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Assessment of the European
Union Phare Programmes

Multi-Country

Thematic Report on
Civil Society

By OMAS Consortium

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Signed:.....

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GLOSSARY OF ACRONYMS

<i>Acquis</i>	<i>acquis communautaire</i>
CEEC	Central and Eastern European Countries
CAR	Country Assessment Review
CFA	Centre for Foreign Assistance (Czech Republic)
CFCU	Central Finance and Contracts Unit (Czech Republic)
CS	Civil Society
CSDF	Civil Society Development Foundation applies in Czech Republic, Bulgaria, Romania, and Slovak Republic
CSDPU	Civil Society Development Programme Unit (Lithuania)
FSLD	Foundation in Support of Local Democracy (Poland)
NGO	Non-governmental Organisation (s)
NISC	Non-Governmental Information Support Centre (Lithuania)
PAO	Programme Authorising Officer
PIU	Programme Implementation Unit
PMU	Programme Management Unit

EXECUTIVE SUMMARY

The development of pluralistic democracies is closely connected with the existence of an open civil society with horizontal ties between citizens and where citizen groups emerge spontaneously and are active in various fields. The development of a democratic society is intrinsically linked to the development of an open civil society and the so-called third sector which complements the activities of the state and market economies.

In 1992 Phare initiated support to the development of NGO in the CEEC, through both multi-country and national programmes. Phare funded approximately 36.5 MEUR of assistance within the national programmes and 157 MEUR of assistance through the multi-country LIEN, Partnership, Democracy and Access programmes. Suitable organisations from countries with national Civil Society programmes were also eligible for assistance through multi-country Programmes.

The Phare national Civil Society programmes provided direct country assistance through 19 programmes across six countries: The Czech Republic, with 8 programmes worth 12.166 MEUR; Poland, with 3 programmes worth 11.5 MEUR; Slovak Republic, with 3 programmes worth 3.5 MEUR; Bulgaria, with 3 programmes worth 3.5 MEUR; Romania with 1 programme worth 5.0 MEUR; and Lithuania, with 1 programme worth 0.8 MEUR.

The wider objectives of most national programmes focus on ‘strengthening and widening the capacity, involvement of the NGO sector in civil society and political transformation, and creating a sustainable framework for the role of NGO in the development of civil society’. Analysis shows the following areas of commonality in the immediate objectives of nine programmes: in developing the legal environment; improving public, media and policy makers’ awareness of NGO in open society; supporting new, embryonic and established NGOs; developing skills and capacity of NGOs; providing grant support to NGOs; and promoting voluntary work and a donation culture.

The conclusions and recommendations from previous assessment reports identified a range of problems in the areas of programme management, legal and fiscal environment, indicators of achievement, relationships between Phare programmes and sustainability of NGOs.

The assistance provided through the 16 national programmes which have been assessed totalled 33.4 MEUR. Programme management costs were approximately 9.46% of the total Programme budget, which is an acceptable ratio. In all national Civil Society Programmes considered, NGOs were responsible either in total or in part for the management and implementation of the Programmes. Delegations have also transferred certain components of the multi country programmes to a contractor (a national NGO, NGO Centre or Foundation) which in some cases is the same NGO involved in implementation of other Phare Programmes (such as Civil Society).

In all national Civil Society Programmes considered, the largest proportion of Phare assistance was distributed as grant funding to a range of NGO in each country. Although there is diversity in the assisted areas it is possible to conclude that assistance was mainly targeted towards social care of children, adults and elderly; information and information services; NGO training and capacity building activities; environmental protection; and human rights and minority issues.

The national civil society programmes have created an environment where NGOs have managed and implemented the Phare Civil Society Programmes and at the same time played an

active and sometimes leading role in the development of the sector. It also shows that almost 3,000 NGO projects have been provided with Phare assistance to deliver services to the most disadvantaged and excluded groups of society. From information gathered during the course of this review, it is reasonable to conclude that the Programme has not only contributed to building and strengthening the capacity of the NGO sector but has had an impact on social cohesion in the countries involved.

The challenges in the short term are as follows: continuation and expansion of Phare assistance to Civil Society Development; ensuring that the NGO sector acquires the necessary management and implementation skills in advance of the establishment of structural funds, so they can play an important role in their management; ensuring that the legislative and fiscal environment exists to allow the NGO sector to operate; establishing a framework for Programme and project monitoring and evaluation; and ensuring co-ordination between Phare and other donors' civil society programmes. In the medium term, their challenge will be to have substantive NGO participation in sectoral and regional planning and in building a sustainable social economy.

Recommendations for future Civil Society assistance through Phare are as follows:

- Phare support for Civil Society development should be continued and consideration should be given to implementing national Programmes in those countries where they have been either limited or not delivered in the past. Using the experience gained from past Programmes, the new Programmes should be managed and implemented through suitably qualified NGO.
- DG Enlargement should organise a planning week to bring together the implementing NGO (or the most significant NGO of countries which do not benefit from Civil Society programmes) and the Delegation task managers. They should explore the strengths and weaknesses which exist across the sector; identify the main issues that need to be resolved before accession; and prepare a development plan to ensure that NGOs begin to develop the necessary skills and expertise they will need for structural funds.
- To ensure that NGO development is in line with future demands of structural funds, DG Enlargement should consider the creation of an NGO training event where EU NGO could deliver training and other services to CEEC NGO. This could be complemented by the creation of a common platform for NGO in Candidate Countries, for example by the creation of a web site.
- A full assessment should be carried out across all Phare countries not only to identify what progress has been made but also to identify the issues which are unresolved and detrimental to the status, operational composition and fiscal compliance of NGO.
- To measure what has been achieved, by the activities and outputs of a large number of projects supported by Phare, a monitoring framework should be established by DG Enlargement which provides a direct link between Programme objectives and project outputs.
- The Commission Services Delegations should be proactive in establishing a Civil Society Development forum to bring together the different donors to agree sector priorities and to create a strategic framework for continued support;
- To allow the NGO sector to grow, and as an acknowledgement of the importance of the NGO sector, DG Enlargement should, for future Civil Society Programmes, consider the provision of longer term grants (18 – 36 months).

PREFACE

This thematic report examines the extent to which Phare Programmes have achieved their Civil Society objectives.

The purpose of the report is to providing a tool to support those responsible, in the Commission Services as well as in the 10 Candidate Countries (CC), for the design and implementation of Phare Programmes and Projects.

This report draws on 16 National Programmes and 11 Multi-country Programmes implemented between 1992 and 2001 and assessed by the OMAS Consortium in 7 Assessment Reports of National Civil Society Programmes and 5 Assessment Reports of Multi-country Programmes, accounting for a total amount of 164.498 MEUR. The assistance was divided between direct Civil Society Programmes in five countries and multi-country LIEN, Partnership, and Democracy Programmes.

The report analyses the experience gained, problems solved, and results achieved; identifies common issues that remain unresolved and identifies the challenges which exist in the short and medium term. The report contains recommendations of both a management and design nature.

I. THE REPORT

1. INTRODUCTION

1.1 The development of pluralistic democracies is closely connected with the existence of an open civil society with horizontal ties between citizens and where citizen groups emerge spontaneously and are active in various fields.

1.2 In the European Union, civil society is developing through the non-governmental organisations (NGO) sector and is extremely heterogeneous, including a wide range of organisations such as charity associations, health foundations, trade unions, and business or professional organisations. Despite this high level of diversity, NGO usually have a number of common characteristics. They do not make profits, although they may have paid employees and engage in revenue-generating activities. They have formal statutes setting out their mission, objectives and scope, and are accountable to their members and donors whilst being independent of Governments and public authorities.

1.3 To meet the Copenhagen political criteria, Candidate Countries are expected not only to formally subscribe to the princip of the rule of law, human rights and the respect for and protection of ethnic minorities, but to put them into daily practice and establish the necessary institutional framework that supports their sustainability. The development of a democratic society is intrinsically linked to the development of an open civil society and the so-called third sector, which complements the activities of the state and market economies.

1.4 A long tradition of volunteer work, charities and similar initiatives existed in the Central and Eastern European Countries, which was suppressed and their established structures disrupted under the previous Communist regime. During the 1990s there was an NGO boom when the number of registered NGO increased dramatically. Although exact numbers are not available, previous OMAS consortium assessments provide estimates of the number of registered NGO in five of the six countries which have benefited from Phare national Civil Society Programmes. The reported figures are as follows:

Country	Report Date	Report Number	NGOs
BULGARIA	August 2000	R/BG/CIV/0009	9,000
CZECH REPUBLIC	January 1999	R/CZ/CIV/98020	62,800
LITHUANIA	August 1999	R/LIV/CIV/99055	1,000
SLOVAK REPUBLIC	MARCH 1999	R/SR/CIV/98093	12,000
ROMANIA	OCTOBER 1998	R/RO/CIV/98074	23,000
Total			107,800

1.5 In 1992 Phare initiated support to the development of NGO in the CEEC, through both multi-country and national programmes. Phare funded approximately 36.5 MEUR of assistance within the national programmes and 157 MEUR of assistance through the multi-country LIEN, Partnership, Democracy and Access programmes. The Phare national Civil Society programmes provided direct country assistance through 19 programmes across six countries: The Czech Republic, with 8 programmes worth 12.166 MEUR; Poland, with 3 programmes worth 11.5 MEUR; Slovak Republic, with 3 programmes worth 3.5 MEUR; Bulgaria, with 3 programmes worth 3.5 MEUR; Romania with 1 programme worth 5.0 MEUR; and Lithuania, with 1 programme worth 0.8 MEUR. Eligible organisations from countries

with national Civil Society programmes were also eligible for assistance through multi-country Programmes.

Wider objectives

1.6 The wider objectives of most national Civil Society programmes in Bulgaria, Czech Republic, Lithuania, Romania and Slovak Republic primarily focus on strengthening and widening the capacity and range of action and involvement of the NGO sector in civil society and political transformation both at national and local levels, and on creating a sustainable framework for the role of NGO in the development of civil society.

1.7 Poland is different, as wider objectives focus on local government reforms and advancing the skills of local government officials to carry out democratic practices, rather than strengthening the capacity of the NGO sector.

1.8 In the Czech Republic, Phare Civil Society assistance has been more or less continuous since 1994. The Czech Republic has received the greatest proportion of Civil Society assistance (over 12 MEUR) and has implemented the largest number of programmes. Of the eight programmes implemented in Czech Republic four focus on 'strengthening the capacity of the NGO sector' and the other four have different wider objectives, i.e. to support ongoing social security reform; assist with the reconstruction of the flood affected area leading to the re-establishment of economic and social activity and cohesion in the area; institutional building to complement the efforts of the Czech Government to prepare for accession to the EU; and improve the integration of the Roma community into Czech Society.

1.9 The wider objectives of the 1996 and 1997 LIEN programmes primarily focus on the social sector, and aim at establishing a safety net for disadvantaged groups; strengthening social solidarity; stimulating citizen's initiatives in the CEEC; and at promoting collaboration between NGO as well as NGO networking (especially between the EU and the CEEC). On the other hand, the 1996 and 1997 Partnership programmes have a stronger economic emphasis and promote local economic and socio-economic development in the CEEC.

1.10 For the 1997 Democracy programme, no wider objectives were defined.

1.11 The 1999 Access programme provides continuation of the combined support of the LIEN and Partnership programmes, with a view to facilitating the adoption of the *acquis communautaire* and the preparation of the Candidate Countries (CC) of Central and Eastern Europe for EU accession. The Access programme also seeks to strengthen the institutional capacity of the CEEC NGO and Non Profit Organisations (NPO) through their co-operation with counterpart organisations; and encourage the participation of the socio-economically or politically disadvantaged in the civil society.

Immediate objectives of National Phare-funded Programmes

1.12 Analysis of the immediate objectives of 16 national Civil Society programmes assessed by the OMAS Consortium show that there is commonality in the immediate objectives of nine programmes, (see Annex 2 – Immediate Objectives) and that they are broadly similar and can be grouped together under the following headings.

- Legal Environment – (1) to promote the development of an appropriate legal, fiscal and policy environment for the establishment and functioning of NGO; and (2) to enhance the abilities of NGO to influence policy makers and authorities in improving the legal framework; and (3) to involve NGO in preparation and formulation of relevant legislation.
- Improve public, media and policy makers awareness of NGO in open society – (1) to improve and widen public, media and policy makers' awareness of the role and functioning of NGO in an open society; and (2) to create better conditions for NGO to function effectively and thrive, notably by increased information and awareness on the role and functions of NGO in an open society among the public, media, civil servants and policy makers.
- Support new, embryonic and established NGO – (1) to assist new, embryonic and established NGOs in obtaining the information and services necessary for their work and functioning; (2) to support newly established NGO with equipment and technical assistance; and (3) promote and develop civil society organisations (NGO) and emerging grass-root civic groups through an improved legal and fiscal environment, information, training, and education of the NGO sector.
- Develop skills and capacities of NGO – (1) to develop the skills and capacities of NGO with regard to internal and external functioning in particular with regard to management, PR and fund raising methods; (2) to improve organisational capacities by strengthening the infrastructure of NGO and by extending the range, type and quality of activities carried out by NGO; and (3) to support NGO in strategic planning, organisation and management, *inter alia* by transferring standards and best practice of NGO in the EU member states.
- Provide grant support to NGOs – although all Civil Society programmes (except in Poland) provided grant support to NGO, it was not until 1996 and Programmes BG-9604, CZ-9704, CZ-9806 and BG-9804 that 'providing grant support to NGO projects' was defined as an immediate objective.
- To promote voluntary work and a donation culture - Programmes CZ-9404, LI-9614, CZ-9704, and CZ-9806 included an immediate objective 'to promote voluntary work and citizen participation in civic life with the aim of strengthening positive values such as solidarity, tolerance, mutual help and unselfishness' and 'to support the development of a donor culture in society and to encourage potential donors to support NGO'.
- Evaluation – LI-9614 was the only Programme that included an immediate objective 'to improve the effectiveness of NGO activities by evaluation, self-evaluation and measuring the effectiveness of individual NGO'.

Immediate objectives of Multi-country Phare programmes

1.13 The 1996 and 1997 LIEN programmes aimed to contribute to the improvement of women's conditions and status; and to provide assistance and support for the social re-integration of under-privileged groups such as the unemployed, the handicapped and ethnic minorities.

1.14 Under the 1996 and 1997 Partnership programmes, the Phare assistance aimed to contribute to promoting sustainable local socio-economic development through de-centralised organisations; and to promote cross-country and sustainable co-operation between NGO for the

purposes of exchanging experience in the field of local development. Moreover, the Partnership programmes contribute to the development of civil society and promote dialogue between local private and public organisations on local development matters.

1.15 The immediate objectives of the 1997 Democracy programme support the acquisition and application of knowledge and techniques of parliamentary practice, and organisation of cross-party groups of politicians and parliamentary staff; strengthening of NGO and associations which by their vocation and specific activities may contribute to the continuing promotion of pluralist democratic society; and to supporting the transfer of specific expertise and technical skills concerning democratic practices and the rule of law, to professional groups and associations in the CEEC.

1.16 The immediate objectives of the 1999 Access Programme are to co-finance those NGO/NPO addressing the civil society and *acquis* priorities identified in the Commission's Opinions, and to stimulate initiatives of NGO/NPO in favour of *acquis* objectives. This programme should also strengthen the institutional and operational capacity of these organisations, through relevant exchange of experience, training and technical assistance; support NGO/NPO interventions in the sectors where Governments are not active; and set up and organise networking.

2. ANALYSIS OF THE EXPERIENCE GAINED, PROBLEMS IDENTIFIED AND RESULTS DELIVERED

2.1. Methodology

2.1.1 The Monitoring and Assessment methodology (see Annex 8) has been broadly followed in the preparation of this Thematic Report. Thus the Conclusions in this Report address issues such as programme design, co-ordination and management, as well as the achievement of objectives and sustainability. The Recommendations address issues such as management and design.

2.1.2 However, in relation to both the Conclusions and Recommendations, this Report also attempts to take a broader perspective. It therefore includes consideration of substantive problems or weaknesses in relation to the *acquis* that have emerged and are documented; and in particular, in the summaries relating to Civil Society in the CARs.

2.1.3 This broader perspective is taken so as to comply with the aims of the Report to be a management tool, as reflected in the ToR. However, it should be noted that these substantive issues have been included wherever possible, relevant and helpful but should not be regarded as comprehensive. This is because the M&A template did not require specific attention to be addressed to recording and documenting individual substantive civil society issues.

2.2 Conclusions regarding Programme Design

Indicators of achievement

2.2.1 The absence of indicators of achievement has been raised in most previous assessment reports. Despite the fact that the success of Civil Society Programmes is dependent on a vast

number of NGO organisations implementing projects at a local level there is no methodology in place to measure impact of project activities. Most of the wider objectives and the immediate objectives relate to Programme achievement and do not take account of achievements at a project level.

2.2.2 The absence of such indicators has not only made programme assessment less effective, but has also meant that implementation could not be optimised through guidance of programme managers who could not monitor real achievement at local level; that some achievements of the civil society programmes could not be attributed to them; that vast amounts of useful management information has been absent during the programme planning stages; and therefore little account has been taken of the progress made in the sector and priorities have not been altered to keep pace with those changes.

Legal and fiscal environment

2.2.3 In some cases, insufficient care had been taken of the legal and fiscal environment, leading to the definition of objectives inappropriate to the capacities of the NGOs to implement activities needed for the achievement of these objectives.

2.2.4 This issue was raised in assessment reports in five of the six countries with national civil society programmes (Poland was excluded). The legal, fiscal and regulatory framework which governs the operations of the NGO sector has a profound impact on the capacity of NGO to provide services to individuals, tender for government service contracts, raise funds, receive donations and deal with their tax and VAT liabilities etc.

2.2.5 In the Czech Republic, programmes CZ-9408 and CZ-9704 – the Social Welfare Initiative Fund – highlighted how the lack of standards or methodology to accredit NGOs limited their capacity to compete for service contracts in the social sector.

2.3 Conclusions regarding Programme Management

2.3.1 In all of the 16 national Civil Society Programmes considered in this thematic review, management and implementation of the Programmes was the responsibility of registered non profit non government organisations. Most programmes have been implemented under the Decentralised Implementation Systems (DIS) with the exception of Lithuania where the NGO acted as a PIU and the overall management and contracting was carried out by the Delegation under the Centralised Implementation System (CIS).

2.3.2 To operate efficiently, the NGOs acting as PMUs must be in a position to balance their role as an organisation distributing Phare funding and at the same time play an active part in development of the sector. Transparency of management, programme application, decision making and financial procedures within the PMU are critical components of a successful Civil Society Programme and without them both the credibility of the NGO and Phare are put at risk. Most of the NGO charged with PMU responsibilities have demonstrated that they have the capacity and management acumen to assume their responsibilities effectively. However, two countries - Bulgaria and Romania - received unsatisfactory assessment reports which can largely be attributed to the lack of transparency and inefficiency in the NGO operating as a PMU.

2.3.3 The conclusions largely related to the capacity, structures and the management acumen of the NGO, acting as PMUs or implementing agents, and their ability to assume the necessary administrative, accounting and decision-making responsibilities of implementing a Phare programme. Most conclusions related to the specific activities within individual NGO. However there are a few areas of commonality, such as operational transparency, independence of the NGO and its Board members; and the visibility and public and NGO awareness of the Phare Programme and of the NGO sectors as a whole.

2.3.4 In six assessment reports covering fourteen Programmes the overall assessments were rated '*Satisfactory*' and a major component which determined this rating was the operational efficiency of the NGO acting as PMU or implementing agent. However, in two instances, (Romania and Bulgaria) the overall implementation was rated '*Unsatisfactory*', which can largely be attributed to the lack of transparency and management inefficiency within the NGO acting as PMU.

Relationship with other Phare programmes

2.3.5 In all six countries with national Civil Society programmes there have been concurrently running multi-country civil society programmes (LIEN, Partnership, Democracy and now Access). In several reports, the relationship between both programmes and the overlap has been perceived as an issue. The Czech Republic and Slovak Republic appear to be the only countries with a Donors Forum who adopt a strategic view of the sector as a whole, setting priorities and working together to avoid conflict and duplication of funding.

2.3.6 At a project level, the concurrency of national and multi-country programmes led to some confusion. While an attempt was made by the Delegations to bring a level of co-ordination between the micro projects in the LIEN, Partnership and Democracy programmes, the centralised and Brussels led implementation of the macro project component contributed to the overall confusion.

2.4 Results achieved

2.4.1 Although the exact numbers are not known, from the information available it can be estimated that a total of at least 56 people have been employed in the implementation of the national Civil Society Programmes since 1992. In almost all cases the staffing costs have been met directly from the Phare programmes. From the previous assessment reports it is possible to estimate that approximately 3.16 MEUR of Phare assistance has been used to support implementation of the 16 national Civil Society programmes over an eight year period. The assistance provided through the 16 national programmes totalled 36.5 MEUR, thus the programme management costs therefore amounted to approximately 9.46% of the total Programme budget, which is a commonly acceptable figure.

2.4.2 From the 16 national Civil Society Programmes considered in this thematic review, the largest proportion of Phare assistance was distributed as grant funding to a range of NGO in each country. Annex 7 provides a summary of the grant assistance across the 16 CS programmes.

2.4.3 From the available information it is possible to calculate an indicative figure which shows that from the 16 national Civil Society programmes considered in this thematic review,

approximately 2,921 projects were funded through grant assistance to NGO at a rough cost of 18.245 MEUR and the programme management costs amounted to less than 10% of the total Programme budget (approximately 3.16 MEUR). The remaining 13 MEUR in the programme budget provided assistance of 4.6 MEUR to 3 programmes (PL-9410, CZ-9703.01 and CZ-9901) which did not include a grant assistance component and the remainder was used for direct service contracts to provide a range of services to NGO (ie training, legal services, financial services etc)

2.4.4 Annex 7 also provides details of the target areas for the NGO grant assistance. Assistance (which included training, legal development, institutional building, as well as practical projects) was mainly targeted towards social care of children, adults and elderly; information and information services; NGO training and capacity building activities; environmental protection; and human rights and minority issues.

2.4.5 However, what is missing in the whole picture is some mechanism to measure the impact that the almost 3,000 assisted projects have had on society both individually and collectively. The absence of the systematic framework to collect and measure project outputs and achievements means that it is not possible to even estimate what projects have achieved locally, and even less possible to measure what has been achieved collectively on a country or CEEC level.

2.4.6 Progress has been made towards improving the legal and fiscal environment, but it is not possible to determine from the assessment reports what issues remain unresolved or to establish if or how the legislation is detrimental to the operational capacity of NGO.

2.4.7 The national civil society programmes have created an environment where NGO have managed and implemented the Phare Civil Society Programmes and at the same time played an active and sometimes leading role in the development of the sector. The diversity of the NGO sector is one of its strengths which can mean that uniformity and strategic planning are not always positive developments. However, those NGO who act as PMUs for Phare programmes can play a pivotal role of understanding the needs of the sector and at the same time working in collaboration with donors to ensure that programmes are designed and implemented to meet those needs.

2.4.8 The information gathered during the course of this report demonstrates that collectively the national Civil Society programmes have been on the whole implemented efficiently and effectively and managed at relatively low cost (less than 10% of the total Programme budget). It also shows that almost 3,000 NGO projects have been provided with Phare assistance to deliver services to the most disadvantaged and excluded groups of society. It would be therefore reasonable to conclude that overall the Civil Society Programmes have not only contributed to building and strengthening the capacity of the NGO sector but have had an impact on social cohesion in the countries involved.

2.4.9 It is therefore possible to conclude that in terms of implementation, the national and multi-country Civil Society Development Programmes have enabled the NGO to gain experience in the following areas:

- Developing of an appropriate legal, fiscal and policy environment for the establishment and functioning of NGO;

- Improving public, media and policy makers awareness of the role and functioning of NGO in an open society;
- Assisting new, embryonic and established NGO in obtaining information and services necessary for the work and functioning of NGO;
- Developing the skills and capacities of NGO with regard to internal and external functioning in particular with regard to management, PR and fund raising methods;
- Providing grant support to NGO and implementing and delivering services to disadvantaged and excluded groups in society; and
- Co-operating and building partnerships with other NGO (EU and non-EU), national and local governments, and other donors.

2.5 Sustainability

2.5.1 Sustainability of the NGO acting as PMUs or implementing agents for Phare has been highlighted in numerous assessment reports. These have gained appreciable knowledge in management and accounting through their experience of managing Phare funds. Moreover they have acquired a good knowledge of the NGO sector in their country and know which organisations have a better chance of surviving, as it is likely that, following the initial boom experienced in most CC, the number of NGO will decrease and stabilise. Most NGO who have taken on the role of PMU are dependent on Phare funding for their operational costs. NGO across the world tend to be either directly or indirectly donor dependent. The focus of NGO activity tends to be towards those who are disadvantaged in society and therefore operating on a commercial basis and charging clients for services is not an option.

2.5.2 NGO have to rely on grants from donors, service contracts from local authorities and Governments and charging out services to other NGOs to meet their operational costs. Through time NGO in member states have become more skilled at attracting donor funding, fund raising and securing service contracts for the delivery of social services, but in most cases even these NGOs remain to a large extent donor dependent

2.5.3 Overall, the sustainability of the NGO sector remains fragile as it depends on donor financing, and the legislative framework defined by the National authorities is not yet sufficiently established to ensure the stability of the sector.

3. FUTURE CHALLENGES

Challenges in the short term

3.1 Continuation and expansion of PHARE assistance to Civil Society Development

3.1.1 Unmet need and demand for the activities provided through the Civil Society Programmes are clearly demonstrated by the volume of applications compared to the number of approved applications. Based on the figures extracted from the past assessment reports, projects have a 1 in 4 chance of their applications for funding being accepted. The Programme managing NGO frequently report that a significant number of applications are rejected because

the quality does not meet the desired standards, which is also an indication of a continuing need for ongoing development and capacity building across various strands of the NGO sector.

3.1.2 A question that emerged from the analysis of Civil Society assistance is why only six Phare countries have been eligible for national Civil Society Programmes; and why some countries received assistance for a limited period of time while others received ongoing and continued assistance. If it is because the sector is not considered an obstacle to accession (meeting the Copenhagen criterion) this is contradicted by the continuous assistance given to the Czech Republic, whose civil society appears to be more advanced than the other Phare countries.

3.1.3 It is disappointing that in at least one case (Romania) the whole of the NGO sector was deprived of continued assistance because the NGO appointed as PMU failed to effectively conclude their responsibilities. In such a situation it would have been more appropriate to place a greater demand for efficiency on the part of the NGO (as has happened in Bulgaria) rather than discontinue the assistance. In Poland, the early Civil Society assistance was directed towards local government reforms and since then there has been no national programme to directly target the needs and development of the NGO or social sector.

3.1.4 Of course, each country has been eligible to apply to the multi-country programmes, but to some degree depriving the country of a national programme meant that the NGO sector has not been afforded the opportunity to construct, implement and manage a Phare programme designed by the sector to meet the needs of the sector.

3.2 Ensuring that the NGO sector acquire the necessary Management and Implementation skills in advance of structural funds

3.2.1 The operational environment for those NGO who successfully assumed the role of distributor of Phare funds, and at the same time played an active part in the development of the NGO sector, demanded that they balance their time and commitment between both roles. Their success depended largely on their ability to ensure that the procedures they adopt in relation to the application process, project selection, project monitoring and provision of support were inclusive, transparent, visible, and independent of influence from individuals, NGOs or Government.

3.2.2 Implementing NGO because of the close working relationship they have with a large number of other NGO, developed extensive knowledge about the NGO sector and the developmental needs of the sector in their own country. However the implementing NGO do not have the breadth of knowledge or exposure to NGO working with structural funds to guarantee that NGO development is in line with their future needs.

3.2.3 Those countries who have received assistance through national Civil Society Programmes have to some degree put in place and tested the sectors capacity to effectively manage, supervise, implement and co-ordinate a Phare programme. Setting in place such structures has allowed for the development of expertise not only in the staff managing and implementing the programmes, but also among the considerable number of people who participate on Management Boards, Supervisory Boards, or Steering Committees; or who act as independent experts and advisors. The impact of this should not be underestimated, as much of the knowledge and understanding acquired will not be lost on accession, but will be

invaluable to the NGO sector's performance and participation in implementation of projects funded through structural funds. However there is little evidence showing that NGO fully understand the significance of the experience they have gained.

3.3 Ensuring that the legislative and fiscal environment exists to allow the NGO sector to operate

3.3.1 The information gathered shows that progress has been made in some countries to establish a legal and fiscal environment that is responsive to the needs of the NGO sector. However insufficient evidence is available to accurately assess exactly what progress has been made or more importantly to establish what issues remain unresolved and detrimental to the sector. From previous dealings with NGO in Poland, Romania, and the Czech Republic, issues remain unresolved regarding taxation and VAT.

3.3.2 Evidence from programmes CZ-9408 and CZ-9704 – the Social Welfare Initiative Fund – delivered in the Czech Republic, shows that the absence of standards or a methodology to accredit NGO has the potential to severely limit NGO capacity to compete against state organisations for service contracts, particularly in the social care sector. The SWIF programme in the Czech Republic was an innovative programme to bring together NGOs, local authorities and the Ministry of Labour and Social Affairs. No similar programme has been delivered in the other Phare countries.

3.4 Establishing a framework for Programme and project monitoring and evaluation

3.4.1 One issue consistently raised in previous assessment reports is the absence of a monitoring framework to measure the outputs and achievements of projects funded through the national Civil Society Programmes. Undoubtedly the 3,000 individual projects will have provided direct assistance to large numbers of disadvantaged individuals; generated employment within their projects and through their activities; and advanced their position as a partner in local democracy and local decision making. However without a mechanism to measure such activities it is impossible to gauge the overall impact or attribute the achievements to the existence of a Civil Society Development Programme.

3.4.2 The absence of such indicators has not only made programme assessment less effective, but has also meant that real achievement at local level cannot be monitored or attributed to the civil society programmes. The measurement of the achievements through these indicators, management information which could have been useful for the planning of the next programmes, could not be collected and therefore little account has been taken of the progress made in the sector and priorities have not been altered to keep pace with those changes.

3.4.3 In past assessments the overall achievement of Programmes has largely been attributed to the success (or failure) of the managing and implementing NGO. Measurable indicators of achievement at a project level are missing on all 16 national Civil Society Programmes. Success has largely been determined on the basis of the numbers of projects funded and through empirical evidence collected through samples of project interviews. While this method is very worthwhile in terms of assessing the project culture and attitudes towards the Programme as a whole, to a large extent it excludes large chunks of information that could

quantify the activities, outputs and impact of individual projects and collectively could determine the overall impact of the Programmes at a national and CEEC level.

3.4.4 From a project perspective, the absence of indicators of achievement means that they have no mechanism to link their activities to the overall objectives of the Programme. Potentially this means that projects are less aware of the ‘bigger picture’ of the NGO role in the economy as a whole and for the future will be less prepared for structural funds in the future.

3.5 Ensuring co-ordination between Phare and other donor civil society programmes

3.5.1 Although this report goes some way towards recognising that progress has been made in civil society and that the NGO sector is more aware of the part they have to play in problem solving, decision making and democracy not only locally but also at a regional and national level, the job is not complete and may never be concluded. Phare is not the only donor in CEE making a significant contribution to Civil Society development, but in most countries the structures do not exist to bring together donors to agree the overall priorities for the sector and to ensure there is no conflict, duplication or overlap in the aims of participating donors. As regards multicountry programmes, the co-ordination between centrally managed activities and programmes managed in-country was very limited.

Challenges in the medium term

3.6 NGO participation in sectoral and regional planning

3.6.1 For structural funds (both ESF and ERDF) the NGO sector will mean effective partnerships where the statutory agencies (at national, regional and local levels) sit side by side with the non profit sector as equal partners, developing solutions and community based services which address local problems and meet local needs. As Regional and Sectoral Plans are being developed and implemented, the NGO sector must improve their awareness of what they have to offer and promote their activities as an integral plank of the regional and sectoral development process.

3.6.2 In the lead up to accession, it is crucial that the NGO sector in CEEC gain experience in understanding of structural funds and the contribution that the NGO sector can make in relation to regional and sectoral planning. In general, CEEC NGOs lack the breadth of knowledge, depth of understanding and exposure to EU structural funds which is needed to effectively plan for the role they could play in terms of regional and sectoral planning in relation to structural funds.

3.7 Building a sustainable social economy

3.7.1 Sustainability of NGOs acting as PMUs or implementing agents for Phare and of the NGO sector as a whole is often raised as an issue. However, an alternative to looking at the NGO sector as depending on donors is to introduce the concept of ‘social economy’, which from experience in member states can offer opportunities to generate new and innovative services which meet local needs and fill gaps in service provision. Communities can participate in the management and delivery of local services; employment can be created particularly in disadvantaged communities; a training ground can be established where unemployed and socially excluded individuals can develop work related skills; in volunteering,

people can participate in valued socially beneficial activities. An active social economy is where social inputs have the potential to return not only social but genuine economic outputs.

3.7.2 The social economy has been described as a more democratic approach to governance compared to both the private sector, where customers have little or no say, and the public sector, where customers have little influence. The social economy can make a significant contribution to society as it encourages community membership, community involvement and promotes community empowerment by allowing members to exert influence and participate in the management and decision making processes.

3.7.3 Although Phare assistance will cease on a country's accession to the EU, it will be superseded by structural funds and the European Union has long valued the input of social economy organisations in the implementation of projects which meet their objectives, particularly in relation to service provision to disadvantaged and socially excluded individuals and communities.

3.7.4 As society develops, the demands upon organisations and individuals who exert influence and provide advocacy, on behalf of those most disadvantaged in society become more complex and acute. It is for that reason that civil society development is a dynamic process that requires support (both in financial and legislative terms) to allow the environment to continue to flourish and expand in line with the changing demands of society. Civil Society Development and NGO involvement in service provision or advocacy work on behalf of those most disadvantaged in society will not end on accession to the EU, but will continue to play a crucial role in relation to structural funds. The existence of programmes such as ACCESS and Democracy respond to these needs.

4. RECOMMENDATIONS

4.1 In order to ensure that the civil society and *acquis* priorities identified in the Commission's Opinions are met, and to *stimulate initiatives of NGO/NPO in favour of acquis objectives*, Phare support for Civil Society development should be continued and consideration should be given to implementing national Programmes in those countries where either a limited number (or no) national Programmes have been delivered in the past. Using the experience gained from past Programmes, the new Programmes should be managed and implemented through suitably qualified NGO. To make best use of the expertise in other countries, such as the Czech Republic, the more experienced NGO should be given the opportunity and the necessary funds to provide support and guidance to less experienced NGO, particularly at the early stages of implementation.

4.2 If they do not already exist, and along the lines of the Vademecum for structural funds, a set of guidelines should be prepared which outline exactly what is expected from implementing NGO in terms of transparency, establishing steering and supervisory bodies, provision of project support, project monitoring and financial management both at Programme and project levels.

4.3 Maximum use should be made of the experience and insight that implementing NGO have built up of the developmental needs of the NGO sectors in their own countries. To make best use of this knowledge and to establish a baseline for future developmental activities and

future civil society programmes, DG Enlargement should organise a planning week to bring together the implementing NGO (or the most significant NGO of countries which do not benefit from Civil Society programmes) and the Delegation task managers. The planning week would explore the strengths and weaknesses which exist across the sector; identify the main issues that need to be resolved before accession; and prepare a development plan to ensure that NGO begin to develop the necessary skills and expertise they will need for structural funds.

4.4 NGO, particularly those at the forefront of the development process, need to increase their knowledge and understanding of the roles and responsibilities that the sector will have in relation to structural funds. Twinning with EU NGO was suggested and attempted by a couple of the implementing NGO, but the result was not particularly successful, for a number of reasons. The Commission should look for an alternative methodology, possibly the creation of an NGO training event for CEEC, where NGO could be trained by experienced EU NGO; have greater exposure to the types of projects and services delivered by EU NGO; gain a better understanding of how NGO operate as implementers of structural funds; have access to information and support throughout all stages of their development; and receive accreditation and qualifications for their work. This could be complemented by the creation of a common platform for NGOs in CC, for example by the creation of a web site.

4.5 In order to identify what progress has been made in establishing a compliant legal and fiscal environment for NGO to operate within, a full assessment should be carried out across all Phare countries not only to identify what progress has been made but also to identify the issues which are unresolved and detrimental to the status, operational composition and fiscal compliance of NGOs.

4.6 At Programme level, a monitoring framework should be established by DG Enlargement with clear indicators of achievement built in, which provides a direct link between Programme objectives and project outputs. The monitoring framework would provide a direct and obvious correlation between Programme objectives, project objectives and project outputs. This would ensure that projects gather information throughout the life of the project and would provide greater understanding and awareness of what has been achieved and how those achievements relate to the overall programme. Experience from other large organisations, such as the Department for International Development (DFID), show that it is possible to create such a mechanism to measure and evaluate individual projects in terms of their outputs (activities) against purpose (programme objectives), not only on an ad hoc basis but continuously throughout the life of each project.

4.7 To ensure that the information gathered is meaningful and that it is used not only at individual project level but also to shape and direct future NGO activities and priorities, one NGO in each country should be contracted to co-ordinate and collate the national information gathered on individual projects. Furthermore, one NGO should be charged with responsibility for the overall collection, analysis and reporting of the information both on a country and a CEEC basis. Reporting would be both to DG Enlargement and to the involved NGO.

4.8 The Commission Services at Delegations in each of the Phare countries should to support the establishment of a Civil Society Development forum to bring together the different donors, agree sector priorities and create a strategic framework for continued support to civil society development.

4.9 In order to maximise their full potential for the future, NGO organisations must begin to take a more strategic role and increase their contribution and influence on the policy makers in each of the Phare countries. To achieve this NGOs need to set longer term goals and provide better staff and career prospects. This requires continuity in terms of funding and long term planning. As an acknowledgement of the value of the NGO sector, DG Enlargement should, for future Civil Society Programmes, consider the provision of longer term grants (18 – 36 months).

II. ANNEXES

ANNEX 1. – Summary of Wider Objectives

NATIONAL PROGRAMMES - OBJECTIVES IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

Wider Objectives:

BULGARIA – BG-9604 – Start date 05/08/1996 Expiry Date 31/12/1998

To strengthen and broaden the range of NGO involvement and activities at local, regional and national levels.

BULGARIA – BG-9804 – Start date 22/12/1998 Expiry Date 31/12/2000

To strengthen democracy, rule of law and human rights in Bulgaria in accordance with the first Copenhagen criteria through the further development of the civil society non-governmental organisations (NGO).

CZECH REPUBLIC – CZ9404 – Start date 02/02/1995 Expiry Date 31/12/1997

- *To strengthen and widen the capacity and range of actions and involvement of the NGO sector in the civil society and political transformation both at national and local levels, and to create a sustainable framework for the role of NGO in the development of the civil society.[FM]*
- *To reinforce the NGO structure in the Czech Republic as an integral part of civil society.[SP]*

CZECH REPUBLIC – CZ9408.03 – Start date 27/03/1995 Expiry Date 31/12/1997

To support the ongoing social security reform.

CZECH REPUBLIC – CZ9603.04.02 – Start date 11/12/1997 Expiry Date 31/12/1999

To assist with the reconstruction of the flood affected area leading to the re-establishment of economic and social activity and cohesion in the area.[FM]

CZECH REPUBLIC – CZ9703.01.02.12 – Start date 11/12/1997 Expiry Date 31/12/1999

To complement the Czech Government's efforts to prepare for accession to the EU,

- *enhancing the coherency of Government policy, methodology and administrative structures with those of the EU and its Member States,*
- *tackling, as appropriate, the sectoral difficulties highlighted in the European Commission's Opinion, plus ensure adequate opportunities for public participation in the accession process.*

CZECH REPUBLIC – CZ9704 – Start date 11/12/1997 Expiry Date 31/12/1999

To reinforce a civil society structure in the Czech Republic, strengthening civil responsibility and democratic values and enhancing the role played by NGOs in decision-making and service provision at national and local level.

CZECH REPUBLIC – CZ8706 – Start date 30/09/1998 Expiry Date 30/06/2000

To improve the integration of the Roma community into Czech Society and to reinforce a civil society structure, strengthening civil responsibility and democratic values and enhancing the role played by NGOs in decision-making and service provision at national and local level.

CZECH REPUBLIC – CZ-9901 – Start date 23/06/1999 Expiry Date 31/12/2000

None provided.

LITHUANIA – LI-9614 – Start date 20/06/1996 Expiry Date 31/12/1998

To support the development of a strong NGO sector:

- *To strengthen and widen the capacity and range of actions and involvement of the NGO (non-Governmental Organisation) sector in the civil society and political transformation both at national and local levels;*
- *To support the development of a sustainable framework for NGOs in the development of civil society, which is a crucial element in the reform of society assisting the process of economic restructuring and European Integration.*

POLAND – PL9104 – Start date 05/02/1992 Expiry Date 30/06/1995

To increase capacities at local level to implement new tasks and responsibilities ensuing from the decentralised process and local government reform, and to advance skills of local government officials and personnel to carry out democratic practices and problem solving.

POLAND – PL9410 – Start date 14/02/1995 Expiry Date 31/12/1997

To increase capacities at local level to implement new tasks and responsibilities ensuing from the decentralised process and local government reform, and to advance skills of local government officials and personnel to carry out democratic practices and problem solving.

POLAND – PL9413 – Start date 02/03/1995 Expiry Date 31/12/1997

To create social and economic development partnerships to strengthen the capacities and performance of local government in Poland.

ROMANIA – R0-9406 – Start date 03/03/1995 Expiry Date 31/12/1997

To support a sustainable framework for the development of an NGO culture in Romania as an integral part of the civil society.

SLOVAK REPUBLIC – SR-9517 – Start date 11/12/1995 Expiry Date 31/07/1998

Support for the development of civic society.

SLOVAK REPUBLIC – SR-9707 – Start date 11/09/1997 Expiry Date 31/07/1999

To strengthen and widen the capacity of the NGO sector in civil society and political transformation both at national and local levels as well as to create a sustainable framework for NGO.

**MULTI- COUNTRY PROGRAMMES - OBJECTIVES IDENTIFIED IN THE FINANCING
MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS**

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

Multi country - Wider objectives:

LIEN ZZ-9607 – Start date 25/06/1996 Expiry date 31/12/1998

LIEN ZZ-9711 – Start date 02/06/1997 Expiry date 21/12/2000

- *To establish a safety net for the disadvantaged groups;*
- *To strengthen social solidarity, stimulate citizen's initiative;*
- *To promote collaboration between NGOs and NGO networking, (especially between the EU and the CEEC);*

Partnership ZZ-9608 - Start date 28/11/1996 Expiry date 31/12/1999

Partnership ZZ-9715 – Start date 27/08/1997 Expiry date 31/12/2000

To promote local economic and socio-economic development in central and Eastern Europe.

Democracy ZZ-9713 – Start date 02/06/1997 Expiry date 03/04/2000

None defined

Access ZZ-9914 – Start date 22/12/1999 Expiry date 21/12/2002

- *To implement the acquis in areas of NGO/NPO activity;*
- *To strengthen civil society by developing the institutional capacity of NGO/NPO through partnership and co-operation with sister organisations*
- *To encourage the participation of individuals at risk of being socially, economically or politically marginalised due to culture, social misfortunes or ethnic origin.*

ANNEX 2. – Summary of Immediate Objectives

NATIONAL PROGRAMMES - OBJECTIVES IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

National Programmes - Immediate Objectives:

BULGARIA – BG-9604 – Start date 05/08/1996 Expiry Date 31/12/1998

- *To promote the development of an appropriate legal, fiscal and policy environment for the establishment and functioning of Bulgarian NGOs;*
- *To provide grant support to projects by NGOs through a competitive application procedure;*
- *To support NGOs in strategic planning, organisation and management, inter alia by transferring standards and best practice of NGOs in the EU member states.*

BULGARIA – BG-9804 – Start date 22/12/1998 Expiry Date 31/12/2000

- *Promote and develop civil society organisations (NGO) and emerging grass-root civic groups through an improved legal and fiscal environment, information, training, and education of the NGO sector*
- *Increased institutional capacity and effectiveness of NGO through grant support in 11 priority areas of community work.*

CZECH REPUBLIC – CZ9404 – Start date 02/02/1995 Expiry Date 31/12/1997

- To improve and widen public, media and policy makers awareness of the role and functioning of NGO in an open society,
- To assist new, embryonic and more established NGO in obtaining information and services necessary for the work and functioning of NGO,
- To enhance the abilities of NGO to influence policy makers and authorities in improving the legal framework,
- To develop the skills and capacities of NGO with regard to internal and external functioning, in particular with regard to management, PR and fund-raising methods,
- To promote voluntary work and citizen participation creating the public good with an aim to strengthen positive values such as solidarity, tolerance, mutual help and unselfishness,
- To promote co-operation and networking between NGO both at national and European levels, including Civil Dialogue programmes established in other countries in the region,
- To improve organisational capacities by strengthening the infrastructure of NGO, and by extending the range and type of activities carried out by all types of NGO,
- To improve effectiveness of NGO activities by evaluation, self-evaluation and measuring of effectiveness of individual NGO,
- To support the development of donation culture in society and encourage potential donors in supporting NGO.[FM]
- To develop information activities and services for NGO and raise public awareness about the sector,
- To support NGO networks and sustainability,
- To improve the capabilities and skills of NGO,
- To extend the scope, type and quality of NGO activities,
- To develop the CSDF as a resource centre for the non-profit sector. [SP]

CZECH REPUBLIC – CZ9408.03 – Start date 27/03/1995 Expiry Date 31/12/1997

- *To promote modern social welfare services on decentralised and NGO basis.[FM]*
- *To promote decentralisation of social welfare services through pilot projects*
- *Creation of NGO funds at regional level,*
- *Employment of non-government voluntary organisations and private sector in social welfare service delivery.[SP]*

CZECH REPUBLIC – CZ9603.04.02 – Start date 11/12/1997 Expiry Date 31/12/1999

None defined.

There is a project description: To support projects of reconstruction and the re-establishment of living conditions: information centres, assistance with finding alternative housing, replacement of documents, information on infections and their prevention etc.

CZECH REPUBLIC – CZ9703.01.02.12 – Start date 11/12/1997 Expiry Date 31/12/1999

- *To upgrade the knowledge and understanding of public administration concerning the operations of the EU in support of negotiations*
- *To support the effectiveness of public administration services, via the development of professional skills and capacities, plus the development of a clear definition of the role of public services and a public sector ethos.*

CZECH REPUBLIC – CZ9704 – Start date 11/12/1997 Expiry Date 31/12/1999

a) Civil Society Development Foundation (CZ-9704.01) -FM-SOP:

- *To strengthen standards in the non-profit sector thereby assisting to ensure sustainability of NGOs*
- *To develop information networks and services at regional, national and European levels, including the establishment of databases, publication of information materials, statistical analysis of the sector*
- *To improve public, media and policy-makers' awareness of the role of NGOs in an open civil society*
- *To promote voluntary work and a donation culture*
- *To provide training and develop knowledge, skills and professional capacity of NGOs' employees, volunteers*
- *To promote increased quality of relevant training, trainers and training materials for NGOs*
- *To give grant support to NGOs' projects in the fields of health, social security, welfare, environment, human rights, minority rights, consumer protection, culture, education, EU-accession awareness*
- *To develop an information package on EU citizenship*
- *To promote co-operation and exchanges of experience between Czech and other European NGOs*
- *To develop the sustainability of CSDF as a resource centre, support the Czech non-profit sector.*

b) SWIF (CZ-9704.02): FM-SOP:

- *To decentralise and improve the quality of public social services and increase their responsiveness to local needs, and*
- *To strengthen co-operation between NGOs and local authorities, widening the range of NGO-provided social services, under strict quality control*

CZECH REPUBLIC – CZ9806 – Start date 30/09/1998 Expiry Date 30/06/2000

- *To increase the visibility of Roma issues through public awareness campaigns*
- *To support training and education projects, advocacy and legal aid projects, integration activities and technical assistance in order to promote the integration of the Roma community into Czech society*
- *To provide support for the identification of potential Roma advisors to municipal offices*
- *To strengthen standards in the non-profit sector, thereby assisting to ensure sustainability of NGOs*
- *To develop information networks and services at regional, national and European levels, including the establishment of databases, publication of information materials, statistical analysis of the sector*
- *To improve public, media and policy-makers' awareness of the role of NGOs in an open civil society*
- *To promote voluntary work and a donation culture*
- *To provide training and develop knowledge, skills and professional capacity of NGOs' employees, volunteers*
- *To promote increased quality of relevant training, trainers and training materials for NGOs*
- *To give grant support to NGOs' projects in the fields of health, social security, welfare, environment, human rights, minority rights, consumer protection, culture, education, EU-accession awareness*
- *To develop an information package on EU citizenship*
- *To promote co-operation and exchanges of experience between Czech and other European NGOs*
- *To develop the sustainability of CSDF as a resource centre, support the Czech non-profit sector.*

CZECH REPUBLIC – CZ-9901 – Start date 23/06/1999 Expiry Date 31/12/2000

Project Fiche, Logframe Planning Matrix:

- *To gain more profound knowledge of the public's actual approach towards Roma.*
- *To promote tolerant attitudes towards Roma through increased understanding of their culture.*
- *To reduce the level of anti-Roma prejudice and discrimination in the Czech society, thus contributing to an improvement of relations between the Czech and Roma communities.*

LITHUANIA – LI-9614 – Start date 20/06/1996 Expiry Date 31/12/1998

- *To improve and widen public, media and policy makers awareness of the role and functioning of NGOs in an open civil society;*
- *To assist new, embryonic and more established NGOs in obtaining information and services necessary for the work and functioning of NGOs;*
- *To enhance the ability of NGOs to influence policy makers and authorities engaged in improving the legal framework;*
- *To develop the skills and capacities of NGOs with regard to internal and external functioning, in particular with regard to management, PR and fund raising methods;*
- *To promote voluntary work and citizen participation in civic life with the aim of strengthening positive values such as solidarity, tolerance, mutual help and unselfishness;*
- *To promote co-operation and networking between NGOs both at national and European levels, including Civil Society Development programmes established in other countries in the region;*
- *To improve organisational capacities by strengthening the infrastructure of NGOs and by extending the range of activities carried out by NGOs;*
- *To improve the effectiveness of NGO activities by evaluation, self-evaluation and measuring of effectiveness of individual NGOs;*
- *To support the development of a donor culture in society and to encourage potential donors to support NGOs.*

POLAND – PL9104 – Start date 05/02/1992 Expiry Date 30/06/1995

- *To facilitate the formation of sub-national governments and public administration through development and delivery of training for local government officials in the areas where there is currently the greatest need;*
- *To develop autonomous regional institutes-training centres, which serve as a conduit for addressing the needs of local government in particular regions and for inspiring and transferring solutions successfully adopted in other regions or countries;*
- *To assist in the emergence of institutional pluralism through supporting municipal associations, professional organisations (i.e. associations of mayors and local administration employees, city managers and planners) and of other groups which focus their efforts on local government practices.*

The programme is a transitional measure aimed at launching a self-sustaining support mechanism for municipal development and training in Poland, laying the foundation for the development of the institutional network for providing training and technical services to municipal sector.

POLAND – PL9410 – Start date 14/02/1995 Expiry Date 31/12/1997

- *To co-ordinate governmental policy in the local government sector*
- *To develop identification of credit lines for municipalities for infrastructure capital investment projects*

POLAND – PL9413 – Start date 02/03/1995 Expiry Date 31/12/1997

- *To build up the competence of municipality staff through a programme of education and training, and technical assistance;*
- *To support strategically significant local initiatives through provision of grants;*
- *To increase access to information and models of good practice and develop the FSLD network and capacity for self-funding*

ROMANIA – R0-9406 – Start date 03/03/1995 Expiry Date 31/12/1997

- *To create better conditions for NGO to function effectively and thrive, notably by increased information and awareness on the role and functions of NGO in an open society among the public, media, civil servants and policy makers, and by improved legal and regulatory framework.*
- *To improve the skills and capabilities of NGO with regard to both their internal management, and external operations, mainly through training, co-operation and extended networks, management support, improved PR and fund-raising methods.*
- *To extend the scope, type, and quality of activities performed by NGO in Romania.*
- *to cultivate the collective responsibility of Romanian NGO for the long-term development of the third sector, and in particular to ensure the sustainability of the newly created Civil Society Development Foundation.*

SLOVAK REPUBLIC – SR-9517 – Start date 11/12/1995 Expiry Date 31/071998.

- *To provide continued support for the strengthening of a participatory civic society*
- *To increase public awareness for NGO and civic society*
- *To increase amount, work, and performance of NGO*
- *To involve NGO in preparation and formulation of relevant legislation*
- *To create NGO database and network and make it accessible for NGO*
- *To assist with printing of NGO magazines*
- *To promote PR campaigns*
- *To support newly established NGO with equipment and technical assistance*
- *To ensure smooth implementation of the CSDF Programme*

SLOVAK REPUBLIC – SR-9707 – Start date 11/09/1997 Expiry Date 31/071999

- *To improve and widen public, media and policy makers awareness of the role and functioning of NGO in an open civil society,*
- *To assist new and more established NGO in obtaining information and services necessary for the work and functioning of NGO,*
- *To enhance the qualification of NGO to influence policy makers and authorities in improving the legal framework,*
- *To promote co- operation and networking between NGO with regard to internal and external functioning in particular with regard to management, public relations and fund raising methods,*
- *To improve the organisational capacities by strengthening the infrastructure of NGO and by extending the range and type of activities carried out by all types of NGO.*

MULTI- COUNTRY PROGRAMMES - OBJECTIVES IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

Multi country - Immediate objectives:**LIEN ZZ-9607 – Start date 25/06/1996 Expiry date 31/12/1998****LIEN ZZ-9711 – Start date 02/06/1997 Expiry date 21/12/2000**

- *To improve women's condition and status;*
- *To ensure the social re-integration of the unemployed, as well as marginalised groups (such as the handicapped and minorities);*
- *To assist under- privileged target groups (elderly people, homeless, drug addicts, etc.)*

Partnership ZZ-9608 - Start date 28/11/1996 Expiry date 31/12/1999**Partnership ZZ-9715 – Start date 27/08/1997 Expiry date 31/12/2000**

- *To promote sustainable local development by encouraging an integrated approach to development;*
- *To strengthen decentralised organisations contributing to the process of local economic and socio- economic development;*
- *To encourage cross-country co-operation and sustainable partnerships for the purpose of exchanging experience and skills in the field of local development;*
- *To encourage the development of civil society, and to promote dialogue on local development matters between decentralised private and public organisations.*

Democracy ZZ-9713 – Start date 02/06/1997 Expiry date 03/04/2000

- *The acquisition and application of knowledge and techniques of parliamentary practice and organisation by cross-party groups of politicians (parliamentarians and elected representatives in local and regional government) and by parliamentary staff;*
- *The strengthening of non governmental bodies and associations in the CEEC and the New Independent States and Mongolia which by their vocation and specific activities can make continuing contribution to the promotion of pluralist democratic society;*
- *The transfer of specific expertise and technical skills concerning democratic practices and the rule of law to*

professional groups and associations in the CEEC and the New Independent States and Mongolia.

Access ZZ-9914 – Start date 22/12/1999 Expiry date 21/12/2002

- *To stimulate initiatives from NGO/NPO in favour of acquis objectives;*
- *To stimulate initiatives from NGO/NPO in sectors where Governments are not active;*
- *To provide financial support on a co-financing basis to those NGO/NPO which tackle the candidate country's civil society and acquis priorities identified in the Opinions;*
- *To strengthen the institutional and operational capacity of those organisations, through among other things transfer of know how and training, seminars, provision of technical assistance;*
- *To set up and organise networkingTo implement the acquis in areas of NGO/NPO activity;*
- *To strengthen civil society by developing the institutional capacity of NGO/NPO through partnership and co-operation with sister organisations*
- *To encourage the participation of individuals at risk of being socially, economically or politically marginalised due to culture, social misfortunes or ethnic origin.*

ANNEX 3. - Summary of Indicators of Achievement

NATIONAL PROGRAMMES – INDICATORS OF ACHIEVEMENT IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

National Programmes – Indicators of Achievement:

BULGARIA – BG-9604 – Start date 05/08/1996 Expiry Date 31/12/1998

For the wider objectives:

- *No of NGOs and type and scope of NGO activities;*
- *Broad public, decision and policy makers, media and business awareness about NGO role and function in society;*

For immediate objectives:

- *Adoption of new legislation on NGOs;*
- *Capability of the NGO sector to provide services and mobilise for joint actions;*
- *Citizen participation in NGO work, increased financial support from within Bulgaria;*
- *Broad range of services orientated to community needs, demand for such services;*
- *Joint NGO policy and action platforms;*

For outputs:

- *No of information and training courses and people trained, quality of activities;*
- *No of NGO network, umbrella and intermediary formations set up;*
- *No of successful projects funded;*
- *Effective international partnerships established.*

BULGARIA – BG-9804 – Start date 22/12/1998 Expiry Date 31/12/2000

No Indicators of Achievement are identified in the FM for the BG-9804 Programme. The Log Frame attached to the Project Fiche, identifies the following indicators of achievement.

Wider Objective

- *Accession Partnership objectives for strengthened democracy, rule of law and human rights met.*

Immediate Objectives

- *NGO sector considered to be implementing its aspects of the Acquis Communautaire by 2001*

CZECH REPUBLIC – CZ9404 – Start date 02/02/1995 Expiry Date 31/12/1997

CZ-9404 [SP]

- *Participation of citizens in NGO,*
- *Increase in number and networks of NGO,*
- *Acceptance of NGO sector as an integral part of a civil society,*
- *Demand for services from NGO,*
- *Scope and efficiency of networks,*
- *Amount of funds granted to NGO by the government and donors,*
- *Increase in number of volunteers,*
- *Range and extent of information in media,*
- *Services and information activities provided by CSDF.*

CZ-9704.01 [SP]

- *Increased number and quality of services,*
- *Increased awareness about the non-profit sector and enhancement of sector credibility,*
- *Increased amount of information at EU level on Czech NGO,*
- *Increased number of funders and volunteers,*
- *Increased professional skills of individual NGO,*
- *Increased citizen awareness regarding EU issues,*
- *Increased availability of information in media,*

- *Increased profile and involvement of the CSDF in the non-profit sector development.*

CZECH REPUBLIC – CZ9408.03 – Start date 27/03/1995 Expiry Date 31/12/1997

- *Creation of tools of modern social security management,*
- *Disbursement mechanism for NGO projects established in Tabor and Olomouc,*
- *Programme for pilot project in Tabor and Olomouc,*
- *Selection of projects for social welfare development.*

CZECH REPUBLIC – CZ9603.04.02 – Start date 11/12/1997 Expiry Date 31/12/1999

None defined

CZECH REPUBLIC – CZ9703.01.02.12 – Start date 11/12/1997 Expiry Date 31/12/1999

For Wider Objectives

- *The domestic constraints on the Czech Republic's readiness to accede to the EU are resolved.*
- *The fulfilment of obligations for implementation of the Europe Agreement.*

For Immediate Objectives (CZ-9703.01 Public Administration)

- *Government suitably prepared for negotiations, participation in the Association Council and Committee(s).*
- *Consensus on the quality of and expectations of the role of public services.*

CZECH REPUBLIC – CZ9704 – Start date 11/12/1997 Expiry Date 31/12/1999

For wider objectives

- *Greater participation by NGO in decision-making,*
- *Improved quality of NGO service,*
- *Acceptance of NGO as an integral part of civil society,*
- *Local social problems successfully tackled in the frame of SWIF projects*

For Immediate Objectives

- *Increased awareness about the sector and enhancement of the non-profit sector's credibility.*
- *Increased civic involvement, donors and volunteers.*
- *Increased number of local events and quality of information and other services for the public.*
- *Improved NGOs' planning and operations.*
- *Co-operation developed between NGOs in similar fields.*
- *Improved clarification of mission and aims of NGOs.*
- *Quality publications.*
- *Increased professional skills of individual NGOs.*
- *Increased diversification of NGO activities.*
- *Increased availability of information in media.*
- *Local social problems successfully tackled in the frame of SWIF projects*

CZECH REPUBLIC – CZ9806 – Start date 30/09/1998 Expiry Date 30/06/2000

For Wider Objectives

- *Greater integration of the Roma community into Czech society*
- *Greater participation by NGOs in decision-making*
- *Improved quality of NGOs' services*
- *Acceptance of NGOs as an integral part of civil society*

For Immediate Objectives

- *Increased public awareness about Roma issues*
- *Increased number of Roma with higher education and qualifications*
- *Increased number of Roma-related cultural activities*
- *Increased number of Czech public figures of Roma origin*
- *Reduced unemployment amongst the Roma community*
- *Fewer cases of discrimination and violence*
- *Increased awareness about the sector and enhancement of the non-profit sector's credibility*
- *Increased civic involvement, donors and volunteers*

- *Increased number of local events and quality of information and other services for the public*
- *Improved NGOs' planning and operations*
- *Co-operation developed between NGOs in similar fields*
- *Improved clarification of mission and aims of NGOs*
- *Quality publications*
- *Increased professional skills of individual NGOs*
- *Increased diversification of NGO activities*
- *Increased availability of information in media*

CZECH REPUBLIC – CZ-9901 – Start date 23/06/1999 Expiry Date 31/12/2000

For Immediate Objectives

- Increasing tolerance of cultural difference in the society.
- A more pluralistic multicultural approach.
- Nation-wide improvement of mutual perception and tolerance.

LITHUANIA – LI-9614 – Start date 20/06/1996 Expiry Date 31/12/1998

The Financing Memorandum for LI-9614 does not contain any indicators of achievement of Programme objectives. There is no Logical Planning Matrix (LPM) attached to the FM which relates to the sector.

POLAND – PL9104 – Start date 05/02/1992 Expiry Date 30/06/1995

Activities identified in FM – 9104 - no indicators of achievement were defined for this Programme

- *Grants Assistance: a local innovation programme to develop a system through which FSLD will provide grants for local initiatives;*
- *Training Assistance: training and development activities to develop and administer both short- and long-term training and development activities for local government officials, future officials being trained and professional staff employed by local institutions*
- *Technical Assistance: technical and information network assistance.*
- *Programme management*

POLAND – PL9410 – Start date 14/02/1995 Expiry Date 31/12/1997

Activities identified in FM – 9104 - no indicators of achievement were defined for this Programme

Consultancy and training

- Financing and monitoring of feasibility studies for 10-15 municipal investment projects to be carried out during the first year of the Programme;
- Training programme for banks and municipalities on how to appraise projects in the public sector;
- Training programme for Polish consulting companies on implementation of municipal investment programmes.

POLAND – PL9413 – Start date 02/03/1995 Expiry Date 31/12/1997

Activities identified in FM – 9104 - no indicators of achievement were defined for this Programme

- *Education and Training:* to increase the personal and professional capacities of the leaders, managers and staff of local government;
- *Grants:* to support significant local initiatives;
- *Consultancy:* to enhance the capacities of local government by supplying specialised consultancy services on a viable commercial basis;
- *Publications:* to increase access to current information, models of good practice and working procedures by the councils and staff of local governments;
- *Institutional Development:* to secure the FSLD long-term future as a self-sustaining institution by increasing the geographical range of the network through creation of four new sub-centres and two new regional centres;
- *Programme Management;*
- *Capital Expenditure*

ROMANIA – R0-9406 – Start date 03/03/1995 Expiry Date 31/12/1997

Direct assistance for NGO initiatives:

- Number and quality of implemented projects of the NGO that benefit from training programmes

- Quality of training programmes, evaluation & certification of trainees
- Number of joint-projects with the public administration
- Change in balance of the funding sources (foreign & domestic sources, economic activities, fund-raising events)
- Number of successful inputs in policy developments
- Existence and functioning of a local training capacity able to respond to the NGO training needs and demands
- Overall quality improvement of the NGO sector in Romania
- Performance indicators (project design and management capacity) of NGO
- Number of joint-projects by, diversity of funding sources of, number of citizens, volunteers involved in NGO
- Coherence / complementary of initiatives by NGO, their public image and impact
- Increase in membership of existing organisations and number of grass-roots initiatives
- Increased rate of domestic contributions to NGO projects
- Increased request for NGO services
- The quality, relevance and number of publications and other information activities funded by the programme
- Change in behaviour, risen awareness of public servants, business community, and a more responsible media
- Number of successful NGO projects
- Degree of satisfaction of NGO services beneficiaries and constituents

Assistance for Foundation initiatives

- Number of NGO fully aware of the legal implications of their work
- NGO capacity to advocate for better legal / regulatory conditions of their work
- Number of public -private partnership projects and initiatives
- Diversification of sources of funding for NGO projects
- Strengthening of internal discipline of NGO (democratic practice within the organisation)
- Higher public accountability by full compliance with existing legislation
- Number and type of information requests met by the project
- Number and type of individuals and organisations reached by the information
- Number and quality of applications received and funded by the programme
- Development of authentically local NGO models
- Degree of relevance of the information available to the various milieux
- Stronger public support of NGO models and values
- More positive image of the NGO sector with the civil servants and decision makers
- Wide knowledge by NGO from outside Bucharest of the existing funding sources for NGO, potential partners, similar initiatives, training programmes
- Well managed NGO - clients of the Centre
- Co-operative initiatives by NGO
- Existence of training organisation or a trainers network
- Increase in number of NGO sustainable projects
- Increase public support (include. public administration) of and participation in NGO projects

Foundation Management and Development

- *Support of NGO for the CSDF*
- *Support and contributions by other actors (public offices, business community and media)*
- *Efficient fund-raising strategies*
- *Good commitment/disbursement rates*
- *Efficient grant-making policies*
- *Overall impact of the programme in Romanian society*
- *Increase in number of NGO succeeding to achieve the goals of their founders*

SLOVAK REPUBLIC – SR-9517 – Start date 11/12/1995 Expiry Date 31/071998.

The FM for SR-9517 and SR-9707 provide the following indicators of achievement of immediate objectives:

- *Public involved in the Civic society development,*
- *Number of NGO,*
- *Number of projects submitted for approval to the CSDF Board,*
- *Performance of NGO,*
- *Information of public on NGO,*
- *Performance of NGO work improved,*
- *Quality of project design and number of projects approved/ submitted,*

- *New projects submitted for approval,*
- *Performance of the CSDF PMU.*
- *Increased awareness,*
- *Better informed NGO,*
- *Increased support for NGO from the Government,*
- *Better co-ordinated and concerted NGO activities,*
- *Increased sustainability of NGO and successful projects.*

SP for SR-9517 and SR-9707 provide the following indicators of achievement of immediate objectives:

- *Improvement of public relations concentrated on presentation of voluntary work and its role in the society,*
- *Support of community projects and mutual co- operation of all three sectors,*
- *Acceptance of NGO as an integral part of the civic society,*
- *More developed and functioning democratic principles in the society,*
- *Increased quality of life increased participation of citizens in public affairs,*
- *Increased number of sustainable, well- developed NGO with clearly identified missions and long term strategies.*

SLOVAK REPUBLIC – SR-9707 – Start date 11/09/1997 Expiry Date 31/071999

See SR-9517 above

MULTI- COUNTRY PROGRAMMES – INDICATORS OF ACHIEVEMENT IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

Multi country – Indicators of Achievement:

LIEN ZZ-9607 – Start date 25/06/1996 Expiry date 31/12/1998

LIEN ZZ-9711 – Start date 02/06/1997 Expiry date 21/12/2000

Wider Objectives

- *Stabilisation or reduction of the number of people in particularly difficult circumstances;*
- *Interest raised by the Programme (assessed by the number of project applications received, the participation in workshops, etc.)*
- *Number of projects received based on real partnerships.*

Immediate Objectives

- *Number of successful projects targeted at women, unemployed and marginalised people, and disadvantaged sections of the population.*

Partnership ZZ-9608 - Start date 28/11/1996 Expiry date 31/12/1999

Partnership ZZ-9715 – Start date 27/08/1997 Expiry date 31/12/2000

Wider Objectives

- *Sustainability of project achievements;*
- *Increased awareness of the need to promote development on a local basis, and rising number of applications with a lead partner in the CEEC.*

Immediate Objectives

- *Relevance of selected projects to the four immediate objectives;*
- *Successful implementation of projects, and evidence that these projects have contributed to the achievement of the four immediate objectives;*
- *Visibility of the co-financed projects*

Democracy ZZ-9713 – Start date 02/06/1997 Expiry date 03/04/2000

Immediate Objectives

- *Interest raised by the programme (assessed by the number of project applications received, the participation in workshops etc.);*
- *Number of projects received based on real partnership.*
- *Number of successful projects targeted at NGO carrying out projects contributing to the objectives of the Programme.*

Access ZZ-9914 – Start date 22/12/1999 Expiry date 21/12/2002

Wider Objectives

- *Increased number of active NGO/NPO;*
- *Increase in partnership and co-operation between NGO/NPO;*
- *Increased participation in society of targeted groups;*
- *Improved acquis implementation record.*

Immediate Objectives

- *Increase in number and quality of applications for funding;*
- *Number of projects/activities meeting the objectives;*
- *Increased number of NGO/NPO which received a training.*

ANNEX 4. – Summary of Risks and Assumptions

NATIONAL PROGRAMMES - OBJECTIVES IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

National Programmes – Risks / Assumptions:

BULGARIA – BG-9604 – Start date 05/08/1996 Expiry Date 31/12/1998

A risk given in the FM was the commitment of the Bulgarian Government to support the *Programme and to co-operate effectively with other funding programmes and organisations. Further risks were identified in the SP, namely:*

- *Support at local and central level;*
- *Continued support from the EU;*
- *Capability of the NGO sector to act as a responsible partner in social development;*
- *Adequate legal and fiscal framework;*
- *Effective and timely support systems developed by the CSDF;*
- *Effective co-operation with other funding programmes and organisations;*
- *Additional funds provided by the Bulgarian government;*
- *Effective co-operation among NGO;*
- *Effective and efficient management structure;*
- *Implementation of agreed policies.*

BULGARIA – BG-9804 – Start date 22/12/1998 Expiry Date 31/12/2000

- *Continued Government commitment;*
- *CSDF maintains independence;*
- *CSDF institutional capacity maintained.*

CZECH REPUBLIC – CZ9404 – Start date 02/02/1995 Expiry Date 31/12/1997

- *Commitment of Czech Government to development of civil society during period of economic and social reform,*
- *Continued development of legal framework of NGO,*
- *Continued support form government for programme objectives,*
- *Donation culture developed in the society,*
- *Effective resource development. [SP]*

CZECH REPUBLIC – CZ9408.03 – Start date 27/03/1995 Expiry Date 31/12/1997

- *Insufficient support at any level of management involved in implementation,*
- *Local government reform that may change competence of districts (Tabor, Olomouc),*
- *Lack of financial means in appropriate budgets for (i) further development of the pilot and model institutions, and (ii) their wider implementation in other localities.[FM]*

CZECH REPUBLIC – CZ9603.04.02 – Start date 11/12/1997 Expiry Date 31/12/1999

None defined.

CZECH REPUBLIC – CZ9703.01.02.12 – Start date 11/12/1997 Expiry Date 31/12/1999

FM-SOP Institution Building:

- *Ability of Ministries to retain skilled staff*
- *Budgetary constraints exacerbated by the downturn of economic performance and the consequence of the floods.*
- *Further delays in Government commitment to overall reform of the public service.*
- *The economic and political benefits of EU membership continue to attract popular and political support.*
- *The EU maintains a commitment to enlargement.*
- *Development of close co-ordination between the ministries to ensure coherency in negotiations.*

CZECH REPUBLIC – CZ9704 – Start date 11/12/1997 Expiry Date 31/12/1999

FM-SOP Civil Society Development:

For the Wider Objectives:

- *Public, government and commercial sectors do not appreciate the role to be played by NGO, or NGO cannot meet expectations.*

For the Immediate Objectives:

a) Civil Society Development Foundation (CZ-9704.01)

- *Co-operation between the non-profit sector and the governmental and commercial sectors on both central and local levels,*
- *Supportive legal and tax structures*
- *Government and media understand the needs of the non-profit sector*
- *High quality information and programme publicity materials*
- *Consistent monitoring of non-profit sector needs and flexible reaction to changes in activities and provision of [social] services.*

b) SWIF (CZ-9704.02):

- *Effective co-ordination of policies at the central and district levels, able to monitor the delivery of social services by NGO to a satisfactory standard.*
- *Professional skills of NGO staff.*

CZECH REPUBLIC – CZ9806 – Start date 30/09/1998 Expiry Date 30/06/2000

Project Fiche, Logframe Planning Matrix

For the Wider Objectives:

- *Much mutual apprehension exists between the Roma community and Czech society*
- *Public, government and commercial sectors do not appreciate the role to be played by NGOs, or NGOs can not meet expectations*

For the Immediate Objectives:

- *Openness by the Czech media and general public towards Roma issues*
- *Co-operation between the non-profit sector and the governmental and commercial sectors on both central and local levels,*
- *Supportive legal and tax structures*
- *Government and media understand the needs of the non-profit sector*
- *High quality information and programme publicity materials*
- *Consistent monitoring of non-profit sector needs and flexible reaction to changes in activities and provision of services.*

CZECH REPUBLIC – CZ-9901 – Start date 23/06/1999 Expiry Date 31/12/2000

For the Immediate Objectives:

- *Professional and motivated staff.*

For Results:

- *Limited co-financing resources form the state budget.*
- *Openness of educational institutions and media to co-operate.*

Phare 1997 project results [available].

LITHUANIA – LI-9614 – Start date 20/06/1996 Expiry Date 31/12/1998

Lack of clarity in the legal/fiscal framework for NGOs can be identified as the main risk for the Programme to be implemented.

POLAND – PL9104 – Start date 05/02/1992 Expiry Date 30/06/1995

None

POLAND – PL9410 – Start date 14/02/1995 Expiry Date 31/12/1997

The Financing Memoranda of Programme PL-9410 stated that the support provided under the Programme was

subject to the continuation by the Polish Government of the transformation process to a democratic society based on market economy and the maintenance of a policy of decentralisation and support to the development of a pluralistic civic society. In addition, certain risks were specified: *The main risks concern the maintenance of political and social stability in Poland, and continuing governmental support and commitment to the reform process. Furthermore there are risks associated with sufficient political and management support to the implementation of the Programme. This includes necessary involvement, co-ordination and decision making at the appropriate levels. Risks associated with the implementation of the Programme also include the availability of qualified experts, both local and external, and effective co-ordination with other donor activities.*

POLAND – PL9413 – Start date 02/03/1995 Expiry Date 31/12/1997

The Financing Memoranda of Programmes PL-9413 stated that the support provided under the Programme was subject to the continuation by the Polish Government of the transformation process to a democratic society based on market economy and the maintenance of a policy of decentralisation and support to the development of a pluralistic civic society. In addition, certain risks were specified: *The main risks concern the maintenance of political and social stability in Poland, and continuing governmental support and commitment to the reform process. Furthermore there are risks associated with sufficient political and management support to the implementation of the Programme. This includes necessary involvement, co-ordination and decision making at the appropriate levels. Risks associated with the implementation of the Programme also include the availability of qualified experts, both local and external, and effective co-ordination with other donor activities.*

ROMANIA – R0-9406 – Start date 03/03/1995 Expiry Date 31/12/1997

- *Active participation by the NGO community*
- *Effective management by the Foundation*
- *Existence of a supportive non politicised environment*
- *Effective co-operation and allocation of funds by other donors*
- *Establishment of self – sustainable NGO networks and forums of NGO co-operation based on own funding*
- *Clearly defined legal framework for NGO activities*
- *Capacity of NGO to identify their training needs*
- *Local / regional and sectoral support by various actors (NGO and others) for functioning of NGO resource centres*
- *Not enough public information on / for the NGO sector as a whole*
- *Balance between the public interest and the NGO interests*
- *Coherence and integrated approach with other initiatives (both by Government and relevant ministries and NGO) and of all Regulations affecting NGO work*
- *The willingness of Romanian NGO to second trainees for the various projects*
- *Ability of CSDF management to adapt programme / CSDF strategy to emerging opportunities and risks;*
- *Co-operation with other Phare programmes (e.g. Public Administration Reform)*

SLOVAK REPUBLIC – SR-9517 – Start date 11/12/1995 Expiry Date 31/071998.

There remain, however, risks related to difficulties in co-ordination of the various authorities involved in the programme; the failure of the beneficiary institutions to provide adequate staff and facilities for programme implementation; the possibilities of co-financing resources not being available within the time schedules foreseen; changes in policy orientations underlying programme design and so on.

SLOVAK REPUBLIC – SR-9707 – Start date 11/09/1997 Expiry Date 31/071999

- *Continued Phare assistance is premised on the assumption that the Civil Society Development Foundation will be successfully re-registered in accordance with the new Law on Foundations. The nomination of the Board of Directors of the CSDF will be in compliance with the provisions of the law. The Office of the Government has the right to nominate one representative of the Government as a member of the Board of Directors. The composition of the board shall also take into account the need to support NGO in areas outside Bratislava.*

SP for SR-9707:

- *Political situation,*
- *NGO friendly legislation,*
- *Results of the elections,*
- *New government might reject Phare programme.*

MULTI- COUNTRY PROGRAMMES - OBJECTIVES IDENTIFIED IN THE FINANCING MEMORANDUM AND OTHER COMMISSION PROGRAMMING DOCUMENTS:

(SOURCE: PHARE ASSESSMENT REPORTS BY OMAS CONSORTIUM)

Multi country – Risks/ Assumptions:

LIEN ZZ-9607 – Start date 25/06/1996 Expiry date 31/12/1998

LIEN ZZ-9711 – Start date 02/06/1997 Expiry date 21/12/2000

- *Government willingness to support NGO initiatives, and to establish a legal/institutional framework conducive to NGO/civil society development;*
- *Sustained Government approval of the EU Programmes aimed at supporting decentralised co-operation projects.*
- *No Government interference in those NGO projects, centred on the promotion of women's interests and the protection of minorities.*
- *Institutional and professional capacity of the NGO grantees to implement their projects satisfactorily*

Partnership ZZ-9608 - Start date 28/11/1996 Expiry date 31/12/1999

Partnership ZZ-9715 – Start date 27/08/1997 Expiry date 31/12/2000

- *Stability of the political and macro-economic environment;*
- *Progressive definition of a strategy and framework for regional and local development in the CEEC;*
- *Quality of the evaluation methodology;*
- *Quality of the support provided to co-financed organisations during project implementation.*

Democracy ZZ-9713 – Start date 02/06/1997 Expiry date 03/04/2000

- *A climate of government support for NGO initiatives;*
- *A legal/institutional framework conducive to NGO/Civil society development.*
- *No government interference in NGO projects centered on the promotion of democratic institution building and human rights;*
- *Institutional and professional capacity of the participating NGO;*
- *Capacity of the TA and local structures charged with the task of managing and monitoring the programme to fulfil their role.*

Access ZZ-9914 – Start date 22/12/1999 Expiry date 21/12/2002

- *Political and economic stability;*
- *Continuous Government commitment to the aims of the Programme;*
- *Existence of appropriate NGO/NPO legislation;*
- *Co-operation and co-ordination between the relevant authorities/organisations involved;*
- *Continuous commitment of each parties involved;*
- *Availability of domestic financial resources for-co-financing;*
- *Availability of qualified technical assistance;*
- *Existence of real partnership;*
- *Relevant capacity of selected NGO/NPO.*

ANNEX 5. – Summary of Special Conditions

NATIONAL PROGRAMMES – OBJECTIVES IDENTIFIED IN THE FINANCING MEMORANDUM (AND/OR IN OTHER COMMISSION PROGRAMMING DOCUMENTS)

National Programmes - Special Conditions:

BULGARIA – BG-9604 – Start date 05/08/1996 Expiry Date 31/12/1998

None defined.

BULGARIA – BG-9804 – Start date 22/12/1998 Expiry Date 31/12/2000

In the event that agreed commitments are not met for reasons which are within the control of the GoB, the Commission may review the programme with a view, at the Commission's discretion, to cancelling all or part of it and/or to reallocate unused funds for other purposes consistent with the objective of the global Phare programme

The FM identifies also the following conditionalities related to the CSDP:

- *The Government's commitment to take active steps to implement an improved legal framework for the operation of NGOs in accordance with its declared strategy in this area and allocation of budget resources for support to the NGO sector.*
- *The CSDF should develop strategy for medium term sustainability with a view to the eventual phasing out of Phare assistance. Furthermore, the CSDF shall remain independent, assure full coordination and complementary with other funding sources, and conduct ongoing monitoring and evaluation of the NGO funded activities.*

CZECH REPUBLIC – CZ9404 – Start date 02/02/1995 Expiry Date 31/12/1997

The Czech Republic

- *will maintain its political support for the objectives of the Programme,*
- *will respect the need for its independent management, and*
- *will consider allocating additional public funds to the Programme.*

To make the programme sustainable, both the EC and Czech government will consider building an endowment of the CSDF through matching funds to support the programme at the same or larger scale. In this respect, the Czech Government will consider the possibility of allocating a specific contribution to the CSDF from the Foundation Investment Fund managed by the Council for Foundations. [FM]

CZECH REPUBLIC – CZ9408.03 – Start date 27/03/1995 Expiry Date 31/12/1997

- *Government will continue to implement its programme in social security,*
- *Ownership of the programme by MOLSA and local authorities,*
- *Lack of legal frame for implementation of pilot projects,*
- *Identification of need,*
- *Lack of NGO projects for implementation,*

Competencies may change under new local government legislation. [SP]

CZECH REPUBLIC – CZ9603.04.02 – Start date 11/12/1997 Expiry Date 31/12/1999

None defined.

CZECH REPUBLIC – CZ9703.01.02.12 – Start date 11/12/1997 Expiry Date 31/12/1999

None defined

CZECH REPUBLIC – CZ9704 – Start date 11/12/1997 Expiry Date 31/12/1999

Continued Phare assistance is premised on the assumption that the Civil Society Development Foundation will be successfully re-registered in accordance with the new Foundations law, when it is in force.

CZECH REPUBLIC – CZ8706 – Start date 30/09/1998 Expiry Date 30/06/2000

None defined

CZECH REPUBLIC – CZ-9901 – Start date 23/06/1999 Expiry Date 31/12/2000

Project Fiche:

- *Support to activity Media-based Public Awareness Campaign is to rely on the activity Research on Ethnic*

*Relationship.***LITHUANIA – LI-9614 – Start date 20/06/1996 Expiry Date 31/12/1998**

The Lithuanian Government through the Implementing Authorities shall ensure that the Programme and its various components are carried to good end. To this effect, the Lithuanian Government must provide adequate staff, office space and equipment to carry out the Programme. This includes the payment of local salaries.

POLAND – PL9104 – Start date 05/02/1992 Expiry Date 30/06/1995

None defined.

POLAND – PL9410 – Start date 14/02/1995 Expiry Date 31/12/1997

None defined.

POLAND – PL9413 – Start date 02/03/1995 Expiry Date 31/12/1997

None defined.

ROMANIA – R0-9406 – Start date 03/03/1995 Expiry Date 31/12/1997

None defined.

SLOVAK REPUBLIC – SR-9517 – Start date 11/12/1995 Expiry Date 31/07/1998.

None defined.

SLOVAK REPUBLIC – SR-9707 – Start date 11/09/1997 Expiry Date 31/07/1999

FM SR-9707: Continued Phare assistance is premised on the assumption that the CSDF will be successfully re-registered in accordance with the new Foundations Law.

ANNEX 6. - SUMMARY OF NGOs acting as PMUs or implementing agents						
Country	Programmes	Programme Management	Status of Organisation	Staffing /funding	Supervisory/ Management/ Steering Structure	Programme Management Costs Approximate (MEUR)
BULGARIA	BG-9604 BG-9804	Civil Society Development Foundation, operating as a Programme Management Unit (PMU) Chairman of the Board of Directors is the Programme Authorising Officer (PAO)	Registered non profit non government organisation	CSDF has a secretariat of 12 staff (14 in 1998) including Executive Director; 2 Programme Directors Administrative secretary Chief Financial expert Accountant and cashier Assisted by a pool of 120 –150 external project assessors (+50 actively involved)	Governed by Board of Trustees comprising of 21 members (20 1998) A 9 member (10 members in 1998) Board of Directors responsible for programming, budgeting and allocation of grants. 3 member Board of Auditors	0.150 0.150
CZECH REPUBLIC	CZ-9404 CZ-9603.04 CZ-9704.01 CZ-9806	Civil Society Development Foundation responsible for the Programme components addressing support to Civil Society, operating as a PMU. The Director of the Foundation (and the Head of the PMU) is the PAO.	The CSDF is a registered Foundation under Czech Act 227.1997 on Foundations and Foundation Funds.	Executive Director + 14 staff including one EU national.	CSDF has a Board of Directors of 7 members and a Supervisory Board of 3 members. The Management and supervisory structures of the CSDF have altered through the years to keep pace with the developments in the organisation.	0.200 0.050 0.250 0.200

ANNEX 6. - SUMMARY OF NGOs acting as PMUs or implementing agent						
	CZ-9408.03 CZ-9704.02	National Training Fund (PMU) The Director of the NTF is also covering the role of PAO These Programmes were managed by a dedicated unit within the NTF (SWIF Unit)	SWIF unit operates within the Ministry of Labour and Social Affairs.	SWIF Unit - 4 dedicated project managers National Training Fund - Director, Financial Manager Secretary shared with other NTF activities.	Steering Committee for Social Protection chaired by Deputy Minister for Social Policy and Social Services and composed of Deputy Minister for European Integration and International Relations, Deputy Minister for Social Insurance as well as five senior MoLSA representatives; and two institutions.	0.00 0.025
	CZ-9703.01 CZ-9901	CFCU Head of CFCU is the Programme Authorising Officer (PAO) Inter Ministerial Commission for Roma Affairs responsible for technical implementation of activities	Government - Ministry of Finance Government Commission	No dedicated CFCU staff for these Programmes – CFCU has wider Phare responsibilities No dedicated staff. Programme implementation is combined with other staff responsibilities	No requirement for steering bodies included in Programming documents. No formal co-ordination mechanism. Co-ordination is carried out informally at project level based on good working relationships between the contractors and beneficiary.	0

ANNEX 6. - SUMMARY OF NGOs acting as PMUs or implementing agent						
LITHUANIA	LI-9614	<p>Non Governmental Information Support Centre (NISC) contracted by the Commission Services to implement and co-ordinate programme.</p> <p>Civil Society Development Programme Unit (CSDPU) establish within NISC to act as informal Programme Implementation Unit.</p> <p>In April 1997 NISC were contracted by the Delegation to provide technical assistance, information and training services to NGOs.</p>	NISC is a registered non profit non government organisation	<p>CSDPU has five staff comprising of Director, 2 training specialists, 1 accountant and 1 secretary.</p> <p>Supported by a group of 15 experts to provide assistance in the selection of project proposals.</p>	<p>Commission Services were responsible for the management, contracting, payment and monitoring of support under Centralised Implementation System.</p> <p>A Grants Council of 12 members was set up in April 1997, the grants council provided guidance to the NISC and the CSDPU on the distribution of grants and grants policy.</p> <p>No steering arrangements were established for the Programme as a whole.</p>	0.028
POLAND	PL-9104 PL-9413	<p>A PMU within the Foundation in Support of Local Democracy (FSLD)</p> <p>The Chairman of the FSLD was the PAO.</p>	Information not available	The PMU was staffed with 8 people and supported by long term technical assistance for planning, management and monitoring and short term technical assistance in support of specific projects and sub-projects.	A Programme Board was responsible for overseeing the work of the Management Unit. Sub Committees were responsible for fund raising, grant administration and training.	0.810 0.500
	PL- 9410	<p>Municipal Development Agency acting as a PMU</p> <p>Information about PAO not available</p>	Registered Foundation	Information not available	10 member Board comprising of representatives from the Government and five from the largest local government organisations.	0.200

ANNEX 6. - SUMMARY OF NGOs acting as PMUs or implementing agent						
ROMANIA	RO-9406	Civil Society Development Foundation The Chairman of the CSDF was the PAO	Foundation established by Romanian Law	Information about the size of the staff team is not available. CCSDF included Director Financial Director and Programme Managers	Board of directors – More detailed information not available.	0.410
SLOVAK REPUBLIC	SR-9517 SR-9707	Civil Society Development Foundation acting as PMU	Registered independent Foundation	8 staff members including Director, Deputy Director, Assistant, Senior Project Manager, 2 project managers, 1 manager for technical equipment and 1 economist.	9 Member Board of directors including a nominee for the Office of Government.	0.057 0.130
					TOTAL	3.16

**ANNEX 7. - NATIONAL CIVIL SOCIETY PROGRAMMES
GRANT ASSISTANCE TO NGOs**

Country	Programme	Grant assistance Amount (MEUR)	Project applications submitted No	Projects funded No	Sectors
BULGARIA	BG-9604	0.180 0.200	438	30	Information services
				39	Training and civil education
BULGARIA	BG-9604	0.880	722	19	Institutionalised children youth and adults
				29	Disabled chronically ill children and adults
				12	Elderly
				17	Unemployed and poor
				9	Roma and other ethnic groups
				9	Single parent families
				7	Abandoned children and early school drop outs
				8	Poor pupils and students
				1	HIV patients and relatives
				BULGARIA	BG-9804
CZECH REPUBLIC	CZ-9404.01	0.430	N/a	41	Information activities
	CZ-9404.02		42	30	Develop skills of CS orgs Increase quality of training
	CZ-9404.01.02		22	18	Training activities
	CZ-9404.03		588	79 94 117 13 22 45	Environmental Health care Social care Human rights protection Minorities Flood relief
CZECH REPUBLIC	CZ-9408.03	1.4	N/a	9	Endangered children/ youth
				48	Handicapped children/ adults
				13	Elderly
				10	Drug and alcohol
				17	Disadvantaged groups
				22	Family support
				7	Training of social workers
CZECH REPUBLIC	CZ-9603.04	0.5	109	57	Flood relief
CZECH REPUBLIC	CZ-9703.01	No grants in Programme		0	

**ANNEX 7. - NATIONAL CIVIL SOCIETY PROGRAMMES
GRANT ASSISTANCE TO NGOs**

Country	Programme	Grant assistance Amount (MEUR)	Project applications submitted No	Projects funded No	Sectors
CZECH REPUBLIC	CZ-9704	2.250	1000	18 34 39 7 13 4 18 7 94	Environmental Health care Social care Human rights protection Minorities Consumer protection Community development Euro citizen Individual projects
CZECH REPUBLIC	CZ-9704.02.01	0.475	110	46	Social sector
	CZ-9806.01	0.900	414	132	Roma projects
	CZ-9806.02	0.900	945	78 79 319	Information activities Training activities Individual projects
CZECH REPUBLIC	CZ-9901	No grants in Programme		0	
LITHUANIA	LI-9614	0.525	N/A	41 17 11 61	Information and Information services Training and Education Support for emerging NGOs Project related activities
POLAND	PL-9104	0.450	413	52	Local development
POLAND	PL-9410	No grants in Programme		0	
POLAND	PL-9413	1.00	N/a	89	Local economic development Management of municipal resources
ROMANIA	RO-9406	3.750	N/A	155	Social services for disabled Elderly care HIV support Social service for orphans Social care for street children Equal opportunities Human rights Active employment measure
SLOVAK REPUBLIC	SR-9517	0.770	N/A	33 9	Information and service Improvement of NGO PR skills NGO training NGO institutional development
		0.100		27	
		0.250		64	
SLOVAK REPUBLIC	SR-9707	0.565	N/A	43	NGO training Democracy Strengthening organisational capacity Community activities and cross sectoral co-operation
		1.470		30	
				66	
TOTAL		18.245	5,643	2,921	

ANNEX 8.- Monitoring and Assessment methodology

OMAS obligations for Monitoring and Assessment (M&A)

OMAS has been contractually required, when monitoring and assessing all Phare Programme (including Civil Society) to follow a template which analyses, in relation to overall implementation assessment, the following issues (in summary):

- Analysis/summary of any previous Assessment;
- Issues of Programme Design;
- Programme Management;
- Programme Co-ordination;
- Financial and Time Management;
- Contractor's and Counterpart's Performance;
- Programme Environment;
- Overall Implementation Assessment.

In relation to the overall Implementation Assessment, the M&A template referred to above requires consideration of the management performance of all the actors involved, and to financial and time management for the programmes under consideration.

In relation to the Conclusions to be drawn, the M & A template requires consideration of the following issues (in summary):

- Summary of any previous Assessment;
- Achievement of wider objectives;
- Achievement of immediate objectives;
- Sustainability;
- Overall Conclusion and Rating of Achievement of Programme Objectives.

In relation to the Recommendations to be drawn, the M&A template requires discussion of:

- Management Recommendations;
- Design Recommendation;
- Recommendations still valid from the previous Assessment.