sup> The Contracting Authority (CFCA), The Government Office for Cooperation with NGOs, The EC Delegation in Croatia, The Council for Civil Society Development (member appointed by the Council), The Central Government Office for Administration, The Ministry of Justice, The Office for the Prevention of Corruption and Organized Crime (USKOK), The Ministry of Environmental Protection, Physical Planning and Construction, The Government Office for Human Rights, The Croatian Parliament,

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact**

As highlighted in the Opinion of the European Economic and Social Committee, timely strengthening of the Croatian civil society actors is not only an objective to be pursued in the context of the accession negotiations but also a measure which will have positive, lasting effects after Croatia's EU accession:

*“The Committee believes that the formal fulfilment of the accession criteria should not be the sole purpose of the accession negotiations. Particularly in the final phase of the pre-accession period, the active role and contribution of qualitatively and quantitatively representative civil society actors will play a significant part in preparing Croatia's citizens for accession. After accession, these representatives of civil society organisations will, both within the framework of the existing social dialogue and as stakeholders in civil dialogue, do much to help ensure that the standards set by the transposed Community Acquis are implemented and/or applied across the board.” (EESC: 11).*

This project will directly affect the institutional capacities, collaboration and agency of advocacy-oriented CSOs whose role is important for timely transposition and sustained implementation of the *Acquis*, in the critical policy fields, where harmonization and implementation have so far been challenging – the fight against corruption, the overall transparency of public administration, a comprehensive and effective anti-discrimination strategy, and sustainable development. The long-term success of these reform processes entails sustainable change of institutional practices, organizational cultures and social norms not only in state institutions, but also of the local government and throughout the private sector. While the desired structural changes will inevitably take years, the process of transformation can be significantly stimulated by vigorous public deliberation and dynamic civil society organizations, undertaking steadfast monitoring and engaging in social and policy innovation.

The investment in CSOs at this point of Croatia's accession will therefore enable CSOs to act as equal and competent partners to the CSOs from the EU over the upcoming decades, ensuring that the EU values and policies promoting transparency, accountability, equality, diversity and sustainable development become embedded in the Croatian institutional and social realm.

### **3.3 Results and measurable indicators:**

#### **Result 1 - related to Activity 1:**

*Specific expertise, flexibility and responsiveness of CSOs related to the multi-partner monitoring of anti-corruption measures and transparency / accountability of the public administration are enhanced.*

The achievement of the project result depends on the assumption that national reforms related to the fulfilment of key priorities from the Accession Partnership are carried out by line institutions, with substantial attention to the anticorruption

measures, transparency and effectiveness as well as specific measures from the National Strategy for the Creation of an Enabling Environment for Civil Society Development.

**Result 2 - related to Activity 2:**

*Overall contribution of the CSOs in the implementation of comprehensive anti-discrimination policy (sex / sexual orientation, age, disability, ethnic origin, etc.) at the national and regional level is strengthened.*

The achievement of the project result is closely related to the timely and efficient implementation of the Objective 7 of the National Programme for the Protection and Promotion of Human Rights in Croatia.

**Result 3 - related to Activity 3:**

*Systematic and policy research-based CSOs' monitoring and advocacy efforts for sustainable development are enhanced, especially in respect to integrated approaches to waste management, transport, regional development, sustainable use of natural resources and environmental safety.*

The achievement of the project result depends on the assumption that there is increased commitment of the regional authorities to ensure integration of environmental protection and sustainable development into the implementation of relevant sectoral policies in line with the EU Sustainable Development Strategy.

**Measurable Indicators relevant to all three results include:**

- 50% increase of advocacy initiatives (including public campaigns and lobbying) undertaken by final beneficiaries<sup>8</sup> in the project implementation period, in comparison to the baseline data for the period 2007-08:
- 100% increase in the number of policy research documents drafted (papers, briefs, and memos) by final beneficiaries over the project implementation period; in comparison to the period 2007-08.
- 50% increase in the number of networking and cooperation mechanisms at the a. EU; b. national and c. regional/local level; engaging final beneficiaries over the project implementation period, in comparison to the period 2007-08.
- 50% of all networking and cooperation mechanisms engaging final project beneficiaries at the a. national and b. regional/local level have improved governance structure and procedures over the project implementation period, in comparison to the period 2007-08 (baseline data).
- Enhanced organizational capacities of the minimum 50% of final beneficiaries, in the minimum of three of five priority areas per organization, in comparison to the period 2007-08 (baseline data).

**Methodological Note:** The measurable indicators proposed by this project attempt to document and assess the actual positive changes supported by the project. Due to the current lack of comprehensive longitudinal research on the breadth and quality of

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<sup>8</sup> The term final beneficiaries in this context refers to the individual CSOs and networks that have been supported by the project grant schemes' by means of grant contracts, including grant contractors and their partners.

CSOs' participation in the pre-accession policy process, the scope of quantitative and qualitative changes, supported by the project over the two-year period if its implementation, will be identified and measured in comparison to the baseline data for the period 2007-08, which will be collected at the time of project initiation, specifically for the purpose of this project, as part of the concerted effort of the Government Office for NGOs to strengthen the M-E component of this project (for further explanation please see section 3.5. Conditionality and Sequencing).

Their content of the measurable indicators is in line with the MIPD 2008-10 expected results and measurable indicators of the assistance provided to the participation and the reinforcement of the capacity building of the civil society organizations, including:

- the number of good practice examples of CSOs' contributions in the wide spectrum of the challenges of EU accession,
- the number of successfully implemented projects,
- the number of established partnerships and networks, and
- the strength and sustainability of cooperation between Croatian and EU CSOs, in a broad goal of deepening civil society dialogue and exchanging experiences and best practices between civil society sector in Croatia and the EU member states and other candidate countries" (MIPD:17).

### **3.4 Activities:**

#### **Activity 1**

**Grant scheme 1** - Enhancing the participation of the CSOs in monitoring of the implementation of the EU Acquis, in the field of fight against corruption and the overall transparency, openness and accountability of public administration bodies.

#### **Indicative grant contracts' activities:**

- Advocacy and lobbying for efficient implementation of the EU *Acquis*;
- Development of policy analysis / research papers / thematic reports on specific EU *Acquis* issues;
- Peer-reviews and transfer of sub-sectoral know-how among the EU umbrella CSO networks and Croatian CSOs;
- Public awareness campaigns, especially at the local and regional level;
- Delivery of tailor-made capacity building activities on the implementation of the new standards / code of conduct for the consultation between the state and civil society in Croatia;
- Other tailor-made capacity building activities for establishing efficient coalitions and other formalized arrangements among CSOs from the EU Member States and Croatia.

In addition to the support to a core policy-advocacy activity, each grant will include a capacity-building component and a networking component, in the scope of which the establishment of contacts with EU counterparts will be encouraged.

#### **Activity 2**

**Grant scheme 2** - Strengthening capacities/roles of the CSOs related to the monitoring of the implementation of the comprehensive anti-discrimination strategy.

Indicative grant contracts' activities:

- Awareness-raising campaigns among the public and stakeholders at the local and regional level related to the right to equality and non-discrimination;
- Innovative approaches / tools on ways to increase the participation of groups in society which are victims of discrimination (including delivery of analysis, thematic studies/reports, etc.);
- Other targeted activities related to the implementation, monitoring and /or mainstreaming of the EU anti-discrimination policies and the best-practice examples.
- Other tailor-made capacity building activities for establishing efficient coalitions and other formalized arrangements among CSOs from the EU Member States and Croatia.

In addition to the support to a core policy-advocacy activity, each grant will include a capacity-building component and a networking component, in the scope of which the establishment of contacts with EU counterparts will be encouraged.

### **Activity 3**

**Grant scheme 3** - Developing capacities of CSOs for systematic monitoring and advocacy of sustainable development policies and integrated approaches to waste and water management, transport, regional development, sustainable use of natural resources and environmental safety.

In its specified thematic foci and the strong emphasis on policy advocacy, this grant scheme does not duplicate but is complementary to the Component I of the PHARE 2006 Project "Enabling the Civil Society Sector for active contribution in the pre-accession process". Through PHARE 2006, financial support is available to CSOs' projects that raise public awareness of general principles of sustainable development and environmental management, and demonstrate innovative approaches to efficient use of energy, sustainable construction and protection of biodiversity. In addition, the Grant Scheme 3 of this project will ensure the timely strengthening of the CSOs' monitoring capacities, which in turn can contribute to the transparency and accountability of the prospective infrastructural and development actions under IPA Component III.

**Indicative grant contracts' activities:**

- Comparative analysis of the national policy frameworks and implementation structures in the specified policy sub-fields (e.g. environmental safety of the coastline), identifying best practices from EU member states relevant to Croatia;
- Building analytical capacities of CSOs with respect to their current/future role of the think-tank / research centres focusing on specified sub-fields of sustainable development;
- Strengthening and expansion of cross-border and regional networks on regional sustainable development issues (e.g. the Rural Development Network of Croatia).
- Other tailor-made capacity building activities for establishing efficient coalitions and other formalized arrangements among CSOs from the EU Member States and Croatia.

In addition to the support to a core policy-advocacy activity, each grant will include a capacity-building component and a networking component, in the scope of which the establishment of contacts with EU counterparts will be encouraged.

### **Means - Management of Grant Schemes**

The Project Implementation Unit of the Government Office for the Cooperation with NGOs will implement the three grant schemes by means of an open call for proposals for each scheme, administered in line with the EC PRAG and IPA implementing regulations. Grant contracts will range in duration from 12 to 24 months, while individual grant size will range from 50, 000 EUR to 250,000 EUR.

### **3.5 Conditionality and sequencing:**

The resources for the implementation of the project will include the four staff of the Project Implementation Unit of the Government Office for the Cooperation with NGOs and the staff of the Contracting Authority (in charge of project oversight). The co-financing provided by the Croatian Government will equal 10% of the EU contribution.

In line with the identified lessons learned from previous grant schemes for Croatian CSOs, (see Section 3.7.), there is a need for technical assistance to potential and actual final beneficiaries, with focus on the quality of project design, identified as critical for the attainment of project results. In order to ensure adequate number of applications of acceptable quality, there is a need for systematic outreach to potential project beneficiaries, particularly those CSOs that are located in Croatia's regions, other than the capital of Zagreb. The Government Office for the Cooperation with NGOs will use its own human resources, communication channels (website, email correspondence, organization of a series of public presentations) and its network of contacts with the CSOs countrywide to organize outreach and TA activities in the application phase.

In order to ensure high-quality monitoring of the project impact, the Government Office for the Cooperation with NGOs will conduct the baseline and end-of project assessment of the advocacy initiatives and organizational capacities in each of the three policy sub-fields addressed by the grant schemes. The assessment will be a collaborative endeavour with other national and international donor institutions, interested in on-going action research on the capacity and impact of the Croatian civil society. The data collected during the baseline assessment will be valuable for the preparation of other projects targeting CSOs' organizational and advocacy capacities, both within the scope of IPA and as part of the Government support to CSOs in respect to relevant national strategies and programs.

Efficient implementation of the project is based on the assumption that the launching of project proposals and subsequent evaluation and budget clearing of the grant applications will be carried out without substantial delays. The application guidelines and management plan of the grant schemes will integrate the lessons learned, generated within the framework of the CARDS 2003-2004 and PHARE 2006 grant schemes, in the field of civil society development.

*Key milestones will be:*

- Open calls – within 3 months of the date of signature of the Financing Agreement for Grant scheme 1, 2 and 3.
- Start of grants implementation for Grant scheme 1, Grant Scheme 2, Grant scheme 3 envisaged within 8 months since the date of signature of the Financing Agreement. The planned closure of the contracting window is considered essential to ensure that implementation and disbursement is completed within the allowed disbursement period.

In order to maintain the focus on the project objectives throughout the project implementation and ensure buy-in from relevant government agencies, the Project Steering Committee (PSC) will undertake monitoring of the project at the strategic level. The SPO will act as a chairperson of the PSC, which will meet on a six-monthly basis. PSC will include the representatives of the following institutions:

1. The Contracting Authority (CFCA),
2. The Government Office for Cooperation with NGOs.
3. The EC Delegation in Croatia,
4. The Council for Civil Society Development (member appointed by the Council),
5. The Central Government Office for Administration,
6. The Ministry of Justice,
7. The Office for the Prevention of Corruption and Organised Crime (USKOK),
8. The Ministry of Environmental Protection, Physical Planning and Construction,
9. The Government Office for Human Rights,
10. The Croatian Parliament, Committee on Human and National Minority Rights,
11. The National Foundation for Civil Society Development.

### 3.6 Linked activities

*Previously implemented activities:*

- CARDS 2001 “Capacity Building of the Civil Society Organisations in the Areas of Special State Concern”, (0,5 m€)
- CARDS 2001 “Small Scale Operations”, (1,0 m€)
- CARDS 2002 “Promotion of Democracy and Human Rights”, (0,5 m€)
- CARDS 2002 “Social Service Delivery by the Non-Profit Sector”, TA (0,59 m€)
- USAID 1998 -2001 “NGO Development Programme”, (2,85 m\$)
- USAID “NGO Legal Reform initiative”, (0,2 m \$)
- USAID "CroNGO I - Support for Croatia's Non-Governmental Organizations" 2002-2005, (5,1 m\$)
- DFID - «Building Strategic Partnerships between Government and CSOs», (0,9 m€)
- YouthNET – European School, Youth and Community Network. “Development of Regional and International Cooperation of Organizations of Youth, Schools and Communities”, (0,3 m€)
- Life III 2002 – “Building up a National Ecological Network as part of the Pan-European Ecological Network and NATURA 2000 (CRO - NEN),
- CARDS 2002 “Social Service Delivery by the Non-Profit Sector”, Grant scheme (0,7 m€)
- CARDS 2003 – Capacity Building and Grants to Civil Society Organizations in Social Services (0,5 m€)
- CARDS 2003 “Support of Civil Society Active in the Field of Environment”, (0,2 m€)
- CARDS -"Good Governance and the Rule of Law (CARDS 2003 0,5 m€ and CARDS 2004 0,7 m€ )
- USAID "CroNGO II - Support for Croatia's Non-Governmental Organizations" 2005-2007, (6,7 m\$)
- CARDS 2003 "Social Service Delivery by the Non-Profit Sector", TA (0,5 m€)
- European Initiative for Democracy and Human Rights "Micro-project scheme" (0,25 m€)
- USAID - "CroNGO - Support for Croatia's Non-Governmental Organizations" (5,1 m€)
- UNDP programme “Millennium Development Goals” (approx. 35 000\$)
- USAID "CroNGO - Support for Croatia's Non-Governmental Organizations 2005-2007” (6 m\$)

*Current and prospective actions:*

- CARDS 2004 “Social Service Delivery by the Non-Profit Sector” (2m€)
- CARDS 2004 “Support to Civil Society Organisations active in the Field of Environmental Protection and Sustainable Development” (0,7€)
- PHARE 2006 “Enabling Active Contribution of the Civil Society Sector in the Pre-accession Period” (3,0 m€)
- Community Programme “Europe for Citizens” 2007-2013
- PHARE 2005 (Project Preparation Facility) “Capacity-building for the Council for Civil Society Development and the Government Office for Cooperation with NGOs”, 2008 (39.400 €)
- PHARE 2006 (Project Preparation Facility) “Capacity building for the Government Office for Cooperation with NGOs in the monitoring and the evaluation of the IPA project”, 2008-09 (52.360 €)
- Continued public funding provided to advocacy oriented CSOs, primarily by the National Foundation for Civil Society Development, Government Office for Human Rights and the Government Office for National Minorities.

In addition, the IPA Civil Society Facility – Horizontal activities (Regional and Multi-beneficiary level) will provide support to CSOs in the beneficiary countries and territories of the Western Balkans and Turkey through three areas of intervention:

- **Technical Assistance (TA)** to support CSOs by increasing their capacity, improving their democratic role (e.g.: policy analysis and advocacy; monitoring of state performance; building social capital; mobilising various actors to participate more fully in politics and public affairs) and promoting networks of CSOs across regional borders;

- **People 2 People visit programmes** to stimulate civic participation in the region by offering individuals and CSOs the possibility of participating in short-term visits to EU institutions and organisations, becoming familiar with a number of key EU policies and legislation and creating the opportunity for CSOs to interact network and significantly influence public policy;

- **Partnership Actions** that will complement the activities already launched under the national civil society dialogue programmes aimed at partnerships between one or more organisations locally and organisations in EU, and will focus particularly on the following sector priorities: Environmental Forum to strengthen NGO/EC platform/system of information and discussion; Environment, Energy Efficiency, Health and Safety at Work to develop networks and partnerships in the region and at the EU; encourage intervention and transparency of public administrations; and foster public awareness on good practices and legal measures; and Fight Against Corruption, Organised Crime and Trafficking to enhance transparency and public access to self-information, citizen awareness and participation, promote the rule of law; campaign for a greater accountability of public administrations; create structure for constant monitoring of implementation of reform; and develop CSOnetworks.

### **3.7 Lessons learned**

The Ad-hoc Evaluation Report of the 2003/2004 Decentralized CARDS Programme in Croatia<sup>9</sup> has confirmed the ever-increasing importance of EU funds to Croatian CSOs, due to the withdrawal of other international funding sources. This needs to be taken into account, by designing future assistance schemes in a way that would ensure support for CSOs’ institutional development, with particular attention paid to

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<sup>9</sup> The Ad-hoc Evaluation Report of the 2003/2004 Decentralized CARDS Programme in Croatia, First Draft of October 31, 2007, independent evaluation report by the ECOTEC Research and Consulting Ltd. being contracted under the PHARE programme.

the bridging of the gap in the capacities and ability to apply for EU funding between already well-developed national and regional leaders and smaller grassroots organizations. For the latter, the availability of project documentation in their native language is of particular importance.

The evaluation has identified several challenges related to the management capacities on the part of contracting authority, implementing agency and final beneficiaries, which need to be addressed in the upcoming pre-accession programs, in order to ensure their greater effectiveness. The delays in contracting have negatively affected the overall relevance, efficiency and effectiveness of approved projects, which had been designed as far back as three and a half years before the beginning of implementation, thus requiring significant and often improvised modifications of logframes, due to changes in local and organizational conditions. That has resulted in discrepancies between the original project fiche and the actual project proposals.

In general, the quality of applications and project design has, in many cases, been assessed as insufficient, due to a lack of systematic needs assessment and knowledge of project cycle management, in particular the development of meaningful logframes to be used as effective monitoring tools. In the scope of the CARDS 2003/2004 program, the insufficient competencies of final beneficiaries have not been addressed by timely provision of TA.

The key recommendations for future EU assistance programs for CSOs include:

- systematic provision of TA to potential final beneficiaries in order to improve their project design skills;
- provision of TA and further professional development of the staff of CFCA to monitor the contracts;
- development of a set of interventions targeting CSOs' organizational capacities, in the scope of IPA, with special focus on grassroots organizations throughout the country, in order to offer them a chance to actively participate in future pre and post-accession EU funds

The importance of timely investment in policy advocacy capacities of Croatian CSOs in the scope of IPA is highlighted in the independent interim evaluation report *Sectoral Interim Evaluation of the European Union Pre-Accession Assistance. Country: Croatia. Sector: Social. Sub sectors: Civil Society, Minority Rights and Education*<sup>10</sup>. The two major lessons learned relevant for the impact of future assistance to policy advocacy CSOs are the following:

1. At the **strategic level**, the major threat to the sustainability of the civil society sector, policy advocacy CSOs in particular, is the **withdrawal of the foreign donors' funding**, which should be addressed by continued support through IPA and an additional government grant fund. The priorities for targeted support are **network building on regional, national or sectoral levels**; and **projects supporting the development of NGO networks or platforms for specific sectors, which currently face organizational challenges** (i.e., Roma, environment, social, and consumer protection).

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<sup>10</sup> *Sectoral Interim Evaluation of the European Union Pre-Accession Assistance. Country: Croatia. Sector: Social. Sub sectors: Civil Society, Minority Rights and Education*, independent interim evaluation report prepared by the MWH Consortium being contracted under the Phare programme. Interim Evaluation Report No. R/HR/SOC/0802, 17 March 2008.

2. At the **operational level**, the main challenges faced by the interventions in the civil society sector through PHARE 2006 and consequent IPA support related to a low level of public involvement in advocacy initiatives, and potential limited access to future pre-accession and structural funds, especially for smaller CSOs. In that respect, the interim evaluation recommends **more proactive publicizing of the pre-accession grant schemes on part of the GOfNGO and the National Foundation for Civil Society Development, clearer guidance to potential applicants, the launching of public awareness raising campaigns on active citizenship** and stronger involvement of the local government and the business sector.

#### 4. Indicative Budget (amounts in €)

			SOURCES OF FUNDING										
			TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION						PRIVATE CONTRIBUTION
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
Activity 1	X		1.169.591	1.111.111	1.000.000	90%	111.111	10%	111.111			58.480	5%
contract 1.1													
Activity 2	X		1.169.591	1.111.111	1.000.000	90%	111.111	10%	111.111			58.480	5%
contract 2.1													
Activity 3	X		1.169.591	1.111.111	1.000.000	90%	111.111	10%	111.111			58.480	5%
contract 3.1													-
TOTAL IB			3.508.773	3.333.333	3.000.000	90%	333.333	10%	333.333			175.440	5%
TOTAL INV													
<b>TOTAL PROJECT</b>			<b>3.508.773</b>	<b>3.333.333</b>	<b>3.000.000</b>	<b>90%</b>	<b>333.333</b>	<b>10%</b>	<b>333.333</b>			<b>175.440</b>	<b>5%</b>

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Public** Expenditure (column (b))

(3) Expressed in % of the **Total** Expenditure (column (a))

Note: PRIVATE contribution in the context of this project refers to the contribution expected from final beneficiaries, i.e. the CSOs contracted as recipients of grants provided through the three grants schemes (Activities 1-3 of the project).

## 5. Indicative Implementation Schedule (periods broken down per quarter)

Activity	Start of Tendering	Signature of contract	Project Completion
Grant Scheme 1	Q1 2009	Q3 2009	Q3 2011
Grant Scheme2	Q1 2009	Q3 2009	Q3 2011
Grant Scheme3	Q1 2009	Q3 2009	Q3 2011

All projects should in principle be ready for tendering in the 1<sup>st</sup> Quarter following the signature of the FA.

## 6. Cross cutting issues (where applicable)

### 6.1 Equal Opportunity

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

Specifically in relation to the issue of equality between men and women, Croatia's population (2001 census) constitutes 51,87% women and 48,13% men, with those in active employment (based on the Labor Force Survey statistics, conducted in accordance with ILO methodology, for the second half of 2002) divided into 45,31% women and 54,69% men.

The members of the evaluation committees must consider the promotion of gender equality and equal opportunities in project proposals. The selection criteria for the grant scheme will favour projects that demonstrate a positive impact on equal opportunities. All contractors shall be requested to provide monitoring data recording the participation of men and women in terms of expert inputs (in days) and of trainees/beneficiaries benefiting under the project (in days) as an integral component of all project progress reports.

### 6.2 Environment

Described under activity 3 of this project .

### 6.2 Minorities

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 gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation. In the scope of the Grant Scheme 2, outstanding representation of CSOs led by and focused on the promotion of minority rights is expected, in line with the expected result of strengthening the overall contribution of the CSOs in the implementation of comprehensive anti-discrimination policy (sex / sexual orientation, age, disability, ethnic origin, etc.) at the national and regional level.

## **ANNEXES**

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Description of Institutional Framework
- 4 - Reference to laws, regulations and strategic documents:
  - Reference list of relevant laws and regulations
  - Reference to AP /NPAA / EP / SAA
  - Reference to MIPD
  - Reference to National Development Plan
  - Reference to national / sector investment plans
- 5- Details per EU funded contract (\*) where applicable:

## ANNEX I - Log frame in Standard Format

<b>Project name:</b> Enhancing the capacities of the civil society sector for the monitoring of implementation of the EU <i>Acquis</i>		Programme name and number IPA 2008	[Cris number]
<b>Project beneficiary:</b> The Government Office for Cooperation with NGOs		Contracting period expires: 2 years following the date of conclusion of the Financing Agreement	Disbursement period expires: 3 years following the end date for contracting
		<b>Total budget:</b> 3.508.773 €	<b>IPA budget:</b> 3.000.000 €
<b>Overall objective</b>	<b>Objectively Verifiable Indicators<sup>11</sup></b>	<b>Sources of Verification</b>	
To foster structured dialogue and formalized consultation between Croatian civil society organizations (CSOs) and Croatian state administration/ EU institutions within the process of shaping, monitoring and evaluation of public policies at the national and EU level.	<ul style="list-style-type: none"> <li>▪ 100% increase in the cumulative number of Croatian CSOs directly participating in the Croatian pre-accession policy process over the two years of project implementation, in comparison to the two-year period prior to project implementation (baseline data for 2007-08).</li> <li>▪ Perception of responsiveness of government institutions to CSOs' inputs in specific policy fields relevant to the accession improved by 50%, at the time of project completion, in comparison to the time of project initiation (baseline data).</li> </ul>	<p>Annual EC progress reports (2007-2013) and other EU bodies' reports (e.g. European Parliament, Court for Human Rights, the Economic and Social Committee, the Committee of the Region, etc.).</p> <p>Various sectoral reports produced annually by Croatian line institutions and submitted to relevant EC DGs.</p> <p>EU-Croatia Joint Consultative Committee opinions and reports.</p> <p>Independent annual reports by national / EU CSOs, umbrella organizations and networks, think-thanks, etc.</p> <p>Baseline and end-of project assessment of CSO advocacy and organizational capacities, including a survey of a total 90 advocacy-oriented CSOs specializing in the promotion of participatory democracy, anti-corruption, human and minority rights; sustainable development, environmental protection and regional development.</p>	<ul style="list-style-type: none"> <li>▪ Continued readiness of the Croatian government to engage in civil society dialogue regarding the policy reforms and overall monitoring of the accession progress.</li> <li>▪ Institutional framework for consultations between government institutions and civil society organizations is in place and functioning.</li> <li>▪ Timely accomplishment of all specific measures from the Operational Plan for the Implementation of the National Strategy for the Creation of an Enabling Environment for Civil Society Development in the field of consultation between the State and Civil Society, by the end of 2009.</li> </ul>

<sup>11</sup> Considering the fact that at present only aggregated and partial data exist on the effectiveness and scope of CSO policy advocacy in the pre-accession process, a special survey will be launched by the GOfNGOS at the start and the end of the project, to provide reliable and comparable baseline and end-of project data for the measurement of OVIs. All measures will be expressed *both* in absolute numbers and percentages.

<b>Project purpose</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
<p>The purpose of the project to increase the effectiveness of the Croatian CSOs, acting in the role of independent monitoring agents and advocates, in the policy fields where civil society dialogue is particularly valuable for Croatia's successful accession to the EU: transparency and accountability of public administration and fight against corruption; comprehensive anti-discrimination strategy and sustainable development.</p>	<ul style="list-style-type: none"> <li>▪ 50% increase in the number of legislative initiatives in the specified policy fields, taking place over the project implementation period, in which CSOs were proactively engaged, as compared to the two-year period prior to the project implementation (baseline data for 2007-08).</li> <li>▪ 100% increase in the number of monitoring initiatives in the specified policy fields, taking place over the project implementation period, in which CSOs were proactively engaged, as compared to the two-year period prior to the project implementation (baseline data for 2007-08).</li> <li>▪ 100% increase in the number of shadow reports and policy analyses prepared by CSOs in the specified policy fields over the project implementation period, as compared to the two-year period prior to the project implementation (baseline data for 2007-08).</li> <li>▪ Three target Croatian CSOs subsectors (anticorruption and good governance; antidiscrimination and human rights; environmental protection and sustainable development) formally represented within and associated with at least 10 relevant EU CSO advocacy networks, coalitions and think-tanks, at the time of project completion.</li> </ul>	<p>Baseline and end-of project assessment of CSO advocacy and organizational capacities, including a survey of a total 90 advocacy-oriented CSOs specializing in the promotion of participatory democracy, anti-corruption, human and minority rights; sustainable development, environmental protection and regional development</p> <p>Grant contract dossiers.</p> <p>Final project report on 3 grant schemes by GOfNGOs.</p> <p>IPA sub-monitoring committee reports / On-site monitoring visits reports by GOfNGOs.</p> <p>National strategies and action plans in respective fields.</p> <p>Annual reports / indicators of CSOs, social partners and international networks, umbrella organizations, think-thanks, etc.</p>	<ul style="list-style-type: none"> <li>▪ Synergy and complementarities with other EU IPA 2007-2009 projects and other reform initiatives in relevant fields funded by bilateral assistance is established.</li> <li>▪ Efficient implementation of the Operational Plan for the Implementation of the National Strategy for the Creation of an Enabling Environment for Civil Society Development is ensured, including specific measures on the new standards for the consultation between the state and civil society in Croatia.</li> </ul>

Results	Objectively Verifiable Indicators (applicable to the measurement of all 3 results)	Sources of Verification	Assumptions
<p><b>Result 1</b> – Specific expertise, flexibility and responsiveness of the CSOs related to the multi-partner monitoring of anti-corruption measures and transparency / accountability of the public administration are enhanced.</p> <p><b>Result 2</b> – Overall contribution of the CSOs in the implementation of comprehensive anti-discrimination policy (sex / sexual orientation, age, disability, ethnic origin, etc.) at the national and regional level is strengthened.</p> <p><b>Result 3</b> – Systematic and policy research-based CSOs’ monitoring and advocacy efforts for sustainable development are enhanced, especially in respect to integrated approaches to waste management, transport, regional development, sustainable use of natural resources and environmental safety.</p>	<ul style="list-style-type: none"> <li>▪ 50% increase of advocacy initiatives (including public campaigns and lobbying) undertaken by final beneficiaries<sup>12</sup> in the project implementation period, in comparison to the baseline data for the period 2007-08:</li> <li>▪ 100% increase in the number of policy research documents drafted (papers, briefs, and memos) by final beneficiaries over the project implementation period; in comparison to the period 2007-08.</li> <li>▪ 50% increase in the number of networking and cooperation mechanisms at the a. EU; b. national and c. regional/local level; engaging final beneficiaries over the project implementation period, in comparison to the period 2007-08.</li> <li>▪ 50% of all networking and cooperation mechanisms engaging final project beneficiaries at the a. national and b. regional/local level have improved governance structure and procedures over the project implementation period, in comparison to the period 2007-08 (baseline data).</li> <li>▪ Enhanced organizational capacities of the minimum 50% of final beneficiaries, in the minimum of three of five priority areas per organization, in comparison to the period 2007-08 (baseline data).</li> </ul>	<p>Grant scheme dossiers.</p> <p>Final grant contracts reports.</p> <p>Reports on implementation of the National Strategy for the Creation of an Enabling Environment for Civil Society Development.</p> <p>Other internal documentation of the grant contractors.</p> <p>Baseline and end-of project assessment of CSO advocacy and organizational capacities.</p>	<ul style="list-style-type: none"> <li>▪ National reforms related to the fulfilment of the key priorities listed in the Accession Partnership are carried out by line institutions with substantial attention to the anticorruption measures, transparency and effectiveness as well as specific measures from the National Strategy for the Creation of an Enabling Environment for Civil Society Development.</li> <li>▪ The National Program for Protection and Promotion of Human Rights in Croatia is implemented by Government and monitoring reports are regularly drafted.</li> <li>▪ Increased commitment of the regional authorities to ensure integration of environmental protection and sustainable development into the implementation of relevant sectoral policies in line with the EU Sustainable</li> </ul>

<sup>12</sup> The term final beneficiaries in this context refers to the individual CSOs and networks that have been supported by the project grant schemes’ by means of grant contracts, including grant contractors and their partners.

			Development Strategy.
<b>Activities</b>	<b>Means</b>	<b>Specification of costs</b>	<b>Assumptions</b>
<p><b>Activity 1</b> Grant scheme 1: Enhancing the participation of the CSOs in monitoring of the implementation of the EU <i>Acquis</i>, in the field of fight against corruption and the overall transparency, openness and accountability of public administration bodies.</p> <p><b>Activity 2</b> Grant scheme 2: Strengthening capacities/roles of the CSOs related to the monitoring of the implementation of the comprehensive anti-discrimination strategy.</p> <p><b>Activity 3</b> Grant scheme 3 - Developing capacities of CSOs for systematic monitoring and advocacy of sustainable development policies and integrated approaches to waste and water management, transport, regional development, sustainable use of natural resources and environmental safety.</p>	<ul style="list-style-type: none"> <li>▪ Grant Scheme - 3 Open calls for proposals – grant contracts</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Grant Scheme 3.508.773 EUR</b></li> </ul>	<p>Calls for proposals launched and/or evaluation/budget clearing of grant applications carried out without substantial delays.</p> <p>Sustainable elements and lessons learned generated within the framework of the CARDS 2003-2004 and PHARE 2006 grant schemes in the field of civil society development are duly integrated.</p>

**ANNEX II - Amounts contracted and Disbursed per Quarter over the full duration of Programme**

<b>Contracted</b>	<b>1<sup>st</sup> Quarter</b>	<b>2<sup>nd</sup> Quarter</b>	<b>3<sup>rd</sup> Quarter (3Q 2009)</b>	<b>4th Quarter</b>	<b>5th Quarter</b>	<b>6th Quarter</b>	<b>7th Quarter</b>	<b>8th Quarter</b>	<b>9th Quarter</b>	<b>10th Quarter</b>	<b>11th Quarter</b>	<b>Cumulated</b>
Grant Scheme 1			1.169.591									1.169.591
Grant Scheme 2			1.169.591 1.150.000									1.169.591
Grant Scheme 3			1.169.591									1.169.591
<b>Cumulated</b>			3.508.773									3.508.773
<b>Disbursed</b>	<b>1<sup>st</sup> Quarter</b>	<b>2<sup>nd</sup> Quarter</b>	<b>3<sup>rd</sup> Quarter</b>	<b>4th Quarter (4Q 2009)</b>	<b>5th Quarter</b>	<b>6th Quarter</b>	<b>7th Quarter</b>	<b>8th Quarter (4Q 2010)</b>	<b>9th Quarter</b>	<b>10th Quarter</b>	<b>11th Quarter (3Q 2011)</b>	<b>Cumulated</b>
Grant Scheme 1				701.755				350.877			116.959	1.169.591
Grant Scheme .2				701.755				350.877			116.959	1.169.591
Grant scheme 3				701.755				350.877			116.959	1.169.591
<b>Cumulated</b>				2.105.265				1.052.631			350.877	3.508.773

### **ANNEX 3 - Description of Institutional Framework**

#### **The Implementing Agency:**

Government Office for the Cooperation with NGOs as a Project Implementation Unit (PIU) will be responsible for:

- Preparation of the key documents (Guidelines for Applicants, Call for Proposals),
- Organization of TA workshops for applicants and final beneficiaries,
- Participation in providing written answers to the applicants during the Call for Proposals,
- Establishing the Evaluation Committee in accordance with the Practical Guide, and providing a chairperson and secretary to the Committee,
- Participation in the Evaluation Committee as voting member(s),
- Baseline and end-of-project data collection related to sub-sectoral advocacy capacities and organizational capacities of final beneficiaries,
- Monitoring and control of the grant contracts, including on-site visits, TA to final beneficiaries, review of mid-term and final narrative reports,
- Preparation of the final project publication and wrap-up event.

#### **Supervision of the project:**

The Project Steering Committee (PSC) will undertake monitoring of the project at the strategic level. The SPO will act as a chairperson of the PSC. PSC will include the representatives of the following institutions:

The Contracting Authority (CFCA),  
The Government Office for Cooperation with NGOs.  
The EC Delegation in Croatia,  
The Council for Civil Society Development (member appointed by the Council),  
The Central Government Office for Administration,  
The Ministry of Justice,  
The Office for the Prevention of Corruption and Organised Crime (USKOK),  
The Ministry of Environmental Protection, Physical Planning and Construction,  
The Government Office for Human Rights,  
The Croatian Parliament, Committee on Human and National Minority Rights,  
The National Foundation for Civil Society Development.

#### **ANNEX 4 - Reference to laws, regulations and strategic documents:**

*Stabilisation and Association Agreement between the European Communities and their Member States and the Republic of Croatia* (2001/0149 (AVC)

*Civil Society Dialogue between the EU and Candidate Countries*. Communication from the Commission, COM (2005) 290. 29.6.2005.

*The Western Balkans on the Road to the EU: Consolidating Stability and Raising Prosperity*. Communication from the Commission. COM(2006) 27 final, 27.1.2006.

*Enlargement Strategy and Main Challenges 2007-2008*, Communication from the Commission to the European Parliament and the Council, COM(2007) 663 final, 6.11. 2007.

*Western Balkans: Enhancing the European Perspective*, Communication from the Commission to the European Parliament and the Council, COM(2008) 127 final, 5.3.2008.

*Annex Croatia 2007 accession partnership to the Council decision on the principles, priorities and conditions contained in the Accession Partnership with Croatia and repealing Decision 2006/145/EC (5122/08)* (quoted as Annex)

*Multi-annual Indicative Planning Document (MIPD) 2008-2010 for the Republic of Croatia*, The Central Office for Development Strategy and Coordination of EU funds, version of April 1, 2008, provided by CODEF

*National Program for the Integration of the Republic of Croatia into the European Union 2008*, GoC, available at [www.vlada.hr](http://www.vlada.hr)

*Strategic Development Framework for 2006-2013 of the Government of the Republic of Croatia*, available on the web site of the Central Office for Development Strategy and Coordination of EU funds [www.strategija.hr](http://www.strategija.hr)

*National Anti-Corruption Program 2006-2008*, GoC (OG 39/06)

*National Program for Human Rights 2008-2011*, GoC (OG 119/07)

*National Program of Gender Equality 2006-2010*, GoC (OG114/06)

*National Strategy for the Creation of an Enabling Environment for Civil Society Development 2006-2011*, GoC, published on the web site of the Government Office for cooperation with NGOs, [www.uzuvrh.hr](http://www.uzuvrh.hr)

*Opinion of the European Economic-Social Committee (EESC) on Croatia on the Road of Accession of October 24, 2007* (REX/237 - CESE 1468/2007 FR/HA/GW/mg)

## **ANNEX 5: Details per EU funded contract**

The project activities include three grant schemes:

**Grant scheme 1** - Financial support provided to CSOs, with the objective of enhancing the participation of the CSOs in monitoring of the implementation of the EU *Acquis*, in the field of fight against corruption and the overall transparency, openness and accountability of public administration bodies.

**Grant scheme 2** - Strengthening capacities/roles of the CSOs related to the monitoring of the implementation of the comprehensive anti-discrimination strategy.

**Grant scheme 3** - Developing capacities of CSOs for systematic monitoring and advocacy of sustainable development policies and integrated approaches to waste and water management, transport, regional development, sustainable use of natural resources and environmental safety.

The Project Implementation Unit of the Government Office for the Cooperation with NGOs will implement the three grant schemes by means of **an open call for proposals** for each scheme, administered in line with the EC PRAG and IPA implementing regulations.

Grant contracts with final beneficiaries (CSOs) will range in duration from **12 to 24 months**, while individual grant size will range from **50,000 EUR to 250,000 EUR**.