

**Project Fiche – IPA Programme**  
**Civil Society Facility – Horizontal Activities (Technical Assistance, People 2 People Programme, Partnership Actions)**

**1. Basic information**

**1.1 CRIS Number:** 2008/ 020-025

**1.2 Title:** Civil Society Facility - Horizontal Activities  
**(Technical Assistance, People 2 People Programme, Partnership Actions)**

**1.3 ELARG Statistical code:** 01.35

**1.4 Location:** Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, Kosovo under UNSCR 1244<sup>1</sup> and Turkey

**Implementing arrangements:**

**1.5 Contracting Authority (EC):** European Community represented by the Commission of the European Communities for and on behalf of the beneficiaries.

**1.6 Implementing Agency:** N/A

**1.7 Beneficiary:** Civil Society Organisations (CSOs), i.e. all structures outside government and public administrations, e.g. Non Governmental Organisations (NGOs), professional and business associations, employers' organisations, trade unions, associations of local self-governments, as well as beneficiaries of the People 2 People programme (individuals or organisations).

**Financing:**

**1.8 Overall cost (VAT excluded)<sup>2</sup>:** €17,550,000

**1.9 EU contribution:** €16,500,000

**1.10 Final date for contracting:** 31 December 2009

**1.11 Final date for execution of contracts:** 31 December 2011

**1.12 Final date for disbursements:** 31 December 2012

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<sup>1</sup> "Hereafter referred to as Kosovo"

<sup>2</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. Overall Objective and Project Purpose

### 2.1 Overall Objective:

The overall objective is to strengthen civil society within a participative democracy, stimulating a civil society friendly 'environment' and culture

### 2.2 Project purpose:

The project aims to

- Continue promoting and enhancing accountability, credibility of civil society sector and improving the institutional and operational capacity of CSOs in relation with all stakeholders in the region and EU, from large public to decision makers,
- Reinforce dialogue and strengthen ties between CSOs within the region and with their counterparts from the EU
- Encourage sustainable CSOs partnership and networks, including public authorities,
- promoting transfer of knowledge and experience Develop CSOs advocacy role in supporting democratic issues and advising citizens and public authorities
- Further encourage CSOs play increasing part in the adoption and implementation of the EU acquis in policy areas where they have an important implementation and advocacy role
- Raise citizen understanding of CSOs role and participation to the democratic process

The project is build up in the framework of the new Civil Society Strategy that offers the opportunity for better meeting the needs of the region, support to civil society development and dialogue that will be coordinated and streamlined by focussing on three areas of intervention, constituting a new civil society facility:

1. Support to local civic initiatives and capacity-building enforcing the role of civil society at national level;
2. Visitor programmes to EU institutions and bodies for exchanging experiences, know-how and good practices between Beneficiary countries and the EU civil society organisations, and particularly for groups with influence over decision-making and society, such as journalists, young politicians, trade union leaders, teachers etc;
3. Activities carried out in multilateral partnership between civil society organisations in the Beneficiary countries and the EU leading to a transfer of knowledge and networks, as well as transnational innovative projects.

### 2.3 Link with AP/NPAA / EP/ SAA

The Stabilisation and Accession process and the prospects of a closer relationship with the European Union stimulate the efforts of beneficiaries to overcome crises and challenges by adopting EU values and principles and ensuring more visibility to their citizens at the same time preparing for future membership of the EU.

The 2007 Enlargement Strategy<sup>3</sup> points out also that the perspective of future membership of the Western Balkans countries and Turkey requires further efforts in comparison of the current achievements. Priorities to be covered by the countries of the region include not only

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<sup>3</sup> Communication from the Commission to the European Parliament and the Council - Enlargement Strategy and Main Challenges 2007-2008, COM(2007) 663, 6 November 2007

the chapter of democracy and good governance, but as well the need of reinforced dialogue in the region.

Besides, it was noticed that whether steps have been taken to ensure a "more participatory democracy", civil society remains weak in the region. Progress are therefore expected to help CSOs to adapt themselves to the conditions in the region, to deepen the freedom of association and put in place environment and encourage the development of civil society organisations.

In order to better meet the needs of the region, support to civil society development and dialogue should be coordinated and streamlined by focussing on three areas of intervention, constituting a new civil society facility:

1. Support to local civic initiatives and capacity-building enforcing the role of civil society at national level;
2. Visitor programmes to EU institutions and bodies for exchanging experiences, know-how and good practices between Beneficiary countries and the EU civil society organisations, and particularly for groups with influence over decision-making and society, such as journalists, young politicians, trade union leaders, teachers etc;
3. Activities carried out in multilateral partnership between civil society organisations in the Beneficiary countries and the EU leading to a transfer of knowledge and networks, as well as transnational innovative projects.

Annual reports indicate as well that the challenges of the European or Accession Partnerships concern not only state-building, governance, and socio-economic reforms, but also better democracy across the society. Dialogue with CSOs from Western Balkan countries is viewed as crucial to mutual understanding and to the strengthening of the fabric of democracy across society. Additional measures are recommended to continue and promote civil society development and dialogue using the Instrument for Pre-Accession Assistance (IPA).

As far as Croatia and Turkey are concerned, the main objective of the civil society dialogue is to better inform public opinion from the EU and candidate countries, by addressing the opportunities and challenges posed by future enlargement. The development of dialogue between the EU Member States and Turkey has been encouraged as the opportunity to involve also civil society actor, which should play a very important role. The main purpose has been to improve mutual knowledge and understanding, and to encourage a debate on perceptions regarding societal and political issues in the EU and Turkey.

The dialogue with Croatia intended also to enhance public debate on EU membership, especially leading to a deeper understanding and acceptance of EU values and standards. This dialogue involves several actors including professional organisations and various NGOs, the parliament, educational institutions and ministries.

#### **2.4 Link with Multi Beneficiary MIPD**

The Project has been designed on the basis of the objectives pursued under the Multi Beneficiary MIPD through the priority "Political Criteria - Civil Society Development and Dialogue. The project will match the civil society strategy underlined in EC Communications 2005, 2007 and 2008 in promoting civil society dialogue in the region.

It should contribute to the progress made to date, particularly with regard to the implementation of the EU acquis and to guarantee a participatory democracy. In line with the objectives pursued under the Multi Beneficiary MIPD, the project will complement and be consistent with the National approaches by ensuring a clear comparative advantage to be gained for example through tackling cross-border problems or facilitating networks of experts. It should therefore contribute to the European integration agenda.

## **2.5 Link with National Development Plan**

### **2.5.1 General**

Under the different National Programmes under Phare, CARDS and/or IPA special attention has been given to strengthen the capacity of CSOs mainly by specific calls for proposals and in some cases (e.g. in Croatia and Turkey) by providing advisory services and training. As for the Western Balkan the majority of civil society capacity building actions has been handled by the European Commission's headquarters in Brussels or the European Agency for Reconstruction. Under future IPA National Programmes civil society capacity building will gain in importance, and it will be implemented by EC Delegations or in the case of decentralised implementation by the beneficiary.

This Regional programme will prepare the grounds for national programmes as concerns some countries, and at the same time it will complement the national programmes by providing multi-country co-operation and exchange opportunities.

For this purpose, the project will complete an overview of the current legal environment in which the CSOs in the countries will seek to create a compendium of CSOs in the region, and collect data relevant for determining the needs of the CSOs. This information will serve as a basis for future national IPA programmes.

In addition, the project will provide for training opportunities on subjects such as awareness raising, communication, financial management, procurement rules and procedures; advocacy, monitoring and evaluation. These events will also allow the CSOs to establish cross-border partnerships for future initiatives. These partnerships can be further explored under the "People 2 People" component by giving the opportunity to civil society operators from the beneficiary countries to be closer to the EU by allowing visit to relevant counterparts at EU level and notably within EU institutions.

The project will also complement and strengthen Civic Initiatives launched under the European Instrument for Democracy and Human Rights (EIDHR), and initiatives implemented by other donors.

Throughout the implementation of this project a close cooperation is foreseen with the Regional Cooperation Council (RCC), which has been set up by the members of the South East Europe Cooperation Process (SEECP) with the mandate to sustain focused regional cooperation in SEE through a regionally owned and led framework that also supports European and Euro-Atlantic integration, in accordance with the RCC Statute. The work of the RCC focuses on six priority areas: economic and social development, energy and infrastructure, justice and home affairs, security cooperation, building human capital, and parliamentary cooperation as an overarching theme. In the context of these priority areas, special attention will be placed on establishing close cooperation and contacts with civil society actors.

### 2.5.2 Beneficiaries

The current state of play in the beneficiary countries is as follows:

#### Albania

Following the collapse of communism, Albania has made great strides establishing democratic institutions and fostering economic growth. From 2000-2004, the Carter Center's Global Development Initiative (GDI) worked with the Albanian government, private sector, and civil society to produce the country's National Strategy for Socio-Economic Development (NSSD), which spelled out the government's policy priorities and highlighted needs.

The activities that followed included a partnership with Albania's Civil Society Development Centers (CSDCs) to ensure the participation of civil society in the monitoring of the strategy. CSOs are aware of the crucial role they can play in local/regional/ national development given their mission, expertise and experience and they request more support from local and central government in terms of participation in policy monitoring and evaluation, project implementation, information sharing and exchange and law enforcement.

However, even CSOs acknowledge that their role in local/regional/national decision-making or development planning so far is consultative or participatory, their influence remains weak. Moreover, there is needs for training in the area of cooperation and collaboration, communication and networking skills, mediation and negotiation, monitoring and evaluation, community needs assessment, statistical literacy as well as project cycle management, writing a project report organisational needs assessment and financial management. Besides, in order to play a crucial role in the development and democratisation of the Albanian society and successfully fulfil this role, a more effective networking at regional and national level should be extended.

All over Albania a large range of social services are provided by CSOs in the field of environmental protection and rehabilitation, human rights protection, civic education, promotion of art, culture and sports, etc. Nevertheless, some sectors remain major challenges requiring sustained efforts in particular the fight against corruption, organised crime and people trafficking (mainly of women and children), approximation of environmental legislation to EU standards and the use of renewable energy.

#### Bosnia Herzegovina

In Bosnia and Herzegovina, progress has been made as regards CSOs. The Council of Ministers signed an agreement on cooperation with the non government sector. A 2007 Law on Income Tax exempts social assistance and humanitarian aid from taxation. However, the status of civil society still shows some weaknesses. Whilst there is a legal basis at State level for NGOs to operate in the country, few NGOs have a country-wide field of action. By-laws for the establishment and operation of NGOs are complicated and do not help the rapid development of local organisations.

NGOs also have serious difficulty in raising the necessary funds. The financial sustainability of the sector would increase if existing laws are amended in order to bring tax rebates for companies supporting NGOs into widespread use. Civil society development is also slowed by the complex set-up of the country. Partly as a consequence of the war, many NGOs were created and developed in a donor-driven mode, with very weak links to real societal demands.

The country has made little progress in the fight against corruption, human rights and the protection of minorities, which all remain problems, due in part to religious intolerance. Further efforts are therefore necessary to combat intolerance and ethnic discrimination. The country has shown limited improvement in the environment sector mainly with regard to administrative and institutional capacity at the State level, legal framework for environmental protection, and number of professional environmental specialists. Limited development has been achieved as well in the field of energy efficiency. There is a lack of a positive change regarding the development for health and safety at work.

#### Croatia

Croatia is generally viewed as maintaining a good track record on strengthening democracy and the rule of law. CSOs are continuing to play an important role in the promotion and protection of human rights and democracy. *"However there is considerable scope for further improvement to enable CSOs and employers' organisations and trade-unions in particular to fully play their role."*

The protection of minority rights, cultural rights and minorities also continues to pose a serious problem. There is a need to encourage a spirit of tolerance towards the Serb minority and take appropriate measures to protect those who may still be subject to threats or acts of discrimination. In addition, the state of protection of health and safety at work requires more attention and better implementation and capacity of the State Institution for protection of health and safety at work.

In the environment sector, considerable efforts should be made to meet EU requirements fully and administrative capacity needs also significant improvement, especially at the local level. Further, the administrative capacity on renewal energy and energy efficiency are to be strengthened.

#### the former Yugoslav Republic of Macedonia

In the former Yugoslav Republic of Macedonia, the Government has adopted a strategy for cooperation with CSOs and has developed an action plan which provides the basis for further development of civil society. Active involvement of CSOs in public policymaking has increased over the years.

Progress has been made on building networks of organisations. However, the development of professional organisations and civic associations is still hampered by the lack of financial resources and remains predominantly dependent on external resources. A better coordination between the public authorities and CSOs remain necessary to further facilitate and support the development of civil society, as well as to achieve the aim of a participative civil society including the new level of decision-making in the framework of the decentralisation process.

As regard sectors such as the protection of minorities, environment, energy efficiency, health and security at work, some efforts should be sustained to tackle discrimination; allow implementation of environmental legislation and ensure administrative capacity. The degree of development of measures to ensure health and safety at work is still questioned. The fight against organised crime is not sufficiently addressed either.

#### Montenegro

The framework for CSOs should be regarded as satisfactory in Montenegro. This is particularly demonstrated by the Office for Cooperation with CSOs that has been established within the government. However, despite this significant change, the existing socio-economic

reform processes in the country ask for better participation of civil society viewed as an essential element of democratic system.

For this purpose, more efforts are still required in order to strengthen CSOs. The organisational capacity (lack of human resources and adequate financial management capacity to handle donor funding) should be reinforced by ensuring capacity building with the support of large and professional CSOs based in the EU through partnerships and networking. The watchdog capacity of CSOs well developed in the country, should receive more attention to ensure strong advocacy and watchdog role.

Even if well recognised by the public authority and diversified at local and national level mainly in the social sector to the marginalised and vulnerable groups, and in the areas of health, education, environmental protection and governance, service delivery, CSOs should be supported. There is a need of continue, regular dialogue and cooperation between civil society and government at central and local level to ensure the sustainability of actions, specifically in the field of cultural co-operation and the exchange of information, the protection of vulnerable groups.

In line with European Commission Communication “Civil Society Dialogue between the EU and Candidate Countries” published by the Commission in June 2005, civil society organisations should play an increasingly important role in the pre-accession process of Montenegro and in shaping EU policy in the future.

#### Serbia

CSOs continue to play a key and active role in Serbia. Nonetheless, the regulatory environment of CSOs is inefficient, e.g. concerning their financing and fiscal conditions applied on an ad hoc and arbitrary basis. Moreover, there is a need for further strengthening of democracy and the rule of law in Serbia. Although Serbia has adopted an action plan to implement the national strategy against corruption, the problem remains important.

There have been some advances in combating the trafficking in human beings through improved regional co-operation and the adoption of a national strategy. However, Serbia remains a source, transit and destination country. But, limited progress has been made in the fight against corruption and more systematic anti corruption actions (proper financial control, transparent public procurement procedures and parliamentary oversight) are recommended.

The country is relatively well advanced regarding human rights and the protection of minorities, tensions persist within the ethnic Albanian community and their relations with the Serbian population; women continue to be discriminated in the labour market and discrimination regarding children's rights continues.

Concerning health and safety at work, awareness-raising activities and training have been organised. However, the number of fatal accidents has increased. The country is less advanced in the field of: environment protection, but the capacity of the institution responsible for the enforcement of environmental legislation is problematic; as regard energy efficiency and renewable energy, the legal framework still missing.

#### Kosovo

The overall capacity of civil society organisations in Kosovo remains weak. After 1999, many CSOs were established and benefited from foreign assistance, but most of them have remained small and unsustainable. A gradual process of consolidation is taking place. There is

also a lack of effective umbrella organisations to strengthen CSOs and support them through training.

The Government, although cooperating well with civil society on an ad-hoc basis, is not yet used to the idea of a long-term partnership with civil society. The necessary legislative and financial mechanisms for its support remain rudimentary. The civil society sector is refocusing its attention from post-crisis activities to building democracy as well as economic, social and cultural development. For example, civil society is expected to play an important role in the development of the Kosovo Development Plan and Strategy.

In parallel, implementation is lagging behind in some fields and major efforts are needed to strengthen the rule of law, anticorruption policy and the fight against organised crime, to enhance the dialogue between the communities, to implement and enforce environmental legislation. In addition, implementation of legislation such as in the area of gender equality needs to be accelerated.

### Turkey

The trend in civil society development and dialogue is positive. CSOs take a more active role in shaping policy and addressing social, economic and political causes. More than 80,000 organisations have been registered in addition to one hundred professional associations. However, the participation of CSOs in policy-making is still weak. Concerns remain regarding fundamental rights (the protection, preparation and implementation of legislation, protection of children and women, anti-corruption strategy), social inclusion (percentage of population at risk of poverty being the highest compared to EU and other candidate countries), environment (progress on legislation, i.e. air quality, chemicals, noise and waste and in the area of industrial pollution and risk management), energy efficiency (high efficiency cogeneration and renewable energy).

## **2.6 Link with national/ sectoral investment plans (where applicable)**

Not applicable

## **3. Description of project**

### **3.1 Background and justification:**

The principal characteristic of the support to civil society under the Regional Programmes finds its basis in the scope of the strategy followed by the European Union in the Western Balkans and Turkey. The partnership programmes and the conditions to be respected during the preparation of accession cannot be circumvented.

These includes priorities such as the respect of democracy and the rule of law, the respect of human rights and the protection of minorities, as well as the involvement of civil society.

In 2005 and 2006, the European Communications from the Commission on the Western Balkans<sup>4</sup> and on Civil Society Dialogue<sup>5</sup> in Candidate countries highlighted the importance of an extended relationship between CSOs from Europe and from the region. Moreover, the importance of civil society has been highlighted in the Communication to the Council and

<sup>4</sup> Communication from the Commission - The Western Balkans on the road to the EU: consolidating stability and raising prosperity (COM/2006/0027), 27 January 2006

<sup>5</sup> Communication from the Commission to the Council, the European Parliament, the European Economic and Social committee and the Committee of the Regions - Civil Society Dialogue between the EU and Candidate Countries (COM/2005/0290), 29 June 2005



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. In addition, the new Communication from the Commission on Western Balkans<sup>6</sup> adopted on 5 March 2008, insists on civil society as an essential element of democratic public life. The Communication also underlines the meaning of creating conditions conducive to further growth of CSOs' activities that complement positive steps made so far in the region.

The European Union has supported candidate and potential candidate countries in their efforts to strengthen civil society through the provision of grants under several national and multi-country Phare and CARDS programmes. Support to date has focused in particular in the areas of inter-ethnic relations, poverty reduction, environmental protection and social development, as well as independence and professionalism of the media sector.

Under the CARDS Regional 2002 Democratic Stabilisation Programme, €7,6 million was allocated to support democratic stabilisation as a whole, includes €1,4 million for support to civil society. The objective was to support measures against cross-border crime, including regional actions to help fight trafficking in human beings and anti-corruption initiatives. The 2003 Regional Programme provided support to civil society development and networking with a budget of €3,5 million. The interventions focussed on NGO projects mainly in the field of support of vulnerable and marginalised groups: youth, women, disabled and elder people. With a budget of 15 million in 2003, in addition to 12 million in 2005 and 6,3 million in 2006, the CARDS Regional Programme launched as well the Cross Border Cooperation Programme between the EU Member states, Phare beneficiary countries and Western Balkans countries giving particular attention to the involvement of civil society under socio – economic (grant) projects.. The 2006 CARDS Regional Programme provided €2 million to support to Civil Society Dialogue for the further protection of minority rights in the region.

During 1998 and 2003, € 43.3 million have been made available for projects involving Business Representative Organisations (BROs) from 10 Phare candidate countries (including Bulgaria and Romania) and 15 EU Member States. Business Representative Organisations (BROs) and business operators were strengthened as providers of services and getting acquaintance with the acquis.

An expert evaluation of these initiatives concluded that these programmes helped to make the participating BROs more efficient and effective in representing their members' interest and strengthened the contribution they were able to make to policy-making, nationally and at European level.

The Programmes have also stimulated real interest among the BROs and their members in the impact of accession and the demands of compliance with the acquis. A new Programme was launched in 2006 to address in Bulgaria, Romania, Croatia and Turkey the needs of BROs in the industrial sector by strengthening their corporate functioning and by providing training in the relevant acquis communautaire. It had the purpose also to enable these BROs to assist businesses in assessing whether they comply with the acquis and allowing them to implement

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<sup>6</sup> Communication from the Commission Western Balkans: Enhancing the European perspective (COM/2008/127), 5 March 2008

remedial measures. Typical activities under the Programme were training and advisory services, internships and placement programmes.

Apart from the European Commission, a number of EU Members states deliver support in the field of civil society through bilateral or multilateral channels. Most support was provided by Denmark, Finland, Germany, Sweden, the United Kingdom, and the Netherlands. Bilateral intervention of Members offered additional opportunity to CSOs development.

As an example, Italian Programme "Multidonors of UNDP ART", whose acronym is "Support to the territorial and thematic Nets of Cooperation to the Human Development" has the objective to canalise the various contributions of the donors and the subjects of the cooperation towards the promotion of the good governance and the local development the Millennium Goals.

The Italian Cooperation Agency finances the Programme with a contribution of €5 million 2007-2009. The activities will be carried out in Serbia and Albania to support local development of territorial areas in the fields of governance, democratic and the human rights, the local economy and the fight against the poverty, infrastructures, health and the social services, education and professional training.

Apart from EU assistance, international organisations are still strongly involved in supporting civil society in the region. Council of Europe for example allocated small grant (up to € 20,000) to support intercultural dialogue and multi ethnic understanding. The Council carried out also some democratic leadership programmes consisting of training designed for young parliamentary, NGOs and public service officers on the role civil society. Over the past years, USAID as other major donor, funded number of projects in the area of civil society development, e.g. capacity building of CSOs through training programme, building of resource centres for legal framework reform. The World Bank remains also one of the current main actors in the region working for the development of civil society through grants schemes. The OSCE is particularly active in facilitating in the region the participation of civil society actors in the decision making process. UNDP is another important actor in the beneficiary countries that contributes to promoting poverty reduction, social exclusion and economic development particularly through civil society empowerment.

Coordination and coherence of assistance and activities is particularly important, given the large number of players involved. The need for improved coordination and coherence has been highlighted to the Commission during consultations as a continuing concern by the authorities of the region. Efforts are being made by DG Enlargement to improve coordination in this area. Regular meetings are organised throughout the year for example, with Beneficiaries, Delegations and stakeholders (including for example DG Enlargement Civil Society 2008 Conference, an International Financial Institutions (IFI) days, Donor Coordination days) as well as with the RCC..

Western Balkan countries and Turkey have also made efforts to adopt legislation and strategies favouring civil society development. Thanks to this support CSOs have been able to enhance their position in the society, learning from experiences of their European counterparts.

Any future enlargement is viewed as the opportunity for a strong, deep and sustained dialogue between the societies of the beneficiary countries and the EU. Cooperation and partnership are expected to contribute to greater efficiency of the CSOs, increased awareness of the role of CSOs in the provision of public and social services in synergy and relationship with state institutions, bringing citizens of the region closer to EU.

Challenges nevertheless remain to be tackled, in order to ensure that civil society is granted the appropriate attention. As such the performance of civil society organisations needs to be improved. Among the main needs identified there is a call for further strengthening capacities for cooperation, accountability and professionalism of civil society. This is required in particular regarding their services and participation to the democratic process, dialogue and communication, networking and sharing of knowledge aimed at a better understanding of civil society.

It is now necessary to build upon these achievements for further improvements, to further improve the IPA Component I pertinence in the field of Civil Society. Thus, the 2008 Programme proposal is to bridge the gaps by encouraging a more supportive legal and regulatory environment, which gives CSOs the space and legitimacy needed for them to play their part, strengthen capacity, facilitating networking and the building of partnership in particular with key society players. This space is to be created partly by CSOs themselves, partly by the legislative and regulating policies, and practices of government, and partly by the behaviour and practices from other sectors of society towards them.

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

Given the regional nature of the assistance, the programme will continue to ensure sound coordination with initiatives taken by other donors and the work done at the RCC. Furthermore, it will be regularly monitored and the impact evaluated in order to allow relevant readjustments and adapt to any changes in beneficiary countries. The project will contribute to speed up the process of participative democracy by enhancing the civil society bodies, their role in the society and their understanding of EU integration, policies and the role of EU Institution. It will ensure the very fine balance between development of CSOs and dialogue. It will also foster partnerships that support the adoption of good practices and standards tackling problems of great importance in the beneficiary countries.

The project should be seen as a catalytic tool for the development of regional and sectoral networking, exchange of experience and information, as well as a strategic umbrella sharing common benchmarks for the region. It seeks to increase regional co-operation and networking among CSOs from the region and with the CSOs from EU and other stakeholders, in order to facilitate operational co-operation, leading for instance to the establishment of framework for a continual CSOs dialogue and development, and encouraging in particular partnership with CSOs and public authorities. Networks established through the different project activities should help to support the sustainability of the action once the support from the European Commission has ended.

The final beneficiaries of this project will be the general public of the region, as it will enable citizens to be more involved in society and aware about the role of civil society, the impact of the accession process, as well as EU policy and initiatives in areas within which they may also exercise a strong influence.

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

On the whole, horizontal intervention is deemed appropriate to follow up on the development; functioning and involvement of more civil society in the beneficiary' region, increase regional influence of civil society on broadly defined activities and monitor the results of the actions taken.

Expected results

- Increased CSOs excellence, accountability and professionalism, visibility, participation, influence for the benefit of overall regional and national stakeholders
- Reinforced ties between CSOs and stakeholders within the region and from the EU
- CSOs (and relevant stakeholders) sector knowledge and institutional capacity improved
- Resource systems for CSOs developed and supported to provide information and services to answer identified needs of CSOs regionally and nationally
- Network of permanent stakeholders established and a cooperation system on specific sector set up
- Increased intervention of CSOs to significantly impact public strategy and policy, across the region and at the European level
- Common EU – regional principles, values and good practices developed
- Improved position of CSOs with respect to the provision of information and policy advice to stakeholders
- Enhanced cooperation between CSOs and government with special emphasis on the elaboration and implementation of compatible measures tackling issues covered in the project
- Increased awareness of concerned actors (citizens, public authorities and industry) about possibilities to ensure or improve the protection of the environment, energy efficiency, health care and security at work, fights against corruption, organised crime and trafficking
- New partnership initiatives funded by the programme
- Enlarged citizens participation in civil society activity

At the end of the project, it is expected to see:

Measurable indicators:

- Rating of trust and credibility of CSOs
- Number of activities aimed to transfer expertise and know-how to CSOs and providing training and consultancy, implemented successfully
- Total number of targeted CSOs and number of CSOs having benefited from the project
- Number of requests from CSOs and number of solved requests
- Number of new network and new fee-paying memberships
- Number of debates and consultations initiated by CSOs
- Number of events involving decision makers and degree of participation to the programming, policies development and enforcement
- Number of projects and activities contributing to the adoption and implementation of the EU acquis in comparison to previous and related programmes
- Number of public consultations by CSOs
- Number of new control and prevention measures
- Percentage of contributions to the awareness of issues covered under the project including concrete initiatives
- Number of new projects signed in comparison of previous situation
- Percentage of citizens access to public services
- Percentage of citizens participation events increased from previous programmes

### 3.4. Activities

#### 3.4.1 Component 1: Technical Assistance (Indicative Budget: €8 million)

##### ***Background and justification:***

Civil society has achieved prominence in “the accession process” discourse over the past decades, particularly in connection with successive waves of democratisation in South Eastern Europe and in Turkey. Civil society has been widely seen as an increasingly crucial agent for strengthening citizen empowerment, enforcing political accountability, and improving the quality of governance, as well as key vehicle for spreading other EU principles. More, the limits of state action has led to an increased awareness of the potential role of civic organisations in the provision of public goods and social services, either separately or in partnership with state bodies.

On the other hand, the potentially positive impact of civil society is hard to bring about where civil organisations are still weak. The European Commission recognises the need to come to a clear determination of the character and role of civil society, the strengths and weaknesses of civil associations particularly in their relations with public authorities, and the ways in which they can be strengthened and their roles made more creative in democratic society.

As a result, a technical assistance tool is envisaged under this new Civil Society Facility as one the main starting points and practical measures to raise the role played by CSO in democratic process and increase their impact.

The regional technical assistance will be launched directly and organised by taking into account the existing national assistance framework particularly in Croatia and Turkey. Ideally, there will be a regional head office in one beneficiary country and national branches in each of the other beneficiary countries. The TA will be based on the specific needs of CSOs in each beneficiary country in order to carry out relevant work and design a work plan adapted to the state of advancement of all CSOs.

##### ***Overall objectives:***

Strengthen the overall capacities and accountability of CSOs within the eligible areas that guarantee the quality of services of CSOs and a sustainable role of CSOs in the democratic process

##### ***Project purpose:***

- To increase capacity and actions of CSOs
- To improve democratic role of CSOs, e.g.: policy analysis and advocacy; monitoring of state performance and the action and behaviour of public officials; building social capital and enabling citizens to identify and articulate their values, beliefs, civic norms and democratic practices; mobilising various actors to participate more fully in politics and public affairs

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

##### ***Expected results***

- Increased CSOs' capacity, services and membership
- CSOs organised playing increasingly influential role in the formulation of public policy at the local, national, regional and EU level
- Increased citizens awareness about their rights and duties
- Enhanced cooperation and networking among CSOs from the beneficiary countries, and with CSOs from the EU

- Increased CSOs understanding of EU affairs
- Common EU – regional principles values and good practices developed

#### Measurable indicators

- Number of CSOs targeted
- Percentage of training courses updated further to skills/competencies identified at national level and total number of trainings, events undertaken with know-how transfer to CSOs
- Number of CSOs staff having benefited from training, i.e. advised and supported
- Decrease in number of organisations with mediocre potential ability to sustain activities
- Percentage of CSOs partnership and network built up after the project
- Percentage of information from and provided to CSOs in comparison of previous situation raising CSOs dialogue and partnership
- Number of EU- regional CSOs exchanges and joint actions
- Number of CSOs that carry out funded activities

#### **Activities:**

Possible activities to be carried out under this project include the following:

##### Step 1. Needs Analysis and Gaps Assessment

- Analyses and identify priority needs of the civil society sector in the region
- Identification of shortcomings in the legal framework for policy making, fundraising activities, full respect of freedom of association and assembly

##### Step 2. Establishment of Methodology and Filling Gaps

- Design and deliver of training programmes on: capacity building, fundraising, service delivery, advocacy and lobbying, project preparation, PRAG procedures, networking, PR, communication and dialogue, regional and international collaborations, as well as about democratic cultural, political, economical and social rights
- Development of communication tools, e.g. website and database
- Support to the creation of a regional Civil Society Forum (whether required)
- Advice on ad hoc basis individual CSOs, e.g. providing information and preliminary guidance to CSOs on call for proposals managed by EC Delegations and DG Enlargement

##### Step 3. Report and Recommendation for Future Action

- Evaluation the impact of (donor funded) actions
- Publish and disseminate project results
- Advice on further actions (Call for Proposals)
- Monitor the implementation of grants awarded following EU call for proposals, and guiding the beneficiaries on their implementation of projects in line with the PRAG procedures and the best practices
- Assisting in preparing guidelines
- Needs analysis supporting future programming
- Evaluate the impact of donor funded actions – possible using instruments available under DECIM (Donor Exchange, Coordination and Information Mechanism) launched by the European Commission and the World Bank

### **3.4.2 Component 2: People 2 People Dialogue Programme (Indicative Budget: € 4 million)**

#### ***Background:***

For over a decade the Technical Assistance Information Exchange Programme (TAIEX) provided the most complete and varied type of short term assistance in support of EU *acquis* awareness raising and harmonisation, originally in the framework of the pre-accession process and later in the enlarged sphere of Western Balkans and European Neighbourhood Co-operation.

Targeted towards the public administration the short-term assistance provided through the TAIEX instrument has also reached the civil society such as trade unions, consumer protection organisation, interest and professional groups, etc. However this component remained subsequent to the main assistance delivered in support of the public sector.

Nevertheless, there has been noticed an increasing interest from the side of the civil society representatives towards this instrument, and requests for the development of a similar type of assistance tailor-made for the non for profit sector.

From among the qualities that made the TAIEX type assistance so popular and relevant for the civil society the following respond best to the specific requirements of the CSO sector : (i) its great flexibility, (ii) high adaptability and (iii) response rapidity, (iv) know how and practical insight variety.

As civil society is one of the major players in each country in the process of legislative development, implementation and enforcement, Taiex *acquis* related assistance would enforce the capacity and the networking of the sector, in order to enable it to fully and successfully assume its societal role.

#### ***Overall Objectives:***

- To contribute to civil society development and dialogue between CSOs from the Region and EU key stakeholders in the respective field of activities, such as EU institutions, international bodies, European and national roof NGOs, etc
- To create and maintain a positive environment for future enlargement

#### ***Project purpose:***

- To offer individuals and organisations that represent the civil society the possibility to participate to short-term visits to EU institutions and organisations to become familiar with a number of key EU policies, legislation and actions and projects
- To facilitate exchange of information, sharing experiences and good practices
- To strengthen the national, regional and European civil society cooperation and networking
- Raising awareness on relevant EU key policies and on the functioning of democratic and transparent decision making system
- Bringing the understanding of the *acquis* closer to the citizens
- Stimulating civic participation
- Fuelling the relationship between different representatives of the civil society, and in between these ones and the public structures, to meet societal needs
- Raising the accountability of policy makers towards citizens, through increased monitoring capacity

***Results and measurable indicators:******Expected results***

- Skills and space created for CSOs to significantly impact public policy (i) nationally (foster dialogue with national authorities, developing advocacy and lobbying skills), (ii) across the region and (iii) at European level (cross border CSO partnerships, simplified access to EU information and programmes)
- Network and networking enhanced among CSOs from the beneficiary countries and with CSOs from the EU
- Information system throughout the region established

***Measurable indicators***

The impact of the People 2 People Programme will be measured at the end the first pillar stage (end 2008- beginning 2009).

- Number of new partnerships at regional, national and EU levels created
- Organisation of local events or campaigns with multiplier effect following the study visits at national or regional levels

The indicators will be reviewed and developed at each stage in order to offer a high quality and extensive reflection of the programme's achievements. On the basis of this evaluation, the programme may later be adjusted in order to respond more closely to the objectives stated above.

***Activities:***

The Programme will entail the organisation of visits for groups of people belonging to existing organisations, as well as of individuals who play a central role in disseminating information on EU policies and are well known as promoters of civil society rights and role. These should play a multiplier role in order to ensure activities, discussions and exchange of information at local level.

Complementarity and avoiding overlaps will be ensured with People to People activities financed through CBC programme.

Priority will be given to the following target groups: teachers and academics from all levels of education cycles; CSOs dealing with equal opportunities, women, children, youth, etc; representatives of the agricultural society; cultural foundations, or organisations (especially within the year of inter - cultural dialogue); human rights groups, including minorities and other vulnerable groups, and legal aid; CSOs dealing with lobbying and providing social services, offices, and eventually consumer protection associations, health related and poverty reduction related civil society organisations.

Projects may be organised either at : (i) own initiative (on the basis of political priorities identified with the help of the Delegations and country desks), or (ii) on demand from third parties such as other EU or international institutions ( Economic and Social Committee, Committee of Regions, Council of Europe, etc) or civil society organisations (EU roof organisation or local organisations)

Each Programme will include the following steps:

**Step 1. The Preparation**

- Consultation on the Selection of beneficiaries with the assistance of Delegations in



the concerned countries. Whenever this will be needed the consultation of Delegations may be completed with cooperation with the EU NGOs or international governmental bodies, (e.g. Council of Europe, ILO, etc) and with the missions or embassies of the beneficiary countries

- Draft of the programme for the visit, which complement similar assistance provided to public authorities
- Determining the list of potential host bodies and consulting these ones (e.g. counterparts at the EU level, Official of the EU institutions, EU CSOs, as well as missions representatives and international organisations)
- Final selection done by DG ELARG

#### Step 2. The Implementation

- Organising all the logistic of the visit
- Ensuring feedback from beneficiaries and eventual follow up

#### **People 2 People Dialogue Programme First Phase**

Given the state of programming and the time required until a Commission Decision can be in place, it is decided to fund the starting phase outside the IPA Regional 2008 Budget. In the light of the above, an estimated amount of €500.000 from the 2007 IPA budget for TAIEX will cover a Pilot Programme in 2008.

This starting phase will target a limited number of groups with a strong multiplier potential, who therefore are able to assist in the dissemination of the EU knowledge and who play an active role in the institutional civil society dialogue. Ten activities are foreseen for about 200 representatives of CSOs. These could take one of the following shapes:

- Selection of stakeholders from the same country, active on the same topic in order to stimulate and strengthen dialogue and cooperation between interested parties in the country concerned in the respective field of activity. These could be youth organisations, teachers' representatives, *women's organisations*, universities, social partners, vocational training organisations for a visit dealing with "youth and employment" ("learning to know each other and to work together").
- Multi-country (networking) events, in which 4-5 representatives per beneficiary country all having a similar background/interest will attend the same event. These could be academics, or NGOs acting in a particular field, trade unions, health professionals, etc.
- "Package assistance" schemes, that could involve study visits preceded by a general preparatory training session on EU policies in the country (ideally through participation in the TAIEX awareness sessions, which will be organised in the Western Balkan countries) to be followed by a seminar in the country concerned, gathering a higher number of non governmental stakeholders, to disseminate the knowledge acquired ("multiply effect").

#### **People 2 People Dialogue Programme Second Phase**

At the end of the first year of the pilot exercise an evaluation exercise, such as an assessment meeting with the partners involved, will take place to appreciate the impact of the programme and review the methods of cooperation used as well as to look into ways of further improving the dialogue programme over the next years. This would ensure that in the consolidated phase the programme addresses the most appropriate needs. The second phase is expected be launched in 2009 with a budget currently estimated at €4 million.

### 3.4.3 Component 3: Partnership Actions (Indicative Budget: €4,5million)

#### **Background:**

The aim of this project component is to strengthen the role of CSOs, develop sustainable partnership and networks between the civil society organisations, business, trade unions, other social partners and professional organisations in the beneficiary countries, and their counterparts in the EU to promote the transfer of knowledge and experience.

The project corresponds to the priority of European Commission Strategy Paper "New Facility to Promote Civil Society Development and Dialogue" (November 2007), centring on sectors including inter-ethnic relations and dialogue, poverty reduction, environmental protection, social economic development, health and citizens rights.

The project priorities for 2008 will focus on issues that have not received (sufficient) attention under previous EU actions, which appear to be of great interest to the region, which would bring about added value to other multi-country initiatives of the EU and/or for whose development, partnerships with others are essential tools. As such the 2008 initiatives will focus on environmental CSOs, citizens' rights groups, human rights groups and socio-economic partners.

Issues to be addressed would include equal and fair treatment, *equality between women and men*, non-discrimination policies in the context of sex and gender, nationality, believes, political commitment and social and economic rights, sustainable development, environmental protection, consumer rights, health and safety at work and in products, anti-corruption, fight against organised crime and trafficking.

Call for proposals will be launched to co-finance regional co-operation projects involving CSOs from the beneficiary countries, in partnership with organisations of the Member States.

Projects recommended are:

#### **3.4.3.1. Support to Environmental Forum (indicative Budget €300,000)**

#### **Background:**

The importance of proper implementation of the environmental acquis and respect for the commitments made during the negotiations is stressed in all of the NPAA's and the Progress Reports.

While the official responsibility for compliance lies with the administration of the candidate and potential candidate countries, particularly in the domain of environment, the CSO community has a very important role to play in this task. CSOs in EU Member States complement the work of the administration by signalling infractions, collecting information, coordinating pilot projects and educating citizens about their rights and obligations.

The Commission (DG Environment) experience has shown that complaints from CSOs are the most important source of information about the application of Community environmental legislation in the Member States.

In the candidate and potential candidate countries, environmental CSOs have developed over the past decade, however, they have not yet acquired the full range of necessary organizational and institutional skills.

While they have developed some competence in signalling infractions in certain fields, they need to develop the capacity and learn how to work as full and complementary partners of the administration in implementation of the environmental *acquis*; how to work with industry; how to attract funds; how to communicate to the public; how to motivate volunteers, etc.

Therefore, capacity building of the environmental CSOs, through transfer of experience from the successful environmental CSOs in the EU countries to environmental CSOs in the beneficiary countries, through mentoring and information exchange is needed.

***Overall objective:***

The overall objective of the project is to build and strengthen civil society active in the environmental field in the Candidate and the potential Candidate countries through information exchange on the EU environmental policy and developments in the enlargement policies.

***Project purpose:***

- To develop dialogue between NGOs and the Commission on developments in the EU environmental policies and its implications on them
- To make certain that: environmental NGOs in the beneficiary countries are more familiar with EU policies on enlargement and environment; effective, strengthened cooperation between the Commission and environmental NGOs in the beneficiary countries, as well as between the NGOs from the region and in the Member states; Cooperation and communication between NGOs and environmental authorities, industry and the general public has improved.

The project will be a follow-up to the current NGO Forum ([www.newNGOforum.org](http://www.newNGOforum.org)) that was established by DG Environment in 2005 following a positive assessment of its predecessor "NGO Dialogue". According to the assessment, both NGO Dialogue and NGO Forum have contributed to better understanding of the EU policies' priorities by environmental CSOs, as well as EU enlargement and its benefits for civil society in beneficiary countries.

***Results and measurable indicators:***

*Expected results*

- Increased capacity and accountability of CSOs to play an active role in the accession process in the field of the environment, e.g. the watchdog role and a complementary role to the national administrations
- Increase number and quality of new data in the database and website
- Establishment of Platform

*Measurable indicators*

- Number of CSOs having participated to and benefited from the Forum
- Number of areas to which project contributes to raises protection in line with EU standards

***Activities:***

The activities will encompass the following:

- To design and maintain Email forum, which will serve as a platform for the dissemination of information and discussion with the European Commission
- To organise, animate one annual meeting of the group of selected NGOs

- To continue updating the “database” of projects implemented by the participating NGOs and other NGOs from the targeted countries that was developed within the previous NGOs

#### Forum

- To keep the website for the NGOs Forum, which will be hosted on the Europa web site, up to date with information relevant to NGOs in the beneficiary countries and accessible by participating NGOs, other stakeholders from the targeted countries and other interested parties
- To report and ensure publication of materials from annual meeting
- To provide all travel (incl. local transfer), hotels, meals and conference facilities in relation to the annual meeting

### ***3.4.3.2 Environment, Energy Efficiency, Health and Safety at Work (Indicative Budget: € 2,5 million)***

#### ***Background:***

The European Union continues its efforts to persuade beneficiary countries to adopt environmental rules, energy efficiency, measures to ensure health and safety at work. For this purpose the European Union encourages cooperation programmes between organisations, centres, associations and companies. The European Union still has to give support for capacity building and partnership actions, helping these countries to create their own structures, incentives to develop and implement relevant tools and policies. Most countries in the region still face the challenge of raising level of environmental protection, restructuring their ageing energy sectors and ensuring greater health and security at work.

With regard to energy for example, social, economical, financial, institutional conditions have an effect on energy efficiency and the beneficiary countries have to face different scenarios: slow progress in energy sector reform; easy access to coal in some countries; monopolistic structure of power market; lack of integration of energy efficiency into sectoral policies; lack of human and institutional capacity; lack of specialised financial resources; gaps in legal and regulatory frameworks; the level of consumer energy prices relative to regional incomes; limited supply of advanced technologies on the domestic market; and/or high investment demand. Croatia and Turkey show high potential for energy efficiency gains and renewable energy development even in the absence of a supporting legal framework.

Other beneficiaries are confronted to several barriers identified as follows: the reliability of energy supply, which limits progress on other priorities; lack of a clear assessment on potential for renewable energy source; lack of legal frameworks for energy issues; unrealistic energy pricing (artificially low prices); few support mechanisms; lack of data to design, target and monitor measures and actions; and relatively low awareness on the utilisation of renewable energy resources.

Health and safety at work is an important and at the same time challenging social policy area for ensuring a sustainable and equitable socio-economic development. Ensuring adequate health and safety standards contributes to having a healthier and more productive workforce in addition to promoting a culture of effective prevention.

A healthy dialogue among social partners (government, industry representatives and unions) is obviously a precondition. The contribution of civil society at large is equally crucial in helping to achieve the above mentioned progress. In particular, cooperation between EU and beneficiary countries businesses and/or business organisations on the one hand and CSOs on

the other on actions aiming at information, prevention, awareness raising and piloting small actions, can prove very beneficial.

Apart from increasing awareness of government officials about the need and impact of sound sustainable approach to tackle existing problems in the different sectors by organising events, training and/or technical workshops, and many fundamental problems in the sectors remain unresolved. Citizen awareness in particular requires further efforts by providing e.g.: information on existing measures and sound initiatives; information about environmental and social benefits of various tools and policies.

### ***Objectives:***

The overall objective is therefore to improve and promote environmental protection and sound management of environmental resources, energy efficiency, health and safety at work.

### ***Project purpose:***

- To ensure effective joint initiatives of CSOs and business associations from the region and the EU
- To Develop CSOs information work and policy advice to stakeholders
- To increase awareness of concerned stakeholders (citizens, public authorities and industry) of the possibilities to ensure or improve the protection of the environment, energy efficiency, health and security at work.

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

#### ***Expected results***

- CSOs cooperation system established
- Improved position of CSOs with respect to the provision of information and policy advice to stakeholders
- Society awareness raised with regard to the relevant legal, political and legal matters
- Enlarged participation by citizens in civil society activity

#### ***Measurable indicators***

- Number of new CSOs networks in the fields
- Number of public consultation of CSOs
- Areas to which the activity contributes to ensure better protection through more control and preventions measures, including through joint business/CSOs actions
- Degree of civic and participation in CSOs activities

### ***Activities:***

The project will focus on activities, which result in strengthening and networking, advocacy and lobbying skills; increased participation of civil society in the decision-making processes; better dissemination of information and increased public awareness.

Through a call for proposals, the project will enable business non profit making associations, NGOs and governments, project developers to meet in a neutral and conducive setting and find about each other's complementary strengths, needs, resources and opportunities for common strategies and/or initiatives.

Activities to be funded will tend to:

- Familiarisation with EU best practices
- Advice for the CSOs sector
- Survey, research, documentation and monitoring
- Information, networking and knowledge provision (e.g. database, publication)

disseminating good practices: (i) to reduce the energy consumption of households by changing their energy behaviour, raising profitability of energy efficiency investment, developing education of young people who are future consumers; (ii) of Business-CSOs cooperation on health and safety at work)

- Events: seminars, workshops, public debate, study visits and exchanges
- Developing networks and partnerships in the region and the EU level
- Advocacy and lobbying promoting transparency of public administrations,
- Public awareness, e.g.: on potential for energy savings in the building sector and profitability of energy efficiency investments; of social and economic gains of health and safety at work, and of rights of workers and obligations of employers under the EU health and safety legislation

### ***3.4.3.3 Fight against Corruption, Organised Crime and Trafficking (Indicative Budget €1,7 million)***

#### ***Background:***

The project is to build upon the past achievements under the CARDS Regional Democratic Stabilisation Programme and the active contribution of CSOs to improve the rule of law, good governance and public accountability in the region.

#### ***Objectives:***

The priority under this project is to raise democracy-enhancing activities that will benefit the region. It will serve to enhance transparency and public access to self information, citizen participation in the democratic dialogue, promote the rule of law and increase the level of accountability of public administrations, which raise the fight against corruption, organised crime and illegal trafficking that remains some of the most urgent and complex issues with broad implications for stability, democratisation and/or the rule of law in the region.

Trafficking, organised crime and corruption continue to increase dramatically. Trans-national organised criminal groups thrive on the proceeds of trafficking. Tackling these growing problems still requires a joint and multidisciplinary approach and coalition involving different groups of CSOs, social authorities, and law enforcement and migration authorities. The project objective is to promote the contribution of CSOs to bring about change in existing regional mechanisms and advocating the alignment of legislation and enforcement of laws with EU *acquis*, standards and best practices.

#### ***Project purpose:***

The problems need to be countered with a package of very concrete and specific measures with the contribution of CSOs. The involvement of CSOs has to be considered as decisive for acceptance and the support of reforms as well as the implementation of relevant measures.

These measures should cover prevention and public awareness campaigns, contributing to provide adequate instruments for detecting and prosecuting organised crime, corruption and traffickers and offer victims protection and the chance to rejoin society. Moreover, understanding the nature and extent of the problem is still a prerequisite for effective action and requires that CSOs assess the effectiveness of the current laws, policies and operational structures available to counter organised crime, trafficking and the associated corruption.

Project purpose can be resumed as follows:

- To increase security and prevention measures
- To enhance CSOs monitoring and information system detecting and prosecuting organised

crime, corruption and illegal trafficking and offer victims' protection and the chance to rejoin society

- To boost knowledge about laws, policies and operational structures
- To improve transparency and level of accountability of public administrations

***Results and measurable indicators:***

*Expected results*

- Improved position of CSOs with respect to the provision of information and policy advice to stakeholders
- Improved cooperation between CSOs and States with special emphasis on the elaboration and implementation of compatible measures against corruption, organised crime and illegal trafficking.
- Society awareness raised with regard the relevant legal, political and legal matters
- Enlarged citizens participation in civil society activities

*Measurable indicators*

- Number of cases where pro-active CSOs - public authority cooperation mechanism were used
- Percentage of new control and preventions measures elaborated and implemented
- Percentage of complaints filled leading to timely, transparent and motivated decisions
- Number of people having benefited from CSOs services

***Activities:***

Activities that seek the greater civic education, public awareness campaigns will be encouraged. They should have a sustainable effect on the democratic and stability process for the beneficiary countries. The following actions should aim at achieving these objectives:

- Gaps and need analysis on legal measures and actual transparency
- Awareness raising events for citizenship, CSO and media in new rules and the right to service
- Strengthen communication and PR tools, including media relations
- Develop a web site and database to facilitate dissemination of information
- Create structure for constant monitoring of implementation of reform
- Create and develop CSOs networks

**3.5 Conditionality and sequencing:**

- Regional environment conducive to CSOs cooperation, commitment and participation to the democratic process
- General political framework encouraging the development of CSOs
- Continued demand for regional cross-border exchanges
- Regular evaluation of CSOs programmes and monitoring of activities

**3.6 Linked activities**

The project will complement initiatives taken at the national level and/or other donors.

Through IPA 2007 and 2008 National programmes, funds are/will be provided for the Civil Society Sector, which should be organised in a complementary manner to the Multi-beneficiary Civil Society programme.

As a more specific example, in Montenegro, under the CARDS 2003 and 2006 Civil Society Programmes approximately €1.7 million was provided to support the strengthening of the

civil society sector in Montenegro. The 2003 interventions supported NGO projects focused on socio-economic and environmental issues.

The 2006 programme provided technical assistance for the development of the capacity of the Montenegrin social partners so that they could engage in a more qualitative bipartite and tripartite dialogue. It also supported partnership projects between Montenegro and the EU civil society organisations as well as partnerships with governmental stakeholders.

Another major donor in this field is USAID with \$6.3 million allocated between 2002 and 2008. It has provided support for NGO legislative framework reform, the coalition of 21 NGOs developing a civil society based code of conduct, reform of the public grant financing system, and national memorandum of understanding between the civil society and government sectors. It also supported initiatives by local and national advocacy NGO Coalitions.

Over the past few years, UNDP enabled the participation of local NGOs in anti-corruption initiatives in Montenegro, and supported CSOs focused on gender equality and urban planning issues. It also awarded Global Environment Facility grants to some NGOs dealing with environment protection. In 2007 UNDP has launched a grant scheme to support AIDS/HIV related initiatives (grants ranging from €50,000-100,000). Another 2-year grant programme has been launched in 2007 with the financial support of the Dutch Government (approx. €600,000) to improve the socio-economic position of Roma in Montenegro.

In addition, the OSCE facilitated the participation of civil society actors in decision making processes and involved them in the implementation of all its projects (although it did not fund or manage any specific civil society programme).

For the past 2 years the Open Society Institute of Montenegro has been mostly supporting NGOs involvement in the implementation of European, Gender Equality and Minority Rights Programmes (approx. €140,000 in 2006). Some €230,000 was spent in the first quarter of 2007.

The proposed interventions are complementary to grant schemes by the Commission in the area of democratic stabilisation implemented over the past few years. They would build on the results of the past and on-going CARDS programmes and those of other donors and would bring added value to the interventions envisaged under the European Instrument for Democracy and Human Rights by the European Commission or by other donors.

### **3.7 Lessons learned**

According to the past assistance and experience, beneficiaries have made efforts favourable to the development of civil society. However, civil society remains weak in the region. Local NGOs require training to adapt to present conditions and also need to strengthen their capacities in order to be included in the process of European integration.

Furthermore, the conclusions of a recent evaluation of the Phare ACCESS and other Civil Society programmes noted that the programmes addressed the development needs of the sector. The report added, however, that although administrative capacity had grown it was not adequate to meet the responsibilities of the sector. More therefore needs to be done to guarantee development of CSOs, ensuring a supportive legal environment for civil society activities and promoting "interface of public sector management with the private sector, civil society and media. Furthermore, the conclusions of a recent evaluation on CARDS projects in



the area of civil society reiterated the need to strengthen administrative capacity and also to facilitate networking and partnership building.

Since 2002, the European Union has financed several programmes contributing to the strengthening of civil society in Turkey. These programmes focus in particular on capacity building and grants schemes. In addition the European Initiative for Democracy and Human Rights has provided support to civil society and the MEDA programme (in the case of Turkey).

Further efforts are therefore required to deepen the freedom of association, to put in place regulatory frameworks and public incentives for further development of civil society organisations. Moreover, the need of mutual knowledge and understanding call as well for more expansion of civil society and of dialogue between the citizens of EU Member States and the enlargement countries.

In Montenegro for example, despite the increased number of activities and the progress made by civil society sector, there are important challenges ahead:

- *Organisational capacity:* The majority of NGOs in Montenegro lack human resources and adequate financial management capacity to handle donor funding. They often do not meet international standards of good governance. The ongoing civil society programme shows that such a gap could be bridged by ensuring capacity building by large and professional NGOs based in the EU through partnerships and networking.
- *Watchdog capacity:* Advocacy by CSOs in Montenegro is at a high level. Some powerful NGOs have begun to use their advocacy skills to influence policy and lawmaking. However, this needs to go much further and there is a continuing need to help CSOs build and improve their advocacy and watchdog role.
- *Service provision:* This activity of the sector is well diversified, with CSOs at both the local and national level providing services in the areas of health, education, environmental protection and governance. CSOs continue to play an important role in providing services in the social sector, especially to marginalised and vulnerable groups, and this is recognised by the Government.
- *The Government – Civil Society cooperation:* A memorandum on cooperation was drafted in March 2006 by the representatives of the Government and NGO sector. The Government Office in charge for the cooperation with NGOs was set up only in March 2007. There is a need for establishing a regular dialogue and cooperation between civil society and the Government.
- *Partnerships between the Government and CSOs:* Experience so far shows that civil society actors can successfully complement reform efforts by the Government in the social, political, environmental and economic sectors. In addition, monitoring of interventions by other donors in the same sectors highlights a need for more partnership based projects at central and local level to ensure the sustainability of the actions.

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

				SOURCES OF FUNDING								
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Activity 3.4. 1	x		8,000,000	8,000,000	100							
contract 3.4.1	–	–										
	–	–										
Activity 3.4.2	x		4,000,000	4,000,000	100							
contract 3.4.2	–	–										
	–	–										
Activity 3.4.3	x		5,550,000	4,500,000	81,1						1,050,000	18,9
Contract 3.4.3..1	–	–	300,000	300,000	100							
Contract 3.4.3.2			3,125,000	2,500,000	80						625,000	20
Contract 3.4.3.3			2,125,000	1,700,000	80						425,000	20
TOTAL IB												
TOTAL INV												
TOTAL PROJECT			17,550,00	16,500,000	94						1,050,000	6

Amounts net of VAT

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

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

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

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 3.4.1.	3 <sup>rd</sup> Q 2008	1st Q 2009	4 <sup>th</sup> Q 2010
Contract 3.4.2.	3 <sup>rd</sup> Q 2008	1st Q 2009	3 <sup>rd</sup> Q 2009
Contract 3.4.3.1 (to be sub-delegated to DG Environment E4 Enlargement and Neighbouring Countries)	3 <sup>rd</sup> Q 2008	2 <sup>nd</sup> Q 2009	3 <sup>rd</sup> Q 2011
Contract 3.4.3.2	4 <sup>th</sup> Q 2008	4 <sup>th</sup> Q 2009	4 <sup>th</sup> Q 2011
Contract 3.4.3.3	4 <sup>th</sup> Q 2008	4 <sup>th</sup> Q 2009	4 <sup>th</sup> Q 2011

All projects should in principle be ready for tendering in the 1<sup>st</sup> Quarter

## 6. Cross cutting issues (where applicable)

### 6.1 Equal Opportunity

The principle of equal opportunities between women and men should be taken into account when evaluating the quality of all projects proposed under the two components and during all phases of their implementation. Specific attention will be paid to the gender dimension when determining the benefit of training activities. While implementing the project activities and, to the extent applicable, the Beneficiary will try to assure that gender disaggregated data will be made available to carry out an analysis of the social and economic impact of the actions undertaken.

### 6.2 Environment

The project beneficiaries shall ensure that, during implementation of their actions, due consideration is given to the Government's development policy relating to environmental management and that such policy is embodied, within all strategic policy documents they may draft and all training activities they may carry out.

### 6.3 Intercultural Dialogue and Rights of Minorities, and other Vulnerable Groups

Intercultural dialogue should be favoured and the rights of minorities and other vulnerable groups, including Roma, should be taken into account when evaluating the quality of all projects proposed under the overall components. While implementing the project activities and, to the extent applicable, the Beneficiary will try to assure that national disaggregated data will be made available to carry out an analysis of the social and economic, as well as cultural impact of the actions undertaken

## ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Reference to laws, regulations and strategic documents:
- 4- Details per EU funded contract (\*) where applicable:  
For *TA contracts*: account of tasks expected from the contractor  
For *grants schemes*: account of components of the schemes

**ANNEX 1: Logical framework matrix in standard format**

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number: IPA Programme, Civil Society Facility - Horizontal Activities (Technical Assistance, People 2 People Programme, Partnership Actions)	
<b>IPA Multi Beneficiary Programme 2008</b>	Contracting period expires on 31 December 2009	Disbursement period expires on 31 December 2012
	Total budget : <b>€17,550,000.00</b>	IPA budget: <b>€16,500,000.00</b>

<b>Overall objective</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>
Contribute to strengthening civil society within a participative democracy, stimulating a civil society friendly 'environment' and culture	<ul style="list-style-type: none"> <li>• Evaluations of the democracy indicators and sector aspects such as freedom of association and human rights improved</li> <li>• Number of good practices that will be promoted at the CSOs sector level</li> </ul>	<ul style="list-style-type: none"> <li>• Statistics</li> <li>• Evaluation and Monitor and Progress reports</li> <li>• Impact Assessment</li> <li>• Studies by EU Member states, international Organisations and other</li> </ul>

	<ul style="list-style-type: none"> <li>• Degree of population understanding regarding the role of CSOs in society , European integration process and objectives</li> </ul>	<p>donors, etc.</p> <ul style="list-style-type: none"> <li>• Country and European Commission through Progress Reports and other Regular Reports (Commission' s opinion, Parliament reports, Action Programmes, etc)</li> <li>• Findings of the technical assistance contractors</li> <li>• Press and media coverage in the areas in which the project is expected to have impact</li> <li>• Public opinion</li> </ul>	
<b>Project purpose</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
To continue promoting and enhancing accountability, credibility of civil society sector and improving the institutional and operational capacity of CSOs in relation with all stakeholders in the region and EU, from large public to decision makers	<ul style="list-style-type: none"> <li>• Percentage of quality applications for funding improved under the project</li> <li>• Number of project carried out successfully in comparison of the previous situation</li> <li>• Ratings of trust and credibility of CSOs improved after the project</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation reports of the Call for Proposals (including projects on the reserve lists</li> <li>• Monitoring reports of the projects implemented under the programme</li> <li>• Ad hoc reports</li> <li>• Interim and final reports</li> <li>• Public opinion surveys and media coverage</li> </ul>	<ul style="list-style-type: none"> <li>• Political stability and favourable environment for CSOs development and dialogue</li> <li>• Political commitment guaranteed</li> <li>• Legitimacy and credibility of CSOs are recognised by the all</li> <li>• Availability of funds and sufficient CSOs absorption capacity</li> <li>• Citizens trust CSOs activities</li> </ul>

<p>To reinforce dialogue and strengthen ties between CSOs within the region and with their counterparts from the EU</p> <p>To encourage sustainable CSOs partnership and networks, including public authorities, promoting transfer of knowledge and experience</p> <p>To developed CSOs advocacy role in supporting democratic issues and advising citizens and public authorities</p>	<ul style="list-style-type: none"> <li>• Percentage of new joint CSOs - stakeholders events and initiatives launched during and after the project</li> <li>• Number of new networks and membership</li> <li>• Total number of projects carried out successfully in the fields covered under the project</li> <li>• Number of initiatives to promote good governance participatory practices</li> </ul>	<ul style="list-style-type: none"> <li>• Official documents of partnership and cooperation agreements</li> <li>• Statistical data on applications for funding</li> <li>• Requests for support, information registered by the technical assistance' team</li> </ul>	<ul style="list-style-type: none"> <li>• Commitment of EU based CSOs and institutions to establish partnerships with their counterparts in the beneficiary countries</li> <li>• Willingness of CSOs to establish coalitions in order to perform a watchdog function</li> </ul>
<p>To further encourage CSOs to play an increasing part in the adoption and implementation of the acquis in policy areas where they have an important implementation and advocacy role</p> <p>To raise citizen understanding of CSOs role and participation to the democratic process</p>	<ul style="list-style-type: none"> <li>• Percentage of projects aiming to further adopt and implement the acquis in the fields covered under the project</li> <li>• Percentage of consultation services provided by CSOs to citizens and government</li> </ul>		<ul style="list-style-type: none"> <li>• Donor continue engagement in supporting civil society being a high priority</li> <li>• Willingness of relevant governmental bodies to cooperate and adopt national policies supportive to CSOs initiatives</li> <li>• Citizens trust CSOs activities</li> </ul>

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>Increased excellence, accountability and professionalism, visibility, participation, influence of civil society for the benefit of the overall regional and national stakeholders</p> <p>Ties between CSOs and their stakeholders within the Region and from the EU reinforced</p> <p>CSOs (and relevant stakeholders) sector knowledge and institutional capacity improved Resource systems for CSOs developed and supported to provide information and services to answer identified needs of CSOs regionally and nationally</p> <p>Network of permanent stakeholders established and a cooperation system on specific sectors set-up</p>	<ul style="list-style-type: none"> <li>○ Rating of trust and credibility of CSOs</li> <li>○ Number of activity aimed to transfer expertise and know-how to CSOs and providing training and consultancy, implemented successfully</li> <li>● Total number of targeted CSOs and number of CSOs having benefited from the project</li> <li>○ Number of requests from CSOs and number of solved Requests</li> <li>● Number of new network and memberships</li> <li>● Number of debates and consultations initiated by CSOs</li> </ul>	<ul style="list-style-type: none"> <li>● Project Reporting on: <ul style="list-style-type: none"> <li>- Training Events</li> <li>- Study visits / exchanges with EU</li> <li>- Other Events</li> </ul> </li> <li>● Monitoring / Evaluation reports</li> <li>● Press releases</li> <li>● CSOs 'Newsletters</li> <li>● Review field work</li> </ul>	<ul style="list-style-type: none"> <li>● CSO personnel remains highly motivated</li> <li>● Legislation and previous benchmark results for the EU readily available</li> <li>● Legitimacy and Credibility of CSOs is recognised</li> </ul>
<p>Increased intervention of CSOs to significantly impact public strategy and policy, across the region and at</p>	<ul style="list-style-type: none"> <li>● Number of events involving decision makers and degree of participation to the</li> </ul>	<ul style="list-style-type: none"> <li>● Official Documentation (Calls for proposals, Applications, Projects Launched)</li> </ul>	<ul style="list-style-type: none"> <li>● The efficiency of government initiatives in the fields advocated by CSOs</li> </ul>



<p>European level</p> <p>Common EU – regional principles, values and good practices developed</p> <p>Improved position of the CSOs with respect to the provision of information and policy advice to stakeholders</p> <p>Enhanced cooperation between CSOs – States with special emphasis on the elaboration and implementation of compatible measures tackling issues covered in the project</p>	<p>programming, policies development and enforcement</p> <ul style="list-style-type: none"> <li>• Number of projects and activities contributing to the adoption and implementation of the EU acquis in comparison to previous and related programmes</li> <li>• Number of public consultations by CSOs</li> <li>• Number of new control and prevention measures</li> </ul>	<ul style="list-style-type: none"> <li>• Project Reporting</li> <li>• Monitoring / Evaluation reports</li> <li>• Press releases</li> <li>• CSOs 'Newsletters</li> <li>• Review field work</li> </ul>	<ul style="list-style-type: none"> <li>• Citizens' trust CSOs activities</li> <li>• Public authorities and stakeholders recognise CSOs as providers of expertise in key topics</li> <li>• CSO's willingness to get closer to their EU counterparts</li> </ul>
<p>Increased awareness of concerned actors (citizens, public authorities and industry) about possibilities to ensure or improve the protection of the environment, energy efficiency, health care and security at work, fights against corruption, organised crime and trafficking</p> <p>New partnership initiatives funded by the programme</p>	<ul style="list-style-type: none"> <li>○ Percentage of contributions to the awareness of issues covered under the project including concrete initiatives</li> <li>• Number of new projects signed in comparison of previous situation</li> </ul>		

Enlarged citizens participation in civil society activity	<ul style="list-style-type: none"> <li>○ Percentage of citizens access to public services</li> <li>○ Percentage of citizens participation events increased from previous programmes</li> </ul>		
<b>Activities</b> 3.4.1. Technical Assistance - CSOs needs assessment - Filling gaps including: Training on specific topics Data collection (desk research, interviews, visits) Drafting compendium and database Limited on-demand expert advise for CSOs Partnership events, initiatives Experience exchange projects  3.4.2 People 2 People Programme Towards: - Awareness raising - Visits programme on relevant EU key policies and the functioning of democratic and transparent decision making system - Bringing the understanding of the <i>acquis</i> closer to the citizens	<b>Means</b>  Call for Tender: Service Contract          Call for Tender: Service Contract Rem.: Implementation, Monitoring and Evaluation to be done by DG Enlargement, Unit D4 Institution Building - TAIEX	<b>Costs</b>  €8 million          €4 million	<b>Assumptions All</b>  All necessary related actions necessary for the implementation of the project are provided by relevant public bodies



**ANNEX 2- Amounts (in €) Contracted and disbursed by quarter for the project**

<b>Contracted</b>			
Contract 3.4.1	€8 million		
Contract 3.4.2	€4 million		
Contract 3.4.3			
Contract 3.4.3.1	€300,000		
Contract 3.4.3.2	€2,5 million		
Contract 3.4.3.3	€1,7 million		
<b>Cumulated</b>	€13,8 million		
<b>Disbursed</b>			
Contract 3.4.1	Q1 2009 €3,200,000	Q2 2010 €4,000,000	Q4 2011 €800,000
Contract 3.4.2	Q1 2009 €2,800,000	Q1 2010 €1,200,000	
Contract 3.4.3.1	Q2 2009 €100,000	Q2 2010 €100,000	Q3 2011 €100,000
Contract 3.4.3.2	Q4 2009 €2,000,000	Q4 2010 €250,000	Q4 2011 €250,000
Contract 3.4.3.3	Q4 2009 €1,360,000	Q2 2010 €170,000	Q4 2011 €170,000
<b>Cumulated</b>	<b>€9,460,000</b>	<b>€15,180,000</b>	<b>€16,500,000</b>

### **Annex 3- Reference to laws, regulations and strategic documents**

- Multi-Beneficiary Multi-annual Indicative Planning Document (2007/2009), SEC(2007)749 of 29.05.2007;
- Council decision of 20/02/2006 (2006/145/EC) on the principles, priorities and conditions contained in the Accession Partnership with Croatia and repealing Decision 2004/648/EC;
- Council decision of 30/01/2006 (2006/55/EC) on the principles, priorities and conditions contained in the European Partnership with Bosnia and Herzegovina and repealing Decision 2004/515/EC;
- Council decision of 30/01/2006 (2006/56/EC) on the principles, priorities and conditions contained in the European Partnership with Serbia, Montenegro and Kosovo as defined by the UNSCR 1244 of 10/06/1999, and repealing Decision 2004/520/EC;
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1429) on Enlargement Strategy and Main Challenges 2007-2008 - Albania 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1429) on Enlargement Strategy and Main Challenges 2007-2008 - Albania 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1430) on Enlargement Strategy and Main Challenges 2007-2008 – Bosnia and Herzegovina 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1431) on Enlargement Strategy and Main Challenges 2007-2008 - Croatia 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1432) on Enlargement Strategy and Main Challenges 2007-2008 – the former Yugoslav Republic of Macedonia 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1433) on Enlargement Strategy and Main Challenges 2007-2008 - Kosovo 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1434) on Enlargement Strategy and Main Challenges 2007-2008 - Montenegro 2007 Progress Report
- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1435) on Enlargement Strategy and Main Challenges 2007-2008 - Serbia 2007 Progress Report

- EC Communication to the European Parliament and the Council of 6 November 2007 (SEC (2007) 1436) on Enlargement Strategy and Main Challenges 2007-2008 - Turkey 2007 Progress Report

**Annex 4 – IPA Programme, Civil Society Facility – Horizontal Activities (Technical Assistance, People 2 People Programme, Partnership Actions): Type of Contract**

1. There will be 3 technical assistance contracts:

3.4.1 Technical Assistance: contract for approximately €8 million to be signed following a call for tender administrated by DG Enlargement Unit D3 Regional Programmes

3.4.2 People 2 People Programme: contract for approximately € 4 million to be signed following a call for tender administrated by DG Enlargement Unit D4 Institution Building – TAIEX Programme

3.4.3.1 Environment Forum: contract for approximately 300,000 to be signed following a call for tender administrated by DG Environment Unit E4 - Enlargement and Neighbouring Countries

2. There will be 2 grant contracts:

3.4.3.2 Environment Protection, Energy Efficiency, Health and Safety at Work: contracts for approximately € 2,5 million to be signed to be signed following a call for proposals administrated by DG Enlargement Unit D3 Regional Programmes

3.4.3.3 Fight against Corruption, Organised Crime and Trafficking: contracts for approximately € 1,7 million to be signed to be signed following a call for proposals administrated by DG Enlargement Unit D3 Regional Programmes