

Project Fiche – IPA Annual Action Programme 2007 for Bosnia and Herzegovina
“Capacity building of Civil Society to take part in policy dialogue”

1. Basic information

1.1 CRIS Number:

1.2 Title: Capacity building of Civil Society to take part in policy dialogue

1.3 ELARG Statistical code: 05.36 - Political criteria

1.4 Location: Sarajevo, Bosnia and Herzegovina

Implementing arrangements:

1.5 Contracting Authority (EC): European Community, represented by the European Commission for and on behalf of beneficiary country

1.6 Implementing Agency: EC Delegation in Bosnia and Herzegovina

1.7 Beneficiary (including details of project manager):

State and entity governments, non-governmental organisations and coalitions of latter. The Ministry of Justice will be the state-level counterpart.

Financing:

1.8 Overall cost: 1,500,000 EUR

1.9 EU contribution: 1,500,000 EUR

1.10 Final date for contracting: N+2

1.11 Final date for execution of contracts: N +4

1.12 Final date for disbursements: N + 5

2. Overall Objective and Project Purpose

2.1 Overall Objective:

To engage BiH civil society in policy dialogue at different levels of government

2.2 Project purpose:

Project purpose 1:

The project aims to strengthen the civil society sector to become an effective partner to the Government in different reform processes, performing a watchdog role in assisting government towards a better understanding of the citizens' needs, and to participate in the revision and implementation of the Medium Term Development Strategy.

2.3 Link with AP/NPAA / EP/ SAA

Development of civil society and democratisation are key themes in the preamble to the draft SAA. This project is intended to contribute significantly to the means by which this development could be brought about by enabling civil society and government to interact with each other on a more efficient basis. Relevant SAA text says that:

"Considering the commitment of the Parties to contribute by all means to the political, economic and institutional stabilisation in Bosnia and Herzegovina as well as in the region, through the development of civil society and democratisation,..."

European Partnership document states under 2a general priority that the Government will have to "work towards full national responsibility for policy formulation and decision making". In addition, the European Partnership document requires, under chapter 7, from the Government of Bosnia and Herzegovina to "ensure respect of human rights". It has been request from the Government to ensure protection of human rights of all citizens of Bosnia and Herzegovina,

particularly of marginalised groups in the society. This project is aiming to contribute to these particular goals.

2.4 Link with MIPD

This project will contribute to "supporting of civil society" area and promote establishment of a constructive dialogue between the civil society organisations and governments at different levels (municipal and state). By establishing a dialogue civil society will be able to influence decision and policy making processes. On the other hand government/s will be provided with the CS inputs and be able to better respond to citizens needs and also have more fruitful inputs for reforms ahead. This project will contribute to having more accountable and transparent governments. MIIPD document, under "strategic choices" states that:

"Further support will be provided to the development of the media and the civil society to contribute to the democratic stabilisation and the social and economic development of the country". (MiPD document; page 12)

In addition to the above the MIPD document, on its page 14, defines this project as a priority under the political requirements:

"Supporting the Civil Society in order to promote the creation of a genuine partnership between authorities and Civil Society in the democratic stabilisation and the economic and social development of the country."

2.5 Link with National Development Plan (where applicable)

n/a

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

Bosnia and Herzegovina has the EU integration strategy, where there is a reference for development of civil society: "BiH will confirm this determination through further democratisation and development of its institutions, the rule of law, free and democratic elections, development of civil society by providing conditions for greater political and economic freedoms, and the respect for human and minority rights."¹

Under the necessary measures the strategy defines it will be necessary to: "Improve functioning and stability of institutions guaranteeing further democratisation of society".²

3. Description of project

3.1 Background and justification:

The entire civil society programmes for IPA 2007 is based on two comprehensive analyses of civil society sector in Bosnia and Herzegovina – first one is "*Mapping Study of non state actors*" published by the EC Delegation to Bosnia and Herzegovina"³ and the second one

¹ EU Integration strategy for Bosnia and Herzegovina; Political criteria for integration – section 2.1.1, page 26. Available at: <http://www.dei.gov.ba/en/>

² Ibid

³ Available at:

http://europa.eu.int/comm/development/body/organisation/docs/guidelines_principles_good_practices_en.pdf

"*Civil Society Assessment in Bosnia and Herzegovina*"⁴ (dated on 25th of June 2004) is published by USAID. Third source of information for this programme is lessons learned from the past by the designated staff working on Civil Society programmes from the EC Delegation to Bosnia and Herzegovina. Civil Society in Bosnia and Herzegovina and the Government of BiH do not have, or have very limited, partnership and dialogue.

As stipulated in the Thessaloniki agenda for the Western Balkans⁵ efforts to further consolidate peace and promote stability and democratic development should continue. However, consolidation of peace, stability and democratic development cannot be achieved without thorough involvement of BiH stakeholders. As described in the "*Guidelines on Principles and Good Practices for the Participation of Non-State Actors in the development dialogues and consultations paper*" adopted by Commission and Council of Ministers,⁶ '*Strengthening the capacity of civil society in partner countries should be given a priority. Capacity building support in critical areas has to be provided and financial should be made available for the NSAs when drawing up a programme of financial support.*'⁷

The state of Bosnia and Herzegovina does not currently have a strategy on how to involve civil society actors in the reform and programming processes, although, as a result of previous support of the European Commission but also other donors, there are many well-developed civil society organisations who could provide a valuable contribution not only to reforms in various fields but also in programming activities for other donors' contributions.

*"BiH does not have a strategy for cooperation of the Government with civil society, neither do its entities."*⁸

This project will build up on previous EC assistance to civil society. The result of previous assistance is that there are several strong and developed civil society organisations in Bosnia and Herzegovina able to draw funds from external sources, out of Bosnia and Herzegovina (including EC). However, the further logical step is to support better networking of CSOs and co-operation among them in a more specialized manner (for example: working tables on human rights, round tables on gender issues, social inclusion, table on youth, etc). If this is achieved it is an assumption that CSOs will be able to become a better partner to the Government in responding to the citizens' needs, but also to become stronger pressure group/s on the Governments advocating for a better and more timely response to citizens' needs.

In addition to the formal consultation with civil society organizations and relevant government departments in formulation of MIPD, less formal meetings have been held by Delegation staff all over the country and the needs and constraints of CSOs have been channeled into this proposal. The 2006 Regular Report for BiH highlights a number of failings in the social protection system, minority rights, access to education and health services etc. Involvement of civil society on an institutional basis could play an important role in mobilizing the country's energies to overcome these problems.

⁴ Available at: www.usaid.ba

⁵ More information on Thessaloniki agenda for the Western Balkans available at: <http://europa.eu.int/comm/enlargement/see/gacthess.htm>

⁶ Available at:

http://europa.eu.int/comm/development/body/organisation/docs/guidelines_principles_good_practices_en.pdf

⁷ Ibid; page 5

⁸ Delegation of the European Commission to Bosnia and Herzegovina, NSA Final Report Mapping Study BiH, page 9. Available at: <http://www.delbih.cec.eu.int/en/index.htm>

This project therefore represents a qualitative move from supporting civil society organizations through grants for individual projects to assisting them to play a strategic role in the development of Bosnia and Herzegovina.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

As described above Bosnia and Herzegovina does not have a strategy for co-operation with civil society. On the other hand, 95% of civil society organisations in Bosnia and Herzegovina have neither the capacities nor the necessary skills to be adequate partners to the government or to perform "*watchdog*" activities properly. However, coalition of CS organisations "*To work and succeed together*" has approached the Council of Ministers of Bosnia and Herzegovina with a clear proposal document to establish a framework for future cooperation. However, no response from the Government's side has been provided so far. Therefore, this project can contribute to improvement of co-operation and communication between civil society sector and the Government of Bosnia and Herzegovina. On the other hand, the projects also aims to strengthen and improve communication and coordination among civil society organisations, which will result in increasing civil society capabilities to communicate and cooperate with the Government better.

3.3 Results and measurable indicators:

Expected results:

- Effective cooperation and coordination between Civil Society organizations established.
- Co-operation strategy between Government and Civil Society organisations established
- Government demonstrates capacity to respond needs of particular groups of citizens.
- Government/CSOs agree greater social cohesion and improved community relations in BiH taking place.

Objectively verifiable indicators:

- Number of initiatives proposed by civil society organisations improve communication and co-ordination among themselves.
- Memorandum of Understanding signed between Government and Civil Society (CS)
- Laws and by-laws passed by Government and Parliament institutionalising co-operation with CS.
- Government opens an office for co-operation with CS.
- Number of laws and by-laws, proposed by the Government in response to analyses of citizens' needs.
- Survey on social cohesion and community relations completed and analysed.

3.4 Activities:

1. Further build the capacity of civil society to engage in policy dialogue.

- a) Foster more informed participation by civil society by supporting efforts to increase access to information, developing skills in policy analysis and formulation, and linking policy research organizations and action-oriented networks,
- b) Strengthen NGO networks defined by common issues and interest groups, particularly in sub-sectors where engagement has been lacking,
- c) Facilitate the consolidation and movement of issue-based initiatives or coalitions working at lower levels to a national forum,
- d) Link capacity building measures to systems and processes that allow for immediate application of skills and experience based learning,

- e) Ensure that support of issue-based advocacy by coalitions adequately provides for knowledge and skills transfer from stronger to weaker organizations,
- f) Encourage NGO approaches to advocacy that support institutional development, e.g. government bodies and political parties, and that seek to create mechanisms for public-private partnership, and
- g) Assist watchdog activities by NGO networks as a means of improving implementation of reform oriented policies and laws.

2. Further develop and strengthen the legal and policy framework for civil society development through partnership with the State government.

- a) Support and encourage local initiatives toward the adoption of a state government policy on co-operation with NGOs.
- b) Build the capacity of institutional mechanisms for government cooperation with NGOs.
- c) Provide for timely, proper, and consistent implementation of new laws and policies through training for civil servants, education and capacity-building of NGOs, and watchdog activities.

3.6 Conditionality and sequencing:

There are no specific issues of conditionality for this project..

3.7 Linked activities

The European Commission has funded projects by civil society organisations for ten years through both OBNOVA/CARDS and the European Initiative for Democracy and Human Rights. As a result of these and other donors' activities a critical mass of advocacy-based NGOs has managed to survive in a difficult political and economic environment. Such actions have therefore created the basis for this proposal, recognising the need for a more strategic approach to the civil society field in the country. Some specific projects which are of direct relevance include, the project KRUZ (Koalicija Uspjeti i Raditi Zajedno – To work and succeed together), which was aiming at developing a framework for continuing dialogue and cooperation between the NGO sector and governments at all levels. One of the results of this project is the proposal of framework for cooperation with the Government which has been sent into the parliamentary procedure. A previous CARDS project also helped establish a network of "*Reference Groups*" of locally-based NGOs starting in Tuzla but spreading over all territory of BiH in different degrees of strength.

In addition to the above, EC Delegation to Bosnia and Herzegovina has funded various projects targeting capacity building of civil society organisations including strengthening cooperation with municipal authorities (for example: project "*Responsible Councillor*" implemented by Citizens' Helsinki Assembly Banja Luka).

A second project proposed, under IPA 2007 programme targeting civil society, is about establishing and enhancing dialogue and cooperation between municipal governments and grassroots level civil society organisations.

3.8 Lessons learned

Both programmes under IPA 2007 targeting civil society are based on two comprehensive analysis of civil society sector. One analysis, "NSA Final Report Mapping Study"⁹ has been done upon the request of the Delegation of the European Commission to Bosnia and Herzegovina, and the second one was made by USAID mission to Bosnia and Herzegovina.¹⁰

⁹ "NSA Final Report Mapping Study": Available at: <http://www.delbih.ec.europa.eu/en/index.htm>

¹⁰ Civil Society Assessment in Bosnia and Herzegovina. Available at: www.usaid.ba

Briefly the lessons learned from the past are as follows:

- The international community continues to drive the development and agenda of civil society, although there is indigenous movement toward ownership of the sector.
- The legal framework for civil society is greatly improved, but gaps and deficiencies remain that impact both the development of the sector and the prospects for the success of related interventions.
- The relationship between government and civil society has yet to be defined and operationalized particularly at higher levels.
- A critical mass of professional NGOs does exist, although the domestic infrastructure to support civil society remains underdeveloped.
- Public awareness and the image of the sector are gradually on the rise, but need to be improved and deepened.
- Domestic funding sources, while in evidence, are extremely limited.
- Issue advocacy campaigns and community initiatives have produced notable successes, although the engagement of civil society is limited and uneven.
- Co-operation between NGOs and political parties to advance policy reform, while extremely rare, does exist.

4. Indicative Budget (amounts in €)

Activities	TOTAL COST	SOURCES OF FUNDING										
		EU CONTRIBUTION				NATIONAL PUBLIC CONTRIBUTION					PRIVATE	
		Total	% *	IB	IN V	Total	% *	Central	Regional	IFIs	Total	% *
Activity 1	Capacity building											
service		1.25 m	100	X								
	IT hardware for NGO Coalitions and the future Gov't office for cooperation With civil society											
supply		0.25 m	100		x							
TOTAL	1.5 million euro					n/a	n/a	n/a	n/a	n/a		

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

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	Q1 2008	Q3 2008	Q3 2010
Contract 2.1	Q1 2008	Q3 2008	Q3 2010

6. Cross cutting issues (where applicable)

6.1 Equal Opportunity

It will be requested, in the Terms of Reference, that successful bidder close monitor gender equality and minorities' rights cross cutting issues and make sure that such issues are addressed properly. The NGO sector in BiH has strong female presence and gender issues feature prominently in many NGO agendas.

6.2 Environment

Applicable to investment projects. Answer whether the environmental screening of the project and/or environmental impact report has been completed, when and its conclusions. Describe briefly major environmental effects and any mitigation measures, if necessary.

There are a number of environmental and ecological NGOs active in BiH which have been instrumental in persuading authorities to take a more pro-active role in dealing with environmental problems at the local level. It is envisaged that continued activities and development in this area towards influencing entity and state-level governments to deal with the country's very real environmental problems would be covered by the project.

6.3 Minorities

"Non-constituent peoples" in BiH and in particular the Roma Minority, face social, political and economic discrimination. The project should therefore seek to further the interests of this disadvantaged group in all interventions with government bodies.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Reference to laws, regulations and strategic documents

ANNEX 1; Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number Development of civil society dialogue		
	Contracting period) expires 24 months	Disbursement period expires	
	Total budget : 1.5 million Euro	IPA budget: 2007	
Overall objective	Objectively verifiable indicators	Sources of Verification	
To engage BiH civil society in policy dialogue at different levels of government	Positive comments in EC Annual progress reports	EC Annual Progress Report	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
To strengthen the civil society sector to become an effective partner to the Government in different reform processes, performing a watchdog role in assisting government towards a better understanding of the citizens' needs, and to participate in the revision and implementation of the Medium Term Development Strategy.	Number of co-operation dialogues between civil society organisations and different ministries at the state level.	Reports, attendance sheets, field visits, bilateral contacts.	
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> • Effective cooperation and coordination between Civil Society organizations established. • Co-operation strategy between Government and Civil Society organisations established • Government demonstrates capacity to respond needs of particular groups of citizens. • Government/ CSOs agree greater social cohesion and improved community relations in BiH taking place.. 	<ul style="list-style-type: none"> • Number of initiatives proposed by civil society organisations improve communication and co-ordination among themselves. • Memorandum of Understanding signed between Government and Civil Society (CS) • Laws and by-laws passed by Government and Parliament institutionalising co-operation with CS. • Government opens an office for co-operation with CS. • Number of laws and by-laws, proposed by the Government in response to analyses of 	Reports, agreements and memorandums of understanding signed, contributions from CS in defining legal documents, citizens' turnout in public debates,	

	<p>citizens' needs.</p> <ul style="list-style-type: none"> • Survey on social cohesion and community relations completed and analysed. 		
Activities	Means	Costs	Assumptions
<p>1. Further build the capacity of civil society to engage in policy dialogue.</p> <p>a) Foster more informed participation by civil society by supporting efforts to increase access to information, developing skills in policy analysis and formulation, and linking policy research organizations and action-oriented networks,</p> <p>b) Strengthen NGO networks defined by common issues and interest groups, particularly in sub-sectors where engagement has been lacking,</p> <p>c) Facilitate the consolidation and movement of issue-based initiatives or coalitions working at lower levels to a national forum,</p> <p>d) Link capacity building measures to systems and processes that allow for immediate application of skills and experience based learning,</p> <p>e) Ensure that support of issue-based advocacy by coalitions adequately provides for knowledge and skills transfer from stronger to weaker organizations,</p> <p>f) Encourage NGO approaches to advocacy that support institutional development, e.g. government bodies and political parties, and that seek to create mechanisms for public-private partnership, and</p> <p>g) Assist watchdog activities by NGO networks as a means of improving implementation of reform oriented policies and laws.</p>	<p>TA Contract €1,250,000</p> <p>Supply Contract €250,000.</p>		

• 2. Further develop and strengthen the legal and policy framework for civil society development through partnership with the State government.

a) Support and encourage local initiatives toward the adoption of a state government policy on co-operation with NGOs.

b) Build the capacity of institutional mechanisms for government cooperation with NGOs.

c) Provide for timely, proper, and consistent implementation of new laws and policies through training for civil servants, education and capacity-building of NGOs, and watchdog activities.

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Pre conditions

ANNEX II: amounts (in €) Contracted and disbursed by quarter for the project?

Contracted	1st Quarter 2008	2 nd Quarter 2008	3 rd Quarter 2008	4 th Quarter 2008	1 st Quarter 2009	2 nd Quarter 2009	3rd Quarter 2009	4 th Quarter 2009	1 st quarter 2010	2 nd quarter 2010	3 rd quarter 2010
Contract 1.1			1.25 million								
Contract 1.2						0.25 million					
Total			1.25 million			0.25 million					
Cumulated			1.25 million			1.5 million					
Disbursed	1st Quarter 2008	2 nd Quarter 2008	3 rd Quarter 2008	4 th Quarter 2008	1 st Quarter 2009	2 nd Quarter 2009	3rd Quarter 2009	4 th Quarter 2009	1 st quarter 2010	2 nd quarter 2010	3 rd quarter 2010
Contract 1.1			0.7 million				0.3 million			0.25 million	
Contract 1.2						0.2 million		0.05 million			
Total			0.7 million			0.2 million	0.3 million	0.05 million		0.25 million	
Cumulated			0.7 million			0.9 million	1.2 million	1.25 million		1.5 million	

Annex 3 - Reference to laws, regulations and strategic documents:

Reference list of relevant laws and regulations

Reference to EP

"Work towards full national responsibility for policy formulation and decision making".(2a general priority).

In addition, the European Partnership document requires, under chapter 7, from the Government of Bosnia and Herzegovina to *"ensure respect of human rights"*.

Reference to the draft SAA

"Considering the commitment of the Parties to contribute by all means to the political, economic and institutional stabilisation in Bosnia and Herzegovina as well as in the region, through the development of civil society and democratisation,..."

Reference to MIPD, (2.2.1 Political requirements – page 14).

"Supporting the Civil Society in order to promote the creation of a genuine partnership between authorities and Civil Society in the democratic stabilisation and the economic and social development of the country."

Reference to National Development Plan

Reference to national / sectoral investment plans

Bosnia and Herzegovina has the EU integration strategy, where there is a reference for development of civil society: *"BiH will confirm this determination through further democratisation and development of its institutions, the rule of law, free and democratic elections, development of civil society by providing conditions for greater political and economic freedoms, and the respect for human and minority rights."*¹¹

Under the necessary measures the strategy defines it will be necessary to: *"Improve functioning and stability of institutions guaranteeing further democratisation of society"*.¹²

4- Details per EU funded contract (*) where applicable:

For TA contracts: account of tasks expected from the contractor

The project aims to strengthen the civil society sector in order to enable the civil society organisations to become an effective partner to the Government in different reform processes, also performing a watchdog role and in assisting government towards a better understanding of the citizens' needs and in particular to assist with the revision and implementation of the Medium Term Development Strategy.

Further build the capacity of civil society to engage in policy dialogue.

a) Foster more informed participation by civil society by supporting efforts to increase access to information, developing skills in policy analysis and formulation, and linking policy research organizations and action-oriented networks,

b) Strengthen NGO networks defined by common issues and interest groups, particularly in sub-sectors where engagement has been lacking,

¹¹ EU Integration strategy for Bosnia and Herzegovina; Political criteria for integration – section 2.1.1, page 26.

Available at: <http://www.dei.gov.ba/en/>

¹² Ibid

- c) Facilitate the consolidation and movement of issue-based initiatives or coalitions working at lower levels to a national forum,
- d) Link capacity building measures to systems and processes that allow for immediate application of skills and experience based learning,
- e) Ensure that support of issue-based advocacy by coalitions adequately provides for knowledge and skills transfer from stronger to weaker organizations,
- f) Encourage NGO approaches to advocacy that support institutional development, e.g. government bodies and political parties, and that seek to create mechanisms for public-private partnership, and
- g) Assist watchdog activities by NGO networks as a means of improving implementation of reform oriented policies and laws.

2. Further develop and strengthen the legal and policy framework for civil society development through partnership with the State government.

- a) Support and encourage local initiatives toward the adoption of a state government policy on co-operation with NGOs.
- b) Build the capacity of institutional mechanisms for government cooperation with NGOs.
- c) Provide for timely, proper, and consistent implementation of new laws and policies through training for civil servants, education and capacity-building of NGOs and watchdog activities.

Ownership of assets (current and after project completion)

Ownership of the hardware component of the project (purchase of necessary IT hardware for the NGO coalitions and the future govt's office for cooperation with civil society will be transferred to the final beneficiaries. (NGO coalitions and Government).