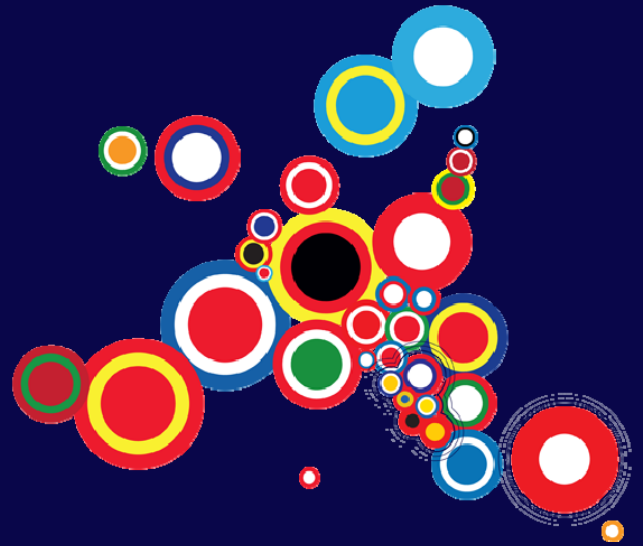




## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

### SERBIA Visibility Facility



#### **Action summary**

This Action will support the visibility of EU assistance and increase public awareness about the initiatives of the EU pre-accession assistance through implementation of two specific high visibility interventions.

The first will result in improved access for persons with disability and reduced mobility to public facilities, while the second will be the finalisation of the historical Golubac fortress, and its transformation into a main touristic attraction.

<b>Action Identification</b>	
<b>Action Programme Title</b>	Country Action Programme for Serbia for the year 2016
<b>Action Title</b>	Visibility Facility
<b>Action ID</b>	IPA 2016/039-801.02/Serbia /Communication Facility
<b>Sector Information</b>	
<b>IPA II Sector</b>	Democracy and Governance
<b>DAC Sector</b>	15110
<b>Budget</b>	
<b>Total cost</b>	6 100 000
<b>EU contribution</b>	5 600 000 EUR
<b>Budget line(s)</b>	22 02 01 01
<b>Management and Implementation</b>	
<b>Management mode</b>	Direct management
<i>Direct management:</i> <b>EU Delegation</b> <i>Indirect management:</i> <b>National authority or other entrusted entity</b>	European Union Delegation in Serbia Result 2 will be achieved through an IMDA with ADA
<b>Implementation responsibilities</b>	For Results 1, 2 implementation is through direct management by the EU Delegation Result 3 through an IMDA with ADA
<b>Location</b>	
<b>Zone benefiting from the action</b>	Republic of Serbia
<b>Specific implementation area(s)</b>	N/A
<b>Timeline</b>	
<b>Final date for concluding Financing Agreement(s) with IPA II beneficiary</b>	At the latest by 31 December 2017
<b>Final date for concluding delegation agreements under indirect management</b>	At the latest by 31 December 2017
<b>Final date for concluding procurement and grant contracts</b>	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 189(2) of the Financial Regulation
<b>Final date for operational implementation</b>	6 years following the conclusion of the Financing Agreement
<b>Final date for</b>	12 years following the conclusion of the Financing Agreement

<b>implementing the Financing Agreement (date by which this programme should be de-committed and closed)</b>			
<b>Policy objectives / Markers (DAC form)</b>			
<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	X	<input type="checkbox"/>	<input type="checkbox"/>
Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>

## 1. RATIONALE

### PROBLEM AND STAKEHOLDER ANALYSIS

In general terms, the Serbian public is split over support for EU membership of the country. Since the second half of 2010 support for joining the EU begins has been steadily declining. The latest opinion poll conducted by TNS Medium Gallup for the EU Delegation in March 2015 shows that 55% of total Serbian population would vote in favour of EU membership should an accession referendum have taken place at that time, while 26% would vote against it. However, with the same question rephrased (“What is your general opinion on the EU?”), only 47% said “positive”, while a majority of 52% expressed their “negative” or “neutral” attitude.

A recent poll (March/April 2016) has shown that as many as 71.6% respondents think that Serbia’s EU membership “would not be good”. At the same time, more than 55 percent think Serbia should “traditionally stick with Russia”.

The above described clearly indicates that the dynamics of the accession process in Serbia has not (yet) translated into the understanding of the accession process, nor awareness of tangible benefits of the EU membership for Serbia and its citizens. In particular, the communication and visibility activities around the EU funds and direct EU financial support to Serbia so far have not managed to capture the imagination of the wider public. The fact is that the focus of the media is on reporting mostly on the political agenda. It seems that this has had a particularly strong negative impact on the public perception of EU assistance: for example, a staggering 92% of the population has no idea of the proportion of the EU financial support to Serbia, while only 1% think it is “over 100 million annually” (SEIO, December 2015). A survey conducted by SEIO (December 2014) shows that more than half of the population believes that Russia is the largest donor to Serbia in the last 15 years, while only 29% of the population thinks it is the European Union.

Since 2015 IPA, the annual programmes include interventions specifically designed to achieve impact in terms of visibility and better communication of overall EU integration, as well as the relevance and impact of pre-accession assistance. IPA 2016 visibility support represents a continuation of these actions and will be streamlined towards visibility interventions that have direct impact on socio-economic development.

Assessments performed for the needs of the Serbian European Integrations Office show that there is a need to prioritise the visibility of projects that can demonstrate that the accession process goes well beyond the approximation of regulations and standards, and that it also has tangible impact on socio-economic development, by providing concrete opportunities in achieving better conditions of life.

This Action includes two interventions which have featured high on the list of issues that concern the citizens and the Government at national and local level, and where it is considered that their implementation can lead to a significant increase of understanding, acceptance and awareness of the meaning of EU assistance. In consultation through the sector working groups (SWGs) for IPA programming, including the mechanism for consultations with civil society (SECO) established by SEIO to improve civil society participation, and with authorities at national and local levels, the following two topics have been selected as the ideal entry point for a larger visibility campaign: (i) Improving access for persons with disability and reduced mobility to public facilities on the local level and (ii) Completion of the Golubac fortress rehabilitation.

**Improved accessibility to public facilities for persons with disability and reduced mobility** is one of the key goals in the education, employment and social policies sector which should be progressively achieved in the coming period. In that respect, the Government of Serbia, supported by the EU IPA funds, already undertook a measure to map priority works to be executed in public facilities with priority given to the most undeveloped municipalities, together with technical documentation which needs to be prepared prior to the execution of reconstruction and adaptation works<sup>1</sup>. The project within this Action will focus on the reconstruction or adaptation of selected public buildings for at least 90 locations in at least 30 municipalities.

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<sup>1</sup> The drafting of the ToR for a contract to support these activities is ongoing, its commencement planned for Q3 2016

The direct beneficiary is the Ministry in charge of Construction, Transport and Infrastructure; other beneficiaries are: the Ministry of Labour, Employment, and Social Affairs, the Ministry of Health and the Ministry of Education and Science.

**Finalisation of Golubac fortress rehabilitation** - The need to finalise rehabilitation of Golubac fortress has been prioritised due to its great potential of increasing visibility of EU funded actions. Golubac is one of the most visible cultural heritage destinations in Serbia; with a variety of archaeological findings (Celtic, Roman, Medieval, Turkish) in the environment of the National Park of Djerdap. It is a key Serbian tourist attraction, due to the major road that passes through it, and its proximity to the prehistoric archaeological site of Lepenski Vir, which makes the two locations a touristic whole. The Golubac fortress was originally a 14<sup>th</sup> century medieval fortified town on the south side of the Danube River, 4 km downstream from the modern-day town of Golubac. The fort was overgrown and unkempt until in 2005 a public project to restore the fort started. The project fits well with the goals of the Danube Strategy, which emphasizes that Cultural heritage, especially monuments of cultural importance, are treated as fundamental resources for the development of local areas and can contribute to the economic growth of the Serbia and of the entire Danube Region.

## **OUTLINE OF IPA II ASSISTANCE**

The purpose of this Action is to increase public awareness of EU pre-accession assistance.

In the context of **improving access for persons with disability and reduced mobility to public facilities on the local level**, the Action will support local government to improve accessibility of their public buildings through reconstruction and adaptation interventions. Works will be executed in accordance with the provisions of the Law on Planning and Construction<sup>2</sup> and related rulebooks<sup>3</sup>. The Law on Planning and Construction envisages conditions for the making of public surfaces and facilities accessible. Local authorities have specific mandates and may contribute to increasing accessibility by a more consistent implementation of regulations and fines for failure to comply with the Law. Focusing on priority facilities (such as schools, social work centres, healthcare centres and employment services), the intervention will improve access to local services for those belonging to the vulnerable population (irrespective of gender or their disability) and so allow them to exercise their fundamental rights. Also, the Action aims to build the capacities and raise awareness of main stakeholders to continue increasing accessibility of facilities through a consistent implementation of relevant regulations and to perform quality control functions. The key aim is to ensure the positive visibility of IPA funding which should be associated with these small scale projects that lead to the improvement of public buildings in a large number of municipalities in Serbia. A communications and visibility plan and its implementation will be an integral part of the project.

**With regard to the Golubac fortress rehabilitation**, IPA 2016 support will be provided to finalise the reconstruction of the fortress. Initial funding for the reconstruction was provided from the IPA 2011 National Programme. Activities under said project addressed the primary issues related to the Golubac fortress site, and included the relocation/construction of the road and of a tunnel in the zone of the Golubac fortress, the revitalization and conservation of the fortress, construction of a new visitor centre, provision of technical infrastructure in the area and the design and construction of a bank fortification. The focus of this intervention is on the remaining renovation works. The final reconstruction works and accompanying supervision include also the development of the touristic destination of the Golubac Fortress, as well as the provision of equipment for the Visitors Centre, and the final works on the palace and the towers. The aim is to have the site completed and ready for the use of its touristic potential, increasing thus the visibility of the assistance provided until now by EU IPA funding, and also ensuring positive association by the public between IPA funding and the reconstruction and rehabilitation of a key historical and tourist site in Serbia. The implementation of the communication and visibility plan for IPA funding is, therefore, an integral part of the activity.

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<sup>2</sup> Official Gazette of the RS, no. 72/2009, 81/2009 - cor., 64/2010 – decision of the Constitutional Court, 24/2011, 121/2012, 42/2013 - decision of the Constitutional Court, 50/2013 - decision of the Constitutional Court, 98/2013 - decision of the Constitutional Court, 132/2014 and 145/2014

<sup>3</sup> The most relevant by-law in the field of physical accessibility is the "Regulation on Technical standards of facility planning, designing and construction to ensure unimpeded movement and access for persons with disabilities, children and the elderly", which identifies the main accessibility features in terms of entrance to facilities, movement through facilities, accessibility of information in facilities and the accessibility of services. The regulation stipulates standards which are aligned with international standards and recommendations in this field and was adopted in 2015.

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

The Action aims at increasing public awareness and transparency of the activities and results achieved by the EU through pre-accession assistance. This is essential to ensure public awareness of EU actions in line with: **The Action plan of the Commission Communicating Europe; Communication and Visibility Manual for European Union External Actions; Communication Strategy for the Accession of the Republic of Serbia to the European Union** (adopted by Serbian Government in December 2011); **IPA Communication Strategy** (internal document for IPA Visibility Officers in the Serbian Government, published December 2013); and The **White paper of the Commission on a European communication policy**.

On a more individual level as per each envisaged intervention, the substantial relevance, notwithstanding the visibility aspects, with strategic documents is the following:

In relation to the intervention "**improving access for persons with disability and reduced mobility to public facilities on the local level**", the EC Progress Report 2015<sup>4</sup> indicates that social inclusion needs to improve significantly, particularly with regard to employment, education and the availability of community-based services, which remains uneven across the country. The provision of social services is additionally compromised by lack of implementing regulations and ineffective distribution of budget funds. Better enforcement of the regulatory framework is necessary. Also, the 2015 Progress Report on Serbia provides recommendations and findings such as "Serbia should in particular implement the anti-discrimination framework more effectively, promote equality and ensure the integration of persons belonging to the most vulnerable groups and minorities". The Indicative Strategy Paper for Serbia 2014-2020<sup>5</sup> recognizes that social inclusion and access to social welfare services is a challenge, including for people with disabilities. The proposed action is also in line with *Priority 3 - Increasing the effectiveness and equity of social welfare of the HRSD sector* defined in the National Priorities for International Assistance (NAD) 2014-2017 with Projections until 2020, and related to the needs of disadvantaged groups. The accessibility issue is also identified in the Law on Prevention of Discrimination against Persons with Disabilities, which stipulates the obligation of public authorities to make available public services and facilities for people with disabilities, the Law on the Prohibition of Discrimination, as well as the draft Employment and Social Reform Programme (ESRP), the expired National Strategy for Improving the Position of Persons with Disabilities (2007-2015), the draft Strategy for Improving the Position of Persons with Disabilities (2016 – 2020) and the National Anti-discrimination Strategy for 2013-2018. These documents envisage measures to enhance accessibility of buildings for public use, public transport, healthcare, education and work environment and aim to ensure full accessibility of public institutions to all citizens, including persons with disabilities and the elderly. On the other hand, the Law on Planning and Construction<sup>6</sup> envisages the conditions for making the public surfaces and facilities accessible.

## LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

The activities planned through this Action follow good practices stemming from a set of locally-based projects, both IPA funded, or funded by bilateral donors. These include:

- The IPA 2007 Municipal support programme with its four expected results: consolidated legal and institutional framework for local self-government, improved financial arrangements for local governments and support to fiscal decentralisation, strengthened co-ordination mechanisms and decentralisation strategy developed and citizen participation enhanced at local level, including raised awareness on local government issues. The awareness-raising aspect proved to be crucial to the visibility of EU funding. In addition, a similar lesson was learned from the Municipal infrastructure improvement programme (MISP), which enhanced the visibility of EU funded projects through dedicated activities related to visibility at local community level.

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<sup>4</sup> <http://www.seio.gov.rs/%D0%B2%D0%B5%D1%81%D1%82%D0%B8.39.html?newsid=2074>

<sup>5</sup> [http://ec.europa.eu/enlargement/pdf/key\\_documents/2014/20140919-csp-serbia.pdf](http://ec.europa.eu/enlargement/pdf/key_documents/2014/20140919-csp-serbia.pdf)

<sup>6</sup> Official Gazette of RS, no. 72/2009, 81/2009 - cor., 64/2010 – decision of the Constitutional Court, 24/2011, 121/2012, 42/2013 - decision of the Constitutional Court, 50/2013 - decision of the Constitutional Court, 98/2013 - decision of the Constitutional Court, 132/2014 and 145/2014.

- A large EU intervention (EU PROGRES programme) implemented in municipalities of Serbia was an excellent opportunity to highlight the importance of European integration in the local community. One of the four components of this project was a component on the awareness-raising of EU financial assistance to the municipalities, and branding of the local areas. This component was based on the assumption that positive communications facilitate easy and swift societal change: they inform, educate, motivate, inspire and eventually change behaviours. It was assessed that an additional obstacle to efforts to achieve social change and development lie in quite a negative image of South and South West Serbia project regions, due to their having to cope with problems poor infrastructure, poverty and lack of employment. Furthermore, the level of knowledge and perception of the EU were poor in these areas as well. The project used communication to facilitate implementation and promote achievements of the other three components. It raised awareness on important socio-economic challenges in the area and encouraged citizens' action. Finally, it focused on building positive images of the programme and the region for the purpose of promoting investments, tourism, and economic development. These lessons are applied in the design of both results under this Action. The approach will be mirrored through the implementation of works contracts and concomitant work on both promoting the image of the programme and EU/IPA in general, as well as in the promotion of issues and of the regions being supported.
- In a similar manner, the IPA 2012 Exchange 4 programme had a number of components, but also focused strongly on visibility aspects. The programme aimed at contributing to the process of strategic change at local level, through the enhancement of administrative capacities and effectiveness of service provision by Serbian Local self-government units, in line with principles of PAR strategy, specific national policies, and EU practices. In order to do so, the Exchange programme strengthened local self-government units in the field of municipal planning, finance and service provision, building on the results of previous phases of capacity building support to LSGs.
- The programme of support to local governments (EXCHANGE), implemented by the NGO "Standing Conference of Towns and Municipalities" was an opportunity for sharing the messages and views on the improvement of local communities, lifestyle changes, and speaking up about the problems and difficulties, in order to encourage positive thinking on the process of European integration at local level.
- Finally, on the issue of accessibility for persons with disabilities, lessons learned from IPA 2011 project on antidiscrimination (where a specific campaign was launched to promote project activities and the procedures before the Commissioner for Protection of Equality) will be applied in the communication of results under this component of this Action. Lessons learned showed that communication efforts must go in the direction of explaining the benefits of the project, and thus of IPA assistance in general, to the entire population, not only the most vulnerable groups. Best practices of projects such as the Balkans Independent Disability Framework or Online platform on community-based services (Youth with Disabilities Forum), in particular on communication with vulnerable or specific groups (online communication with youth, specific language and terminology when communicating with vulnerable groups) are also here effectively integrated.

## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
The overall objective of this action is to increase the knowledge and understanding by Serbian citizens of the impact of IPA funding in the context of better recognition of EU policies and the accession process.	<ul style="list-style-type: none"> <li>Trust in the European Union index in Serbia.</li> </ul>	<ul style="list-style-type: none"> <li>Eurobarometer survey</li> </ul>	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
To improve the visibility of IPA funding by implementing selected high visibility actions.	<ul style="list-style-type: none"> <li>% of the population that is aware of the extent of EU financial support.</li> </ul>	<ul style="list-style-type: none"> <li>Opinion polls / surveys</li> </ul>	<ul style="list-style-type: none"> <li>Continuous support of the GoS to European Integration process</li> <li>Future allocation by the government of appropriate levels of human and financial resources;</li> <li>Budgetary constraints are not increased</li> </ul>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>Result 1</b> Tangible benefit of EU assistance is promoted through implementation of the visibility intervention: improving access for persons with disability and reduced mobility to public facilities.	<ul style="list-style-type: none"> <li>Number of local facilities adapted and constructed to become more accessible for persons with disabilities and reduced mobility</li> <li>Number of beneficiaries from local authorities, engineering professionals and CSOs with strengthened skills in terms of mainstreaming of accessibility measures</li> </ul>	<ul style="list-style-type: none"> <li>Reports on the execution of adaptation and construction works</li> <li>Action reports</li> </ul>	<ul style="list-style-type: none"> <li>Representatives of public facilities subject to adaptation and construction are committed to cooperating concerning all the issues related to reconstruction or adaptation works</li> </ul>
<b>Result 2</b> Tangible benefit of EU assistance is promoted through implementation of the visibility intervention in the field of tourism and cultural heritage.	<ul style="list-style-type: none"> <li>% of tourists /touristic visits to the Golubac fortress</li> </ul>	<ul style="list-style-type: none"> <li>Reports on the execution of adaptation and construction works</li> <li>Action reports</li> <li>Reports from Serbian Touristic Agency</li> </ul>	



## DESCRIPTION OF ACTIVITIES

### **Result 1 Tangible benefit of EU assistance is promoted through implementation of the visibility intervention: improving access for persons with disability and reduced mobility to public facilities.**

The key aim of the intervention is to use the high visibility of works implemented in a number of municipalities in Serbia to raise awareness of the local level population regarding the existence and role of IPA funds, while concomitantly supporting an action which tangibly improves the lives of the most vulnerable citizens of these municipalities. The action relevant to improving access for persons with disability and reduced mobility to public facilities is two-fold: 1) it aims at achieving improved physical accessibility through the reconstruction and adaptation works performed on a number of selected public buildings in 30 municipalities across Serbia, with the priority for the most undeveloped municipalities (III and IV level of development); and, 2) to raise the capacity of key stakeholders at central and local level so as to prevent arbitrary interpretation of accessibility standards.

The first aspect of the action will focus on the execution of reconstruction and adaptation works, building on the results of the previous intervention which developed a methodology containing specific criteria for selecting the municipalities and the criteria for selection of priority public facilities and public buildings; a work plan encompassing priority works to be executed in the selected public buildings; and the technical documentation for the reconstruction or adaptation of the selected public buildings (for at least 90 projects in at least 30 municipalities).

Building on this preparatory phase, this Action will support the selected municipalities in carrying out the necessary reconstruction/adaptation works on public facilities in its jurisdiction in order to improve their accessibility to the targeted population. The local governments will be able to reconstruct buildings such as municipal facilities, schools, centres for social work, health and employment services, etc. Planned support will cover at least 30 municipalities (and minimum three public facilities in each municipality) and may comprise of different types of works (e.g. erecting ramps, installing elevators, toilets and point-of-entry adaptations) depending on the needs in each municipality. Works will be executed in accordance with the provisions of the Law on Planning and Construction and the related rulebooks (most importantly the "Regulation on Technical standards of facility planning, designing and construction to ensure unimpeded movement and access for persons with disabilities, children and the elderly" (2015)). In addition to this, a separate service contract shall provide the necessary services to ensure the supervision of the works.

The second aspect will focus on capacity building and awareness raising among main stakeholders (through Technical Assistance). This activity aligns directly with the UN Convention on the Rights of persons with disabilities, the European Union Disability Strategy and national regulations, including the Ombudsman recommendations. The aim is to ensure more consistent compliance with accessibility regulations and standards by local authorities, engineering professions and civil society, by increasing their capacities and stressing accessibility as an important principle, which is directly affecting the life of persons with disabilities.

The awareness raising and capacity building activities will contribute to a more effective implementation of accessibility and anti-discrimination regulations and will thus include:

- **Awareness raising and capacity building of LSG representatives: 168 municipalities, their offices in charge of providing construction permits, local inspectorates and construction forensics.** The goal is to enable a more effective implementation of regulations to improve quality control in various construction phases. The Law on Planning and Construction envisages conditions for making public surfaces and facilities accessible. Local authorities have specific mandates and may contribute to increasing accessibility by a more consistent implementation of regulations and imposition of fines for failure to comply with the Law. As a minimum, this will include: i) local bodies issuing decisions approving construction and adaptation works and/or construction permits (Article 145) to investors, ii) the work of the construction inspectorates, iii) construction forensics providing expertise in court and out-of-court proceedings. This activity includes the preparation of guidelines for the application and control over the application of accessibility standards.

- **Capacity building of Experts: Engineering professionals – planners, engineers and designers.** The goal is to increase knowledge on accessibility in the design phase and thus ensure accessible construction and prevention of inaccessible construction, as well as the need to subsequently adapt inaccessible facilities. By raising awareness of professionals on the needs of persons with disability and of international good practices and approaches in the field of accessibility, the application of accessibility principles will be ensured already in the design phase in future endeavours and will help prevent the need to subsequently adapt the erected facilities and invest additional resources.
- **Awareness raising and capacity Building of CSOs: Civil society organizations of persons with disability and civil rights defenders.** The goal is to empower the organizations to conduct accessibility-related monitoring and audit, provide legal aid and assistance to persons with disabilities in filing complaints, promote good practices and advise investors, engineers and clients in the designing phase. The goal is to prevent arbitrary interpretation of accessibility standards. The organizations should be empowered to avail of the existing legal instruments (appeals, complaints, trainings) to react in cases of inaccessibility for disability-based discrimination (pursuant to the Law on the Prevention of Discrimination) or may address the competent local authorities to file complaints against investors (pursuant to the Law on Planning and Construction). Also, the providers of (free) legal aid are a valuable source of legal knowledge for persons with disability as a vulnerable population in terms of access to justice or financial means to instigate an anti-discrimination procedure.

The TA contract will be required to prepare a communication and visibility plan for the raising of awareness relevant to IPA funding throughout the implementation of both parts of the action, to be implemented in parallel.

**Result 2 - Tangible benefit of EU assistance is promoted through implementation of the visibility intervention: finalisation of rehabilitation of Golubac fortress.**

This action will also be implemented through two parallel components: on the one hand, works will be implemented in order to finalise the reconstruction and adaptation of the Golubac fortress and the technical infrastructure in the zone of the Golubac fortress, including equipment for the fortress and the Visitors' centre to allow it to operate as a self-sustainable touristic destination. On the other hand, capacity building activities will focus on the professionalisation of the public management company (PUC Golubacki Grad), training and capacity building for the staff and tourist guides of the enterprise.

**RISKS**

Risk	Mitigation Measure
<p>With regards to improving accessibility for persons with disability and reduced mobility to public facilities the following risks are identified:</p> <ul style="list-style-type: none"> <li>• delay in implementation of the preparatory Contract which is the precondition for the execution of works;</li> <li>• weak interest of key stakeholders to get involved and participate in capacity building;</li> <li>• insufficient cooperation between the lead beneficiary and the beneficiary municipalities;</li> <li>• delays in the realization of works.</li> </ul> <p>With regards to the finalization of Golubac fortress:</p> <ul style="list-style-type: none"> <li>• insufficient cooperation between the National Heritage Institute, the Delegate body and the works contractors;</li> <li>• Completeness and quality of technical documentation;</li> </ul>	<ul style="list-style-type: none"> <li>• More tailored and targeted capacity building and awareness raising activities. The participation and active support of different and relevant stakeholders will also significantly mobilize the interest of the local self-governments.</li> <li>• Identification of the role and setting up a national multi-stakeholder working group including key national stakeholders and relevant LSG representatives.</li> <li>• Close cooperation with supervisors and conservatory supervision throughout project implementation.</li> </ul>

Risk	Mitigation Measure
<ul style="list-style-type: none"> <li>Possible gap in ADA's implementation during the interim period and start of IPA 2016.</li> </ul>	

### CONDITIONS FOR IMPLEMENTATION

With regard to the activity related to improving accessibility for persons with disability and reduced mobility to public facilities, the first condition is a successful completion of the preparatory intervention which will provide technical documentation for the reconstruction or adaptation of selected public buildings.

The National Heritage Institute approval of the main design for Golubac reconstruction by October 2016; the National Heritage Institute involvement is ensured for overall project implementation.

### 3. IMPLEMENTATION ARRANGEMENTS

#### ROLES AND RESPONSIBILITIES

This IPA II Action will be implemented and managed in accordance with the rules and procedures under direct management.

For the achievement of interventions for the increase of public visibility of EU support, the following institutions are identified as responsible for the implementation of activities:

Result 1 - Improving accessibility for persons with disability and reduced mobility to public facilities – the Ministry of Construction, Transport and Infrastructure is responsible for achieving results under this activity. The direct beneficiaries are local self-governments and their residents. The indirect beneficiaries are: the Ministry of Labour, Employment and Social Affairs, the Ministry of Health and the Ministry of Education;

Result 2 - Finalisation of rehabilitation of the Golubac fortress - NIPAC TS - SEIO.

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

This Action will be implemented under direct management.

The activities under Result 1 will be implemented through works and service contracts while the activities under Result 2 shall be implemented by means of a Delegation Agreement with the Austrian Development Agency (ADA).

Result	Method of implementation	Type of financing	Justification
Result 2	IMDA with international organisation ADA	1 contract	The Golubac project is part of Serbia's important role in the EU Strategy for the Danube Region (EUSDR) In the location of Golubac, the area around the medieval fortress shall be rehabilitated and turned into one of the main touristic attractions along the entire Danube. The implementation of this very complex project has been performed by ADA and started in September 2014. To ensure flawless continuation of the ongoing works and efficient resource allocation, this project will be implemented by ADA providing for maximum consistency on the site. ADA will warrant that works will not be interrupted after the expiry of the ongoing contract. In addition, applying the principles of sound financial management, ADA was selected to implement this project also due allocating additional resources of its own to finance the Interim phase, until a time when the funds from the subject

Result	Method of implementation	Type of financing	Justification
			allocation become available. Following Art 58.1 and 60 of the Financial Regulation, ADA has been selected to perform the budgetary implementation tasks as an Entrusted Entity, as it can offer an integrated programme approach towards high impact and cost/benefit outcomes. ADA is familiar with the conditions in Serbia and is acquainted with its regulatory framework and the EU accession context. It has established excellent relationships with all relevant stakeholders at national, regional and local level.

#### 4. PERFORMANCE MEASUREMENT

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

Monitoring the progress of the implementation of this Action will be done in accordance with the rules and procedures for monitoring under the direct management.

The overall progress will be monitored by means of several sources:

Result Orientated Monitoring (ROM) system (led by DG NEAR): This will provide, as necessary and required, an independent assessment of the on-going and/or ex-post performance of the action.

IPA II Beneficiaries' own monitoring: IPA II monitoring process is organised and led by the National IPA Coordinator (NIPAC / Serbian European Integration Office - SEIO). NIPAC monitors the process of programming, preparation and implementation as well as the sustainability and effects of the action. The process aims at increasing the performance in the field of monitoring and evaluation, and improving ownership in achieving the objectives, results, outcomes and impact set out in the strategic documents. Under the Direct Management procedures, monitoring and evaluation of actions will be carried out by means of Reports stipulated in the IPA II Implementing Regulation.

Self-monitoring performed by the EU Delegation: This is part of the annual assurance strategy process and is done based on the ex-ante risk assessment of actions/contracts considered to be at risk.

Joint monitoring by DG NEAR and the IPA II Beneficiaries: The compliance, coherence, effectiveness, efficiency and coordination in implementation of financial assistance will be regularly (at least once a year) monitored by an IPA II Monitoring committee. It will be supported by Sector Monitoring Committees which ensure monitoring process at sector level. The results of monitoring will be used in the policy-making process to propose programme adjustments and corrective actions.

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.

## INDICATOR MEASUREMENT

Indicator	Baseline (value + year)	Target 2020	Final Target (year)	Source of information
Trust in the European Union index in Serbia	43% (2015)	54%	At least 60%	Eurobarometer survey NIPAC TS - SEIO reports
% of the population that is aware of the extent of EU financial support	29 (2014)	65	80% awareness	Surveys / opinion polls
Number of local facilities adapted and reconstructed to become more accessible for persons with disabilities and reduced mobility	0	90	100% of new public facilities constructed	Construction permits issued for the adaptation and construction works Reports on the execution of adaptation and construction works
Number of beneficiaries coming from local authorities, engineering professionals and CSOs acquiring strengthened skills in terms of mainstreaming of accessibility measures	0	350	n/a	Action reports Guidelines/booklets through accessibility standards, their application, control and good practices, including relevant legal instruments
Increased % of tourists /tourist visits to Golubac fortress in relation to baseline year	100%	120%	140 %	Reports from the Public Company "Tvrđava Golubački grad" and Serbian Tourist Organisation on tourist visits

## 5. SECTOR APPROACH ASSESSMENT

This stand-alone Action has a cross-cutting nature. The activities under this Action belong to several sectors and as such have been identified by relevant sector working groups in relevant sections of the ISP 2014-2020.

## 6. CROSS-CUTTING ISSUES

### GENDER MAINSTREAMING

The promotion of gender equality is at the heart of European social and economic policies. Despite progress made over the past years, inequalities between women and men still remain in a number of domains. A particular concern is the lack of gender disaggregated data in many sectors and areas, hindering programming of support and planning of the best utilisation of resources for the achievement of specific gender-related results. Mitigation measures have been put in place, and through IPA 2016 related projects (European Integration Facility envelope) support to mainstreaming of gender equality in the central government and support to statistical office aim at improving the situation in this field.

The present Action focuses on implementing specific needs emerging from European Integration process and bringing European values closer. In relation to the visibility intervention related to accessibility for persons with disability and reduced mobility to public facilities, it is expected to create equal access to public services on local level for both men and women, irrespective of their disability. Access to public buildings represents a problem not just for persons with disabilities, but also for the elderly, women with children, and pregnant women. The project, through the provision of ramps, elevator access to higher floors and other accessibility works, will allow better access to these categories as well. Civil society actors in the field of disability rights have noted that the issues faced by persons with physical disabilities are in particular severe for women with disabilities. Restrictions of physical access to public spaces lead to restrictions in the exercise of basic human rights for these individuals,

and for women with disabilities, which represent one of the most vulnerable and poorest categories of citizens in Serbia, this is a particularly grave problem. The action will, therefore, specifically communicate this aspect of the problem to the relevant authorities, in order to ensure that a progressive melioration of the situation is achieved. Support for local level CSOs will also be sought in this respect.

In relation to the Golubac fortress, the impact of the project on the local social and economic circumstances, taking into particular account the impact on women (through, in particular, the increase of the employment opportunities in the service and tourism sectors) will be communicated through the action.

## **EQUAL OPPORTUNITIES**

Equal participation of women and men will be secured through appropriate information and publicity material, in the design of projects and accessibility to the opportunities they offer. This is especially the case with the visibility intervention related to accessibility for persons with disability and reduced mobility to public facilities. The aim of the intervention is to simplify life for everyone in the targeted local communities by making the public spaces and infrastructure more accessible, usable and understandable. This intervention will create equal access to public services on the local level for both men and women, irrespective of their disability. Special attention to the persons that are visually impaired, persons who use the services of blind dogs and persons in wheelchairs will be made. The support of the Commissioner for the Protection for Equality will be sought in the design and implementation of the programme, in order to ensure that best practices are followed. Cooperation with local CSOs supporting persons with disabilities will be established with this purpose as well.

Enforcement of those principles is likewise ensured through specific administrative procedures applied in accordance with the Law on non-discrimination. Hence, no discrimination on the basis of racial or ethnic origin, religion or belief, disability, sex or sexual orientation or on any other grounds will be allowed.

## **MINORITIES AND VULNERABLE GROUPS**

The Action targets specifically, through the result 1, the improvement of the position of persons with disabilities throughout Serbia. Result 1 will support the local municipalities to ensure that in a select number of public buildings, proper conditions exist allowing easy access to persons with disabilities. The second segment of this result will ensure communication and visibility of these actions. Small scale projects planned for this result shall have high visibility, also leading to full compliance with the national legislation on equal opportunities for persons with disabilities.

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

Cooperation with Civil Society Organisations (CSOs) is facilitated by the Government's commitment as part of its European Agenda. Regarding mechanisms for dialogue, two official mechanisms exist: (i) Office for Cooperation with Civil Society; and (ii) Sectorial Civil Society Organisations - SECO for the processes of IPA programming. Both are examples of good practice in terms of CSO representation in general.

The Government Office for Cooperation with Civil Society is the main institutional mechanism for the support of developing the dialogue between the Government and CSOs through offering support to its institutions in understanding and recognizing the role of CSOs in policy shaping and decision making processes.

The Office for Cooperation with Civil Society also established a mechanism that allows involvement of CSOs in negotiations on the accession of the Republic of Serbia to the European Union. During 2013 and 2014, the Office for Cooperation with Civil Society in cooperation with the Negotiating team for accession, and relevant institutions for different negotiation chapters, included CSOs in negotiations. Thus far, CSO participation in this process included monitoring of explanatory screenings, participation in the preparation of the bilateral screening for some negotiating chapters, and participation in briefing meetings that followed bilateral screenings.

In addition, NIPAC TS - SEIO established a consultation mechanism with the CSOs<sup>7</sup>. This mechanism is based on a consultative process with Sectorial Civil Society Organizations (SECOs) and serves as a platform that enables exchange of information and contribution of CSOs in relation to planning development assistance, particularly programming and monitoring of IPA.

The Platform for participation and monitoring the negotiation process with the EU, i.e. the National Convention on the European Union (NCEU) has also been established as a permanent body for thematically structured debate on Serbian accession into the European Union, between representatives of the governmental bodies, political parties, NGOs, experts, syndicates, private sector and representatives of professional organizations.

Coordination and communication with CSOs at local level will be established for both results in order to ensure that best practices, local level experiences and knowledge are included in the design and the implementation of works to be performed. CSOs will be also used as disseminators of information and a platform for awareness-raising activities to be implemented under both results.

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

The majority of activities envisaged under this Action do not imply direct and major impact to environmental issues, by their very nature.

The reconstruction of the Golubac fortress has taken into consideration all aspects related to environmental legislation concerning historic heritage projects. To ensure the on-going protection of a national heritage place, the National Heritage Institute listed requirements on how the heritage values of this site will be protected or conserved. Furthermore, the works also included embankment fortifications around the fortress preventing possible flooding in the future.

### **7. SUSTAINABILITY**

The Actions will produce sustainable results in the short run since all beneficiary institutions/structures are already in place, and the Actions do not envisage establishment or financing of new organisational units and any running costs these may entail.

Finalisation of the reconstruction of the Golubac fortress will boost socio-economic development in the local municipality within which the fortress is located. The increase of the number of persons visiting the location, once the works are completed, should boost the frequency, scale of utilisation and scope of local services provided, generating an increase of revenue to the municipality. It is expected that the tourism and services industry will benefit the most from the finalisation of the construction works, but the project has other implications in terms of attraction of investments into the local municipality, and likely expected positive impact on the areas of transport and goods. Maintenance of the fortress is part of the municipal budget plans.

Strong dimension and focus on visibility activities throughout the Action sets ground for capacitating national institutions, local governments and CSOs in further management of similar activities. The foreseen visibility interventions will have a direct effect on sustained local development and social cohesion.

The action supporting works for improving the access of persons with disabilities to public buildings is in line with the Serbian legislation which requires newly built public buildings to provide such access. The works are designed to be small-scale interventions (such as ramps and elevators), which are therefore easily integrated into regular maintenance costs for the respective public buildings. It is expected that the high visibility of the results and impact of these small scale measures, in particular with regard to the perception of the population of these municipalities, shall boost interest among other local self-governments to improve their public buildings in the same manner.

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<sup>7</sup> Introduced in 2011

## **8. COMMUNICATION AND VISIBILITY**

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

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

Physical infrastructure actions are tangible in nature and offer the greatest possibility for significant visibility activities, given the direct impact that the action is likely to have on improving people's lives. In addition to the basic requirements on visibility in the form of panels, plaques, signs and other visible indications, communication activities will need to be planned and carried out. They shall be aimed at explaining the impact of the action on improving people's daily lives.

As regards the Golubac fortress reconstruction project, ADA shall identify and carry out activities designed to communicate actions, results and impact of this EU-funded initiative. In the Inception Phase, a Communication Strategy will be drafted, identifying specific and measurable goals, opportunities and tools for promotion of each result area, target audiences and clear messages. One of the key messages will be the link between desired outcomes of the programme and Serbia's overall EU accession efforts.