1. Basic Information

1.1. CRIS Number: 2003/005-026.09.03

1.2. Programme for Strengthening the Civil Society and Supporting NGOs in implementing environmental acquis.

1.3. Sector: Environment

1.4. Location: Estonia

2. Objectives

2.1. Overall Objective:
Increase the role of civil society in assisting implementing environmental policy.

2.2. Project Purpose:
NGO-s acting in the field of environmental protection are strengthened and able to participate in environmental projects and in joint activities both on national and EU level.

2.3. Accession partnership/ NPAA

2.3.1. Accession Partnership, 2001
The programme will address the priorities identified in the Accession Partnerships by strengthening the institutional capacity of NGOs/NPOs in sectors relevant to acquis implementation.

Environment:
- Complete transposition of the acquis, with particular emphasis on water quality and waste management
- Continue strengthening administrative capacity in particular at regional and local level
- Continue to integrate environmental protection requirements into the definition and implementation of all other sectoral policies with a view to promoting sustainable development.

The project is in accordance with the Regular Report on Estonia’s Progress Towards Accession 2002 (chapter 22 Environment). The report gives a conclusion stating that in order to complete preparations for membership, Estonia’s efforts need to focus on finalising transposition (air quality, nature protection and radiation protection) and strengthening overall administrative capacity. Estonia’s administrative capacity to implement the EC environmental acquis still requires close attention.

2.3.2. NPAA 2002-2003
The importance of NGOs is emphasised in NPAA (pg.18-19):
“The main target groups of the all-Estonian awareness projects to be carried out in the counties in 2002 are village societies, native place organisations, people’s learning organisations and other non-governmental (NGOs) that play an important role in local life. […] Regular project-based cooperation with local opinion makers and leaders is essential to reaching these important target groups.”
2.4. Contribution to National Development Plan\textsuperscript{1}:

The project may assist in the implementation of following measures of SPD:

- No. 5. Increasing social inclusion
- No. 14. Renovation and development of villages
- No. 16. Forestry
- No. 24 Development of local living environment
- No. 25 Increasing the competitiveness of regions
- No. 27 Development of environmental infrastructure

2.5. Cross Border Impact

- NA

3. Description

3.1 Background and justification:

3.1.1. Background

Accession to the European Union increases the pressure on Estonia’s government to solve environmental problems while developing its economy. Governments are not always able to undertake small local environmental projects. The key players in this development are non-governmental organizations (NGOs), established by and working for the public.

NGOs, as groups of local people, are aware of the issues and problems facing their own communities. Through their actions, they can solve local problems, and begin to address national problems, especially via co-operation. Efficiency in tackling local environmental problems at the level where they occur can be reached by supporting NGOs active in the environmental field. The important role of NGOs in environmental protection has also been repeatedly confirmed by the European Union, within the Environment for Europe Process and other regional initiatives.

There are 14,247 registered non-profit organisations in Estonia. Most of them have been established over the last ten years, since Estonia re-gained independence. NGOs are actively involved for example in social welfare, health care, education, culture, human rights and environmental protection. The number of NGOs active in the field of environment is well over two hundreds in Estonia. The majority of these NGOs is made of initiative groups consisting only of 2-10 active members and not having permanent staff. Platform of Estonian Environmental Organisations (Keskkonnaühenduste Koda) that unites 11 larger organisations has become a major consultation partner for the governmental institutions in environmental issues. NGOs are mentioned as actors in the National Environmental Action Plan and Single Programming Document.

3.1.2. Problem description and justification

In the framework of the survey “Trends in funding” (1998 Milieukontakt Oost-Europa, REC) real needs for supporting environmental NGOs is clearly demonstrated. 1,863 mail questionnaires were returned from 2,892 NGOs active in the environmental field in 14 CEE countries. This is a 62% response rate. Additionally 71 personal interviews were conducted with leaders of NGOs active in the environmental field from 9 CEE countries, to obtain more qualitative information about the state of CEE NGOs. The results of the analysis showed that there is still a strong necessity for financial as well as technical assistance support from international funding organisations. According to the data collected 20% of NGOs active in the environmental field in Estonia – one-in-five - fall into the

\textsuperscript{1} Estonian SPD was approved by the Government of Estonia on March 18\textsuperscript{th}, 2003
lowest category of annual budget (<500 EUR per year). Therefore, it is obvious that the transition process in Estonia is still progressing, and that NGOs still need support to attain a situation similar to that in many Western European countries. Still it can be observed that the majority of NGOs lack the funds and skills to participate in these processes on a level equal to their Western counterparts.

An additional outcome of previously mentioned research was the awareness of the NGOs that cooperation with others is a basis for more effective work. Notably 31% wished to work with western NGOs and 25% with neighbouring countries, but notably only 8% do so. Quite clearly there is a need and desire to work with other countries but organisations have difficulty to find contacts.

This project seeks to give assistance to the development of a strong civil society and protection of the environment at local as well as regional level. Secondly, this project aims to strengthen cooperative efforts between NGOs active in the environmental field and other stakeholders (local authorities, enterprises), which play a role in implementing the environmental acquis. The project consists of three parts – training for NGOs, grant scheme for the implementation of individual projects and project management to facilitate granting and training process.

3.2 Linked activities:

1) The Community action programme promoting non-governmental organisations primarily active in the field of environmental protection (2002/C 238/11) provides coverage of NGO operational costs on the basis of financial reports for two years. Small NGOs, which use voluntary work have small operational costs and cannot apply for this programme. NGOs need to apply in English. This limits access to this programme for a large number of Estonian and almost all rural NGOs. The aim of our project is to strengthen Estonian NGOs active in the environmental field and encourage the foundation of new NGOs. Therefore support will be provided also to small NGOs, and all project proposals will be accepted in the Estonian language. Another difference is that support will be provided to finance specific activities, not to cover operational costs.

2) PHARE Multi-Country programme "Developing the capacity of Environmental NGOs, through transfer of best practice from NGOs in the EU 15" is an instrument for large and experienced NGOs, which would like to strengthen already existing co-operation with EU NGOs. The application procedure is in English and Estonian NGOs would have to compete at EU level. Previous experience with co-operation grants under Phare Multi-Country programme is that there are only few applications from Estonia and only one or two contracts per tender. The PHARE Multi-Country Programme foresees only two contracts per country, which is definitely not sufficient for Estonia.

3) Phare CBC provides support to various activities in cross-border regions leaving out issues with local importance. Development related issues, like economic development, unemployment, culture are supported besides environmental issues. Minimal sum for project is 50 000 EUR and maximum 300 000 EUR. All application guidelines are in English and proposals are expected in English.

4) The Interreg programme is directed to co-operation between governments, and not targeted to NGOs. NGOs can be among subcontractors. Interreg will not be open for Estonian NGOs before accession.

Both CBC and Interreg aim to create long-lasting partnership between organizations, while in the training scheme of the present project, NGOs are encouraged to acquire specific experience and knowledge from NGOs or other institutions.

The previous discussion demonstrates that the present project does not overlap with the other mentioned programmes as it supports environmental activities of smaller and less experienced
NGOs. Applications should be accepted in Estonian. The present project will increase the capacity of the Estonian NGOs active in the environmental field to apply for EU funds.

Other grant schemes for NGOs

- **ACCESS 2000 – 0.9 MEUR (2002, 2003)**
  Special Programme for Strengthening the Civil Society and Preparing for Accession of the Ten Candidate Countries in Central and Eastern Europe, managed by the CFCU.

The currently running ACCESS 2000 programme relates to the adoption and implementation of the *acquis communautaire* in the following fields:

- environmental protection
- socio-economic development (such as promotion of workers’ rights and Social Dialogue; promotion of consumer interests and strengthening of associations representing co-operatives, mutuals and other organisations with a socio-economic role; promotion of advocacy in support of good social policy). Activities in the social sector, which aim at contributing to the social reintegration and/or to promote sustainable health and social support for marginalised groups of the population (such as members of minority groups, handicapped, elderly, homeless, street or abused children, illiterate, unemployed, victims of addictions, of AIDS, victims of cruelty, etc.).

Access focuses mainly on the activities in the social sector. Weak grass-root NGOs active in the environmental field are unable to compete in English language. Under the current project it is possible to write proposals also in Estonian.

- **ACCESS 2002 – 0.7 MEUR 30.11.2004 - 30.11.2005**
  Special Programme for Strengthening the Civil Society and preparing for Accession of Estonia (ACCESS 2002 Estonia), which is managed by the CFCU. The call for proposals will be launched in September 2003.

  Phare Access 2002 is targeted to NGOs in the social field. Environmental NGOs are excluded from this project.

**Other: Grants programme – NGO co-operation within and beyond CEE borders**

REC Estonia has implemented the grant program in Estonia since 1995. Grants were distributed to Estonian NGOs for solving environmental issues. Program has been donated by Phare Multi Country Programme in, Finland, Danish DANCEE, Italy, and Norway. The donation ends with Finnish support in the first quarter of 2003.

### 3.3. Results:

**3.3.1. Contract 1 – Technical Assistance for training**

NGOs acting in the field of environmental protection have the capacity to prepare and implement environmental projects, in particular with a view to Structural Funds.

**3.3.2. Contract 2 – Grant Scheme**

NGOs acting in the field of environmental protection and environmental stakeholders working together on nation-wide environmental issues are strengthened. At least 32 stakeholders will be involved. At least 5 training grants, and about 35 NGO’s projects that support implementation of environmental acquis planned and implemented. The final number of supported projects will depend on the proposals received.

**3.3.3. Contract 3 – Management of the grant scheme**

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2 For results and indicators see also Annex 1 Logical Framework Matrix.
Programme successfully implemented (10 trainings held, 40 projects evaluated, contracts concluded, projects monitored, programme final report submitted)

3.3.4. Contract 4 – Ex-post evaluation
In order to measure the achievement of the foreseen results an independent ex-post evaluation of the results of the project will be performed.

3.4. Activities:

3.4.1. Contract 1: Technical Assistance for training (Phare 170 000)

Training for NGO-s in environmental acquis and project preparation
The training is opened to all interested NGOs acting in the field of environmental protection. It is planned to hold 20 days of training with a minimum of 80 persons to be trained (10 two-days training courses).

3.4.1.1. Short-Term Expert I: Environmental policy (6 calendar months), Phare 60 000 EUR

Tasks:
• Prepare overview of EU environmental legislation and policy and the role of NGOs in its implementation
• Analyse the current involvement of NGOs in Estonia in the implementation of environmental policy
• Identification of all existing NGOs active in the environmental field
• Identification of gaps and recommendations to improve the involvement of NGOs
• Preparing the guidelines on best practice samples of NGO involvement in implementation environmental acquis
• Participate in preparing the content of training for NGOs, based on the gap analysis
• Providing training to NGOs on the following issues (10 days):
  - Environmental acquis (EU environmental directives and Estonian environmental legislation) to guarantee that the projects will be planned according to new environmental acts.
  - NGOs possibilities to work on EU environmental directives (training on EU environmental acquis and NGO roles in support for implementation of directives and critical review of EU policies)
  - Best practice examples of NGO involvement in projects on EU environmental directives
  - Practical recommendations to increase NGOs involvement in implementation of environmental policy
• Providing relevant training materials
• Consulting NGOs to work on EU environmental acquis
• Consulting NGOs in project preparation.
• Ensure sustainability of training provided through training of trainers and ensuring long-term delivery of training through local actors

Profile of Short-Term Expert I:
• good English (oral and written)
• long-term experience with environmental projects in NGO sector from EU Member State
• good knowledge of transposition and implementation of EU environment related directives
• 10 years practical experience with NGO projects on environmental EU directives
3.4.1.2 Short-Term Expert II: Project management (6 calendar months), Phare 60 000 EUR

Is needed for enhancing co-operation of Estonian NGOs with other countries

Tasks:
• Facilitating project partnerships and funds for Estonian and international NGOs (organizes NGOs meetings)
• Identification of partnerships between NGOs of several Member States in the environmental field
• Providing training to NGOs regarding the following issues\(^3\) (10 days):
  ○ Sustainable management of NGOs
  ○ Existing partnerships between NGOs of Member States
  ○ Existence of NGOs platforms at EU level and way to join them
  ○ Possibilities for searching international partners for projects
  ○ Best practice examples for NGO cooperation projects
  ○ Funding possibilities for NGOs from EU structural and other funds
Providing relevant training materials
• Project Cycle Management (PCM)
• Suggesting project ideas for NGOs for better implementation of Environmental Acquis
• Assessment of Environmental NGOs needs in Estonia
• Providing an overview of funding possibilities for NGOs in the environmental area
• Creation of project pipeline for NGOs in the environmental area for submission to EU and other international environmental programmes.

Profile of Short-Term Expert II:
• Good English (oral and written)
• Long-term experience with environmental projects and policy in NGO sector from EU Member States
• Good knowledge of EU environmental programmes and structural funds
• Experienced trainer
• 10 years practical experience with co-operative NGO projects in EU or wider

3.4.1.2. TA support (reimbursables) (50 000 EUR)
• Rent of training facilities
• Preparation of training materials
• Preparation of Manual
• Translation and interpretation for training and materials (not for legal acts)
• Local support
• Local travel costs

3.4.2. Contract 2 - Grant Scheme for NGOs acting in the field of environmental protection (Phare 337 500 EUR; Estonia 112 500 EUR)

\(^3\) In addition the grants receivers of previous calls introduce their projects to new applicants as best project samples. Training is planned to be conducted by technical assistance and local experts. Training is announced in public newspapers and additionally in the Bulletin of REC Estonia, which is sent free of charge to 400 addresses (there are approximately 200 NOG-s acting in the field of environmental protection), on the public internet web page, and through commonly used e-mail lists (e.g. NGO-list, Loodusaeg – e-mail list for all interested parties in the field of nature protection).
The objective of the Grant Scheme is to support NGOs in carrying out environmental projects on local, national and international levels. This will be done through a competitive granting programme that will strengthen their capacity to carry out their projects on environmental issues.

- **Environmental projects Grant scheme, including training – (5000 - 50 000 EUR)**

**a) Eligible themes**

The Programme will support projects within the following areas of activity:


- Participation in local or EU level environmental training, fellowship or internship activities of other organisations, seminars, conferences and other environmental training related possibilities in the CEE, NIS and EU region. Obtaining a degree from universities will not be supported.

- Activities must take place in one or more of the following countries: Estonia and EU Member States and/or countries eligible for Phare programme

**b) Type of activities**

Each project should provide at least the two following components:

1. Activity related component: concrete actions implemented for the benefit of the sector or target group for proposed themes;

2. Capacity related component: training activities targeted at the beneficiary NGO’s staff (environmental expertise, management, fund-raising etc.) in order to ensure expertise and sustainability of the organisation. Applicants should clearly demonstrate the positive organisational impact of the projects and their sustainability (see also annex 4).

**c) Project selection**

The selection among eligible grant recipients will be based on the following criteria:


2. How the participation of the applicant to the activity promotes the programme objectives or strengthens the NGO capacity;

3. How the NGO intends to disseminate/ apply the knowledge gained.

4. The explanation of the sustainability of the proposed activities financed.

**d) Eligible beneficiaries:**

The grant scheme is open for non-governmental and non-profit organisations active in the environmental field as set out below.

Applicants must comply with the following conditions in order to be eligible for a grant:

- NGOs officially registered and run in Estonia (to present the abstract from NGO register)

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4 The technical criteria for selection of projects will be elaborated in the Guidelines for applicants (calls for Proposals)
The NGOs may be either private or public sector organisations provided that they are of decentralised character. Local and regional authorities (e.g. municipalities, city councils, regional councils) and local and regional development agencies may be involved as partners and/or co-financiers in projects but may not apply as lead applicants.

- Environment should be mentioned in the statute of project applicant as one activity field
- be non-governmental organisations, which are expected to have the following characteristics.
  a. NGOs are not created to generate personal profit. Although they may have paid employees and engage in revenue-generating activities they do not distribute profits or surpluses to members or management;
  b. NGOs are voluntary. This means that they are formed voluntarily and that there is usually an element of voluntary participation in the organization;
  c. NGOs are distinguished from informal or ad hoc groups by having some degree of formal or institutional existence. Usually, NGOs have formal statutes or other governing document setting out their mission, objectives and scope. They are accountable to their members and donors;
  d. NGOs are formally independent, in particular of government and other public authorities and of political or commercial organizations;
  e. NGOs are not self-serving in aims and related values. Their aim is to act in the public arena at large, on concerns and issues related to the well being of people, specific groups of people or society as a whole.
- be directly responsible for the preparation and management of the project, not acting as an intermediary;
- have stable and sufficient sources of finance to ensure the continuity of their organisation throughout the project and, if necessary, to play a part in financing it;
- be able to demonstrate their capacity to manage activity corresponding with the size of the project for which a grant is requested.
- NGOs should declare that they are not receiving other forms of support from EU, therefore NGOs already receiving support would be excluded from eligibility
- The support from this project cannot exceed 70% of the NGO annual budget.
- Commerce, business association and other similar organisation are excluded from the scope of this project.

During the preparation of the current project proposal negotiations with relevant NGOs (active in the field of environmental protection) took place. The NGOs are supporting the current project and find it necessary to facilitate their role in society (promotion of environmental awareness).

3.4.3. Contract 3 - management of the Grant Scheme (Estonia 37 500 EUR)

Required inputs:
1) The project management for 36 calendar months (A full-time Project manager will be selected through public tender)
2) Local experts of Evaluation Committee (total of 120 calendar-days)

Tasks:
- Overall supervision and co-ordination of project activities
- Preparing the guidelines for applicants for the grant scheme and other document forms
- Preparing a project pipeline for the grant scheme
- Developing contacts with foreign experts for trainings
- Developing contacts with international NGOs
- Organising the training for NGOs
- Daily implementation of the project
- Consulting NGOs on project preparation
- Organisation of project calls, Evaluation Committee meetings
Monitoring the projects implementation
Preparation of final Report

Profile:
- working experience in an environmental section administration
- long-term working experience in NGO sector
- good knowledge of transposition and implementation of EU environment related directives
- educated and/or experienced in the field of management and organisation of environment management programs.

3.4.4. Contract 4 - Ex-post Evaluation (Phare 10 000 EUR)

Ex-post evaluation of the Contract 1 and Contract 2 results. In order to measure the achievements of the foreseen results an independent ex-post evaluation of the results of the project will be performed.

3.5. Lessons learned:

Phare Access Programme (ES0002)

No OMAS assessments have been conducted in the field. The results from previous Access programmes are not available yet.

From the experience of on-going Access programmes it has to be outlined that the preliminary steps for preparing the grants implementation is extremely important in terms of time limits for the project.

As application rounds of previous Access projects as well as of other national programmes have shown: in order to improve the quality of project applications there is a need for organising information meetings in order to inform the potential applicants about programme content, management and financial issues. MoSA will organise such meetings covering Estonian regions and targeted to the potential applicants for the current project.

Considering the experience of Ministry of the Environment it is highly recommended to monitor the project progress monthly. This allows avoiding some problems and also it gives better opportunity to find optimal solutions in time if the problems occur. During the project design relevance, efficiency, effectiveness, impact and sustainability were the key criteria’s followed, especially considering the overall objective and purpose. If there is necessary to change the activities during the preparatory phase the overall objective and project purpose should not suffer.

4. Institutional Framework

The programme will be managed by the Ministry of Environment (MoE) which is responsible for the environmental sector development in Estonia. The Strategy and Investment Department is foreseen as the primary contact point for this project. EIC will act as financing agent providing national co-financing to the project.

5. Detailed Budget

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<tr>
<th>Phare Support</th>
<th>Support Institution</th>
<th>Total Phare National (=I+IB)</th>
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**National co-financing will be** 150 000 EUR from the budget line of Environmental Investment Centre (EIC). In addition, NGOs will ensure 50 000 € self financing for projects.

The amounts of co-financing indicated in the budget correspond to cash co-financing. In addition, in-kind contributions from the Estonian administration may be provided for a good implementation of the project.

The co-financing of expenses will be monitored by the beneficiary and the NAO. For the earmarked co-finance, a clear and verifiable set of costs will be provided. The beneficiary will define which budget lines are the source for co-finance. Flow and stock data on co-finance will be submitted quarterly for Steering Committee, twice a year to the Sector Monitoring Working Group.

The beneficiary together with the NAO commits to sound financial management and financial control.

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| Contract 1 – Technical Assistance | 170 000 | 170 000 | 170 000 |
| STE I for 6 months                | 60 000  | 60 000  | 60 000  |
| STE II for 6 months               | 60 000  | 60 000  | 60 000  |
| Other costs (seminar materials, translations, transportation, etc) | 50 000  | 50 000  | 50 000  |
| **Contract 2 – Grant Scheme**     | 337 500 | 337 500 | 112 500 | 450 000 |
| Grants                            | 337 500 | 337 500 | 112 500 (EIC) | 450 000 |
| **Contract 3 - Management of the Grant Scheme** (Project administration, local experts, etc.) | 37 500 (EIC) | 37 500 |
| **Contract 4 – Ex-post Evaluation** | 10 000 | 10 000 | 10 000 |
| **Total**                         | 517 500 | 517 500 | 150 000 | 667 500 |
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6. Implementation Arrangements

The following implementing arrangements are indicative. An updated scheme reflecting new developments and decisions in the light of EDIS will be submitted to the ex-ante control of the EC delegation, together with the call for proposal documents, before the contracts are signed.

The implementing Agency is the CFCU of the Ministry of Finance, it will be responsible for tendering, contracting and payments to the beneficiaries. Implementation contract between Ministry of Finance and Ministry of Environment (MoE) will be concluded for the advisory and supervisory services in order to ensure tendering and reporting to EC.
For project everyday implementation the Ministry of Environment will hire a separate full-time Project Manager (under Contract 3 – covered from national co-financing). The Project Manager will be employed according to the Estonian legislation (open tender). The role of the PM is more detailed below. The overall grant scheme structure is as follows:

Minimum grant size: 5000 €
Maximum grant size: 50,000 €
The grants will be paid out as following:
80% of the grant at starting of the project;
20% after approval of the final project report.
4 calls for proposals are planned to be conducted in 2 years\(^5\).

Approval of the project applications will be the following:
- the Evaluation Committee will arrange eligibility and administrative evaluation of the project proposals Consequently, the technical and financial evaluation will be done by Evaluation Committee (consisting of experts and observed by the representatives of CFCU and EC Delegation) the CFCU will send the evaluation report of the projects applications to the EC Delegation for ex ante control;
- the CFCU will conclude the contracts with selected project applicants.

An evaluation of the quality of proposals, including the proposed budget, will be carried out in accordance with the evaluation criteria contained in the Evaluation Grid reproduced on the Guidelines. The evaluation criteria are divided into sections and subsections. They include criteria such as relevance and impact; effectiveness of funds utilisation and estimated rate of return; sustainability; link to national strategies; implementation capacities, etc. Priority will be given to applications, which have obtained the highest scores.

The operational manual will be set up at the beginning of the project. Detailed description of granting procedure is included in Annex 4.

6.1.1 Project selection, evaluation and control of the grant scheme applicants

a) Project selection

The project selection will strictly follow the procedures described in PRAG section 6 “Grants”. For the evaluation of the projects an Evaluation Committee will be established by MoE and approved by the Ministry of Finance and EC Delegation in Estonia. After checking the technical and financial compliance of the applications the Evaluation Committee will make a financing proposal to the PO who will in its turn ask approval from PAO. The EC Delegation will endorse PAO decision. The CFCU will contract the beneficiaries and make payments for implementing the project.

b) Evaluation process

The Projects of NGOs will be evaluated by independent Evaluation Committee. The Evaluation Committee members will be selected for each call, consisting of 5 independent environmental experts in the specific issues specified in proposals, to ensure quality projects. The composition of

\(^5\)Before each call for proposals information days will be arranged where all interested NGOs can participate and bring their concept paper to have some consultation. However the information days are strictly separated from the project selection process.
the Evaluation Committee will be selected from different stakeholder groups: Ministry of the Environment, environmental journalist, NGO, municipality or some other relevant institutions. The evaluation process starts with the receipt of the proposals and ends with the approval by Delegation of the European Commission of PAO’s decision to award grants to the selected applicants. The names of the applicants who submitted proposals within the stipulated deadline and those who submitted their applications after the stipulated deadline will be announced. Each proposal will be evaluated by the members of the Evaluation Committee, if assessors carry out the assessment, the recommendations must be presented to the Evaluation Committee in writing. The average of the grades obtained from the grids filled in by the evaluators will be calculated. According to the results of the evaluation, the Evaluation Committee draws up its recommendations, prepares the Evaluation Report and submits it for approval to MoE/PO. The MoE/PO checks whether the procedure followed by the Evaluation Committee has been correct and submits the results to the Ministry of Finance for approval. The evaluation report will be approved by the Ministry of Finance (CFCU) who will submit the evaluation report together with the applications to the Delegation of the European Commission for endorsement.

c) Preparation of the contracts

In principle the Model of Standard Grant Contract will be provided to the Guidelines for applicants. The CFCU prepares the grant contracts and submits to the PAO for approval. After giving the approval to the grant contracts PAO/CFCU submits the contracts signed by him to the EC Delegation for endorsement. Following the endorsement of the contracts by ECD, the grant contracts will be signed by the beneficiaries. The CFCU provides the information regarding the contract awards.

d) Financial management of the grant schemes

This part refers to the management of the grant scheme from the point of view of the Contracting Authority (CFCU) regarding the contractual aspects and from the point of view of the Project Manager regarding the management aspects.

MoE is responsible for earmarking the co-financing funds for the Grant Scheme from the EIC budget. EIC transfers the co-financing funds to the account in National Fund in MoF opened for the project according to the request of transfer authorised by PO in accordance with the contract between MoE, CFCU and Project Manager; There are separated accounts for the project in the National Fund; The beneficiary undertakes to co-finance the grant and should open a separate account for Phare funds; The beneficiary submits the request for payments to Project Manager for approval; PO sends the requests for payments to PAO/CFCU for approval; CFCU applies for transferring the Phare and co-financing funds into sub-accounts of the project in the National Fund; Payments to the beneficiaries are made from the sub-accounts; In order to obtain the interim payments the beneficiary is obliged to present the report with actual expenditure and the activity plan for the following period together with the request for interim payment. The report should include the actual and planned expenditure from the additional financing undertaken by the beneficiary; In case of approval of the report and request for payment the CFCU transfers the interim payment into the beneficiary’s account. In case of approval of the final report by Project Manager, PO, PAO/CFCU, the CFCU transfers the balance into the beneficiary’s account. CFCU provides the Project Manager with the information regarding the balance of Phare and co-financing funds and regarding the payments made to the beneficiaries.
c) Control and reporting

The reporting process is carried out at different levels:
Each individual project has to provide regular financial and progress reports and submit them to Project Manager, which is responsible for preparing a calendar and standard formats for reporting;
Project Manager compiles comprehensive quarterly progress reports and submits them to the Steering Committee for approval and to PAO for information.

f) Project level control:

Beneficiaries control their own project, their team and their sub-contractors.
PM controls and monitors progress and planning of individual projects and of the Programme (on scheme and fiche level).
MoE/PO/Steering Committee control the whole project progress and planning and take all strategic decisions of the project;
The final report of each single project under the grant scheme is to be approved by the PAO/CFCU.

The PAO keeps full legal responsibility for selection and implementation of individual projects.

6.1.2 Division of implementation functions

a) PAO/Central Financing and Contracting Unit
The PAO shall be responsible for the operations of the administrative Implementing Agency (CFCU) and in particular for the sound, administrative, financial and technical management of the project to be implemented by IA, including respect of tendering and contracting procedures and monitoring of project implementation.

Responsibilities of PAO/CFCU:
Approval of the Guidelines of the grant schemes prepared by MoE and Project Manager and submission to the ECD for endorsement;
Approval of the composition of the Evaluation Committee and submission to the ECD for endorsement;
Observation of the evaluation procedures of the grant applications;
Approval of the evaluation report and submission to the ECD for endorsement;
Preparation of the grant contracts and submission to the ECD for endorsement;
Launching Call for Proposals, information and publicity;
Conclusion of the grant contracts with beneficiaries;
Control and approval of the requests of payments;
Making payments to the beneficiaries;
Approval and control of sub-tendering and sub-contracting and submission of documents to the ECD for information;
Approval of reports from the beneficiaries and submission them to the ECD for information and comments.

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b) The Ministry of Environment / Programme Officer (PO)
The primary function of PO is to ensure technical implementation and supervision of the project.

The Ministry of Environment is responsible for steering and monitoring of the project, maintaining regular contacts with PAO/CFCU and providing logistical support for Steering Committee. The Ministry is directly responsible for achieving the project purpose and contributing to the achievement of overall objectives.

Responsibilities of PO/MoE:
• Organizing tender for selecting and contracting Project Manager
• Formation of the Evaluation Committee
• Ensuring the preparation of Guidelines for applicants (the strategic objectives, eligibility, detailed selection criteria, application form etc.)
• Project selection (namely the compliance with the eligibility and selection criteria)
• Monitoring of progress of the project (meeting the objectives of the project) and planning of corrective management actions in its capacity

The MoE will set up the Steering Committee (SC) with PO as a chairman. The Committee is an inter-institutional body that composed of the representatives of ECD, Ministry of Finance, Ministry of Environment, Project Manager and associations of NGOs. The Steering Committee reviews, comments on and approves the reports and work plans of the project, discusses and authorises changes in project implementation plan and resource allocation. For contract 3 the Steering Committee will receive regular information on the activities undertaken under national co-financing.

In order to ensure the visibility of selection and implementation procedures the SC will approve following documents:
• Guidelines for applicants (incl. selection criteria, evaluation grid, principles for co-financing)
• Quarterly work plans and reports of Project Manager
• ToR for ex-post evaluation (contract 4)

The Strategy and Investment Department of the MoE is responsible for the project on working level.

Programming Officer:
Name: Mr Allan Gromov
Title: Deputy Secretary General on International Co-operation
c) **Project Manager (PM)**

Project Manager will be hired by the Ministry of the Environment for 3 years. Contracting will be according to the Estonian legislation. An open tender will be arranged by PO to find appropriate person.

**Responsibilities of PM:**
Preparation of the guidelines for applicants (namely the procedure and templates for proper application and implementation);
Grant scheme management;
Information and publicity about the Call for Proposals;
Providing technical assistance for the potential project beneficiaries (incl. dissemination of information and project preparation support);
Preparing the standard formats and calendar for reporting of beneficiaries;
Submitting the composition of the Evaluation Committee to the PO for approval;
Organising the project Evaluation Committee meetings;
Examination of the Evaluation Report and submitting to the PO for approval;
Correspondence to applicants (incl. rejection letters, letters to successful applicants etc.);
Advise the beneficiaries in sub-tendering procedures and documents within the grant contracts;
Follow up of the progress and planning of individual projects;
Conducting the general control of the implementation of the grant contracts, approval of single project reports;
Submitting request of payments of beneficiaries to PO for approval;
Examination of the sub-tender documents of the grant contract, submission to the PO for approval;
Regular reporting to PO and Steering Committee.


d) **Beneficiaries:**

The beneficiaries (NGOs) are responsible for the implementation of the single projects according to the conditions provided in the Grant Contract and its annexes.

The beneficiaries will present the CVs of key staff involved in the project and describe the methodology of project in the Application Form of the project. They also should present their experience from previous projects. All these categories will be evaluated as indicators of capacity of applicants.

**Responsibilities of Beneficiaries:**
Implementation of the project according to the grant contract and its annexes;
Management of the grant funds allocated within the grant contract;
Preparing the sub-tender documents and evaluation of the offers;
Sub-contracting
Control of the sub-contractors;
Regular quarterly reporting to Project Manager /PO (progress and financial report);
Submitting the invoices and request of payments to Project Manager /PO for approval;
Responsibility for transparent accounting of the project;
Following the guidelines for publicity.

6.2. Twinning:
N.A.

6.3. Non-standard aspects:
The Practical Guide will be strictly followed.

6.4. Contracts:
6.4.1. Contract 1 – Technical Assistance for training (Phare 170 000)
6.4.2. Contract 2 – Grant Scheme (Phare 337 500, Estonia 112 500)
6.4.3. Contract 3 – Management of the Grant Scheme (Estonia 37 500)
6.4.4. Contract 4 – Ex-post Evaluation (Phare 10 000)

7. Implementation Schedule
7.1. Tendering will start in January 2004
January 2004
7.2. Start of project activity
April 2004
7.3. Project Completion
April 2006

8. Equal Opportunity
• Equal opportunity for men and women to participate in the project will be guaranteed
and measured by recording the experts and consultants employed. Equal opportunity
will be ensured by the Steering Committee during the implementation of the project.
The Estonian laws and regulations and ratified international conventions concerning
the equal opportunities for women, men and minorities will strictly be followed.

9. Environment
• The environmental benefits or reduction of environmental pollution are not directly
measurable in all the aspects of the project since the nature of the project is to assure
environmental protection on a long-term basis by developing civil society. Part of the
Project Manager reporting requirements requires the NGOs to measure quantitatively
their results. These criteria are very important for the evaluation of the NGO reports.
In this way we assure that the amount of prevented pollution, number of saved
species, number of people participating etc will be reported by the end of the project
based on the NGO activities results.

10. Rates of return
• The project does not bring direct economic rate of return. The project is addressed to
solve and prevent environmental problems.

11. Investment criteria
N.A.

12. Conditionality and sequencing

Conditionalities:
- The Technical Implementing Unit (Project manager) is selected by PO before actual start of the project by open tender

- Following the outcome of the implementing agencies assessment undertaken by the EC Delegation on the basis of the Phare programming guide 2003, the implementation of the grant scheme for structural funds is conditional upon evidence that the recommendations of such an assessment have been addressed.

    Sequencing:
    For detailed project sequencing please see annex 4.

**ANNEXES TO PROJECT FICHE**

1. Logical framework matrix in standard format (compulsory)
2. Detailed implementation chart (compulsory)
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period) (compulsory)
4. Description of granting procedure
### LOGFRAME PLANNING MATRIX FOR

**Project**

Programme for Strengthening the Civil Society and preparing for Accession of Estonia by Supporting NGOs in implementing environmental acquis

<table>
<thead>
<tr>
<th>Programme name and number</th>
<th>Contracting period expires:</th>
<th>Disbursement period expires:</th>
<th>Total budget:</th>
<th>Phare budget:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>30.11.2005</td>
<td>30.11.2006</td>
<td>667 500 EUR</td>
<td>517 500 EUR</td>
</tr>
</tbody>
</table>

#### Overall objective

- Increase the role of civil society in assisting implementing environmental policy

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>NGO representatives participate in all major decision-making process in environmental issues</td>
<td>Explanatory notes of laws, EU evaluation reports</td>
</tr>
</tbody>
</table>

#### Project purpose

NGO-s acting in the field of environmental protection are strengthened and able to participate in environmental projects and joint activities both on national and EU level.

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>at least 40 NGOs experienced in implementing EU environmental acquis</td>
<td>project reports</td>
</tr>
</tbody>
</table>

#### Results

**Contract 1 – Technical Assistance for training**

NGOs acting in the field of environmental protection have the capacity to prepare and implement environmental projects, in particular with a view to Structural Funds.

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1. At least 80 persons trained</td>
<td>Registry sheets of trainings, Grantees final reports, Summary tables of awarded grants</td>
<td>Experts Evaluation committee available, Funding received in time, The stakeholders are willing to cooperate</td>
</tr>
</tbody>
</table>
### Contract 2 – Grant Scheme

2.1. NGOs and environmental stakeholders working together on nation-wide environmental issues. 

2.2. At least 32 project stakeholders involved 

2.3. NGO’s projects that support implementation of environmental acquis planned and implemented

### Contract 3 – Management of the grant scheme

3.1. Programme successfully implemented 

3.2. At least 5 environmental training, and 35 national or local projects supported

### Contract 4 – Ex-post evaluation

<table>
<thead>
<tr>
<th>Activities</th>
<th>Cost</th>
<th>EUR</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 Ex-post evaluation carried out</td>
<td>Phare</td>
<td>Estonia</td>
<td>•</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Cost</th>
<th>EUR</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>
### Contract 1 – NGO training

#### 3.4.1.1 Short-Term Expert I: Environmental policy

**Tasks:**
- Prepare overview of EU environmental legislation and policy and the role of NGOs in its implementation
- Analyse the current involvement of NGOs in Estonia in the implementation of environmental policy
- Identification of all existing NGOs active in the environmental field
- Identification of gaps and recommendations to improve the involvement of NGOs
- Preparing the guidelines on best practice samples of NGO involvement in implementation environmental acquis
- Participate in preparing the content of training for NGOs, based on the gap analysis
- Providing training to NGOs on the following issues (10 days):  
  - Environmental acquis (EU environmental directives and Estonian environmental legislation) to guarantee that the projects will be planned according to new environmental acts.  
  - NGOs possibilities to work on EU environmental directives (training on EU environmental acquis and NGO roles in support

### Service contract

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>170 000</th>
<th>NGOs are interested</th>
</tr>
</thead>
</table>

---

#### 1.1.2 Short-Term Expert II: Project management
(for implementation of directives and critical review of EU policies)

- Best practice examples of NGO involvement in projects on EU environmental directives
- Practical recommendations to increase NGOs involvement in implementation of environmental policy
  - Providing relevant training materials
  - Consulting NGOs to work on EU environmental acquis
  - Consulting NGOs in project preparation.
  - Ensure sustainability of training provided through training of trainers and ensuring long-term delivery of training through local actors

3.4.1.2 Short-Term Expert II: Project management

Tasks:
- Facilitating project partnerships and funds for Estonian and international NGOs (organizes NGOs meetings)
- Identification of partnerships between NGOs of several Member States in the environmental field
- Providing training to NGOs regarding the following issues\(^6\) (10 days):
  - Sustainable management of NGOs
  - Existing partnerships between NGOs

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\(^6\) In addition the grants receivers of previous calls introduce their projects to new applicants as best project samples. Training is planned to be conducted by technical assistance and local experts. Training is announced in public newspapers and additionally in the Bulletin of REC Estonia, which is sent free of charge to 400 addresses (there are approximately 200 NOG-s acting in the field of environmental protection), on the public internet web page, and through commonly used e-mail lists (e.g. NGO-list, Loodusaeg – e-mail list for all interested parties in the field of nature protection).
of Member States
- Existence of NGOs platforms at EU level and way to join them
- Possibilities for searching international partners for projects
- Best practice examples for NGO cooperation projects
- Funding possibilities for NGOs from EU structural and other funds
- Providing relevant training materials

- Project Cycle Management (PCM)
- Suggesting project ideas for NGOs for better implementation of Environmental Acquis
- Assessment of Environmental NGOs needs in Estonia
  - Providing an overview of funding possibilities for NGOs in the environmental area
  - Creation of project pipeline for NGOs in the environmental area for submission to EU and other international environmental programmes

**Contract 2 - Grant Scheme**
Environmental projects Grant scheme, including training – (5000 - 50 000 EUR)

**Contract 3 - Management of the Grant Scheme**

3.1. Project Management of PIU
- Overall supervision and co-ordination of project activities
- Preparing the guidelines for applicants for the grant
- Preparing a project pipeline for the grant scheme
- Developing contacts with foreign experts for trainings
- Developing contacts with international NGOs
- Organising the training for NGOs
- Daily implementation of the project
- Consulting NGOs on project preparation
- Organisation of project calls, Evaluation Committee meetings
- Monitoring the projects implementation
- Preparation of final Report

**Contract 4 – Ex-post Evaluation**

<table>
<thead>
<tr>
<th>Service Contract for ex-post evaluation</th>
<th>10 000</th>
</tr>
</thead>
</table>

| Total 517 500 EUR | Total 150 000 EUR |

**Preconditions**

- PM hired before implementation of the grant scheme
### TIME IMPLEMENTATION CHART

**Project No:**
**Project Title:** Supporting NGOs in implementing environmental acquis

<table>
<thead>
<tr>
<th>Contract 1 – TA</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>J F</td>
<td>M A</td>
<td>M J</td>
<td>J A</td>
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<td></td>
<td>I I</td>
<td>I I</td>
<td>I I</td>
<td>I I</td>
</tr>
<tr>
<td>Contract 2 – Grant Scheme</td>
<td>T T T T</td>
<td>C C I I I</td>
<td>I I I</td>
<td>I I I I I I I I I I I I I I I I I I I I I I I I I I I I I I I I I</td>
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<tr>
<td>Contract 3 – Project Management</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Contract 4 – Ex-ante Evaluation</td>
<td></td>
<td></td>
<td></td>
<td>T C I</td>
</tr>
</tbody>
</table>

### CUMULATIVE CONTRACTING SCHEDULE

**Project No:**
**Project Title:** Supporting NGOs in implementing environmental acquis

<table>
<thead>
<tr>
<th>Contract 1 – TA</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>31.01</td>
<td>31.03</td>
<td>30.06</td>
<td>30.09</td>
</tr>
<tr>
<td></td>
<td>170 000</td>
<td>170 000</td>
<td>170 000</td>
<td>170 000</td>
</tr>
<tr>
<td>Contract 2 – Grant Scheme</td>
<td>100 000</td>
<td>100 000</td>
<td>220 000</td>
<td>220 000</td>
</tr>
<tr>
<td>Contract 4 – Ex-ante Evaluation</td>
<td></td>
<td></td>
<td></td>
<td>10 000</td>
</tr>
<tr>
<td>TOTAL</td>
<td>170 000</td>
<td>270 000</td>
<td>270 000</td>
<td>290 000</td>
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</tbody>
</table>
CUMULATIVE DISBURSEMENT SCHEDULE

Project No:

Project Title: Supporting NGOs in implementing environmental acquis

<table>
<thead>
<tr>
<th></th>
<th>2004</th>
<th></th>
<th>2005</th>
<th></th>
<th>2006</th>
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</tr>
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<tr>
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<td>31.01</td>
<td>31.03</td>
<td>30.06</td>
<td>30.09</td>
<td>31.12</td>
<td>31.03</td>
</tr>
<tr>
<td>Contract 1 – TA</td>
<td>70 000</td>
<td>150 000</td>
<td>170 000</td>
<td>170 000</td>
<td>170 000</td>
<td>170 000</td>
</tr>
<tr>
<td>Contract 2 – Grant Scheme</td>
<td>50 000</td>
<td>50 000</td>
<td>100 000</td>
<td>150 000</td>
<td>200 000</td>
<td>250 000</td>
</tr>
<tr>
<td>Contract 4 – Ex-ante Evaluation</td>
<td>10 000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>70 000</td>
<td>220 000</td>
<td>220 000</td>
<td>270 000</td>
<td>320 000</td>
<td>370 000</td>
</tr>
</tbody>
</table>
DESCRIPTION OF GRANTING PROCEDURE

I. - Preparation & Briefing
Design and preparation of guidelines, document forms and training.

II. - Announcement Calls for Projects
Announcement of calls
Guidelines, Schedule of grants calls will be mounted on web page. Calls for proposals are put into public newspaper, REC Estonia bulletins and at least two NGOs e-mail lists.

Answer queries
Project manager answer enquiries from NGOs

NGO training
One or two-day training will be held for NGOs.

Results: NGOs capacity to prepare and implement environmental projects in the view of Structural Funds improved

Activity 1.1. NGO training

Activity 1.2. Implementation of the Grant Scheme

III. - Project Decision-making
Collection of proposals
NGO proposals are collected, copied and assigned a number. Details are kept in the Grants Management Systems of Project manager

Answering applicants and Clarifications
Any clarifications of grants are performed by a pre-screening

Prepare Evaluation Committee meeting
The Evaluation Committee is identified and approved.

EVALUATION COMMITTEE meeting
EVALUATION COMMITTEE meeting takes place (after the
grants deadline) for opening session and administrative and technical checks. Decisions are made as to best allocation of grants funds.

### IV. - Announcing Awarded Grants

<table>
<thead>
<tr>
<th>Description</th>
<th>Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finalise EVALUATION COMMITTEE minutes</td>
<td>EVALUATION COMMITTEE minutes are prepared and signed, they show the official decision on the grants</td>
</tr>
<tr>
<td>Preparing Award Agreements</td>
<td>Award Agreements (contracts) for the successful applicants are prepared. Finance prepare the centralised Grants liability accounts.</td>
</tr>
<tr>
<td>Announce applicants the EVALUATION COMMITTEE decision</td>
<td>Decision of the EVALUATION COMMITTEE are prepared and sent to applicants. The selected NGO proposals are notified along with any changes or conditions from the Evaluation Team.</td>
</tr>
<tr>
<td>Public Announcement of awards</td>
<td>Awards are announced in Website for public openness and awareness purposes.</td>
</tr>
</tbody>
</table>

### V. Winners meeting

<table>
<thead>
<tr>
<th>Description</th>
<th>Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Winners meeting prepared</td>
<td>Meeting arrangements are made in connection to NGO training. Grantees are invited to speak about their projects</td>
</tr>
<tr>
<td>Winners Meeting held</td>
<td>Meeting takes place where NGOs leaders present their projects and they will be trained in project reporting and financial issues. Award Agreements are signed.</td>
</tr>
</tbody>
</table>

### VI. - Awarding Procedure
Awarding finalised

Grantees sign agreements and return them.

Transfer

Funds transferred (1st instalment up to 80%) to awarded NGOs. When the interim and/or final reports are accepted, the second (40%) and/or final transfer (10%) payment will be made.

**Results**: NGOs and environmental stakeholders working together on nation-wide environmental issues.

VII. NGO Project Monitoring and evaluation

**Description**

- **Reviewing interim reports**
  - Interim reports are reviewed and accepted or queried.
  
  **Second part (40%) of funds is transferred when interim report is approved.**
  
  Monitoring of grantees takes place. Project manager visits the NGO project at an agreed moment. Evaluation criteria are applied to see if project is reaching required results.

- **Final report submitted**
  - The final report is submitted. If narrative and financial components are approved, final 10% payment is made.

- **Evaluation of Grant Results**
  - The Grants Officer prepares the formal evaluation of the NGOs project results.

**Results**: NGOs projects that focus on implementation of environmental acquis planned and implemented.

VIII. PROJECT MANAGER reporting and results

**Description**

- **Final report**
  - All NGO reports are compiled and the finalized evaluation of the grant programme is prepared.