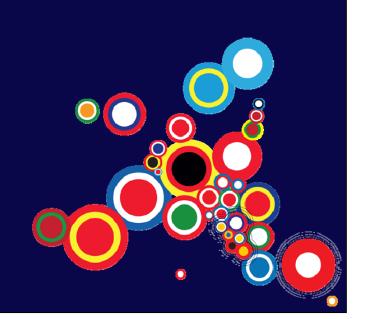


## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

# THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

Civil Society Facility and Media Programme 2016 - 2017



#### **Action summary**

The programme aims at supporting civil society in the country, in line with the EU guidelines for support to civil society and media freedom. Firstly, it addresses strengthening of the civil society as actor through grants and support to National Resource Centre. Secondly, it supports work of organisations in key reforms identified in recent EC policy documents (freedom of expression, fight against corruption, Roma) as well as civil society networking mechanism. Thirdly, it provides for supporting measures to the calls for proposals.

Action Identification					
Action Programme Title	Civil Society Facility and Media 2016-2017				
<b>Action Title</b>	Multi-Country Civil Society Facility and Media Programme 2016-2017				
Action ID	IPA 2016/038-960.04/CSF & Media/the former Yugoslav Republic of Macedonia				
	IPA 2017/038-961.04/CSF & Media/the former Yugoslav Republic of Macedonia				
	Sector Information				
IPA II Sector	Democracy and governance – sub-sector civil society				
	Rule of Law and Fundamental Rights – sub-sectors Civil Society and Media				
DAC Sector	15150- Democratic participation and civil society				
	15153- Media and free flow of information				
	Budget				
Total cost	2016: EUR 2,85 million				
	2017: EUR 3,95 million				
EU contribution	2016: EUR 2,65 million				
	2017: EUR 3,65 million				
Budget line(s)	22.020401				
	Management and Implementation				
Management mode	Direct				
Direct management:	Delegation of the European Union to the former Yugoslav Republic of				
EU Delegation	Macedonia				
Indirect management:					
Entrusted entity					
Implementation responsibilities	N/A				
Location					
Zone benefiting from the action	The former Yugoslav Republic of Macedonia				
Specific implementation area(s)	N/A				
Timeline					
Final date for concluding Financing Agreement(s) with IPA II beneficiary	N/A				
Final date for concluding delegation agreements under indirect management	N/A				

Final date for concluding	IPA 2016: 31 December 2017			
procurement and grant contracts	IPA 2017: 31 December 2018			
Final date for operational	IPA 2016: 31 December 202	21		
implementation	IPA 2017: 31 December 202	22		
Final date for	N/A			
implementing the				
Financing Agreement				
(date by which this				
programme should be de-				
committed and closed)				
	Policy objectives / Markers	(DAC form)		
General policy objective		Not	Significant	Main
		_		
		targeted	objective	objective
Participation development/go	od governance	targeted	objective	objective v□
Participation development/go Aid to environment	od governance	targeted	objective	The state of the s
		targeted	objective □ □ ✓	The state of the s
Aid to environment		targeted	objective	The state of the s
Aid to environment Gender equality (including W	omen In Development)	targeted	Objective	The state of the s
Aid to environment Gender equality (including W Trade Development	omen In Development)	targeted  □ □ □ □ □ □ Not	objective  □  √  □  Significant	The state of the s
Aid to environment  Gender equality (including W  Trade Development  Reproductive, Maternal, New	omen In Development)		□ · · · · · · · · · · · · · · · · · · ·	v
Aid to environment  Gender equality (including W  Trade Development  Reproductive, Maternal, New	omen In Development)	O O O O O O O O O O O O O O O O O O O	□ □ ✓ □ □ □ Significant	v   v   Main
Aid to environment Gender equality (including W Trade Development Reproductive, Maternal, New RIO Convention markers	omen In Development)	O O O O O O O O O O O O O O O O O O O	□ □ ✓ □ □ □ Significant	v   v   Main
Aid to environment  Gender equality (including W Trade Development Reproductive, Maternal, New RIO Convention markers  Biological diversity	omen In Development)	O O O O O O O O O O O O O O O O O O O	□ □ ✓ □ □ □ Significant	v   v   Main

#### 1. RATIONALE

#### **PROBLEM AND STAKEHOLDER ANALYSIS**

As empowered **civil society is one of the core parts of the political criteria** for EU accession, it is recognised as a horizontal issue. Main support will be provided through IPA sectors' approach, both at regional multi-country and at national levels. The assistance is envisioned to provide a strategic, efficient and tailor made support for the civil society development, such as favorable environment, capacity building, organisational and human resource development, and reaching out to grass-root organisations.

Regarding **enabling environment for civil society**, in terms of the legal framework, the right to freedom of association is enshrined in the Constitution (art. 20). This right was regulated, more specific, with the Law on Associations and Foundations (1998) and the new Law (April 2010)<sup>1</sup> which provides further liberalisation for wider practice of the right for association, extended to legal entities, foreigners and minors, right to associate without a need to register a formal legal entity. The bylaws envisioned in the Law were adopted and the Government Commission for public benefit status was established in February 2012. However, the secondary regulations yet need be adopted and existing fiscal legislation harmonized with the Law. Furthermore, the binding framework of rules for public financing of civil society has not been adopted, and the system for allocating public funds to civil society remains ineffective and inefficient. The Council for Cooperation between government and civil society has not been established. Daily political abuses and cases of restriction of peaceful protests by the police have been registered.

Guaranteeing the **freedom of expression** is a requirement for a country to join the EU. Tackling the issues that relate to freedom of expression and media belongs to the group of fundamental rights, safeguarded by international law, including the European Convention on Human Rights, and forms an integral part of the Copenhagen criteria for EU membership. Restrictions are clearly prescribed and in line with international law and standards. Despite the fundamental rights are often largely enshrined in the national legislation, shortcomings persist in practice. Ensuring freedom of expression is a particular challenge for the country, with negative developments in the past years. Areas of particular concern that greatly influence the freedom of expression and media include intimidation and harassment of journalists, lack of systematic data collection on the reporting, investigation and prosecution of hate speech and hate crime, overuse of court trials on defamation, political interference in the editorial policies, government advertising influencing editorial objectivity of the media outlets, fragile labor rights, self-censorship, limited reporting on matters of public interest, etc. All this influence the creation of a poor culture of freedom of expression, which is dominated by polarisation and lack of balanced, objective debate. The social media platforms offer to some degree freedom of expression to certain segments of the society, allowing them to express their reactions and opinions without self-censorship.

CSOs should enjoy the right to freedom of expression on matters they support or are critical of, and should not being punished for free expression. There is no sanction for critical speech, but there are isolated cases of persecution for critical speech by representatives of CSOs. CSOs are subject to verbal attacks, different labels and court procedures on defamation and slander.

The series of issues of concern explain the comprehensive range of challenges to be addressed by the country and the multitude of the responsible actors within the country. A key missing ingredient is a strengthened role for independent watchdog groups, committed to opening up government budgets and policies for public review and discussion. In this respect civil society has the potential to promote greater transparency and accountability in how countries operate, share information, and interact with their citizens and contribute to matters such as fight against corruption.

http://www.nvosorabotka.gov.mk/index.php?option=com\_docman&task=cat\_view&gid=15&dir=DESC&order=date&limit=10&limitstart=0

Official Journal N52/16.04.2010 available at:

**Fight against corruption** is one of the key pre-accession requirements. The country has some level of preparation in the fight against corruption, having set up the legislative and institutional framework, as well as developing a track record on both prevention and prosecution. However, the capacity to effectively address the corruption is being undermined by a lack of political will and political interference in the work of the relevant bodies, which is hampering their ability to act proactively and non-selectively, especially in high-level cases. Furthermore, part of the legislation, in particular, on prevention of corruption and conflict of interests, on party and election campaign financing, public procurement, free access to public information, still remains to be improved in order to make fight against corruption more effective and efficient in practice. As recent the European Commission Country Report notes, key anti-corruption institutions continue to suffer from insufficient empowerment, inadequate financial, human and material-technical resources, as well as lack of focus and pro-activeness in the fight against corruption. Politicization of institutions, non-merit based employments; insufficient media freedom put additional strain on the effectiveness of anti-corruption policy.

Evidently, the corruption is one of the most serious problems facing the country apart from the specific issues arising from the current crisis, caused by the communications interception scandal. Hence, expanded initiatives are needed to strengthen the civil society capacity - independently of government - to monitor and provide substantive analysis of public/civil administration work such as: setting budget priorities and distribution and effectiveness of public spending, or efficient service delivery, including policy accountability, and to make the results accessible to the general population both directly and via intermediaries such as the media. The CSOs can perform well if they have rights to access information, provide feedback and can freely and actively participate in budget and policy making that is firmly grounded in law.

Recognizing the importance of social dialogue and combating discrimination especially for the marginalised communities such as **Roma** is an imperative in a multicultural society like the one in the former Yugoslav Republic of Macedonia.

The Government adopted the new Strategy for the Roma for the period 2015 - 2020, which addresses the basic questions for realization of multidimensional state policy that will serve as a basis for developing concrete activities aimed at further strengthening and integration of Roma in the main social and economic developments of the country. As priority areas the strategy identifies: Living and Housing Conditions; Employment; Education; Health; Social Assistance and Protection; Human Rights Protection; Culture; Media; addressing of issues of multiple discrimination and gender inequalities, empowerment of Roma Women and Political Participation of Roma communities. For each of these areas it provides the basic overview of the current situation and recommendations for activities to be undertake. The Strategy should be followed by action plans for each of the fields which are still not prepared (except Health).

Roma CSOs aim to contribute in overcoming the unfavourable socio-economic situation of the Roma community. Overall, their activities are focused on the protection of human rights, raising awareness of Roma citizens about their rights and protection mechanisms, offering legal protection in cases of violation of their human rights. Effective actions for capacity building helped Roma CSOs to develop strong core of well-trained activists, with adequate knowledge and skills. There is a continuous functioning of the 12 Roma Information Centres, through informing, counselling, advising and giving the citizens logistic support to be able to realize their rights and obligations (in the fields of social protection, employment, healthcare and education, obtaining personal identification documents, etc.)

#### **OUTLINE OF IPA II ASSISTANCE**

- I. Civil Society Horizontal measures and Support to the national resource centre for CSOs
- II. Support to CSOs in key areas of EU accession
  - in the areas of Freedom of opinion and expression, support to the fight against corruption, support for cooperation of local governments and CSOs working on Roma issues
  - 2) Support to Civil Society Networking Mechanism
- III. Supporting measures to the Call/s

#### RELEVANCE WITH THE IPA II MULTI-COUNTRY STRATEGY PAPER AND OTHER KEY REFERENCES

The **Country Strategy Paper** (**CSP**) is a broad document where support to Civil Society is seen from a sectoral and cross cutting aspect. It indicates that "Specific attention will be paid to a number of cross-cutting issues. These include environmental sustainability and climate change, gender equality, democracy and human rights, as well as corruption." Sectoral support is also foreseen under Democracy and Governance, where "A more independent civil society as a key component of a democratic system" is one of the main results.

Additionally, "Support for civil society organisations (CSOs) will be provided through assisting in the implementation of the national Civil Society Strategy with a focus on the new advisory body; through assisting establishment of a legal and financial environment, favourable to sustainable and independent CSOs, able to work in a representative, transparent and accountable manner; through supporting capacity-building and improving CSOs' cooperation with public institutions, and an improved access to public information; and through promoting the inclusion of CSOs in the formulation, implementation and monitoring of sector policies."

The CSP, under Rule of Law indicates that "Increased efforts are needed in the overall promotion and protection of fundamental rights of vulnerable groups, including children, the LGBTI community, persons with disabilities, including mental health conditions, and minorities. The Roma will require particular attention. Continued support for social inclusion of this and other vulnerable groups is needed. Implementation of policies in this field needs to be strengthened, notably through building capacity and coordination among the institutions involved. There is a need for more proactive implementation of the relevant minority policies, including the Roma strategy at national and local level, as well as ensuring the full implementation of the Ohrid Framework Agreement........Further reforms and, in particular, confidence-building measures are necessary to ensure that freedom of expression and the media is respected in practice."

The Multi Country Strategy Paper indicates that "Increased support for civil society, including capacity building and encouraging the creation of an enabling environment for its development and greater involvement of stakeholders in reforms, including through greater transparency of government action and spending." Also, it underlines that "Promoting freedom of expression and media through EU financial assistance in a more structured and strategic manner and in close cooperation with key international organisations. In the Western Balkans supporting activities which foster reconciliation and contribute to overcoming the legacy of the past, thereby reducing the risk of relations being burdened by bilateral issues."

The Enlargement Strategy and the Country Report, referring to the political crisis the country has been experiencing since December 2012, commends the constructive role the civil society organisations have played through demanding accountability from the political actors across ethnic lines. Civil society

organisations have continued to express serious concerns about the difficult climate in which they operate. They report being subject to harsh criticism by politicians and pro-government media, and a limited government commitment to dialogue. CSOs often play constructive role by organizing actions across ethnic lines, and demand greater accountability of politicians. Political polarization and divide can still be observed between CSOs supporting the government and those opposing it. It recommends the national authorities to involve civil society in policy making and legislation in a more regular and effective manner.

Rule of Law and Freedom of expression and media are included in the list of Urgent Reform Priorities drawn up by the European Commission in June 2015 to be fulfilled by the former Yugoslav Republic of Macedonia. These priorities include overall reinforcement of the fight against corruption, anti-corruption policies and legislation. In the media sphere, Public Service Broadcaster, Government advertising, Access to Information and Defamation are included.

The Accession Partnership outlines a series of priorities to be addressed in the area of civil society. The Accession Partnership stresses the importance of ensuring transparency in the administration, in particular in the decision-making process, and calls for further promoting active participation by civil society in the decision making processes.

The National Program for Adoption of Acquis with regard to civil society plans for further inclusion of civil-society in the decision-making process, ensuring participation of the civil sector in the work of expert councils of the Government, as well as for providing training to the CSOs representatives on issues in the sphere of human freedoms and rights.

The project will contribute towards the implementation of the Stabilisation and Association Agreement objective of "development of civic society and democratisation".

With the implementation of the **Strategy for cooperation between the Government and the Civil Sector**, the Government focuses on improving the conditions to stimulate a sustainable development of civil society. The National Strategy for cooperation between the Government and the Civil Sector is focused on the collaboration with civil society organisations. Finally, the Action complements the national IPA programmes as well by offering numerous smaller pilot projects on sector level, to be determined in the future programming activities.

#### LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Civil society cooperation programmes have proven to be a particularly useful tool in:

- Harmonising the methodologies and outputs for enhances Civil Society Support;
- Sharing best practices;
- Creating networks of experts among the IPA II beneficiaries but also with the Member States' experts:
- Strengthening the thematic networking among CSOs and their increased responsibility in involving grass rooting organisations;
- Improving the regulatory environment in the IPA II beneficiaries;
- Promoting CSO's access to EU funding;
- Improving the dialogue with the Commission and on country level;
- Allowing for country specific activities.

Experience has also shown that support to Civil Society is considered as being too fragmented. Therefore this programme will follow the path set by the Civil Society Facility and Media in strengthening the overall coordination and coherence of assistance and activities carried on or funded by the EU, its Member States and other public and private donors. The European Commission endeavours to improve coordination by organising regular meetings throughout the year with authorities in the Western Balkans and Turkey,

Delegations and stakeholders. A lesson learnt from previous programmes is the need to well coordinate the different types of assistance activities.

The combination of multi-beneficiary and national IPA programmes and other sources of funding can be extremely efficient by exploiting complementarities and synergies if coordinated well, but can create problems in absorption capacity if there are overlaps of content among the different programmes. The European Commission is the largest donor in the region, providing significantly more support than all other donors taken together. Experience shows that there is a real need for continuous support.

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To strengthen participatory democracies and the EU integration process in the Western Balkans and Turkey by empowering civil society to actively take part in decision making and by stimulating an enabling legal and financial environment for civil society and pluralistic media.	Quality assessment of existing legislation and policy framework  Quality of structures and mechanisms in place for cooperation between CSOs/media and public Institutions	Independent assessments by I.O. and CSOs Progress reports	
SPECIFIC OBJECTIVES	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
1. To enable the legal and policy environment for the exercise of the rights for freedom of expression, assembly and cultural diversity.  2. To improve the dialogue, cooperation and partnership between the CSO, the Media and the public institutions.	operational  - Funding mechanisms for CSO's further strengthened	For both specific objectives:  CSO registration records	Political consensus on the need of further inclusion of the CSO in the decision-making process, both at local and central level     Commitment to DG NEAR "Guidelines for EU support to media freedom and media integrity in enlargement countries, 2014-2020"
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS

#### **Results to Objective 1:**

- policies and rules for grass-root organisations
- transparent, accountable, fair and nondiscriminatory manner
- 1.3 CSO activities are guided by strategic longterm organisational planning
- of transparency (as required by good market share, etc.). media owners/publishers established.
- journalism including modern/innovative approaches to increase quality and credibility of investigative journalism.
- 1.6 Stimulate public's demand of quality journalism. Increase in media literacy and understanding of role of professional and ethical journalism in off-line and online media.

#### **Results to Objective 2:**

- Public institutions include and collaborate with CSOs in the implementation, monitoring and evaluation of public policies, strategies and operational programs
- Advocacy CSOs use research and other 2.2 forms of evidence to underpin their activities
- CSOs regularly network within and outside the beneficiary and make use of coalitionbuilding for increased impact in campaigning and advocacy
- CSOs participation with Government is representative and with mechanisms in place engage/inform constituents and beneficiaries

#### Result 1

- 1.1 National and local authorities adopt enabling 1.1 Number of grass-root organisations increased
  - 1. 2 Quality of legislative framework for state funding of CSO's
- 1.2 Government support to CSO's is provided in a 1.3 Share of CSOs that monitor and evaluate the implementation of their strategies and make this information available/accessible
- 1.5 The share of media outlets that provide open access to key data about corporate governance and finances (e.g. ownership structure, 1.4 Media outlets voluntarily adhere to principles income received from the state, financing sources, balance sheets,
  - governance). Professional associations of 1.6 Number of joint -journalist/CSOs projects. Number of cooperative and regional teams dedicated to journalist investigation.
- 1.5 Improved conditions for quality investigative 1.7 Public programmes to promote media literacy are in place.

#### Result 2

- 2.1 Number of CSOs which take part in monitoring policies, EU and other donor funding and negotiation process
- 2.2 Percentage of CSOs taking an evidence-based approach to their work
- 2.3 Share of CSOs taking part in local, national, regional and international networks
- 2.4 Percentage of government/CSO consultations (working groups) where the selection of representatives has been done in an open and transparent way.
- 2.5 Other actions undertaken by authorities and aimed at promoting free expression and media pluralism.
- 2.6 Both Governmental and non-governmental institutions and actors take active measures to address gender inequality and to

#### For both results:

- EC Progress Report
- **CSP** Mid Term Review
- **CSOCSO** registration records
- Project records;
- Media outlets records
- Surveys and research
- Audience measurement
- Independent assessment by II.OO. and/or regional CSOs.

consensus on the need of further inclusion of the

CSO

the

Political

(1)

(2)

decisionmaking process, both at local and central level

Governm

in

ent is committe d implemen t National Strategy for developm of ent civil society sector in the former Yugoslav

Republic

Macedoni

of

a

(3) Resources allocated

2.5 Initiative by state institutions in promoting	promote gender equity in representation and in decision making at all		in
free speech and media diversity	levels;		governme
2.6 Improved understanding of gender equality;			nt budget
	2.7 Non-state actors take full participation in non-discrimination		to support
2.7 Improved understanding of fundamental rights	policies on local and central level and raise awareness on Children's		CSOs
and non-discrimination on all grounds as	Rights, Roma, Disability Rights; LGBTI and freedom of speech	(4)	Commitm
specified in the EU Treaties;		, ,	ent to DG
			ELARG
			Guideline
			s 2014-
			2020

1. (\*) ALL INDICTORS SHOULD BE FORMULATED AS MEASUREMENT, <u>WITHOUT SPECIFYING TARGETS IN THE LOGICAL FRAMEWORK MATRIX</u>.

THE TARGETS SHOULD BE INCLUDED IN THE PERFORMANCE MEASUREMENT TABLE IN SECTION 4. MORE DETAILED GUIDANCE ON INDICATORS IS PROVIDED IN SECTION 4 ON PERFORMANCE MEASUREMENT.

(\*\*) Relevant activities have to be included only in the following sub-section.

#### **DESCRIPTION OF ACTIVITIES**

IPA II assistance will be contributing to an enabling environment for the civil society and media in the beneficiary through implementing the EC Guiding principles of civil society and media support in the enlargement region for the period 2014-2020, and applying more strategic, effective and results focused EU assistance. Efforts are needed to increase civil society, media and government integrity-building partnership in situations where such mutually-beneficial relationships are lacking or inadequate. It is important to promote change in public attitude and practices by fostering dialogue, cooperation and trust between the government, civil society and media.

The **global objective** of this Action Programme is to strengthen the civil society's role in the participatory democracy of the country through their active involvement in public related policies and decision making including the key sector reforms for further support to the EU integration processes.

The **purpose** of the action is to enhance the impact of civil society through their involvement in public policies whose implementation require further development and upgrading of civil dialogue, stronger and active contribution in policy and watchdog initiatives, improved CSOs effectiveness, transparency and accountability, enhanced freedom of opinion and expression, strengthened fight against corruption and cooperation of municipalities and CSOs in addressing the needs of Roma community. The project will also aim to develop a strong regional partnership dialogue between CSOs from the region and their EU counterparts, public authorities and other stakeholders.

Taking into account the broad spectrum of activities and results, this action document refers to 2016 and 2017 programming year.

**In 2016 and 2017**, the following horizontal support for Civil Society Organisations is foreseen at national level, through the Civil Society Facility:

#### **Activity 1: Support to enabling environment for Civil Society**

- a. Strengthening the effectiveness, transparency and accountability of civil society organisations
- b. Enabling financial environment and sustainability of civil society organisations
- c. Strengthening the cooperation between the Government, civil society and other stakeholders

Activity 1 would be covered with financial means in both 2016 and 2017.

- Actions for development of profesional standards for good governance in CSOs including capacity building of governing and management bodies and strengthened capacities to improve their internal governance structures; revision and introduction of internal procedures, rulebooks that regulate transparency, accountability, participation and democratic way of decision making etc;
- Actions for development of codes of good practices in the frame of existing formal and informal networks;
- Actions for capacity building, raising awareness/communication of CSOs with the public to
  promote their activities and missions and to enhance their public image for increased trust and
  engagement in their work;
- Actions for improving the financial transparency of CSOs, support for annual organisational financial audits as an instrument for capacity building and enhancing internal procedures (including publishing financial accounts (audited) and annual reports);

- Actions for enhancing the capacity of CSOs for regularly engaging in monitoring and evaluation of the results and their impact using baselines and quality indicators;
- Actions for reviewing the legal and financial legislation for civil society in order to identify gaps and possible improvements.
- Actions for strengthening capacities for strategic long-term strategic and organisational planning, including for fund-raising activities and diversified funding sources;
- Actions for strengthening capacities of CSOs and transfer of know-how for evidence based activities and improved achievement of advocacy goals;
- Actions for further empowering of CSOs and establishing of structured and functional mechanisms for dialogue between Government and CSOs;
- Actions for increased cooperation among CSOs in coalition building through local, national, regional and international networks, as well as with other non-state actors: professional organisations, trade unions, state institutions etc.;
- Actions for enhancing the impact through capacity building of the existing and new coalitions in campaigning and advocacy (networking).

#### **Activity 2: Freedom of Expression and Opinion**

- a. Support promotion of the right to hold opinions without interference, the right to freedom of expression and its legal limitations vis-à-vis hate speech
- b. Capacity-building and awareness raising on state' obligation to protect and ensure the rights to freedom of opinion and expression, promoting laws and practices that protect freedom of opinion and expression
- d. Stimulate culture of pluralistic opinions, democratic values, critical thinking and inter-cultural tolerance

Activity 2 would be covered with financial means in 2016.

- Actions aiming to raise the awareness on the importance of freedom of opinion and expression as one of the essentials for the fulfilment and enjoyment of a wide range of other human rights (including freedom of association and assembly, freedom of thought, religion or belief, the right to education, the right to take part in cultural life, the right to vote and all other political rights related to participation in public affairs).
- Actions that promote laws, international standards, practices that protect freedom of opinion and expression, promote media literacy and press accountability.
- Actions for protection of freedom of opinion and expression with a focus on civil society and media/journalists, including for providing free legal aid;
- Actions that encourage exchanges of good practices on the promotion and protection of freedom of opinion and expression with all relevant stakeholders (including law enforcement agents, the judiciary, civil society, politicians, human rights defenders, lawyers, academics, religious or cultural operators).
- Actions for further empowerment of civil society and cultural operators in creating a culture for critical thinking, freedom of expression, combating hate speech.

- Activities engaging artistic means of training and raising awareness in the field of freedom of
  opinion and expression, creation of climate for balanced, objective debates, cultivating
  tolerance and respect for different opinions.
- Actions supporting human rights education and training, that will capitalize on and make use
  of new information and communication technologies, as well as the media, to promote all
  human rights, particularly freedom of opinion and expression (according to the UN
  Declaration on Human Rights Education and Training).

#### Activity 3: Support to the national resource centre for CSO

An open call for proposals will be launched in order to select an organisation or consortium that can run the Resource Centre and replace TACSO project at national and local level including the provision of information, awareness, capacity building and trainings for local and national CSO. The RC service should also include cooperation with government in the implementation of the Strategy and improved implementation of the IPA assistance for civil society under indirect management. These would also cover implementation to the objectives from the European Commission Guidelines.

An initial envelope of €0.5 million will be used for a three years programme as an action grant for the Resource Centre. The grant will be contracted and managed by EUDs.

#### Activity 4: Supportive measures to the Call for Proposals under the 2016 – 2017 Programme

Up to two Framework Contracts will be contracted as support measures to the launched Call for Proposals under the 2016-2017 Programme. These measures envision services such as engaging external assessors for evaluation of proposals, organising information sessions, kick-off events, trainings of grant beneficiaries, grant monitoring, etc.

#### Activity 5: Supporting civil society in fight against corruption:

- a. Improved involvement of civil society in anti-corruption policy and law making, and advocates of implementation of anti-corruption policy
- b. Strengthening the role of civil society in impartial watchdogs and monitoring activities, including raising citizens' awareness in generating zero tolerance to corruption in the society.

Activity 5 would be covered with financial means in 2017.

- Capacity building of anti-corruption activists on modern techniques regarding prevention and disclosure of corruption, investigative journalism, awareness raising, advocacy, as well as cooperation on anti-corruption.
- Supporting initiatives between the public authorities and civil society for creation of new and implementation of existing anti-corruption policies and strategies
- Monitoring and testing of implementation of anti-corruption policy and performance of individual anti-corruption institutions/sectors, as well as carrying out advocacy campaigns
- Introducing innovative IT tools in anti-corruption policy making, monitoring and analysis of corruption practices and anti-corruption measures, in particular in the area of financing of political parties, public expenditure, public procurement and public-private partnerships.
- Promoting transparency and accountability of state-owned companies, assessing and addressing corruption risks in their operation

- Promoting the creation and implementation of corporate anti-corruption/compliance programmes within the private sector
- Awareness raising on, monitoring and practical testing of the newly introduced system for protection of whistle-blowers
- Carrying out in-depth corruption risk assessments, designing corruption mitigation plans and supporting their practical implementation in corruption-prone sectors.
- Provision of legal and practical advice to natural and legal persons when they are faced with corruption and maladministration, support in preparation of their complaints and in litigation procedures

### Activity 6: Supporting cooperation of local self-governments and civil society in addressing needs of Roma community:

- a) Reducing multiple exclusion factors of individuals from Roma ethnic minority community for their sustainable integration in the labour market.
- b) Inclusion of Roma Community in local decision making process

Activity 6 would be covered with financial means in 2017.

- Actions involving strategic policy advice on Roma inclusion in the society, and in particular in labour market, including sharing best practices from the EU Member States;
- Intensify efforts to overcome the particularly high levels of exclusion and discrimination at local level;
- Actions supporting implementation, monitoring, watchdog and reporting on related Roma Inclusion policies, where CSOs in partnership/networking cooperate with municipalities, and in particular, involving interethnic councils;
- Actions on which create various opportunities for Roma children to have equal access to
  education with particular attention to girls from Roma communities and Roma children with
  disabilities;-; extra-curricular activities as well as inclusive education and support measures
  for effective inclusive education actions starting from early childhood
  development/preschool education and going through primary and secondary education;
- Public information campaigns to improve inter-community relations and reduce stereotyping
  will be encouraged to be carefully researched and planned in order to avoid unintended
  negative impact;
  - Encouraging Roma youth to take active part in society to express the visions and demands of youth on a cross-community basis, promoting youth intercommunity collaboration around environmental, cultural, sports and other related activities;
- Designing and delivering package of support activities to Roma population in order to
  overcome the formal obstacles to enter the labour market (support in obtaining personal
  documents, registration in employment service agency etc.);

- Design and delivery of soft measures related to improving substandard living conditions (supporting the process of obtaining ownership documents, urban planning of Roma settlements etc.);
- Building mutual understanding and breaking down stereotypes related to education, employment and especially the empowerment of women;
- Partnership activities of all the relevant institutions/stakeholders at local level to tackle social and labour market exclusion of Roma people;

#### **Activity 7: Support to Civil Society Network Mechanism**

This action grant will support CSOs' sectorial network mechanism for consultations in the country, including structuring of the coordination and cooperation between CSOs, governmental institutions and the European Commission/EUD. The focus of this network would be to enhance the sector policy dialogue and IPA II programming and implementation (2014-2020). This would also include regular sectorial consultations, capacity building for public participation in policy making, policy analysis, inclusive sectorial programming through the eight sectorial working groups: Democracy and Governance; Rule of law and fundamental rights; Environment, Transport; Competitiveness and Innovation; Education, employment and social policies, and; Agriculture and Rural Development establishing conference. This mechanism already started to cooperate with the SEA and after CSOs sectorial consultations contributed to the IPA 2 National Strategic Document and the National Indicative Strategy Paper.

An envelope of  $\leq 0.5$  m will be used for a three years programme through an action grant selected through a call for proposals and managed by the EU Delegation.

#### **Expected Results of the Activities**

- The results foreseen for this period under all of the Activities are linked to the Country Specific Priorities matrix identified in the Guidelines for civil society cooperation and are linked to Objective 1: An enabling legal and policy environment, for the exercise of the rights of freedom, expression, assembly and association; Objective 2: An enabling financial environment which supports sustainability of CSOs; Objective 3: Civil society and public institutions work in partnership through dialogue and cooperation, based on willingness, trust and mutual acknowledgment around common interests; Objective 4: Capable, representative, transparent and accountable CSOs; Objective 5: Effective CSOs and Objective 6: Sustainable CSO's.
- The results foreseen for this period more specific under Activity 2 are also linked to the Country Specific Priorities matrix identified in the Guidelines for media freedom, and are linked to Objective 1 An enabling legal, regulatory and policy environment for the exercising rights of freedom of expression and media and media integrity, Objective 3 Qualitative and trustworthy investigative journalism available to citizens and Objective 4 Representative media and journalist professional organisations capable of taking responsibility of sector relevant issues in dialogue with authorities as well as providing services to their members.

#### **RISKS**

The development of a civil society culture in the region requires political stability and a favorable environment for the enhancement of CSOs and civil society dialogue. Consequently, CSOs, governments, media and other stakeholders should work together to establish alliances and coalitions to help strengthen advocacy, etc. These efforts will fail if the authorities implement policies and

actions that are counterproductive to achieving a civil society culture. It is therefore of paramount importance that the EU and other donors keep a close eye on this and take appropriate measures if necessary.

The main risks involve horizontal support provided by bodies or institutions without a sufficiently clear mandate and experience, or support that it is not tailored clearly to the national needs and priorities. These risks are addressed through a rigorous selection mechanism privileging long standing partnerships which have already demonstrated a clear added value. Another element is to ensure that the horizontal support is based on a clear national needs assessment done in close collaboration with both the beneficiaries and the EU Delegations and geographical units.

#### **CONDITIONS FOR IMPLEMENTATION**

All necessary conditions for the successful implementation of the proposed Action are already in place.

#### 3. IMPLEMENTATION ARRANGEMENTS

The project will be implemented under Direct Management by the EU Delegation in Skopje. All foreseen actions will be implemented by grants awarded through Calls for Proposals (Action or Operational Grants) and supportive measures for evaluation and promotion.

#### **ROLES AND RESPONSIBILITIES**

There will be a broad and inclusive consultation process where the beneficiaries and the national counterparts can contribute to the preparation of the individual Guidelines for applicants.

#### IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

The Contracting Authority shall be the Delegation of the European Union in Skopje for all activities planned under this programme.

Beneficiaries will be selected through Calls for Proposals launched on an annual basis, for the respective programming years 2016 and 2017. The EUD will launch not more than 4 calls for proposals awarding of action grants with possibilities for sub –granting (up to 30,000 per sub-grant and maximum 1/3 of the total grant amount). The Grants will be concluded from 12 to up to 36 months maximum period with a threshold from 150,000 to 300,000 Eur. In this programme also one direct award and not more than 2 FWC are programmed.

Total EU allocation for both years is EUR 6 300 000, following:

- 1. 2016: EUR 2 650 000 (contracting deadline 31/12/17; end of operational implementation period 31/12/2021)
- 1.1. Activity 1: Civil Society Horizontal measures EUR 1.000.000
- 1.2. Activity 2: Freedom of opinion and expression EUR 1.000.000
- 1.3. Activity 3: Support to the national resource centre for CSOs EUR 500.000
- 1.4. Activity 4: Supporting measures to the Call/s EUR 150.000
- 2. 2017: EUR 3 650 000 (contracting deadline 31/12/2018; end of operational implementation period 31/12/2022)

- 2.1. Activity 1: Civil Society Horizontal measures EUR 1.000.000
- 2.2. Activity 5: Support to fight against corruption EUR 1.000.000
- 2.3. Activity 6: Support of cooperation of local governments and CSOs on Roma issues EUR 1.000.000
- 2.4. Activity 7: Support to Civil Society Networking Mechanism EUR 500.000
- 2.5. Activity 4: Supporting measures to the Call/s EUR 150.000

The Calls should encourage non-state actors including civil society organisations and media associations in cooperation with journalists and media outlets to form networks with leading representatives undertaking operations on behalf of the members of the network. The specific eligibility criteria would be underlined in the Individual Guidelines for Applications for the respective Actions.

In order to be eligible for a grant, the potential beneficiaries should be: legal persons registered at least two years before the call is launched, be non-profit making, non-governmental organisations, established in the former Yugoslav Republic of Macedonia, be directly responsible for the preparation and management of the action with the co-applicant and affiliated entities, not acting as an intermediary and be experienced and able to demonstrate their capacity to manage larger scale activities corresponding to the size and type of the project for which a grant is being requested. However, for all Call for Proposals under this Action Programme the lead applicant should be registered or accredited in the former Yugoslav Republic of Macedonia.

Each of the specific Call for Proposals under this Action programme will define specific eligibility criteria for the required co-applicants, affiliates and associates. However, for the Call for Proposals relevant for Activity 6: Partnerships between local governments and civil society will be mandatory.

Sub-granting concerns pre-defined activities to be carried out by entities selected through an open call by the beneficiary of the grant contract in line with EU guidelines and consultations. The sub-granting possibility will be defined in the specific Guidelines for applicants under the respective Actions, whenever appropriate and applicable. The introduction of Partnership Framework Agreements might be also considered in order to facilitate, amongst other activities, the strengthening of grassroots organisations at local level, possibly also by distributing of low value grants to smaller CSOs.

NB: In case there will be remaining funds that will not be contracted, the EU Delegation as a Contracting Authority reserves the right to use these funds for additional supporting measures, for e.g.: project monitoring activities, related trainings, evaluation activities of the new partnership mechanisms established among the networks, etc.

The preparation of the selection procedure/criteria for CSO consortia as well as the management method listed above will be based on additional analysis and consultation with the CSOs and other relevant stakeholders.

#### 4. Performance measurement

#### **METHODOLOGY FOR MONITORING (AND EVALUATION)**

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly

justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

Performance will be measured against the indicators set out in the log frame matrix and the specific indicators underlined in the two EC Guidelines. The main means of measurement is the level of compliance with the European standards in the area of CSO by the IPA II beneficiary. Apart from the compliance level indicator, other sources of monitoring can also give a qualitative assessment of the progress made. Such sources include Progress Reports, Peer Reviews, reports from the contracts and grants.

A mid-term evaluation of the Enlargement support to CSOs in the IPA II beneficiaries should be carried out mid-way through the period (2017) to assess progress towards objectives and results as well as the continued viability of the strategy. A final evaluation should be commissioned at the end of the period (2020) to provide the necessary inputs for further support after the end of the current financial framework.

Other related technical assistance teams, if possible, could provide pre and post-grant implementation-related training to beneficiaries. TACSO (or any future similar projects) could also support the EU in monitoring the execution of the project by monitoring of the implementation of individual grants. Monitoring framework of the grant scheme for civil society and media will be developed as a part of the larger framework mentioned above but also reflecting specifies of grants schemes that are limited in scope and time. Monitoring will be based on a set of indicators developed for grant scheme and embedded in the very call for proposals. The guidelines for applicants for each Call for proposals will include the indicators for the monitoring of the impact of the projects in the specific thematic area to be awarded. The applicants will be required to propose indicators that will measure the outcomes of their proposed activities and the impact of their activities on the target groups and beneficiaries. The aggregate impact of all actions undertaken by grantees will be measured after the end of the programme.

#### **INDICATOR MEASUREMENT**

*Instructions*: List (and briefly describe) below the relevant outcome and output indicators with the relevant baseline and target values, as well as sources of information (or verification). You should also indicate the corresponding MCSP indicator(s) to which the Action is contributing.

The key performance indicators included in this table will be used to measure progress of implementation. It is important that these are realistic and measurable. Only very few significant indicators should be selected and should be the same as those in the Logframe (same number, same wording).

Indicator	Baseline (value + year) (2)	<b>Target 2020</b> (3)	Final Target (year) (4)	Source of information
CSP indicator(s) – if applicable				
Action outcome indicator1 (Specific objective 1)  Mechanisms for permanent dialogue with civil society are operational	Civil society network mechanism established informally (2014).	Civil society network mechani sm registere d as legal entity and fully operatio nal		<ul> <li>CSO registration records</li> <li>EC Progress Report</li> <li>Involvement of the mechanism in the Sector Working Groups</li> </ul>
Action outcome indicator 2 (Specific objective 1) Funding mechanisms for CSO's further strengthened	Binding framework of rules for state financing of civil society not in place (2015). CSOs institutional donor orientation is strong: 67% (2015)	framewo rk for state financin		<ul> <li>EC Progress Report</li> <li>Surveys</li> <li>Independent assessments</li> <li>Synthesis of the baseline brief</li> </ul>

Indicator	Baseline (value + year) (2)	<b>Target 2020</b> (3)	Final Target (year) (4)	Source of information
		CSO's institutio nal donor orientati on is decrease d (60%)		
Action outcome indicator 3 (Specific objective 2)  Implementation of EU standards in the area of freedom of expression and opinion	Number of reports of harassment and intimidation of journalists and CSOs	Trend in number of	Tbd	<ul> <li>Internal EU surveys</li> <li>Surveys by "Association of Journalists of Macedonia"</li> <li>EC Progress Report</li> </ul>
Action outcome indicator 4 (Result 1)  Share of CSOs that monitor and evaluate the implementation of their strategies and make this information publicly available/accessible	52% of CSOs neither have established system for assessment of efficiency of employees in their organisation, nor system internal assessment of strategic plan	70%	90%	•EC Progress Report •Baseline study the former Yugoslav Republic of Macedonia

Indicator	Baseline (value + year) (2)	<b>Target 2020</b> (3)	Final Target (year) (4)	Source of information
	dealing with these issues.			
Action outcome indicator 5 (Result 2)  Number of CSOs which take part in monitoring policies, EU and other donor funding and negotiation process	Solidly placed institutional framework and policy for civil dialogue are not fully functional and not consistently implemented.	CSO's to be	50% are consulted	<ul> <li>EC Progress Report</li> <li>CSP Mid Term Review</li> <li>CSO registration records</li> <li>Project records;</li> <li>Surveys and research Independent assessment by IO's. and/or regional CSOs.</li> </ul>
Action outcome indicator 6 (Result 2)  Percentage of CSOs taking an evidence-based approach to their work	40% of CSOs use official data of national statistical offices, ministries, 26% conduct their own studies, 16% use sources form international institutions such as the World Bank, UNESCO, EBRD, 7% use academic studies	towards increase d percenta		<ul> <li>CSO registration records</li> <li>Surveys and research         Independent assessment by IO's and/or regional CSOs.     </li> </ul>
Action outcome indicator 7 (Result 2) Percentage of government/CSO consultations (working groups) where the selection of representatives has been done in an open and transparent way.	0%	25% CSO's to be included	50% of SO's to be included	<ul> <li>EC Progress Report</li> <li>CSP Mid Term Review</li> <li>CSO registration records</li> <li>Project records;</li> <li>Media outlets records</li> <li>Surveys and research</li> </ul>

Indicator	Baseline (value + year) (2)	<b>Target 2020</b> (3)	Final Target (year) (4)	Source of information
				•Audience measurement Independent assessment by IO's. and/or regional CSOs.

- (1) This is the related indicator as included in the Indicative Strategy Paper (for reference only)
- (2) The agreed baseline year is 2010 (to be inserted in brackets in the top row). If for the chosen indicator, there are no available data for 2010, it is advisable to refer to the following years 2011, 2012. The year of reference may not be the same either for all indicators selected due to a lack of data availability; in this case, the year should then be inserted in each cell in brackets. The baseline value may be "0" (i.e. no reference values are available as the Action represents a novelty for the beneficiary) but cannot be left empty or include references such as "N/A" or "will be determined later".
- (3) The target year CANNOT be modified.
- (4) This will be a useful reference to continue measuring the outcome of IPA II support beyond the 2014-2020 multi-annual financial period. If the Action is completed before 2020 (year for the performance reward), this value and that in the 2020 target column must be the same.

#### 5. SECTOR APPROACH ASSESSMENT

The country has not yet established a fully-fledged sector wide approach when it comes to strategic planning and EU assistance programming. Nevertheless, efforts are being made for a creation of a wider consultation board that would allow the inclusion of relevant stakeholders and non-state actors in a wider dialogue for priority identification, taking into account the existing sector strategies which are numerous in some cases.

The forthright position of a number of Civil Society organisations in the country has led in their coordination and production of an IPA paper that the EU also reflected upon when preparing the Country Strategy Paper. Their proactive approach should be used for increased inclusion of CSO in programming of IPA assistance following the sectors identified in the CSP. This initiative is supported by the National IPA Coordinator within the Secretariat for European Affairs, however, participation in the decision making structures (former Programme Based Approach working groups) has not yet materialised. This is necessary, in order to enable more inclusive and transparent dialogue, consultation and communication with all relevant stakeholders in the field of planning and programming of EU funds and international development assistance, and ensure aid effectiveness. This action document could very well contribute to this type of activities.

Following the events of 24<sup>th</sup> of December 2012 and the March Agreement, the Government, in the framework of the High Level Accession Dialogue introduced a working group on Media which assisted in the development of the new Law on Media, however, a proper Action Plan that would address all deficiencies in the area of freedom of expression has not been developed. With IPA funded technical assistance, the Government prepared a new Strategy for Cooperation with Civil Society (2011-2017) as well as an Action Plan (2011-2014) adopted by the Government in June 2012. It set out a framework for addressing major concerns for the CSOs for creating enabling environment for their operation, setting number of measures for developing a sustainable civil society, CSOs' active participation in defining policies, decision making and the European integration, social economy and social entrepreneurship; strengthened civic activism and institutional framework and cooperation.

#### 6. Cross-cutting issues

#### **ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)**

The European Community has a longstanding commitment to address environmental concerns in its assistance programmes (as part as a wider commitment to sustainable development). Key references include art. 6 of the Treaty and the Cardiff process which foresees the systematic consideration of environmental aspects into EC development cooperation and in other policies (hence very important for the acquis). Beneficiaries shall ensure that during the implementation shall take into consideration national and EU policies related to environmental management and they would be included in all materials/project outputs that may occur.

#### ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

The consultation and communication processes will constitute important aspects of the experience and knowledge exchange established with the EU MS and Non State Actors as a result of the project. The generated experience will further the inclusiveness of the national consultation platform, and will improve the transparency and clarity of the national communication strategy with regards to the

negotiation process (both with regards to the participating institutions and structures and the general public). The process of submitting request for project support would also refer to the process of raising public awareness, increasing transparency and a comprehensive dissemination of results.

#### **EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING**

Equal opportunities and participation of men and women would be mainstreamed within the project preparation, training participation and publicity materials. The different project implementation structures will ensure the observance of the principles of equal opportunities and non-discrimination. Equal gender opportunities will be fully respected in the composition of the Steering Committee and other decision making and operational structures. The training activities may include a specific component to train municipal and ministerial staff in the implementation of the Government Gender Strategy, while reference will be made to the EC Programme of Action for the mainstreaming of gender equality in community development cooperation.

#### **MINORITIES AND VULNERABLE GROUPS**

The accelerated approximation of the national with the EU legislation, along with the obligation for full harmonisation up to the accession date, will further the legislative, strengthen the administrative and judicial authorities, full and correct implementation of the Ohrid Framework Agreement and improve the Acquis adoption, implementation and enforcement data, indirectly leading to overall improved stability, respect of minorities, vulnerable groups (including persons with disabilities, persons of LGBTI community and non-majority communities) and good governance. In an EU context, reference is made to the "Race directive" of 2000 (200/43/EC of 29 June), which has an important impact on employment (incl. vocational training, working conditions, social protection etc.) and is also a crucial aspect of the Acquis. The beneficiaries will be assisted to improve their internal performance vis-à-vis minorities or other vulnerable groups. Projects should ensure active involvement and outreach to excluded groups and ensure against both direct and indirect discrimination providing accessible environments inclusive for all.

#### 6. SUSTAINABILITY

The short-term assistance activities supported through this Facility will produce results on the short run since all relevant structures are in place and the support provided would increase the capacities to meet the challenges ahead of the administration. Financial sustainability will be ensured with the final beneficiary co-financing and additional budget allocations to support the planned increase of institutional and human capacities in order to implement IPA II Programmes.

As indicated in article 18 of the Commission Regulation (EC) No. 236/2014 of 11 March 2014 laying down the Common rules and procedures for Implementing the Union External action Instruments and in order to enhance IPA II beneficiaries' ownership of their development processes and the sustainability of external aid, and in line with international aid effectiveness commitments entered into by the Union and its partners, the Union should promote, where appropriate in light of the nature of the action concerned, the use of partners' own institutions, systems and procedures.

#### 7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.