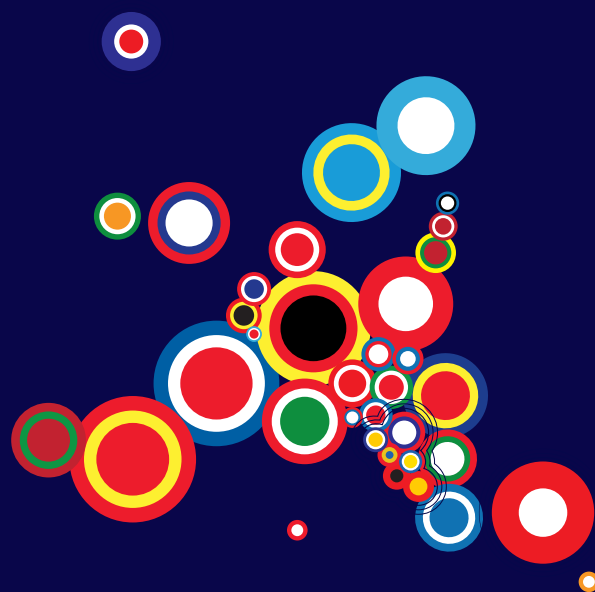# INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

Civil Society Facility and Media Programme 2014- 2015

Action Summary

Civil Society and Media are an important actor in society that can provide support to any reform process and act as its engine. It contributes to building integrity of the public administration, enforces fundamental rights, support vulnerable groups, and is an oversight of the national polices. The programme aims at supporting civil society and media sector in the country, in line with EU guidelines to support civil society and media freedom following the pace of the enlargement process, ensures accountability by all actors in the society, for improved democracy and empowered citizens.

Action Identification	
Programme Title	*Civil Society Facility and Media 2014-2015*
Action Title	*Civil Society Facility and Media Freedom Action for the former Yugoslav Republic of Macedonia*
Action Reference	*IPA 2014/031-605.04/CSF&Media/MK* *IPA 2015/37-653.04/ CSF&Media/MK*

Sector Information	
ELARG Sectors	*Democracy and Governance - subsector Civil Society* *Rule of Law and Fundamental Rights - subsectors Civil Society and Media*
DAC Sector	*15150 Democratic participation and civil society* *15153 Media and free flow of information* *15160 Human Rights*

Budget	
Total cost (VAT excluded)[1]	*2014: EUR 5.5 million* *2015: EUR 5.5 million*
EU contribution	*2014: EUR 5.0 million* *2015: EUR 5.0 million*

Management and Implementation	
Method of implementation	*Direct*
Direct management: **ELARG unit in charge** *Indirect management:* **Implementing Agency**	*Delegation of the European Union to the former Yugoslav Republic of Macedonia*
Implementation responsibilities	*N/A*

Location	
Zone benefiting from the action	*The former Yugoslav Republic of Macedonia*
Specific implementation area(s)	*N/A*

Timeline	
Deadline for conclusion of the Financing Agreement	*N/A*
Contracting deadline	*IPA 2014 – 31 December 2015* *IPA 2015 – 31 December 2016*
End of operational implementation period	*IPA 2014 – 31 December 2019* *IPA 2015 – 31 December 2020*

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[1]   The total action cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

1. RATIONALE

Civil society, in addition to the government and the business sector, is the third most important sector in society. As one of the most important elements for further empowerment and democratisation processes in the former Yugoslav Republic of Macedonia, its strength and weakness determine the pace and substance of the transition, and in due time would help sustain democracy itself. A thriving civil society contributes to a more open, participatory and consequently a more dynamic and participatory democratic society.

Subsequently, freedom of expression and media comes as indispensable right to all citizens, and is a precondition for implementation of all other fundamental rights, including civil society assembling. Any country aspiring to become an EU Member State must have a true commitment to promote freedom of speech, media freedom and media integrity, allowing for open debates in society, promoting cultural differences, dialogue and tolerance.

Support to Civil Society and Media in the enlargement context focuses on supporting an encouraging environment for their activities, and building their capacities to be effective and accountable actors. With this streamlined support to Civil Society and Media with DG ELARG 2014-2020 Guidelines[2], the EU aims to deliver "more for more" in terms of its financial support, having a partnership approach with the society stakeholders and the government, focusing on the needs of the citizens.

PROBLEM AND STAKEHOLDER ANALYSIS

Support to civil society and media is a key tool for mutual understanding and strengthening democracy in society. The need for continued political and financial engagement with civil society and media freedoms in the EU agenda for enlargement is identified in the EC Guidelines for EU support to civil society in the enlargement countries 2014-2020, and EU Guidelines for EU support to media freedom and media integrity, adopted in March 2014. The importance of Civil Society and Media for changes and democratisation of society is indispensable. They can contribute for the necessary changes within the enlargement countries, ensure compliance with human rights, contribute to progress towards democratisation, and comply with international standards. It provides possibilities for understanding the situations from the inside being a special channel of communication. By performing stronger monitoring on internal policies and playing the role of watchdog, it contributes and raises accountability.

While recognising that civil society as a horizontal issue where the main support will be provided through IPA sectors' approach, it is also pivotal to secure general and targeted support to civil society both at regional level (multi-country strategy approach) and at national level (as a sector theme). This also included already taken measures to have an inclusive and timely approach in developing the IPA 2014-2020 support and in particularly the support to civil society, in order to secure meaningful inputs by CSOs. 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 organizations. Additionally, this will allow the Commission to

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[2] DG ELARG Guidelines for EU support to civil society in enlargement countries 2014-2020
 DG ELARG Guidelines for EU support to media freedom and media integrity in enlargement countries 2014-2020

support CSOs in sectors that are important for the enlargement and Europeanization of the society, through providing support CSOs in "safeguarding their independence, promoting political culture that respects plurality of views from an independent civil society, and intensifying joint projects for mutual benefit with CSOs from neighboring countries and more generally across the EU", as called by the European Parliament.

CSOs have already played an important role in preparing society in the former Yugoslav Republic of Macedonia for EU accession while at the same time processing different sectorial reforms, both *acquis* related as well as with regard to the overall promotion of democracy, the rule of law and human rights. For instance, CSOs have proved to be important vehicles in identifying and fighting against corruption, freedom of expression, promoting and protecting human rights, advocating tolerance with the special attention to equal opportunities and non-discrimination related policies, and promoting sustainable development and environment protection policies. In particular, CSO interventions are welcomed where the State does not have enough capacity, resources or flexibility to act in more coherent manner. Particular attention should be given to the capacities and strategic priorities of CSOs in the context of the country's forthcoming phases of EU membership and the specifics of CSOs' needs for institutional strengthening, policy advocacy and innovative activities at the level of sub-sectors.

Speaking of the enabling environment, the 2014 CSO baseline for the country underlines that 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)[3] 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. It also introduced a possibility for civil society organisations to perform directly economic activities and the right to obtain a status of public benefit organisation. The bylaws envisioned in the Law were adopted and the Government Commission for public benefit status was established in February 2012. The need of timely enactment of secondary regulations for granting institutions to perform public authorisations might be a hindrance to the implementation of relevant articles of the Law, as well as harmonisation of the other existing fiscal legislation, including the Law on donations and sponsorships. However, daily political abuses and isolated cases of restriction of peaceful protests by the police have been registered.

Guaranteeing the freedom of expression and freedom of media 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. Political interference in the media through government advertising policies and various forms of violation of freedom of expression, including self-censorship, imprisonment of journalists, rise of the internet media and survival of print and electronic media, media politicisation and clientelism, poor labour standards of journalists, implementation of media legislation, the work of the regulator and of the Public Service Broadcaster, the judiciary's role in freedom of expression, increase number of defamation cases, the work of media CSOs, training of journalists, the works of journalists' associations and self-regulation, media literacy, investigative production, minority media, media dialogue are topical issues that occupy the media landscape in the country.

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[3]   Official Journal N52/16.04.2010 available at

       http://www.nvosorabotka.gov.mk/index.php?option=com_docman&task=cat_view&gid=15&dir=DESC&order=date&limit=10&limitstart=0

The legal framework provides freedom of expression for all. Restrictions are clearly prescribed and in line with international law and standards. Libel and insult are not crimes. They are regulated by the Law on Civil Liability for Insult and Defamation. CSOs enjoy the right to freedom of expression on matters they support or are critical of, and are not being punished for that. Yet, freedom of expression in general is jeopardised by political influence on the media that reflects CSOs' visibility. In general, there are no cases of encroachment of the right to freedom of expression for all. Mostly litigations are private and the defendants are usually journalists or the media. There is no sanction for critical speech, but there are isolated cases of persecution for critical speech by representatives of CSOs. They are subject to verbal attacks, different labels, informative talks and initiating 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. Violations of freedom of expression and press freedom are extensively documented in reports of international institutions and a number of national and international human rights and media freedom organisations. Government publicity campaigns and advertisement are sometimes considered to be directed towards those media that are supportive of their policies. No transparent and non-discriminatory rules are in place that would govern procuring and dispatching of government advertisements. With the share of commercial advertisements having shrunk considerably, the government publicity campaigns – the so called "government advertisement" becomes a powerful leverage to influence contents of reporting.

"New media", including "social media", are on the rise in the country. They contribute to increased pluralism of media and at the same time provide essential checks on power. Their right to free expression as well as of print media is not yet equally guaranteed and protected.

There is an abundance of civil society organisations in the country and a number of them are active in the field of freedom of expression. Their persistent work has been an important contribution to holding governments accountable and improving the human rights situation in general. However, the sustainability of their commitment is questionable without the continuation of foreign funding. The existing not-for-profit media CSOs are still largely dependent on international donors to sustain their missions. Civil society organisations monitoring specifically media performance do not exist in large numbers and there is no continuity of such endeavours.

It is important that the proper systems for basic and continuous training and education of journalists and journalist students on professional standards, freedom of expression and media integrity are developed. Media accountability, media ethics and media law are insufficiently included in university curricula. In general, universities do not offer adequate teaching to future lawyers, prosecutors or judges in matters related to freedom of expression and media freedom. Sometimes, the curricula are outdated or there is no modern understanding of case law practices. This gap is not sufficiently covered by training for legal professionals, even if such training is mandatory for prosecutors or judges.

Mature and credible journalist professional organisations are a key driver in advancing ethical codes and self-regulation, labour standards and enabling media legislation. Currently the civic segment of the journalist community (as an inevitable precondition for protecting professional standards and labour rights) is weak and organised interests are often disjointed without a long-term common vision. Poor labour relations at media outlets (including absence of proper work contracts) is a powerful factor of self-censorship. Reduction of resources for established media and further increased the pressure on professional journalism. And when job opportunities decline, journalists as a community have proved to be weak in its capacity to

further develop and protect common professional and labour standards. Working conditions of journalists are continually deteriorating so that there is little possibility for improvement of professional standards.

Democracy cannot thrive without the media playing a vital role and monitor society and exposing wrong doings. The public sector cannot be relied upon to reform itself in isolation. The pressure of informed domestic public opinion is a crucial stimulus. 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. The impact of non-state actors together with parallel efforts by governments could lead to better performing governments - and better informed citizens to foster informed public pressure for more effective and equitable public programs.

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.

Public awareness of the right to free access to public information remains low. Enforcement of the Law on Free Access to Public Information is inefficient, with one third of information holders failing to submit their annual reports to the relevant institution, penalties not imposed in practice, and political parties excluded from the obligation to provide information to the public. Government obligations to respond to citizens when exercising their rights must be clearly defined. Successfully managed, such efforts hold the potential to improve current development efforts in a major way, and thus contribute to improved transparency and accountability of public administration on all levels and progress in meeting reform objectives in this area.

In order to accomplish this, support is needed to address critical CSO functions, including the capacity for research, analysis, communications, advocacy, and networking, as well as essential administrative functions such as personnel and financial management.

Recognizing the importance of social, inter-cultural and inter-community dialogue is an imperative in a multicultural society like the one in the former Yugoslav Republic of Macedonia. Civil Society Organisations are an essential element of democratic public life. Its active involvement in political, economic and social reforms in the country contributes to further reconciliation and stronger democratic society, by contributing to enhanced dialogue among its main actors on national and local level. A recent study showed the shaping of the mutual understanding of the different cultures in society is created by the media. This is why their responsibility is even greater today in order to provide proper information, avoid inflammatory rhetoric and provide balanced and unbiased reporting of the real situations in society. This can be done by strong support of the media independence and increase of their accountability to the public. Raising awareness and achieving high degree of tolerance in society is crucial, thus attention should be put on identifying and fighting against stereotypes and attitudes that contribute to high degree of discrimination in society. Thus, methods of battling hate speech and hate crimes need to be redressed. Developing a better understanding of these aspects in society is important and Civil Society organizations can contribute to such needed and positive cultural change.

Strengthening the role of Civil Society in promoting fundamental rights in supporting peaceful conciliation of group interest, specifically focusing on children's rights, non-discrimination and LGBTI is highly important. Promotion of equality of rights and promotion of children rights, fight homophobia and anti-discrimination are the core EU values. Children are facing high level of discrimination and that can be due to ethnic or religious background, social disadvantages, sexuality or disability. Protecting children and their privacy in the new media is necessary.

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

The Indicative Strategy Paper is a broad document where support to Civil Society is seen from a sectoral and cross cutting aspect. It is indicated 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.*
In particular, measures undertaken in the context of this CSP should, in accordance with the Government Programme, contribute to maintaining good inter–ethnic relations based on the principles of mutual tolerance and respect and implementation of the Ohrid Framework Agreement. Civil society organisations (CSO) will play an important role both in the sector dialogue and in the implementation of sector reform activities. Their inclusion will be tailor-made in each sector.
In addition to the above areas, IPA II assistance will address local governance and local economic development, in accordance with the Ohrid Framework Agreement and the principles of subsidiarity and participatory development, as a cross-cutting issue throughout all sectors and with respect to supporting social cohesion, democratic development and good inter-community relations."

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 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 co-ordination 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. Continued prison reform should focus in particular on long-term strategic planning and improved managerial capacity. The procedural rights of detainees, in particular of juvenile offenders, need to be safeguarded in a*

more systematic manner. 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 Indicative 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 Accession Partnership outlines a series of priorities to be addressed in the area of civil society. The AP 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 CSOCSOs 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, which refers to the definition where "a civil society organisation" encompasses solely those organisations registered according to the Law on Citizen Associations and Foundations which are non-profitable, non-political and founded in order to exercise and protect heterogeneous economic, social, cultural and other rights and convictions, as defined in the Constitution.

Finally, the Action complements the IPA actions as well, by offering numerous smaller pilot projects on sector level, to be determined in the future programming activities.

SECTOR APPROACH ASSESSMENT

The country has not yet established a full-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 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 dialog, 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 in near future.

Following the events of 24th 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. To that end, number of new laws and acts should be adopted (e.g. Law on Social Entrepreneurship; By-law for standardising state financing of CSOs for all government institutions) or existing laws should be amended (ex. tax laws) and new structures will be established (Council for Cooperation between the Government and civil society). However, despite the certain advancements in the institutional frame it is still not enabling enough for CSOs due to insufficiently effective state administration, lacking capacities and political will to put in practice and implement effectively the measures foreseen with the new Government Strategy.

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 enlargement countries but also with the Member States' experts;
- Improve the regulatory environment in the enlargement countries;
- Promoting CSO's access to EU funding;
- Improving the dialogue with the Commission and on country level;
- Allowing 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 CSF&M 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. DG Enlargement 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.

A majority of CSOs lack sufficient financial resources, which affects continuous maintaining of their programme activities. 85% of them have annual budget less than 1.640 EUR and only 1.1% have budget over 164.000 EUR. This indicates that financial sustainability is becoming increasingly challenging as majority of CSOs are dependent on withdrawing international donors and not using enough alternative funding options. In addition, majority of CSOs have low capacities for absorption of the EU funds due to several weaknesses: undeveloped project management starting from applications, insufficient organisational budgets for EU grants, inability to ensure co-funding. There is a strong need for capacity building in areas like fundraising from domestic sources, tax incentives, economic activities, preparation of EU applications and management of EU projects, cooperation with business sector and similar.

Experience shows that there is a real need for continuous support.

Prior Regional or Multi-beneficiary Programmes mostly linked to CSO support
- CARDS 2003: "Democratic Stabilisation - Civil Society Development and Network Building ('Network to Network')"
- CARDS 2006: "Consolidating Partnership between Civil Society Organisations and Public Authorities for Raising Minority Rights in the Region"
- IPA 2007: "Support to Media Production in South East Europe"
- IPA 2008: "Civil Society Facility"
- IPA 2009: "Civil Society Facility"
- IPA 2010-11: "Civil Society Facility"
- IPA 2012-2013: "Civil Society Facility"

International donor funding for CSOs comprises mainly of EU funds: IPA, EIDHR, Community programmes. Other large supporters are Swiss Development Cooperation and USAID providing project, ad-hoc and institutional grants support. The central government is the only significant national source of civil society funding ranging from 4 to 5 million EUR per year. Despite the Government introduced few measures to improve disbursement and management of these funds (Code of Good Practice), further steps for improvement should be taken particularly regarding funds distributed through line ministries and lottery funds. Government Unit has undertaken measures for improving transparent provision of state funds to CSOs through open calls for granting part of the state budget and monitoring the awarded grants. In 2012 the Unit became responsible, within the Decentralized implementation system for EU funds, for the grant schemes for CSOs under the national IPA. Funds provided by the Units of the Local-self Government (ULSG) to CSOs although small (1% of total ULSG budget) become important source for the small grass-roots organisations. Yet, the ULSG's no unified system, application procedures and clear criteria for allocating funds to CSOs from the ULSG's budget.

National IPA Programmes
In addition to IPA I project support in the specific areas, the following list confirms the continued EU engagement in supporting CSO in the country:

A **PHARE** project was implemented in **1997 - 99** for the "**Development of CSOCSOs and Regional Resource Centres"**, targeting environmental CSOs, while ECHO programmes provided complementary activities in the field of community services.

CARDS 2002 included a CSO strengthening programme, with an emphasis on capacity building of CSOs and supporting the cooperation among the CSOs and between CSOs and local authorities.

CARDS 2003 focused the establishment of a national network (or "platform"/"forum") for lobbying and advocacy–building amongst CSOs as well as institutional capacity building for selected umbrella civil society organisations.

CARDS 2004 addressed the provision of assistance to the Government in developing a strategy for the third sector and in establishing a civil society unit within the Government structures.

IPA 2007 „Public Administration Reform" (component 2), supported the General Secretariat – CSOCSO Cooperation Unit in the implementation of the Governmental Strategy for cooperation with Civil Sector and development of the Code of good practices for participation of the civil society in the policy development process.

IPA 2008 project „**Support the participation of the civil sector in decision making process and in providing social services"** has a purpose to support the development and capacity building of the civil sector through improved involvement of CSOs in the process of drafting legislation and regulations (particularly those connected to the EU integration process, as well as public awareness raising), increased participation of CSOs in providing social services and community-based activities, improved capacities to mobilise resources and voluntary work and improved involvement in the field of democracy and the rule of law.

IPA 2009 project **„Support to Enhancement, Sustainability and the Development of an Active Civil Society"** has a purpose to strengthen the capacity of Civil Society in the fight against corruption and organised crime, in the protection of human rights, and the CSO management and networking, including joint implementation of community-based activities and social services, resource mobilisation, mobilising voluntary work, institutional cooperation between CSOs and between CSOs and the central and local government.

IPA TAIB 2010 project **„Sustainable civil society"** as previous project has a purpose to strengthen administrative capacity for cooperation with CSOs on local level, as well as to strengthen civil society sector through built capacity for self-sustainability and enhanced role of CSO in decision making process at local level.

IPA TAIB 2011 The purpose of project the **„Further development and financial sustainability of the Civil Society"** is to enhance the capacities of civil society for active participation in policy creation and decision making, at local and national levels, in important areas such as, but not limited to: human rights, freedom of expression and media and Roma inclusion. The project will also support the financial sustainability of the civil society by improved implementation of the relevant financial legislation and procedures, as well as enhanced cooperation between state, CSOs and private sector.

IPA 2012 TAIB Measure 4 "Assistance to the General Secretariat of the Government for further cooperation with the Civil Society Organisations" will provide a Twinning assistance for further institutionalisation of structured mechanism/s for cooperation between the Government and the civil society, with a focus on assisting the establishment of the Council for Cooperation with civil society and preparing an interim assessment and update of the Action Plan (for period of 2015-2017) for implementation of the Government Strategy of Cooperation with civil society. Further, under the same annual allocation a Single Biannual Grant Scheme (2012-2013) for supporting civil society in two thematic priorities: 1)

Enhanced involvement of civil society in policy creation and participation in decision-making mechanisms at local and national level, including in the EU accession process; and 2) Improved efficiency in civil society responses to the priority sector reform and political participative process in important areas such as:, democracy, rule of law and fundamental rights will be launched.

Other Donor Assistance
Donors such as USAID, UN agencies, the World Bank, CIDA, SIDA, UK continue to be engaged in strengthening civil society within democracy-building projects. Another important donor, which is often forgotten, is the national government both on national and local level. It is vital that there be very good coordination between donors. The intention is that the advisory Groups already established under the Technical Assistance project serve this purpose.

2. INTERVENTION LOGIC -

LOGICAL FRAMEWORK MATRIX

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, expression, assembly and cultural diversity. 2. To improve the dialogue, cooperation and partnership between the CSO, the Media and the public institutions.	- Mechanism for permanent dialogue with civil society are operational - Funding mechanisms for CSO's and Media further strengthened - Implementation of EU standards in the area of media freedoms	For both specific objectives: • CSOCSO registration records • Project records; • Media outlets records • EC Progress Report • ECtHR case law • CSO Baselines for the country • Government Reports on CSO cooperation	• 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 ELARG Guidelines 2014-2020
RESULTS	**OBJECTIVELY VERIFIABLE INDICATORS (OVI)**	**SOURCES OF VERIFICATION**	**ASSUMPTIONS**
Results to Objective 1: 1.1 National and local authorities have enabling policies and rules for grass-root organisations 1.2 Government support to CSO's is provided in a transparent, accountable, fair and non-discriminatory manner 1.3 CSO activities are guided by strategic long-term organisational planning 1.4 Independent and professional regulators preserve media pluralism and prevent unfair competition in media market. 1.5 Media outlets voluntarily adhere to principles of transparency (as required by good governance). Professional associations of media owners/publishers established. 1.6 Improved conditions for quality investigative journalism including modern/innovative approaches to increase quality and credibility of investigative journalism. 1.7 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:** 2.1 Public institutions include and collaborate with CSOs in the implementation, monitoring and evaluation of public policies, strategies and operational programs 2.2 Advocacy CSOs use research and other forms of evidence to underpin their activities 2.3 CSOs regularly network within and outside country borders and make use of coalition-building for increased impact in campaigning and advocacy 2.4 CSOs participation with Government is representative and with	**Result 1** 1.1 Number of grass-root organisations 1. 2 Quality of legislative framework for state funding of CSO's 1.3 Share of CSOs that monitor and evaluate the implementation of their strategies and make this information publicly available/accessible 1.4 The legislation provided for independent and professional operation of regulatory authorities without interference 1.5 The share of media outlets that provide open access to key data about corporate governance and finances (e.g. ownership structure, income received from the state, financing sources, balance sheets, market share, etc.) . 1.6 Number of joint –journalist/CSOs projects. Number of cooperative and regional teams dedicated to journalist investigation. 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 Non-state actors take full participation in non-discrimination policies on local and central level	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.	• Political consensus on the need of further inclusion of the CSO in the decision-making process, both at local and central level • Government is committed to implement National Strategy for development of civil society sector is Serbia • Resources allocated in government budget to support CSOs • Commitment to DG ELARG Guidelines 2014-2020

mechanisms in place to engage/inform constituents and beneficiaries 2.5 Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity 2.6 Improved understanding of fundamental rights and non-discrimination	and raise awareness on Children's Rights, Roma, LGBTI and freedom of speech		

ACTIVITIES	**MEANS**	**OVERALL COST**	**ASSUMPTIONS**
Activities to achieve Result 1 Activity 1: Support to Civil Society and participatory democracy grants Activity 2: Freedom of expression and media integrity grants Activity 3: Promote improved inter-community relations grants **Activities to achieve Result 2**:One call for proposal for implementing Activity 4: Supporting civil society in watchdog and monitoring activities to the public institutions Activity 5: Supporting Fundamental Rights	Result 1: : One call for proposal for implementing: Activity1: IPA 2014 allocation Grant Scheme Activity 2: IPA 2014 allocation – Grant Scheme Activity 3: IPA 2014 allocation – Grant Scheme Result 2: One call for proposals for implementing : Activity 1: IPA 2015 allocation – Grant Scheme Activity 4: IPA 2015 allocation – Grant Scheme Activity 5: IPA 2015 allocation – Grant Scheme	2014: EUR 5.0 million (contracting deadline 31/12/15; end of operational implementation period 31/12/2019) Activity 1 Civil Society Horizontal measures – EUR 1.0 million Activity 2 Freedom of expression and media – EUR 2.5 million Activity 3 Intercommunity relations – EUR 1.5 million 2015: EUR 5.0 million (contracting deadline 31/12/2016; end of operational implementation period 31/12/2020) Activity 1 Civil Society Horizontal measures – EUR 1.5 million Activity 4 Supporting civil society in watchdog and monitoring activities to the public institutions in the following specific thematic priorities – EUR 2.0 million Activity 5 Supporting Fundamental Rights – EUR 1.5 million	• 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 ELARG Guidelines 2014-2020

IPA II assistance will be contributing to an enabling environment for the civil society and media in the country 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 is to strengthen the civil society and media associations' impact through their active involvement in public and acquis-related policies and decision making including strengthening the civil and political dialogue and thus influencing key sector reforms, for further support to EU integration processes.

The **purpose** of the action is to enhance the impact of civil society organisations and improve media integrity 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, policy monitoring, investigative journalism, improve inter-community relations, increase participatory democracy, support children's rights and non-discrimination, etc. The project will also aim to develop a strong regional partnership dialogue between CSOs from the region and their EU counterparts and public authorities.

Taking into account the broad spectrum of activities and results, this action document refers to 2014 and 2015 programming years for which the following horizontal support for Civil Society Organizations is foreseen at national level:

Activity 1: Support to Civil Society and participatory democracy
- a. Enabling legal and financial environment
- b. Cooperation between the Government and CSO's
- c. CSO's effectiveness, transparency and accountability

The results foreseen for this period 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.

Activity 1 would be covered with financial means in both 2014 and 2015.

Please refer to a longer list of results and indicators under Annex 2 and Annex 3.
The following types of actions, inter alia, are likely to be supported:

- Actions for enhancing the involvement of civil society in the creation of public opinion, policy making and participation in the decision-making mechanisms at local and national level including EU accession process;

- Actions that creates benefit of civil society from national legal and financial frameworks and improved dialogue with state institutions;

- Activities implemented that facilitate a review of the full range of legal and financial regulations which apply to civil society, in order to identify gaps and possible improvements to harmonise the legal environment for civil society;

- Action for strengthening capacities of civil society organisations in networking and development of partnerships with government (at regional, national and local level), and ensuring increased civil dialogue and cooperation in policy creation and decision making;

- Actions that produce greater commitment and capacity of civil society organisation (CSO) networks to give citizens a voice and influence public sector reform processes through analysis, monitoring and advocacy etc;

- Actions for enhanced capacity of local CSO civic mobilisation, advocacy, project development and management to encourage networking and to support their dialogue with corresponding bodies in the EU, including for increased access of grass-root organisations and civic initiatives to financial resources;

- Actions for increased cooperation and transfer of know-how between civil society organisations and other non-state actors: trade unions, professional organisations, etc. in partner countries and corresponding EU level organisations;

- Actions for capacity building/awareness/communication activities aimed at setting up and reinforcing the public private partnerships to the benefit of the expansion of the civil society, etc.

Activity 2: Freedom of expression and media integrity
   a. Enabling media environment
   b. Capacity-building to regulatory environment, including self-regulator of the journalists
   c. Support to media related initiatives

The results foreseen for this period are 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 2 Media outlets (owners/editors) assume responsibility for improved internal governance and production; Increased resilience of media against external pressures and growing audience's confidence the media, 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.

The following types of actions, inter alia, are likely to be supported:
- Actions for Capacity-building to regulatory environment, including self-regulator of the journalists (measures implemented with country media associations, and civil society organisations);

- Actions for improvement of Media Dialogue with the Government;

- Actions for improved relations between judiciary and media on better informing the general public on judicial affairs, including training to judiciary spokespersons, continuous training of judiciary on media freedom and on defamation and libel;

- Actions for establishing a credible system for monitoring the work of media and journalists;

- Actions for providing legal assistance will be provided to journalists for defamation or libel;

- Actions for further empowering civil society and think tanks in becoming more active participant in media environment;

- Actions to promote quality investigative journalism, and provide greater availability of information and analysis based on thorough and replicable investigative journalism;

- Actions to support initiatives in order to restore good governance at the level of individual media outlets;

- Actions for increasing the capacity and representativeness of journalists' professional associations;

- Mobilisation of civil society and other non-state actors and media in review and advocacy for improvement of the legislation, procedural rules and their implementation by state or municipal institutions with special accent on transparency and accountability;

- Actions for investing in education of journalists in applying professional standards will form part of assistance. Opportunities for support to journalist schools to develop curriculums also related to on-line media will be explored. This could include support to law schools and faculties to improve curriculum related to freedom of expression and the understanding of case law practices;

- Actions to support media literacy through assistance to minority media, etc.

Activity 3: Promote improved inter-community relations
   a. Implementation of the Ohrid Framework Agreement (OFA)
   b. Improving intercommunity relations

The results foreseen for this period are linked to the Country Specific Priorities matrix identified in the Guidelines for civil society cooperation, and are linked to Objective 3 Civil society and public institutions work in partnership through dialogue and cooperation, based on willingness, trust and mutual acknowledgment around common interests, and Objective 5 Effective CSOs.

Additionally, there is a well-established link to the Country Specific Priority matrix identified in the Guidelines for media freedom and integrity linked to Objective 2 Increased resilience of media against external pressures and growing audience's confidence the media, 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.

The following types of actions, inter alia, are likely to be supported:

- Actions which will support implementation, monitoring, and reporting on OFA related policies. Beneficiaries: municipalities in partnerships with CSOCSOs involving inter-ethnic councils. Partnerships/networking by several municipalities is also possibility, educational activities, etc.

- Focus on raising awareness about community stereotypes in the process of education in order to become aware of the marginalized people in their communities and create various opportunities for these groups to have equal access to participation in local decision making and public life.

- Watchdog activities of CSO's including partnership with municipal councils;

- Public information campaigns to improve inter-community relations and reduce stereotyping will be encouraged however carefully researched and planned in order to avoid unintended negative impact.

- Projects will be encouraged to improve communication, dialogue, socialising, or learning about other community groups. Projects on common issue of real interest to both or all parties involved – a "third" issue that is not part of the ethnic conflict – there is little motivation to develop deeper relationships and no wider impact of the projects.

- Extra-curricular activities - starting from early childhood development/preschool education and going through primary and secondary education - bringing children, teachers and parent together from different community groups should also be encouraged and supported.

- Encouraging youth to take a more active part in society to express the visions and demands of youth on a cross-community basis. Projects for youth promoting inter-community relations through collaboration around environmental, cultural, and sports activities should also be supported.

- Strengthening the human rights of other marginalized groups

- Supporting active CSOCSOs at the community level that have developed relationships through interethnic networks and mutual projects of common interest, etc.

Activity 4: Supporting civil society in watchdog and monitoring activities to the public institutions in the following specific thematic priorities:
    a. Public procurement, budget expenditure and execution
    b. Public employment
    c. Access to information and regulatory impact assessment
    d. Quality of public services.

The results foreseen for this period are linked to the Country Specific Priorities matrix identified in the Guidelines for civil society cooperation, and are linked to 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, and Objective 5 Effective CSOs.

Additionally, there is a well-established link to the Country Specific Priority matrix identified in the Guidelines for media freedom and integrity, especially 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.

The indicators are listed in Annex 5, Annex 6 and Annex 7 respectively.

The following types of actions, inter alia, are likely to be supported:
- Actions for improved capacity of CSOs to conduct quality thematic research and monitoring/watchdog on public administration work and related policies;

- Actions for enhanced transparency, efficiency and service orientation of public administration with special focus on public funds;

- Promoting high standards and effective implementation of legal framework for prevention of conflict of interest of elected state officials and public servants;

- Promoting efficient, service oriented cooperation between the national and local government and other stakeholders and citizens;

- Actions for enhanced access to information on public administration services, etc.

Activity 5: Supporting Fundamental Rights
  a. Rights of the child
  b. Combating different forms and manifestations of non-discrimination
  c. Enhanced/Improved understanding and tolerance of LGBTI community

The results foreseen for this period are linked to the Country Specific Priorities matrix identified in the Guidelines for civil society cooperation, and are linked to Objective 3 Civil society and public institutions work in partnership through dialogue and cooperation, based on willingness, trust and mutual acknowledgment around common interests, and Objective 5 Effective CSOs.
Additionally, there is a well-established link to the Country Specific Priority matrix identified in the Guidelines for media freedom and integrity, especially Objective 2 Increased resilience of media against external pressures and growing audience's confidence the media.

The indicators are listed in Annex 5 and Annex 6 respectively.

The following types of actions, inter alia, are likely to be supported:

- Educating children (from pre-school, through primary, to secondary) on human and fundamental rights could also be taken as an action to be supported.

- Actions for training for practitioners/professionals dealing with children, focusing on children in residential care, detention, etc.[4]

- Actions to support a friendly child justice system;

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[4] Council of Europe Guidelines: Securing Children's Rights: Guide for Professionals in alternative care (2013):

http://www.coe.int/t/dg3/children/childrenincare/DraftSecuringRights_en.pdf

- Actions to empower Roma children through identification and development of effective ways for their social interaction and participation in initiatives and processes at local and national level;

- Actions for structural improvements of information on children's rights by piloting good practice or provision of legal advice clinics, mobile legal advice units, etc.;

- Actions for increased child protection over internet and media;

- Actions for increased child protection and children exposure/data protection in the media;

- Actions for awareness raising on LGBTI community;

- Actions to prevent homophobia and increase tolerance;

- Actions aimed at analyzing and improving the redress and monitoring and reporting mechanisms, methods and practices of hate speech in media and society in general;

- Actions for promotion and incorporation of international standards of media coverage, including investigative and analytical reporting on issues related to fundamental rights;

- Actions for establishing a dialogue platform within the state institutions on central and local level and advocacy for the key role of civil society and media in promoting fundamental rights and non-discrimination, etc.

RISKS AND PRECONDITIONS

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 and media 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 beneficiary countries and the EU Delegations and geographical units.

3. IMPLEMENTATION ARRANGEMENTS

The project will be implemented under Direct Management mode. It would be cross-sub delegated to EU Delegation in Skopje for contracting and implementation. All of the foreseen Actions would be implemented by different Calls for Proposals by the EU Delegation.

ROLES AND RESPONSIBILITIES

There would be a broad and inclusive consultation process where the beneficiaries and the national counterparts can contribute to the discussion and in the process of preparation of the individual Guidelines for applicants. The EUD bears the full responsibility of preparation, implementation and monitoring of this Action Document.

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 2014 and 2015. The EUD will launch not more than 4 calls for proposals awarding of action grants with possibilities for s-sub -granting. The Grants will be concluded from 12 to up to 48 months maximum period.

Total EU allocation for both years is EUR 10 000 000, following:
- 2014: EUR 5 000 000 (contracting deadline 31/12/15; end of operational implementation period 31/12/2019)
    - Activity 1: Civil Society Horizontal measures – EUR 1.000.000
    - Activity 2: Freedom of expression and media – EUR 2.500.000
    - Activity 3: Intercommunity relations – EUR 1.500.000

- 2015: EUR 5 000 000 (contracting deadline 31/12/2016; end of operational implementation period 31/12/2020)
    - Activity 1: Civil Society Horizontal measures – EUR 1.500.000
    - Activity 4: Supporting civil society in watchdog and monitoring activities to the public institutions in the following specific thematic priorities – EUR 2.000.000
    - Activity 5: Supporting Fundamental Rights – EUR 1.500.000

The Calls should encourage non-state actors including civil society organisations and media association 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 of a Member State of the European Union or of a Beneficiary under the Instrument of Pre-accession Assistance, 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 2: Freedom of expression and media, media outlets as associates will be mandatory. Partnerships with other relevant institutions for all Call for Proposals, will be also 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 Gudelines 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 reaming funds that will not be contracted, the EU Delegation as a Contracting Authority reserves the right to use these funds for 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

Performance will be measured against the indicators set out in the log frame matrix and the specific indicators underlined in the two Guidelines. The main means of measurement is the level of compliance with the European standards in the area of CSO and Media by the beneficiary country. 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 enlargement countries 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

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
CSP indicator(s) – if applicable	N/A					
Action outcome indicator1 (Specific objective 1)	Mechanism for permanent dialogue with civil society are operational	Improved implementation of the National Strategy for Cooperation with CSO's		50%		• EC Progress Report • CSP Mid Term Review • CSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement
Action outcome indicator 2 (Specific objective 1)	Funding mechanisms for CSO's and Media further strengthened	Annual assessments of existing legislation, other legal acts affecting CSO' and media and factors influencing freedom of expression conducted.				• National legislation • Surveys • Independent assessments
Action outcome indicator 3 (Specific objective 2)	Implementation of EU standards in the area of media freedoms	The legal framework for freedom of assembly is in line with		Tbd	Tbd	• EC Progress Report • Surveys

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
		international standards, and it's increasingly practiced, as recorded in recent years. However, daily political abuses and isolated cases of restriction of peaceful protests by the police have been registered.				
Action outcome indicator 1 (Result 1)	*Number of grass-root organisations*	*Legal framework enables grassroots organisation and civic initiatives. Legal restrictions are based on international human rights law.*				• *EC Progress Report* • *CSP Mid Term Review* • *CSOCSO registration records* • *Project records;* • *Media outlets records* • *Surveys and research* • *Audience measurement*
Action outcome indicator 2 (Result 1)	*Quality of legislative framework for state funding of CSO's*	*Public funding is insufficiently*				• *EC Progress Report* • *CSP Mid Term Review* • *CSOCSO registration*

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
		developed and is not a significant resource vis-à-vis other resources for the sustainability of CSOs in a situation of reduced donor support.4.4% funding from national budget				records • Project records; • Media outlets records • Surveys and research • Audience measurement • Independent assessment by IO's. and/or regional CSOs.
Action outcome indicator 3 (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 dealing with these issues.		72%	92%	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement
Action outcome indicator 4 (Result 1)	The legislation provided for independent and professional	Regulators provide		80%	100%	• EC Progress Report • Sub-committee

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
	operation of regulatory authorities without interference	regularly (annually) transparent, credible (in terms of real beneficiaries) and accessible records on media ownership.				meetings Ch.10. Information society and media. • Independent assessment by IO's and/or regional CSOs.
Action outcome indicator 5 (Result 1)	The share of media outlets that provide open access to key data about corporate governance and finances (e.g. ownership structure, income received from the state, financing sources, balance sheets, market share, etc.) .	Increased transparency of the media outlets needed.		Tbd	Tbd	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement Independent assessment by IO's. and/or regional CSOs.
Action outcome indicator 6 (Result 1)	Number of joint – journalist/CSOs projects. Number of cooperative and regional teams dedicated to journalist investigation.	tbd		tbd	tbd	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
						Independent assessment by IO's. and/or regional CSOs.
Action outcome indicator 7 (Result 1)	Public programmes to promote media literacy are in place.	tbd		tbd	tbd	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement
Action outcome indicator 1 (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.		25% of CSO's to be consulted	50% are consulted	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement Independent assessment by IO's. and/or regional CSOs.
Action outcome indicator 2 (Result 2)	Percentage of CSOs taking an evidence-based approach to their work	40% of CSOs use official data of national statistical		60% use official data and related studies for their work	80% use official data and related studies	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records;

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
		offices, ministries, 26% conduct their own studies, 16% use sources form international institutions such as the World Bank, UNESCO, EBRD, 7% use academic studies			for their work	• Media outlets records • Surveys and research • Audience measurement Independent assessment by IO's. and/or regional CSOs.
Action outcome indicator 3 (Result 2)	Share of CSOs taking part in local, national, regional and international networks	tbd		Tbd	tbd	• EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Surveys and research • Audience measurement Independent assessment by IO's. and/or regional CSOs.
Action outcome indicator 4 (Result 2)	Percentage of government/CSO consultations (working groups) where the selection of representatives has been done	0%		25% CSO's to be included	50% of SO's to be included	• EC Progress Report • CSP Mid Term Review • CSOCSO registration

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
	in an open and transparent way.					*records* • *Project records;* • *Media outlets records* • *Surveys and research* • *Audience measurement Independent assessment by IO's. and/or regional CSOs.*
Action outcome indicator 5 (Result 2)	*Other actions undertaken by authorities and aimed at promoting free expression and media pluralism.*	*Not available at this stage*		*To be developed in the relevant Guidelines*		• *EC Progress Report* • *CSP Mid Term Review* • *CSOCSO registration records* • *Project records;* • *Media outlets records* • *Surveys and research* • *Audience measurement Independent assessment by IO's. and/or regional CSOs.*
Action outcome indicator 6 (Result 2)	*Non-state actors take full participation in non-discrimination policies on local and central level and raise awareness on Children's Rights, Roma, LGBTI and freedom of speech*	*25%*		*50%*	*80%*	• *EC Progress Report* • *CSP Mid Term Review* • *CSOCSO registration records* • *Project records;* • *Media outlets records* • *Surveys and research* • *Audience measurement*

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
						Independent assessment by IO's. and/or regional CSOs.
Action output indicator 1 and 2 Result 1	Conducive environment for allowing freedom of expression, assembly and association	The legal framework provides the possibility to communicate via and access any source of information, including the Internet and ICT. Unjustified monitoring of communication channels or collecting user information by the authorities (in case of one exception) is prohibited.				
Action output indicator 2 Result 1	Transparent mechanism for financial support to non-state actors/ civil society implemented	Implementation of the Law on Media and CSO's		50% of the Strategies and AP's implemented	80% of the strategies and AP's implemented	• Independent assessment by international and/or regional CSOs. • Survey among media, journalists, Unions and CSOs. • EC Progress Report

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
						• CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Audience measurement • Independent assessment by IO's. and/or regional CSOs.
Action output indicator 3 and 4 Result 1	Effective CSO input that is used in policy making					• Independent assessment by international and/or regional CSOs. • Survey among media, journalists, Unions and CSOs. • EC Progress Report • CSP Mid Term Review • CSOCSO registration records • Project records; • Media outlets records • Audience measurement • Independent assessment by IO's. and/or regional CSOs.
Action output indicators 5 Result 1	Increased use of investigative journalism and trust in media.	To be developed				• Survey among media, journalists, Unions

Indicator	Description	Baseline (2013 year)	Last (year)	Milestone 2017	Target 2020	Source of information
						and CSOs. • EC Progress Report
Action output indicators 6 Result 1	Public service media, regulators, self-regulators and professional associations strengthened to ensure freedom of information flows by improved cooperation	Not available at this stage		To be developed in the relevant Guidelines		tbd
Action output indicators 7 Result 1	Media attention paid to the relevant issue/topic (=amount of coverage)	Not available at this stage		To be developed in the relevant Guidelines		tbd
Process indicator 1 Result 1	Call for proposals launched and contracts signed	N/A		N/A	N/A	
Process indicator 2 Result 1	Number of contracts granted to Media and CSO's	N/A		N/A	N/A	
Process indicator 1 Result 2	Call for proposals launched and contracts signed	N/A		N/A	N/A	
Process indicator 2 Result 2	Number of contracts granted to Media and CSO's	N/A		N/A	N/A	

5. 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 with 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 where necessary. 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 (2001-06).

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 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.

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 partner countries' 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 partner countries, the Union should promote, where appropriate in light of the nature of the action concerned, the use of partner countries' 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 the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action.

All requirements to ensure the visibility of EU financing will be fulfilled in accordance with 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, the Regulation (EC) No 2031/2014 of the European Parliament and of the Council of 11 March 2014 establishing an Instrument for Pre-accession Assistance (IPAII)[5], the IPA II Commission Implementing Regulation (EU) No 447/2014 of 2 May 2014[6], the National IPA Communication Strategy and IPA Communication Practical Guidelines drafted by NIPAC relevant under DIS.

In order to ensure the visibility towards the citizens of the beneficiary country and the EU citizens of the EU assistance, there should be, where appropriate, targeted communication and information by adequate means. This would entail greater transparency and visibility of the actions, better information sharing and ensure accountability on all sides.

During the implementation of the actions, the necessary measures will be taken to ensure the visibility of the EU financing or co-financing. Such measures must be in accordance with the applicable rules on the visibility of external action laid down and published by the Commission. The Projects must observe the latest Communication and Visibility Manual for EU External Actions concerning acknowledgement of EU financing of the different actions (http://ec.europa.eu/europeaid/work/ visibility/index_en.htm).

Particular attention should be given to ensuring the sustainability and dissemination of project results. The visibility issues must be addressed in all types of communications, written correspondence and preparation of deliverables (brochures, posters, new letters pamphlets and other type of promotion material). All the deliverables to be published / issued will respect and comply with visibility guidelines.

It is the responsibility of the beneficiaries to keep the EU Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiaries shall report on their visibility and communication actions in the report submitted to the IPA monitoring committee and the sectoral monitoring committees.

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[5] OJ L 77, 15.3.2014

[6] OJ L 132, 3.5.2014