

# **Framework Contract Lot N° 9 Culture, Education, Employment and Social**

**Technical Assistance for Evaluation of Sector of Civil Society Organizations (CSO), Media and Culture Implemented and Financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia**

**Letter of Contract N° 2012/306261/1**

## **Evaluation Report**

**5 July 2013**

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## ABBREVIATIONS AND ACRONYMS

Acronym	Description
CBC	Cross Border Cooperation
CoE	Council of Europe
CS	Civil Society
CSF	Civil Society Facility
CSO	Civil Society Organization
DAC	Development Assistance Committee
DER	Draft Evaluation Report
EC	European Commission
EIDHR	European Initiative for Democracy and Human Rights
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
EUR	Euro
FER	Final Evaluation Report
FPIR	Field Phase Interim Report
FPR	Final Project Report
FR	Final Report
FWC	Framework Contract
HRD	Human Resources Development
IPA	Instrument for Pre-Accession Assistance
IR	Inception Report
ISDAICON	Information System for Coordination of Development Assistance to the Republic of Serbia
JC	Judgment Criteria
M&E	Monitoring and Evaluation
MFF	Multi-annual Financial Framework (2014-2020)
MIPD	Multi-annual Indicative Planning Document
MR	Monitoring Report
NAD	Needs Assessment Document
NFP	New Financial Perspective
NGO	Non-Governmental Organisation
NKS	Nezavisna Kulturna Scena (Association of Independent Cultural Scene of Serbia)
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OVI	Objectively Verifiable Indicator
ROM	Results Oriented Monitoring
SECO	Sector Civil Society Organization
SEIO	Serbia European Integration Office
SIDA	Swedish International Development Agency
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SOI	Source of Information
SSI	Sector Specific Issue
TA	Technical Assistance
TACSO	Technical Assistance for civil society
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Assistance for International Development
TAIB	Transition Assistance and Institutional Building
WB	World Bank
WBT	Western Balkans and Turkey

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## EXECUTIVE SUMMARY

The purpose of this evaluation is “to assist the Government of Serbia to perform an assessment/evaluation of the Official Development Assistance (ODA) within the Sector of Civil Society Organizations (CSO), Media and Culture, for the period 2007 – 2011, i.e. projects implemented and financed by IPA Programme, bilateral donors in Serbia and concessional loans with grant element of at least 25%”. It has therefore covered one of eight Sectors retained by the Government of Serbia for its sector-wide approach development strategy being stated that the equivalent evaluations of the other Sectors and of the IPA II Cross-Border & Trans-national Cooperation have also been launched or are about to be so.

The evaluation started on 17/12/12, and its fieldwork was carried out between 18/01/13 and 01/03/13. The present draft evaluation report dated 15/01/13 will:

- serve as basis for the presentation of the evaluation’s results, planned for 27/03/13 and,
- be reviewed as per the procedures envisaged for that purpose by the ToR, in order to allow for the submission of the final evaluation report;

Main findings and recommendations of the evaluation are recapitulated below, for each of three sub-sectors (civil society, media and culture).

**As concerns the support to the civil society** sub-sector, there was no specific civil society sector strategy in place for the period 2007-2011. The IPA MIPD defines promoting genuine dialogue and monitoring the effectiveness of government policies and programmes as well as mainstreaming civil society issues as priority for financial support between 2007 and 2011. It is NAD 2011-2013 that outlines the needs and priorities of the Republic of Serbia in the civil society sector for the first time.

At the *institutional level*, basic foundations have been laid for the development of civil society sector in a systematic way with the adoption of the Law on Associations in 2009 and establishment of the Government Office for Cooperation with Civil Society in 2010. Issues such as development of a sector-specific strategy and improving accountability and transparency of state funding to civil society as the largest source of financial support were only being tackled in the period subsequent to the evaluation period.

The financial assistance (at the level of programmes, call for proposals, projects) has mostly successfully translated the stated priorities of assistance and needs. There are several sub-areas that, however, need further support (cultural activities, raising awareness, scrutinizing of government policies and implementation).

At the *policy level*, positive results in areas such as social exclusion and vulnerable groups, anti-discrimination have been found. There are further evidences that donor financial assistance has contributed to strengthening of functioning of institutions, rule of law and good governance, although support here is given in inconsistent manner. The main factors in enabling above results were the local CSOs at “the driving seat” initiating policy change, monitoring its implementation and providing support measures both to the state authorities and the sector as well multi-year, needs-based financial support directed to such efforts.

On the level of *raising awareness and direct support to beneficiaries* (in providing/developing services) financial assistance has been channelled to develop new services (e.g. SOS line, women victims of violence support) or offer existing services to new vulnerable groups (e.g. Roma street children, men victims of work exploitation), while on the level of *capacity-building*, several IPA projects have demonstrated concrete impact for the strengthening of the organization or specific target group. (such as women entrepreneurs).

There is dominance of short term (12-18 months) support at the project level. Far greater efficiency can be achieved if longer-term support is introduced not just on the programme level (e.g. USAID, SIDA-core/implementing partners), but at the CfP/grant/project level. As the priority needs and programme objectives of most donors are set at the level of policy change, longer-term programmatic or institutional support are most efficient means in funding watchdog and advocacy initiatives.

What is clearly lacking is donor coordination between public (multi-lateral and bilateral) and private donors, which support CSOs in the same issue areas and which could better maximize impact of their support via joint work (e.g. thematic synergies, exchange on best practices in aid modalities, co-financing).

The even development of the civil society sector is crucially important for long-term sustainability of the results and impact of the sector. The dilemma between support to only Belgrade/urban centre-like CSO versus rural-based is not that straightforward as has been presented so far and should be further explored. There are several CSOs with track-record of activities and results in (semi-)urban centres. The issue to be addressed is about how to reach out to grass-root, civic initiatives and address lack of civic activism in rural areas.

State funding is singled out as the largest source of CSOs support in the evaluation period, followed by private individual and corporate giving. IPA and foreign private (BTD, Mott, RFB etc.) follow as the main foreign funding source, followed by other EU funding (EIDHR, Community Programmes etc.), USAID, Norwegian, Swiss and Swedish (SIDA) support. In such a financial situation and with slow withdrawal of foreign financial assistance (save of EU), the long-term sustainability of the sector and the impact it can make will strongly depend on insuring accountability and transparency of state funding as well as division between support to CSOs vs. other non-profits in Line 481 (churches, sport associations etc.). Support to introduction of favourable tax policies, piloting of individual and corporate support (philanthropy and CSR) and raising-awareness are further crucial factors of sustainability of the civil society sector and the financial assistance invested in the sector to be successful. Cooperation with state and local authorities and cooperation with the media are further important factors that could enhance the sustainability of financial assistance.

Strengthening of capacities of organizations has been targeted through the financial assistance only in an indirect way. Considering that most multilateral and bilateral foreign financial assistance is short-term oriented and no institutional and core support is currently available via the multi-lateral and bilateral donors sustainability of capacities of CSOs is under question.

The Government Office for Cooperation with Civil Society is now fully staffed, functional and in operation, and provides for a long-term framework for support by the State. However, the challenge is now how to translate the openness of the Office and spread it over the line ministries and agencies, so that cooperation with CSOs becomes a systematic approach/policy rather than an "Office thing" is the main issue raised by several CSOs.

Different donors' procedures for applying, implementing and reporting are considered as a burden to CSOs. The issues of co-financing especially pronounced in EU-IPA support and of the regularity of CfP have been determinant of successful of absorption of foreign financial assistance to civil society sector in Serbia.

**As concerns the support to the media**, this sub-sector was regarded in the period 2007-2011 as 'struggling'. While more than EUR 20 million had been injected into it, mainly to enhance freedom of expression, strengthen professional standards of journalism and support digitalisation of broadcast media outlets, IREX Media Sustainability Index list shows that Serbia had been lowering its ranking, dropping its score from 2.47 to 1.90. At the same time, of the 27 indicators of professional media standards defined by the Council of Europe, Serbia has reportedly met only four: the freedom of entry into journalism, the freedom of access to the Internet and the foreign media, separation of participation in the executive branch from professional media positions, and limitation of the right of the media to exclusive reporting on events of exceptional public importance. While most of the remaining 23 standards are characterised by relatively solid legislative framework, their practical implementation is lacking in Serbia.

There is still lack of transparency in media ownership and state media funding, of media market, and of clarity in advertising; there are significant delays in adoption of key media laws along with the lack of integrity of media industry and media profession. All this presents a threat to freedom of expression, media freedom and pluralism in Serbia, hampering the efforts of the international donor community.

The main positive outcome of the foreign support had been production of media content which otherwise would either not exist or be minimal: topics related to the EU values, European integration, and investigation of corruption. The latter had been almost exclusively the outcome of donors' support, though, due to the pressures on media identified by Anti-Corruption Council, the best examples of investigative journalism either not did reach the publishing phase or were published usually in political 'squaring accounts'.

Corruption and nepotism in and around the Government was a reason why most of the interviewees believe that channelling the funding through the Government should not have been the model to be used in Serbia, at least not during the period covered by this evaluation.

The media which had been in the most difficult position were those which managed to survive in earlier periods, which prompted media experts to wonder "How is that possible for free and independent media to survive (Milosevic's) dictatorship, but they cannot survive in a democracy?" The practice of short-term funding did not help very much either. A prevailing feeling among the interviewees is that the donors have made an error by reducing their financial assistance to the media. In other words, the donors decided too prematurely that democracy has "taken its path in Serbia", reducing their further assistance mainly to the production of media content which was far from enough.

Some donors focused on the support for training of journalists, which was useful, though not always with the highest outcomes, often because the 'higher echelons' (media decision makers such as chief editors, managers, owners etc.) lacked understanding for need of new ways and topics to be included in media content prompting some interviewees to insist on 'educating the bosses'. Communication with the donors, in particular with the EUD had improved into a 'regular communication', though sometimes lacking 'human face'.

One of the biggest challenges was identification of the clear indicators (of effect, outputs, outcomes, and impacts); either by the donors or by the beneficiaries, something which definitely needs an improvement in the period to come. Minority and community media found it difficult to survive too, simply because this kind of media are seldom financially sustainable, even in politically, legally and financially sustainable environments.

It has been strongly recommended to the donors to explore ways of integrating their diplomatic power alongside its development programmes in order to further support freedom of expression and independent media and communications, particularly through speeding up of the Media Strategy implementation including adoption of relevant media laws, though supporting the work of the newly established Commission for Investigation of Journalists' deaths, though improving of the RBA monitoring function and through encouraging further digitalisation process.

In addition to the above, the lack of media market (total of 1,053 media outlets in April 2011<sup>1</sup>), continued violence and threats against journalists, self-censorship among media actors, and increase of hate speech continued to hamper faster improvement of the media environment. All this should be taken into consideration when donors' decisions are made since the most successful outputs appear when local needs are recognised and supported, opposite to the practice, sometimes seen in Serbia too, when donors' strategies are made either as transfer of good practice from somewhere else, or in not a sufficient cooperation with donors' local teams.

If the donors are to continue support of media in Serbia – and the general feeling is that they need to - putting a pressure on the Serbian authorities to come with what the Council of Europe calls 'an active national media policy' resulting in a solid legislative framework is the *must*.

Several proposed policy objectives complete the evaluation's component devoted to media, with the following goals: coherent legal and regulative framework promoting freedom of expression, human rights and democratic values, in accordance with EU standards and applicable to off and online media; restricted and transparent role of the state in the media sector; increased media pluralism and diversity; increased professional capacities of journalists; developed digital environment with its benefits distributed across the society.

Of course, no media policy, neither the legal framework would work if they are not put in practice as currently is the case in Serbia.

**As concerns the culture sub-sector**, the mapping and the fieldwork allowed to confirm that this field received the smallest international support in the period covered by the evaluation and, what is more important, that this support did not result in any significant and positive structural impact.

In absence of a national strategy for culture or of any other equivalent framework (other than a number of laws that have been passed), and given the fact that culture has not (yet) been clearly distinguished in the EU support programming to the country as one of focus sectors, the past overall ODA support has remained fairly weak, and marked by heterogeneity and dispersion.

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<sup>1</sup> Serbian Media Scene V European Standards, Dr Jovanka Matic, Belgrade 2011. For full list of media see the Annex 5.



Within this general landscape, positive examples have been observed, which can be taken as either “success stories” or/and “best practices”, and that clearly invites the overall international donor support to join forces in order to build on them and thereby eventually develop a better streamlined support, pending the finalization and launching of the national culture strategy:

- well focused support to capacity building of a key state actor for conservation of cultural heritage (Central Institute for Conservation), delivered in a dynamic and tight partnership by the Italian bilateral cooperation;
- acutely needed support to CS action in favour of social cohesion and inter-cultural understanding (IPA 2009 Support to CS Dialogue Lot 1), in absence of any more significant action in that direction by the Government;
- first pilot project of safeguard and valorization of (industrial and cultural) heritage of Senje coal mine (Senjski Rudnik), which should very seriously be considered as the first step towards a much better integrated local and regional development project and a very appropriate ground for the badly needed reinforcement and capacity building of the Ministry in charge of culture;

*The key recommendations* inspired by the evaluation findings successively address donor coordination and their much better shared focus, further and intensified support to CS action in favour of social cohesion and inter-cultural understanding, support to more proactive presence of Serbia in a needed regional (West Balkans) dialogue and cooperation for (shared) cultural heritage safeguard and valorization, and a strong reinforcement of the pilot approach of the above mentioned Senjski Rudnik pilot project in order to cope with all the challenges that it has already raised.

*Several proposed policy objectives* complete the evaluation’s component devoted to culture, with the following goals: set up and implement national culture strategy, promote and support the State’s role in social cohesion and inter-cultural understanding, develop and support policies and programmes for heritage (natural, cultural, historical, industrial) safeguard and valorization as drivers of local and regional economic development, provide tangible support and incentives for contemporary artistic and cultural creation, including strongly boosting Serbia’s presence and visibility in key EC community programmes (such as the upcoming programme combining media and culture, etc).

## 1. INTRODUCTION AND BACKGROUND

### 1.1 Introduction

The ToR clearly define the purpose of this framework contract, which is “to assist the Government of Serbia to perform an assessment/evaluation of the Official Development Assistance (ODA)<sup>2</sup> within the Sector of Civil Society Organizations (CSO), Media and Culture, for the period 2007 – 2011, i.e. projects implemented and financed by IPA Programme, bilateral donors in Serbia and concessional loans with grant element of at least 25%”.

This evaluation has therefore covered one of eight Sectors retained by the Government of Serbia for its (sector-wide approach) development strategy<sup>3</sup>, being stated that the equivalent evaluations of the other Sectors and of the IPA II Cross-Border & Trans-national Cooperation have also been launched or are about to be so.

According to the Needs Assessment Document (NAD), it is expected that international financial assistance under the theme of **democracy, good governance and the rule of law** will be focused on the measures within the following three sectors:

- **Rule of law**- including justice, security, defence, crime prevention and detection, the fight against corruption and money laundering, border management, and protection of fundamental rights;
- **Public administration reform**(PAR) - including institution-building and acquis harmonisation, central and local self-government and public utility companies and the full array of Public Administration Reform topics including procurement, public finance management, control and audit, decentralisation of powers, and e-government;
- **Civil society, media and culture** – including freedom of expression and the enforcement of cultural rights ;

The present draft Evaluation Report dated 13/03/2013 is dated 2 weeks after the end of the fieldwork (01/03/2013)<sup>4</sup>, and 12 days before the agreed date of the Event which will present and discuss the evaluation’s findings, conclusions and recommendations, scheduled for 27/03/2013. Following its review, according to the procedure fixed in the ToR, it is planned to be adjusted and enhanced into the final evaluation report, currently tentatively scheduled for 5 April 2013<sup>5</sup>.

### 1.2 Background and Context

The requested Evaluation of Sector “Civil Society Organizations (CSOs), Media and Culture” is very much timely and is to present an extremely useful insight into the international support achievements in the

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<sup>2</sup> As defined by the OECD/DAC

<sup>3</sup> See in particular the Needs Assessment Document (NAD) «Needs of the Republic of Serbia for International Assistance in the Period 2011-2013”, Government of the Republic of Serbia, February 2011

<sup>4</sup> An ad hoc interim report “Field Phase Interim Report” (FPIR) was submitted on 22/02/2013

<sup>5</sup> The effective date of the final evaluation report submission will depend on the period of its review

three fields (or sub-sectors) of the Sector, as a basis for the longer-term sector-wide planning of further interventions and support both by international donors and the Government.

As already underlined in the Inception Report<sup>6</sup>, this and all other sector evaluations are intended to assist the Government of Serbia to perform an assessment/evaluation of the ODA (Official Development Assistance) as defined by the OECD/DAC within the “Civil Society Organizations, Media and Culture” Sector<sup>7</sup> on the one hand, and the EC in the preparation of the strategy and programming for the 2014-2020 period, on the other hand.

This Sector “Civil Society, Media and Culture” is one of eight Sectors<sup>8</sup> retained by the Serbian Government within its sector-wide approach development strategy (SWAp).

As presented in the inter-sectoral programming document “Needs of the Republic of Serbia for International Assistance 2011-2013” (NAD)<sup>9</sup>, SWAp or programme-based approaches (PBAs) have been defined as a way of engaging in development co-operation, based on the principle of coordinated support for a national programme of development. The NAD defines the approach of the Serbian Government to multi-annual programming of international development assistance, donor coordination and cooperation mechanisms, as well as prioritised measures within the relevant sector. Its overall objective is to support the sustainable socio-economic development and European integration of the Republic of Serbia through planning, programming and the improvement of effectiveness of development assistance, in line with national strategic framework and priorities.

NAD is based on the existing national strategic framework and defined mid-term objectives and sets out the framework for developing projects which are ideally suited for financing by the donor community. It is therefore to contribute to the implementation of the reforms and strategic objectives of the Government, by introducing a three-year programming framework and providing the necessary level and structure of international assistance.

In that context, NAD is intended to be used as *the main instrument for alignment of donors’ assistance with national priorities, in accordance with the Paris Declaration, adopted at the Forum on Aid Effectiveness in Paris in March 2005 by the donors and recipient countries.*

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<sup>6</sup> The approved Inception Report comprises, among others, the following sections: “Strategy and Policy Context”, and “Assistance to the Sector” which are not repeated here for the sake of delivering a compact evaluation report within a global sequence of successive reporting, without any repetition or overlap.

<sup>7</sup> ToR, Chapter 2 “Description of the Assignment”, page 7

<sup>8</sup> These are the following: Rule of Law, Public Administration Reform, Civil Society, Media and Culture, Competitiveness, Human Resources Development, Agriculture and Rural Development, Transport and Environment & Energy.

<sup>9</sup> “Description of the Sector-wide Approach (SWAp) in Serbia, pages 10-12

## 2. MAPPING OF ASSISTANCE AND RETAINED SAMPLE

### 2.1 Mapping

As underlined in the Inception Report, the initial 1<sup>st</sup> evaluation question (EQ 1) listed in the ToR “*What is the full mapping of EU and other donors’ support in the sector*” is not considered in our approach as an evaluation question *stricto sensu* but rather and above all as an important initial task and activity, to serve both as one of the evaluation’s outputs and as the needed basis for a more precise and exhaustive definition of the evaluation scope itself.

Conceived and approached in this way, the mapping of the international support to the Sector in the period from 2007 to 2011 has covered the following activities (investigations):

- i) processing of the data delivered by the ISDACon, with the support of the SEIO;
- ii) additional inquiries with the concerned donors, which was started in the inception and pursued throughout the fieldwork and synthesis;
- iii) complementary information obtained for certain EC Community and regional cooperation programmes<sup>10</sup> directly from the Serbia contact points or EC services in charge;

The following constraints have been encountered in mapping the international support in question:

- Some donors either do not have a country office presence (any longer) or further data beyond general web-site based data on overall country or particular project support are hardly available (e.g. DFID/FCO, ADA/Austrian support, Italian, German/GIZ support);
- Some donors have been slow in response and data for support (e.g. US Embassy Democracy Commission funds);
- Some donors have not shared any detailed project related information (e.g. Switzerland and France).

Finally, in many cases, the support to civil society in the period 2007-2011 can be mapped only approximately, since: (i) data are not available for all years, (ii) they are not distinguished from support to state or local authorities (esp. here municipalities), (iii) they are presented together with support to other countries (e.g. Montenegro) and (iv) sometimes it is hard to establish if the core aim of the activity was in fact support to civil society or this was a method to achieve another usually development-related goal<sup>11</sup>.

The annex 3 recapitulates the mapping outputs.

<sup>10</sup> In particular “EC Culture” (Serbia has not taken part in the EC Media Programme to date) and the West Balkans Pilot Programme “Preparatory actions for preserving and restoring cultural heritage in conflict areas in the Western Balkans for the year 2010”, Reference: EuropeAid/131266/C/ACT/MULTI;

<sup>11</sup> This is especially pronounced in the Swiss and UN agencies/UNDP support.

## 2.2 Evaluation Sample

The overall sample of projects retained for the evaluation fieldwork was approved at the end of the 1<sup>st</sup> week of fieldwork, and is presented in Annex 3.

**As concerns the sub-sector of civil society**, which is by far the largest component covered by the evaluation, and in order to ensure that the sample of projects for in-depth review is representative to the overall support of donors to the civil society sector and that the findings and conclusions of the evaluation would be valid, the sample of projects has been developed based on major donors' share and weight of the support in the overall portfolio.

The sample includes projects for 4 main donors - USAID, EU, Swedish/SIDA, and Norwegian as well as possible further 3 donors: Dutch, Swiss, UNDP support. A minimum of 20% of grants/projects were selected for each donor. Due to a large volume of individual grants (over 1185), the exception was the USAID support where the local implementing organizations and organization receiving several (types) of grants would be included in the sample. In total, 17 IPA, 6 USAID, 1 SIDA, 3 Norwegian, 1 Dutch support projects were approved as part of the sample, while Swiss and UNDP support was left pending available data. Together with the other donors the total number of projects in the sample in the field interviewed of civil society was 28.

Further criteria used in establishing the sample were:

<b>Location</b>	Presence of projects located outside of Belgrade and urban areas and including projects in rural areas where possible
<b>Sector</b>	Take into consideration different areas of intervention of the CSOs work
<b>Type of Partnership</b>	Take into consideration both multi-partnership and single-partnership projects, including in particular not solely national projects but also regional and transnational cooperation projects (whether EU funded or by other donors)
<b>Cooperation with Government</b>	Take into consideration projects including cooperation of the CSOs with either central or local government
<b>Main type of activities</b>	Take into consideration main activities and/or methodologies applied in the project, e.g. capacity building, advocacy, information sharing, service delivery, etc.

Differently from the sub-sector of Civil Society and, to some extent, of Media, **the sub-sector of Culture** has not benefited from a stronger focussed international support in the considered period. This difference is clearly visible in the list of the mapped programmes and projects and thus also reflected in the approved sample.

This being stated, the sample has confirmed its relevance in comprising several thematic groups or "clusters" of projects which represent fairly well the typology of the recent and current international support to culture in the country, as briefly recapitulated in the table below:

### Overall Thematic Structure of the Culture Sample

Domain/Theme	Projects
<b>Local and regional development based on safeguard and valorization of heritage (historical, cultural, industrial, natural)</b>	Senjski Rudnik Pilot Project (EU funded national project)
	Cultural Value for Sustainable Territorial Governance and Marketing – CULTEMA (CoE funded transnational cooperation project)
	Local Development Pilot Project – LDPP Resava - Mlava (CoE funded transnational cooperation project) <sup>12</sup>
<b>Inter-cultural understanding ("Building social cohesion and overcoming discrimination in Serbian society") IPA 2009 Support to the Civil Society Lot 1</b>	We Understand Each Other
	New Politics in Solidarity through Cultural and Knowledge Production
	Intercultural dialogue through Literature and Dialogue - INCLUDE
	Building Social Cohesion and Overcoming Discrimination in Serbian Society
	Theatre against Prejudice – Bringing European Values Closer to Youth in Serbia
<b>Transnational cooperation "EC CULTURE" Community Programme</b>	Multiculturalism in Music
	Feria de Fronteras
<b>Actions for Preserving and Restoring Cultural Heritage in Conflict Areas in the WB" EU funded Pilot Programme</b>	Valorization of Medieval Tombstone Cultural Heritage in the West Balkans – HER.CUL
	Manuscripts of the Balkans – MANUBALK
<b>Institutional support (capacity building, training, equipment)</b>	Modernization of the restoration laboratory of the National Museum in Belgrade
	Support to the Establishment of the Central Institute for Conservation
	Strengthening of human capital and active participation of young people – SHAPE
<b>Transnational thematic cooperation Swedish cooperation</b>	Widening Participation on the Road to Membership

<sup>12</sup> LDPP has been subsequently added to the sample in order to allow for a more integrated appraisal of three projects focusing on the same territory and addressing the same targets of local and regional development through safeguard and valorization of heritage.

#### 3.1 Methodological Introduction

Generally taken, the evaluation questions (including formulation for lessons learnt and recommendations) and sector specific issues set up by the ToR are sector wide, i.e. are not specific for this or that sub-sector (civil society, media and culture). This clearly reflects the scope of the overall development strategy and coordination approach, which is sector-based, within the array of eight sectors defined in the NAD and explicitly stakes out the scope and the prime purpose of the evaluation.

To this is added the fact that grouping civil society, media and culture in one sector logically reflects the relations and inter-actions among them<sup>13</sup>, where the CS is more than often one of key actors in both culture and media, and where media are also a key vector for development of culture as well as one of the main advocacy tools for the CS.

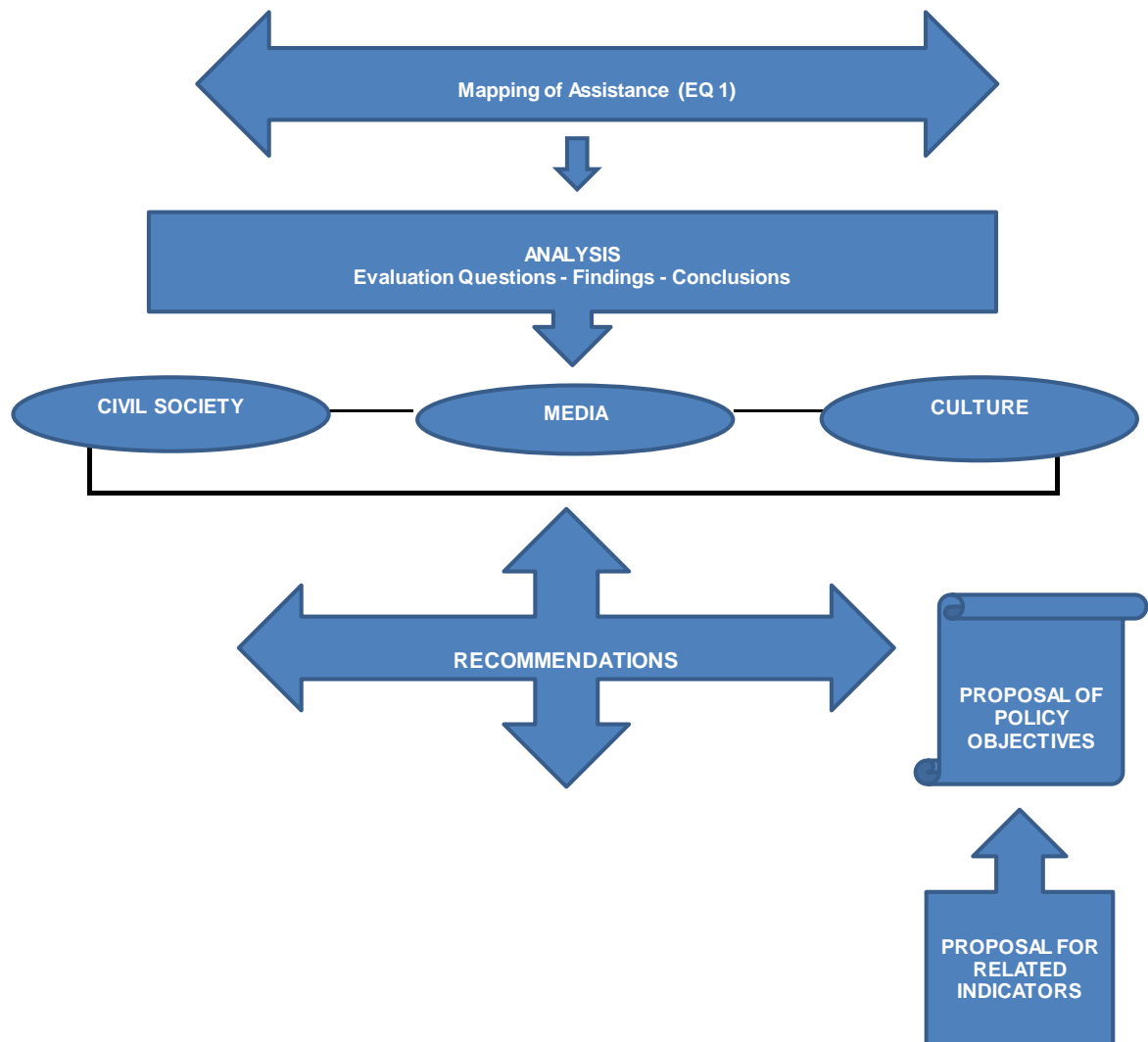
Whereas these two key features have been fully taken into consideration in our approach, we have paid due attention to the need for the evaluation reporting to provide sub-sector information (findings, conclusions, recommendations and where judged as relevant, proposed policy objectives and their related indicators), so that it can be used by the specific stakeholders & decision makers of this or that sub-sector.

It is further precised that no specific section has been devoted in this draft evaluation report in order to tackle on the one hand the EQ 1 related to mapping, and, on the other hand, the sequence of “Lessons Learned, Recommendations and Sector Specific Issues”, such as listed in the ToR, since it is considered that appropriate responses to all these issues have been brought throughout the responses to the EQs 2 to EQ 16.

The chart overleaf globally outlines this sequence in our approach, followed by the consecutive presentation of findings and recommendations.

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<sup>13</sup> It is also certain that the role of the CS is important and visible in other domains or sectors, whether thematic (e.g. Human Resources Development/Social Insertion) or cross-cutting (e.g. cross border cooperation), which do not fall under the scope of the present evaluation.





## 3.2 Civil Society Field

The evaluation findings related to the international support to the civil society sub-sector in Serbia have a particular importance not only because this sub-sector has benefited by far from the largest number of both financial and non-financial support programmes and projects, but also thanks to the fact that civil society plays a well-recognized role in both media and culture sub-sectors.

For that reason, some of the findings below have a cross-cutting importance and should also be taken into consideration when appraising the international support to both media and culture.

The key findings below are followed by a recapitulation of the e-survey, the detailed outputs of which are presented in Annex 4.

### 3.2.1 Key Findings

#### EQ 2

**How effectively had priorities/needs of Serbia been translated into programming of assistance based on the priorities identified in country strategy and programming documents?**

There was no specific civil society sector strategy in place for the period 2007-2011. The document “Needs of the Republic of Serbia for International Assistance (NAD) 2011-2013” outlines the needs and priorities of the Republic of Serbia in the civil society sector for the first time as well as it establishes indicators for measuring assistance. The identified Priority there is “Establish a permanent dialogue and partnership between the Government and civil society” with following 3 specific measures: Creating an enabling environment for the sustainable development of civil society and partnership with the Government (Measure 1.1.), Further strengthening CSOs’ capacities to participate in decision-making processes, to monitor and evaluate the implementation of policies, strategies and laws (Measure 1.2.), Strengthening civil society regional and international cooperation and coordination based on national and EU priorities (Measure 1.3.).<sup>14</sup>

The only further document that could be found relevant for the period defining the priority needs is the IPA Multi-Indicative Planning Document (MIPD) for the period 2007-2008, 2008-2010, 2009-2011<sup>15</sup>. The priority needs identified are: “Further support to the Civil Society in order to promote the creation of a genuine dialogue and partnership between the Serbian authorities and the Civil Society in the democratic stabilization and the economic and social development of the country; Contributing to the consolidation of civil society through mainstreaming civil society issues in all programmes and supported also by other components of EC assistance; and Promoting Civil Society in monitoring the effectiveness of government policies and programmes.<sup>16</sup> In MIPD 2009-2011, emphasis on youth empowerment, including via youth CSOs, is introduced as a further priority.<sup>17</sup> The expected results of the assistance are in line with the NAD priority, putting establishment of permanent dialogue and building of CSOs capacity “to both scrutinize and build viable partnerships with the Serbian authorities both on central and local level.”<sup>18</sup> Moreover, in the consecutive MIPDs further expected results are formulated in the direction of support to dialogue and scrutiny by CSO in specific policy fields: policies against social exclusion and vulnerable groups<sup>19</sup>, anti-discrimination legislation<sup>20</sup>, efficiency in services provided via the health care system<sup>21</sup>, agriculture and rural development<sup>22</sup> and implementation of the National Youth Strategy and Action Plan<sup>23</sup>. Finally, all MIPD emphasize that civil society is considered a

<sup>14</sup> NAD 2011-2013, p. 46-47.

<sup>15</sup> MIPD presents a 3-year priority outlook, e.g. 2007-2009, 2008-2010 and 2008-2011.

<sup>16</sup> MIPD Serbia 2007-2009, p.16.

<sup>17</sup> MIPD Serbia 2009-2011, p.24.

<sup>18</sup> MIPD Serbia, 2007-2009, p. 17.

<sup>19</sup> MIPD Serbia 2007-2009, p.17.

<sup>20</sup> MIPD Serbia 2008-2010, p.21.

<sup>21</sup> MIPD Serbia 2008-2010, p. 23.

<sup>22</sup> MIPD Serbia, 2008-2010, p. 24.

<sup>23</sup> MIPD Serbia 2009-2011, p. 24.

cross-cutting issue to be *inter-alia* reflected as a "horizontal objective reflected in all activities programmed under IPA"<sup>24</sup>.

Based on analysis of other donors' available strategic documents for support to civil society, it can be concluded that strategic choice has been made on the part of a donor as to whether civil society is treated *directly* in areas such as civil society development (CSDDev) or rule of law, good governance, accountability or as a *horizontal issue*, i.e. a tool or vehicle to achieving specific sector objectives especially socio-economic development (e.g. poverty reduction, social inclusion of vulnerable groups, decentralization, economic development, combating unemployment, rural development). Donors such as USAID, Norway, Netherlands, OSCE, UK/DFID, BTd, and Slovakia have mainly opted for direct approach, while EU (IPA), Sweden/SIDA, Switzerland, UNDP, Germany, Italy have opted for combination or only horizontal approach.

Basic foundations have been laid for the development of civil society sector in a systematic way with the adoption of a modern Law on Associations (Official Gazette of RS No 51/09) in 2009 and establishment of the Government Office for Cooperation with Civil Society<sup>25</sup> in 2010. Several issues such as development of a sector-specific strategy, improving accountability and transparency of state funding to civil society as the largest source of financial support<sup>26</sup> remain to be addressed in the coming period. USAID<sup>27</sup>, DFID/UK<sup>28</sup> support, but also supports by private donors, such as the Open Society Institute (OSI) Serbia, have been directly geared towards achieving these foundations. In several policy areas (e.g. poverty reduction) practice of dialogue with state and local authorities has been established including establishment of an IPA programming structure in 2011-the Sector Civil Society Organizations (SEKO) mechanism. Examples of results and impact on government policies development (e.g. anti-discrimination legislation, youth strategy, law on social protection/services) and implementation of governmental policies (health issues etc.) in areas funded by IPA but also UNDP, Germany/GIZ etc. have been found. Civil society activities also exist on general priorities of MIPD, e.g. corruption, environment are funded by several bilateral donors such as Norway and Sweden/SIDA.

### EQ 3

### To what extent has financial assistance been effective in achieving results?

The financial assistance (at the level of programmes, call for proposals, projects) has mostly successfully translated donor priorities of assistance and needs. There are several sub-areas that however, come out pronounced from the E-survey conducted with CSOs<sup>29</sup> as further needing support. These *inter alia* include the area of culture as a tool or accompanying measure to NAD and IPA priority allowing for development of bottom-up supportive environment (citizens) for permanent

<sup>24</sup> MIPD Serbia 2007-2009, p.8.

<sup>25</sup> The first success story in structuring relations and cooperation between the public institutions and civil society has been the development of the Poverty Reduction Strategy Paper (PRSP) and establishment of the Social Inclusion and Poverty Reduction Unit (SIPRU) in July 2009 mandated to strengthen Government capacities to develop and implement social inclusion policies based on good practices in Europe. It is on this basis that in the frames of SDC-funded project "Support to Improve Social Inclusion in Serbia", among others, SIPRU initiated and advocated for the establishment of the Office for the Cooperation with the Civil Society.

<sup>26</sup> According to the analysis of Center for Development of Non-profit Sector (CRNPS), who follows and systematically analyses Budget line 481 of the State budget which includes funding to CSOs (incl. political parties, churches, sport associations), 60 million EUR is disbursed through the Budget line annually. It is assessed that further 60 million EUR annually is disbursed via the municipalities (Source: <http://www.crnps.org.rs>). CSOs state funding is singled out as the largest source of CSOs support in the evaluation period with 55,8% respondents in the e-survey stating this is one of the 3 main sources of funding in 2007-2011 (see Annex 4 for further details).

<sup>27</sup> Civic Initiatives' led initiatives for change to the Law on Associations, establishment of Federation of Non-governmental Organizations (FENS) and numerous others activities leading to improvement of the enabling environment for CSDDev through the USAID/ISC CSAI funding is described in details in "Civil Society Advocacy: Initiative Legacy 2006-2013: Civic Initiatives, Belgrade, 2013, <http://www.gradjanske.org/page/civilSocietyDevelopment/en/center/publications.htmlhttps://docs.google.com/file/d/0B3GsyenrBBm-MDV4R1hLejZiRk0/edit>

<sup>28</sup> A direct grant of 150,000 £ has been given to support the establishment of the Government Office for Cooperation with Civil Society in 2010.

<sup>29</sup> See Annex 4: E-survey.

dialogue between the Government and civil society and effective inclusion in policy- and decision-making as well as scrutiny by civil society of implementation of said policies and decisions.

For example, USAID Civil Society Advocacy Initiative (CSAI), a 7-year, \$27.5 million initiative (2007-2013) was directly instrumental in supporting CSOs work on development on draft Law on Association and advocacy for its passing, establishment of the Office for Cooperation with Civil Society<sup>30</sup> tailored to the needs of civil society and watchdog on transparency and accountability of state funding to the civil society sector as the main funding source. Its objective was to support Serbian civil society in its ability to influence public policy, serve as government watchdogs, and conduct sustained advocacy campaigns on a wide variety of reform issues. CSAI aimed at nurturing a healthy and vibrant civil society by focusing on the sector's capacity to successfully advocate at local and national levels, and to secure a legal and regulatory environment that fosters the long-term financial and operational sustainability of NGOs<sup>31</sup> What was the main factor in enabling above results is the fact that local CSOs-core partners were at "the driving seat" initiating policy change, monitoring its implementation and providing support measure both to the state authorities and the sector as well multi-year, needs-based financial support. Also, another example is Sweden/SIDA support by "Olof Palme International Center" and Civil Rights Defenders, which through Swedish CSO partners has been geared at concrete national and local-level projects towards advocacy and accountability on CSDev and sub-sector specific issues such as social inclusion, anti-discrimination<sup>32</sup> and have via CSO-CSO donor-implementer relations succeeded in providing concrete, tangible results of the support.

Donors such as Swiss, Norway<sup>33</sup> which had available civil society "windows" or pots of funding set aside but without a time-bound CfP or issue ad-hoc calls or launch them on irregular basis. Via short-term (12-18 months) projects, IPA assistance has been effective in piloting of new methodologies of work, capacity-building and innovative approaches, but has been less effective in driving policy change and scrutinizing its implementations.

Having established that, however, introduction of multi-year and programmatic support assistance modalities can achieve optimum and more effective results of financial assistance. IPA and most other donor support is in duration of 12-18 months preventing longer-term results on policy reform and implementation issues. Such short term support lacks the predictability and sustainability of funding for beneficiaries/CSOs to tackle consistently and effectively the long-term policy change and its implementation. In several cases, this was mediated by donors allowing for establishing of longer-term partnership (e.g. USAID lead partners Institute for Sustainable Community (ISC) had 4 core partners-Civic Initiatives, Balkan Community Initiative Fund (BCIF), "SmartKolektiv" and European Center for Non-profit Law (ECNL)) or by the donor recognition via continued grants over several CfP (e.g. IPA grants towards issues on anti-discrimination and social inclusion issues). Some donors, e.g. Norway have opted to introduce a multi-year thematic support beyond 2011 to mediate this shortcoming.

#### EQ 4

Had the immediate and intermediate results delivered by the evaluated assistance translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/priorities linked to reconstruction and reconciliation? Can impacts be sufficiently identified / quantified?

The laying of foundation through the new Law on Associations and establishment of the Government Office for Cooperation with Civil Society paved the ground for 2 crucial measures in providing the environment in which the objectives and priority of "Establish a permanent dialogue and partnership between the Government and civil society" as per NAD 2011-2013 could be achieved.

There have been positive results at the level of projects in further priorities set in the IPA MIPDs 2007-2011. In policy areas such as social exclusion and vulnerable groups, several projects have led to piloting new innovative approaches by way of exchange from EU or other IPA countries or by allowing development of own new methodologies (e.g. Youth with Disabilities Forum "Sustainable community

<sup>30</sup> See Footnote 27 for details.

<sup>31</sup> Reference from USAID/ISC website.

<sup>32</sup> E.g. CALS-CUPS led national network on anti-discrimination or CHRIS national human rights network.

<sup>33</sup> This has changed with the 2012 Strengthening Civil Society Programme.

based services for persons with disabilities” project), exposing the issue, providing baseline data or raising-awareness for addressing the issue (e.g. ASTRA “Make it work! Fighting trafficking and exploitation of workers” project) or policy input (e.g. Autonomous Women Center “Towards Social Cohesion” project).

In the area of anti-discrimination legislation, an IPA funded project by the Center for Advanced Legal Studies (CALS-CUPS) has led to development of model anti-discrimination law and several other IPA projects have led to piloting implementation of anti-discrimination laws and setting best practice examples at the local level (e.g. Committee for Human Rights Nis “People Crossroads” project). Even in an area such as agriculture and rural development, the IPA funded “Winning and coaching the civil society of Alibunar to approach the EU rural development” project reportedly has paved the way for establishment of a successful model of cross-sectoral local cooperation on rural development.

No specific actions or programmes on efficient services in health care system and implementation of the National Youth Strategy and Action Plan, except as part of either improvement of social services delivery (e.g. UNDP-supported Social Innovation Fund) and socio-economic development (e.g. GIZ project Strengthening of the Structures for Youth Empowerment and Participation) have been identified.

There are further evidences that donor financial assistance has contributed to strengthening of functioning of institutions, rule of law and good governance, issues of pivotal importance to the EU accession agenda of Serbia and these are areas where CSOs have been active and have shown considerable results with traces of impact. However, little or no evidence could be found that any of the multi-lateral and bilateral donors (including IPA) have systematically provided support to CSOs in these fields. The only exception noted among the multi-lateral donors is OSCE, and, among the bilateral, partially Sweden/SIDA and Dutch MATRA. There is nevertheless a clear orientation of support to such activities by OSI Serbia, especially on the theme of public procurement and accountability of state funding.

Some of the main features of financial assistance/projects that have shown traces of impact beyond just intermediate results have been joint work of CSOs via thematic (non-)formal coalitions and longer-term support by one or several donors. An example of such coalition is Coalition Citizens’ of Oversight of Public Funding<sup>34</sup> or Civic Initiatives’ leadership in the establishment of Federation of Non-Governmental Organizations (FENS), drafting of Law on Association and establishment of the Office for Cooperation with Civil Society.<sup>35</sup>

Translation of above immediate results into impact was hampered by the availability of mainly short-term financial assistance (grants between 12-18 months), on one hand, and at that time lacking development of the overall institutional framework and supportive culture to civil society, on the other hand.

## EQ 5

**Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?**

While CSOs report to be relatively well staffed<sup>36</sup>, they are more experienced in dealing with small (below 50.000 EUR) grants. According to the E-survey, there is 4,4% organizations reporting to have no staff, 10,2% to have between 1-3 staff, 18% of having 4-5 staff, 24,1% as having 6 to 10 staff while the most, 23,4% report to have between 11-20 staff. 19.7% organizations report to have more than 20 staff at its disposal. Most often, organizations receive smaller grants than what is usual under IPA grants; i.e. majority or 32% organizations report having a grant 20,001 to 50,000 EUR is usual for their organizations and only 20% stated that a grant of 50,000 EUR or more is average for them. It is worth noting that 37% have grant of 10,000 EUR or less as a typical grant.

<sup>34</sup> <http://www.nadzor.org.rs>

<sup>35</sup> See Footnote 27 for details.

<sup>36</sup> See E-survey in Annex 4 for details.

There have been no reports in failed grants and no reports of unabsorbed funds by the donors due to lacking capacity of CSOs to absorb these. Several CSOs received consecutive grants through IPA, demonstrating capacity to manage such grants and several grantees were from non-urban areas, further demonstrating the capacity of such CSOs to manage more complex and administratively demanding grants. Still, CSO complain of heavy administration<sup>37</sup> but this is probably part of the learning process, whereby CSO make strategic decision to professionalize and adapt to EU funding rules and those to fundraise for smaller, simpler resources.

The even development of the civil society sector is crucially important for long-term sustainability of the results and impact of the sector. The evaluated projects and the E-survey demonstrate that dilemma/issue between support to only Belgrade/urban centre-like CSO versus rural-based is not that straightforward as has been presented so far, as there are several CSOs with track-record of activities and results in (semi-)urban centres such as Zrenjanin, Nis, Prokuplje, Kragujevac etc. which are strong human rights/watchdog organizations and successful in their work. The issue seems to be more about how to reach even/balanced civil society development and address this issue in rural areas. Here, a danger exists that directing future donors support via re- and small-granting schemes might create an artificial supply, so working with recognized players (local foundations etc.) in this area directly or issuing CfP for sub-granting with clearly defined criteria could be more effective. These issue should be further explored.

#### EQ 6

**What was the impact of the assistance? Were there any additional impacts (negative or positive)?**

On the *policy level*, the adoption of the new Law on Associations and accompanying laws such as the one on foundations and endowments and establishment of the Office can be directly linked to financial assistance provided by USAID in partnership with core local partner CSOs such as Civic Initiatives, BCIF and ECNL. Adoption of the anti-discrimination legislation can also be linked to an IPA support as well as support by SIDA via Civic Right Defenders assistance to CALS-CUPS coordinated Anti-discrimination coalition and CHRIS human rights network enabling localization of the national-level legislation. Several model by-laws, mechanisms and local action plans, strategies and coalitions have been developed directly from IPA-funded projects (e.g. Timok Club "Partners for Social Societies" project and EHO "Enhancing Social Cohesion by Developing Non-discriminatory Policy for Street Children" project) and UNDP-supported Social Innovation Fund (SIF) fund also in area of social cohesion and vulnerable groups. Few examples can also be found in developing local action plans for anti-corruption such as Toplica Center for Democracy and Human Rights "For Sustainable Anti-corruption Policy: Local Action Plans for Fight Against Corruption" project.

Again, donors, and especially IPA support, have mainly contributed in the direction of "piloting": project ideas drafting and preparation of shadow reports, preparation of model law are reported as achievements in E-survey and interviews. Far less examples of support towards scrutinizing of policies and their implementation could be found. An illustrative but rare example of such support is the consecutive<sup>38</sup> IPA-funded support to Centre for Regionalism to the issues of Serbia - Kosovo<sup>39</sup> relations in terms of free movement of goods and people between Serbia proper and Kosovo and has produced a study informing directly the Belgrade-Prishtina high-level dialogue on the state budget cost, assessed at 1 million EUR annually of the VAT-exemption to the North Kosovo municipalities. In a rare cases also, financial support has been channelled into efforts to institutionalizing existing services such as women victims support mechanisms by Autonomous Women Center, to provide for a sustainable support to end beneficiaries, i.e. citizens.

On the level of *raising awareness and direct support to beneficiaries* (in providing/developing services) financial assistance has been channelled to develop new services (e.g. SOS line, women victims of

<sup>37</sup> Ibid.

<sup>38</sup> The organization has received 2 consecutive grants within IPA CfP to work on this issue.

<sup>39</sup> This designation is without prejudice to positions on status, and is in line with UNSCR 1244/99 and the ICJ Opinion on the Kosovo declaration of independence



violence support) or offer existing services to new vulnerable groups (e.g. Roma street children, men victims of work exploitation).

On the level of *capacity-building*, several IPA projects have demonstrated concrete impact for the strengthening of the organization or specific target group (e.g. women entrepreneurs). In the E-survey, CSOs report especially IPA projects as useful in creating new partnerships either cross-sectoral with (local) authorities or other CSOs (e.g. informal network) as potential for sustainability of their action. No immediate negative impact has been noted.

## EQ 7

### Were the identified impacts sustainable?

According to the E-survey, state funding is singled out as the largest source of CSOs support in the evaluation period with 55.8% respondents stating this was one of the 3 main sources of funding. This is not surprising, taking into consideration that according to CSO shadow report, 60 million EUR annually is allocated and available through the State Budget line 481 budget including financing for NGOs and a further 60 million EUR annually financing under similar budget lines at the local level.<sup>40</sup> Private individual and corporate giving is also reported as among main sources with 31.8%. From the individual donors, IPA and foreign private (BTD, Mott, RFB etc.) are also among main supporters with funding sources with 29.5% and 27.1% respectively. And further on, the data provided by respondents confirm the donor mapping data presented by donors for the purpose of this evaluation. Other EU funding (EIDHR, Community Programmes etc.) with 25.6%, US(AID) with 20.2% are followed by Norwegian support with 14%, Swiss with 11.6% and SIDA with 8.5%. Dutch (MATRA) and DFID/FCO both with 2.3% conclude the list of main donors. Under "Other", UN agencies such as UNDP, UNICEF, UNCHR and German support (via GIZ) are among mostly mentioned.

In such a financial situation and with slow withdrawal of foreign financial assistance (save of EU), the long-term sustainability of the sector and the impact it can make will strongly depend on insuring accountability and transparency of state funding as well as division between support to CSOs vs. Other non-profits (churches, sport associations etc.) in Budget line 481. Finally, the support to introduction of favourable tax policies, piloting of individual and corporate support (philanthropy and CSR) and raising-awareness are crucial for the long-term sustainability of the civil society sector and the financial assistance invested in the sector to be successful.

## EQ 8

### Were there any elements which could hamper the impact and/or sustainability of assistance?

Save of the issue of available local resources of support via either state or private (citizens, business) funding, cooperation with state and local authorities and cooperation or better presence of civil society in the media are important factors that could hamper the sustainability of financial assistance:

#### 1) Cooperation with state/local authorities

- Partnerships with local authorities (e.g. local government in Vojvodina centre for social work) are pronounced in IPA projects. Mostly, this are project-level partnerships;
- Cooperation with state level authorities is established mainly with independent bodies (e.g. Anti-corruption agency, Commissioner for refugees, gender equality), SIPRU and Office for Cooperation with Civil Society;
- Lack of engagement is also reported in the direction of creating beyond one-off, project-related partnership with authorities.

#### 2) Cooperation with the media

<sup>40</sup> It should be noted that Budget line 481 covers financing to political parties, religious communities (including the Orthodox Church) and more traditional type of NGOs such as Red Cross, hunters association, sport associations etc. The issues of transparency and accountability have been raised by CSOs for a number of years namely through CRNPS-led Coalition Citizens' Oversight of Public Spending.

Out of 44 respondents who presented their experience in the E-survey, it is clear that media are recognized as important element of IPA grants and generally, work of CSOs. Local media and social media were reported as being used and interested in the project activities, while mainstream media also reaching out to largest audiences show consistent lack of interest for the project activities in several cases. There were also several projects reported where media and journalists were direct beneficiaries.

Negative trends or abuse of civil society for political purposes or extremism (the phenomenon of “Nasi”) and lack of appropriate measures on the part of the state authorities could hampered the improvement of creation of a fragile and positive image of civil society among the citizens.

#### EQ 9

#### To what extent the donors’ chosen implementation modalities have been relevant and efficient?

in terms of aid modalities and especially administrative procedures for grants, when 2 major donors EU/IPA and USAID are compared, beneficiaries report EU procedures as easier, uniform and predictable, but lacking “human face”, versus USAID-one.

The primacy of grant versus technical assistance measure is beneficial and relevant. In cases where the intermediary management institutions is a CSO-based organization (e.g. USAID, SIDA, EC-CARDS) vs. consultancy-based (e.g. EU-IPA), it is considered by CSOs to be more appropriate as it establishes trust between the donor and beneficiary CSOs and has led to creation of longer-term based relationships offering greater potential for impact. In such case, coalitions of organizations have also been a proven model of such support (e.g. anti-discrimination coalition, CHRIS network, environmental network via REC, FENS). Local intermediary and sector-leader CSO can potentially assume role instead of foreign intermediary CSOs to reduce transaction costs, offer greater knowledge and understanding of the context and provide for greater ownership and sustainability of the assistance.

Far greater efficiency can be achieved if longer-term support is introduced not just on the programme level (e.g. USAID, SIDA-core/implementing partners), but at the CfP/grant/project level. As the priority needs and programme objectives of most donors are set at the level of policy change, longer-term programmatic and even core/institutional support<sup>41</sup> are most efficient means in funding watchdog and advocacy initiatives which in the context of Serbia needs support beyond 12-18 months.

What is clearly lacking is donor coordination between public (multi-lateral and bilateral) and private donors, which support CSOs in the same issue area and which could better maximize impact of their support via joint work. An example of this is the field of oversight on transparency of public spending and public procurement where the main donor is a private foundation OSI Serbia that has been investing in activities for several years via coalition-building both at national and local level. Not only on thematic level, but also at the level of maintaining of professional capacities of CSOs to be able to manage more complex and administratively heavy (such as EU) projects, private donors as reported by CSOs such as Civic Initiatives, BCIF, CRNPS etc. through core-funding support have allowed for development of a profession organizations able to absorb and manage EU funds. As further illustrated in the E-survey, this support does not matter due to the quantity, but for the quality difference it can make for the organizational growth, development and professionalism over time.

#### EQ 10

#### How well were the selected contracts linked to other related contracts?

Under IPA, no overlaps have been identified, but if links between grants/project were found (e.g. similar area, topic or target group), beneficiary CSOs did not report beyond basic exchange of

<sup>41</sup> Core funding, core or institutional support are to be understood as defined as “Funds [...] paid over to NGOs (local, national and international) for use at the latter’s discretion, and contribute to programmes and activities which NGOs have developed themselves, and which they implement on their own authority and responsibility according to the OECD/DAC, Working Party on Statistics, Guidelines for Reporting in CRS++ Format (DCD/DAC/STAT(2011)12), p. 17.

information or attending each other's events (e.g. Confederation of autonomous trade unions of Vojvodina, "Prevention of harassment at workplace through social dialogue" project and a similar project by ASTRA "Make it work!; Fighting trafficking and exploitation of workers" project).

It is interesting to note that most of the 40 respondents from the E-survey reported that main element of link with other projects is the need to co-finance and in this respect, the IPA projects are in many cases linked to projects funded by private donors.

Both donors and CSOs value donor coordination, but in practice this is hard to make practical beyond general exchange of information and avoidance of duplication of support. What is clearly lacking is donor coordination between public (multi-lateral and bilateral) and private donors, which support CSOs in the same issue area and which could better maximize impact of their support via joint work. An example of this is the field of oversight on transparency of public spending and public procurement.

No negative overlap, but rather synergies could be found in some areas, e.g. support to anti-discrimination issues (EU-IPA, SIDA/Sweden) or lack of coordination in cases where an intervention is dictated by the donor, e.g. USAID Environment Joint Initiative where organizations reported to be formed in a consortium of partners chosen by the donors or sporadic and non-coordinated support in oversight in public spending. Again, donors could further avoid this by encouraging support to thematic, issue-based coalition. Responsibility for such coordination lays both on donor and CSO.

#### EQ 11

**To what extent the support provided by the EC instruments has been coherent and complementary?**

EC-IPA assistance has been delivered in line with the defined priorities, results and areas defined at the mid-term level (MIPD). Under the 3 CfP<sup>42</sup> launched so far, e.g. IPA 2009/2010 Support to Civil Society CfP was aimed at two concrete sectors identified such as anti-discrimination and agricultural and rural development (socio-economic development). While not part of the scope of this evaluation, EIDHR has been reported by CSOs as important as IPA support to the work of CSOs<sup>43</sup>. One project evaluated from the IPA Civil Society Facility Multi-beneficiary programme showed how IPA can provide for a creation of a regional-level coherence and effective delivery of assistance via exchange of methodologies and sharing of know-how between CSOs at national level.

Since strictly only EU-IPA funds targeting civil society directly have been evaluated, coherence and complementarity with the overall EU-IPA support and support under specific Components (esp. CBC) cannot be thoroughly assessed. Nevertheless, further sectoral evaluations such as for CBC and human resource development sector should inform this issue.

Finally, basic coherence and complementarity has been assured in relation to other donor support as no major area of overlap or duplication could be found. For example, SIDA via REC and USAID via the Environmental Joint Initiative delivered assistance to the environment sector including development of capacities of CSOs and enabling environment.

#### EQ 12

**Have been indicators established and if yes are they measurable? If no, what better indicators can be proposed?**

Since no overall or sector-specific strategy exists, no indicators exist, save of NAD 2011-2013. At the level of IPA, MIPDs and esp. IPA Project fiches for civil society are accompanied with set of prescribed indicators per expected result. However, the indicators proposed are mostly quantitative and not specific, which is partially understandable considering the lack of available sources of verification to confirm more quality indicators which could be used for the purpose of regular sectoral evaluation such as this.

<sup>42</sup> The 4<sup>th</sup> CfP has been finalized with the signing of grant contracts end of 2012 and project funded under the CfP could not be used for analysis beyond its design.

<sup>43</sup> See E-survey in Annex 4.



The indicators in the Project fiches include: (2007) The Project Management Unit established to implement the project; Need analysis on priorities and target groups delivered; Call for Proposals launched; Maximum 10 projects are selected and contracted; Contacts between Serbia and EU countries are established<sup>44</sup>.

No other programming document was made available that would include and allow for evaluation of set indicators.

#### EQ 13

#### Are the indicators in line with the overarching strategies and policy priorities?

The available indicators are in line with the overarching policy priorities as per NAD 2011-2013 and especially IPA MIPD priorities and expected results; however, they are not specific and only quantitative to be able to offer useful assessment of the successfulness of the IPA assistance.

The upcoming civil society strategy to be developed in 2013 inter alia with the support of the EU-IPA TA should be accompanied with SMART<sup>45</sup> and SPICED<sup>46</sup> indicators.

#### EQ 14

#### Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?

On the *institutional* level (level of the state), the Office for Cooperation with Civil Society<sup>47</sup> has been established in 2010, which is now fully staffed, functional and in operation, and provides for a long-term framework for support by the state<sup>48</sup>. Moreover, in NAD 2011-2013, one of the measures is aimed at insuring long-term capacities of CSOs especially in participation to decision-making processes and implementation of policies: *Measure 1.2.: Further strengthening CSOs' capacities to participate in decision-making processes, to monitor and evaluate the implementation of policies, strategies and laws*. It is important to note that CSOs (via the E-survey) state that they are satisfied with the so far achievements of the Office for Cooperation with Civil Society. Nevertheless, a danger that the Office is

<sup>44</sup> (2009) At least 5 implemented projects comprising exchange of knowledge and best practices in promoting cultural diversity and tolerance; At least 5 projects implemented in support of cultural diversity and the fight against discrimination; At least 5 projects implemented which contribute to building cooperation between CSOs and public institutions. (2010) At least 3 projects implemented which contribute to building cooperative partnerships between public institutions, the private sector and CSOs; At least 4 projects implemented which contribute to building human resources capacities of the labour force in Serbia; At least 4 projects approved which support the active participation of CSOs in the development, implementation and/or monitoring of policies and EU standards at the local level; At least 4 projects implemented which enable the provision of actions constituting social dialogue at the local level. (2011) A mechanism for permanent dialogue, partnership and cooperation between the government and civil society adopted and implemented; A National Strategy for the creation of an enabling environment for the development and sustainability of civil society organizations adopted; Instruments for financing of the civil society sector developed; A number of draft laws and by-laws enabling sustainable development of civil society drafted; Criteria and procedures adopted for cooperation of public authorities both on national and local level with CSOs; A training programme to strengthen CSOs' capacities to participate in decision-making processes established; At least 10 projects approved that support the active participation of CSOs in the development, implementation and/or monitoring of public policies and EU standards at national and local level; Effective dialogue established between civil society and the government and more effective civic participation in policy processes instituted; Annual surveys of NGO sector performed to monitor progress of NGO sector in Serbia; Minimum of 2 well-established CSOs selected to provide capacity-building of the grass root organisations and to support activities at the local level; Specific capacities of grass-root organisations strengthened for civic action at the local level; The number of grass-root organisations in rural and undeveloped areas in Serbia increased.

<sup>45</sup> Specific, Measurable, Achievable, Realistic and Timely

<sup>46</sup> Subjective, participatory, interpreted and communicable, cross-checked and compared, empowering and diverse and disaggregated. [http://www.toolkitsportdevelopment.org/html/topic\\_03DF8A69-0DAC-47D5-8A14-1E1833901BFE\\_BBA5D8DC-5C40-4F9C-A6A4-0268098134D7\\_1.htm](http://www.toolkitsportdevelopment.org/html/topic_03DF8A69-0DAC-47D5-8A14-1E1833901BFE_BBA5D8DC-5C40-4F9C-A6A4-0268098134D7_1.htm)

<sup>47</sup> <http://civilnodrustvo.gov.rs/>

<sup>48</sup> See more details in Conclusions section.

“an NGO in the Government”, rather than the Government itself, meaning that the challenge is now how to translate the openness of the Office and spread it over the line ministries and agencies, so that cooperation with CSOs becomes a systematic approach/policy rather than an “Office thing” is the main issue raised by several CSOs.

On the level of the *civil society sector* (CSOs), strengthening of capacities of organizations has been targeted through the financial assistance only in an indirect way. E.g. only a minority of respondents in the E-survey stated IPA support has helped in capacity-building of the organization and target group as well as in reaching wider number of beneficiaries. Nevertheless, 43 respondents report partnerships established; capacity-building, visibility of the organization improved; new methodologies, approaches introduced as the main added-values of especially IPA support. Considering that most multilateral and bilateral foreign financial assistance is short-term oriented and no institutional and core support is currently available via the multi-lateral and bilateral donors (this is rather typical of private donors such as CS Mott Foundation, Rockefeller Brothers Foundation etc. not considered in this evaluation) sustainability of capacities of CSOs is under question. There is an EU-funded Multi-beneficiary Technical Assistance to CSOs (TACSO) project active in Serbia since 2009, whose aim is to support the capacity building of CSOs. Several beneficiaries reported impact only at the level of exchange and sharing of information.

An important positive factor contributing to the long-term sustainability is the relative strong networking of CSOs both at project level as a requirement of CfP and thematic level and beyond in Serbia or with CSOs abroad. According to the E-survey, most typically, organizations are part of national civil society (48.1%) and thematic network (42.6%). They seem to be also well networked globally and regionally, with 43.4% stating they are part of such networks. Less networking seems to exist at sub-national, i.e. local level.

#### EQ 15

#### Was the institutional framework adequate to deliver programmes in a sustainable manner?

There have been 2 main types of frameworks in delivering financial assistance via grants. The first very typical for Sweden/SIDA support is realizing programmatic and country priorities via Swedish implementing CSOs, who through its own programmes and CfP support specific sub-sectors and needs. The second is more typical and used, among others, by EU-IPA where regular (annual) programmes/CfP are launched for different sectors of intervention. The strengthening of the first approach is enabling of a stronger partnership-like relationship between the donor organizations and the local CSO/beneficiary thus enabling better ownership, sustainability and delivery of programmes to the targeted CSOs. Some bilateral donors (e.g. Swiss small grants programme, Dutch MATRA although limited, Norwegian support) had availability of funds to CSOs via “open windows and pots”, where CSOs could apply and receive support throughout the year. This practice has been reduced with most donors going towards establishment of specific, targeted support launched via a CfP (e.g. Norwegian funds, Dutch MATRA). USAID approach seems to be combining the two approaches (core partners’ support with accompanying thematic short-term grant component).

While CSOs complain of heavy administration and reporting procedures (esp. for major 2 donors-EU and USAID) these seem to be manageable and CSOs have over time adapted to donor requirements. Different donors’ procedures for applying, implementing and reporting are considered as a burden to CSOs. Reportedly, most donors have introduced monitoring during the implementation of the grant as well as support of basic training and help-desk function for smooth administration and implementation of assistance by CSOs.

In the long-term, the issue of co-financing especially pronounced in EU-IPA support and regularity of CfP, i.e. funds available on regular and predictable basis, is of crucial importance or providing a sustainable financial support. The issue of co-financing is a burning issue for CSOs singled out in the E-survey and it is very important that the effort on the part of the Government Office for Cooperation with Civil Society in securing minimum co-financing (5%) from the state budget under IPA CSF 2011 grants and Europe for Citizen programme is supported by donors and the Office is able to secure it on a continuous basis. Finally, for IPA it will be of crucial importance for sustainability to build further capacities under the Decentralized implementation system with the state authorities and that this are

built beyond the Office for Cooperation with Civil Society (the 3-year IPA-funded TA project started end of 2012<sup>49</sup>).

## EQ 16

### Has the EU assistance achieved maximum visibility?

Based on generally available information through the EUD website and IPA CfP related websites established by the supporting contractors as well as materials provided by beneficiaries/CSOs interviewed, visibility of the EU assistance has been secured through the EU logo and information on the donor support.

#### 3.2.2 E-Survey

As part of the evaluation of the civil society support, the survey was addressed to CSOs/project grantees of IPA and other donor funding in Serbia over the period 2007-2011. Due to diversity and complexity of the civil society sector, E-survey addressed to CSOs active in Serbia has been introduced into the methodology beside the sample of 28 project to enable feeding of feedback from smaller or rejected CSOs who have not received funding from major donors as per sample of projects, CSOs from remote (rural) areas and further sectors of support not able to be covered in the sample to give their input into evaluation. Moreover, upon realizing that the ToR has not been consulted with either SEKO mechanism or any other network or individual CSOs, the E-survey enabled further validation of the evaluation findings which are to be used for moulding future civil society-related assistance by the EUD and other donors in the period 2014-2020.

The survey has been launched on 1 February, 2013 and has been sent to over 500 addresses of CSOs across Serbia via the SEKO mechanism and the Office for Cooperation with Civil Society, incl. all organizations identified in the sample for in-depth interviews. The survey was developed and distributed via "SurveyMonkey"<sup>50</sup>. By end of Field phase (24 February), 152 respondents answered the E-survey, out of which 138 were valid<sup>51</sup> and used in analysis. Among them, 19 from the in-depth sample for interviews answered the survey. Considering that 30% of addresses organizations responded to the survey (out of usual 20% respond rate) indicate interest to give feedback on the part of CSOs and the representativeness of the answers for the overall situation in the sector as well as offer high added value to the in-depth interview of the sampled organizations receiving funding from IPA and other major donors and balances the views and assessment based on diversity of organizations' profiles.

The survey consisted of 2 blocks of questions as presented (but also upgraded) as per Inception Report:

- 1) **Organizations/beneficiary basic information** (name, year of establishment, location of activities, number of staff, current and past budget, size of average grant, sectors/themes of activities, main donors 2007-2011 and current, networking & participation to SEKO mechanism)
- 2) **Information about IPA grants/projects**
  - For organizations receiving funding* (number of IPA projects, project relations to mission, goals, target group, priority needs of the themes/sector, 3 main achievements, cooperation with state/local authorities, cooperation with media, project results/effects, long-term impact, link to other projects)
  - For organization being rejected* (reasons for rejection)
  - For all* (relations with EUD/EC, general assessment of IPA support, future needs under IPA).

#### Basic characteristics of the surveyed civil society sector

<sup>49</sup> See Conclusions section for details.

<sup>50</sup> Web based survey solution.

<sup>51</sup> Valid in the sense of properly entered data by the respondents

Based on the survey data, **CSOs are spread over the country**. Sixty-five (or 47%) organizations participating to the E-survey are based in Belgrade, 45 (or 33%) in other cities around (urban label) Serbia and 28 (or 20%) are based in rural areas of Serbia.

**Majority or 50% of organizations were established in the period immediately after the fall of Milosevic's regime** in 2001 till 2010, but considerable number of organizations sprung up during the Milosevic regime (31%).

Organizations report as being considerably **well staffed (incl. volunteers)**.

41,5% organizations reported having a **budget** over 100,000 EUR in the last 3 years (2010-2013), while only 12,3% of respondent report as having no budget or budget below 5,000 EUR.

**State funding** is singled out as the largest source of CSOs support in the evaluation period with 55,8% respondents stating this was one of the 3 main sources of funding in the evaluation period. This is not as surprising taking into consideration that 60 million EUR annually is allocated and available in the State Budget line 481 incl. financing for NGOs and a further 60 million EUR annually financing under similar budget lines at the local level.<sup>52</sup> Private individual and corporate giving is reported as among main sources with 31,8%. Among the foreign donors, the E-survey confirms the findings of the donor mapping exercise, i.e. IPA and foreign private (BTD, Mott, RFB etc.) are also among main funding sources with 29,5% and 27,1% respectively. Other EU funding (EIDHR, Community Programmes etc.) with 25,6%, US(AID) with 20,2% are followed by Norwegian support with 14%, Swiss with 11,6% and SIDA with 8,5%. Dutch (MATRA) and DFID/FCO both with 2,3% conclude the list of main donors. Under Other UN agencies such as UNDP, UNICEF, UNCHR and German support (via GIZ) also mentioned as further donors.

Overall, the **funding by sources is currently at the same level** as in the evaluation period. However, there have been changes in funding levels and thus, importance of some donors show trends of change over time. Decrease in support by state funding (55,8% to 50,4%), private foreign (27,1% to 23,3%), EU funding both IPA and other (29,5% and 25,6% to 23,3 and 19,4% respectively) and SIDA support (8,5% to 3,9%) is reported. Support by private individual (31,8% to 32,6%) and Norwegian support (14% to 15,5%) is reported as modestly increased. As noted in donor decrease, donor withdrawal is also noted. Swiss and DFID/FCO supported are not among the main supporters.

Among the EU funding, **EIDHR funding** with 39% of respondents seems to also be an important source of EU support for CSOs, while other (Community Programmes) with 4% are still little explored and accessible.

Most often, organizations receive **smaller grants than what is usual under IPA grants**; i.e. majority or 32% organizations report having a grant 20,001 to 50,000 EUR is usual for their organizations and only 20% stated that a grant of 50,000 EUR or more is average for them. It is worth noting that 37% have grant of 10,000 EUR or less as a typical grant. 41% of respondents report IPA grant to be big and 40% as medium size grant for their organization, while only 19% report it as small. Thus, the EU/IPA funding size compared to average as reported by respondents has considerable financial impact on the organization and reported problems in continuation of the survey (e.g. co-financing) become institutional/organization, not just project issue.

Organizations are well **networked**. Most typically, organizations are part of national civil society (48,1%) and thematic networks (42,6%). They seem to be also well networked globally and regionally, with 43,4% stating they are part of such networks. Less networking seems to exist at sub-national, i.e. local level (only 14% belong to such a network), while 14,7% state they are not member of any network. The survey shows that there is an almost equal share of organization participating (35%) or not participating (36%) to the Sector Civil Society Organization (SEKO) mechanism. SEKO seems to be interesting for smaller and outside Belgrade organization, while well-established organizations are either SEKO leaders or do not participate to the mechanism at all.

Finally, most organizations respondents **sector of work** are Minorities & vulnerable groups (incl. children, elderly, Roma, women issues etc. (62,8%), human rights (49,6%), civil society development

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<sup>52</sup> See Footnote 39 or Conclusion session for more details.

(46,3%), active citizenship (39,7%), social services (33,1%), environment (29,8%). Under “Other”, several organizations reported also working on issues such as culture and arts.

### Experience with IPA grants/projects

Only a **third (33%)** of respondents has received an IPA grant so far. Most respondents have received **1 (29%)** or **2 IPA grants (27%)** so far. IPA grants received have enabled the organization to advance its mission and goals. Most frequently, organizations reported **advocacy-oriented goals** such as advocating for policy or systematic institutional (re)address of their target group (mostly marginalized and vulnerable groups). A minority of respondents stated IPA support has helped in **capacity-building** of the organization and target group as well as to reaching wider number of beneficiaries. In most cases, IPA grant was in line with priority needs of the organization as well as the sector in which they work.

**Main achievements of IPA grants** are creation of new partnerships, either cross-sectoral with (local) authorities or other CSOs (e.g. informal network), “piloting” of new approaches and preparation of shadow report, preparation of model (by)laws.

Activities are reported, **little examples of outcomes, impact**. This can mean that either project have recently ended, so it is too early to report impact or they were **too short** (usual IPA projects were in duration of 12-18 months) to enable concrete results and impact. IPA projects are good in **starting-up cooperation with authorities**, esp. local ones, but sustainability is problematic. Local media and social **media** are reported as being used and interested in the project activities, while mainstream media interest and ability to reaching out to largest audiences show consistent lack of interest for the project activities in several cases.

**Influence/effect on target group** include policy changes (e.g. state dealing of legally invisible people, annex of recommendations to the Government’s EC questionnaire response) but only few in comparison to set mission and goals and overall priorities of IPA funding, capacity-building and empowerment, raising-awareness and piloting or testing new methodologies, approach incl. (cross-sectoral) partnerships.

**Main linkage to other (donor) projects** is the need to co-finance and in this respect, the IPA projects are in many cases linked to projects funded by private donors.

Out of 66 respondents, most expressed the need for the EC/EUD to have more concrete information on the **reasons of rejection**. Organizations report as not knowing or that it was not clear to them why they were rejected.

Very little respondents had dealings with DG Enlargement, and if, it was mostly related to multi-beneficiary grant or People 2 People study visits. However, **relations with EUD** are reported as very diverse and this issue should be further explored beyond the current evaluation. Most, or 36,8% respondents answered they receive information from the EUD, but seldom communicate. A further 22,4% reported they also receive information, but do not have resources to communicate. On the other hand, 27,3% respondents reported that they regular attend the meeting and a further 26,3% responded they are in continues communication with the EUD.

When asked about how the **assessed IPA support so far**, 78 respondents gave very concrete and sometimes diverge views:

- 1) **Sustainability** of the activities started under a very short grant terms (12-18 months) and sporadic calls is hampered;
- 2) **Co-financing** is seen as a burden and although the Office for Cooperation with Civil Society has made the first step in insuring state co-financing under the last IPA call, further, systematic measure are called for;
- 3) **Institutional support** should be offered under IPA;
- 4) Further **capacity-building** for absorption of IPA funds is needed;
- 5) Projects supported have shown **little concrete results**;

- 6) Support is limited and accessed only by some organizations;
- 7) More transparent and interactive selection procedure with e.g. introduction of interviews with short-listed project organizations;
- 8) Need for inclusion of more "soft" topics such as culture as a method, tool to raising awareness, democratizing opening society;
- 9) Not focused and not flexible;
- 10) A lot of resources need to fill in application with little turn out of selected projects;
- 11) Heavy administration
- 12) More focus on sectoral policies (e.g. consumer protection, employment, education);
- 13) More longer-term grant and approach;
- 14) More support to direct projects, not so much education and networking
- 15) More decentralized support.

Finally, 4 main groups of **priorities for future IPA support** were given:

- 1) Civil society development and strengthening the role of CSO in society;
- 2) Support to independent media;
- 3) Support to sectoral issues;
- 4) Small grants.

Further proposals such as condition support via IPA to authorities by obliging them to work with CSOs and not only vice-versa), encouraging state to give or offer free use of abandoned spaces by CSOs such as dead factories, military premises not being used, RIA should be obligatory part of every projects were offered in the E-survey.

### 3.2.3. Conclusions - Key Developments beyond the Evaluation Period

In the evaluation period 2007-2011, basic foundations for systematic development of the sector have been put in place, above all with the adoption of a modern Law on Associations and establishments of the Government Office for Cooperation with the Civil Society in 2010. Several key developments took place since, marking the unfolding of a full-fledged strategic approach to development of the civil society sector in Serbia.

After a Decree proclaimed establishing the **Office for Cooperation with Civil Society** in April 2010, the Government adopted the Regulation on the Office for Cooperation with Civil Society (Official Gazette of the Republic of Serbia, No 26/10) to enable it to become a functional government service as of 21 January, 2011. Internal structuring and allocation of up to 15 staff-positions to make the Office fully operation followed. By end of 2012, the Office has 12 full-time employed staff.

Based on the adoption of the Law on Associations in 2009, its implementation was especially marked by the **re-registration process** of all organizations and thus, establishing for the first time the number and structure of the civil society sector in Serbia. According to the Agency for Business Registers (ABR), by April 2013, 19,907 associations, 440 endowments and foundations, of which 10,250 are in the field of sports.<sup>53</sup> According to the **first in-depth research** of the sector conducted in 2011<sup>54</sup> by the Office and Civic Initiatives and supported by USAID, about 46% of the organizations are dealing with culture, media and recreational activities, including sports, 42% are involved in education and research, 40% in social services, 28% in environment and 9% are engaged in advocacy, legislation and policies. Research has shown that the civil sector is composed of mainly young organizations, whose number increased after the 2000 and especially after the 2010<sup>55</sup>. From 2011, when the research took place, a rise of over 3,000 organizations was registered in ABR.<sup>56</sup> Registration of

<sup>53</sup> Interview: Bolje planirati sredstva za civilno društvo (State support for civil society needs to be better planned), Ivana Cirkoivic, Director, Office for Cooperation with Civil Society, Euractive.rs, <http://www.euractiv.rs/srbija-i-eu/5716-irkovi-bolje-planirati-sredstva-za-civilno-drutvo.html>, 16<sup>th</sup> April, 2013.

<sup>54</sup> Previous studies of the sector exist, but this was the first conducted after the adoption of the 2010 Law on Associations and has been able to systematically and in detail capture the state of the civil society for the first time in Serbia's modern history. Other previous studies include: Milivojevic, Zdenka (2006) CIVICUS Civil Society Index: Civil Society in Serbia: Suppressed During the 1990s-Gaining Recognition and Legitimacy after 2000, 2006, CRNPS & Argument, Belgrade, [http://www.civicus.org/media/CSI\\_Serbia\\_Country\\_Report.pdf](http://www.civicus.org/media/CSI_Serbia_Country_Report.pdf); Civic Initiatives & FENS (2005) NVO Sektor u Srbiji: Istrazivanje o stanju NVO sektora u Srbiji 2004/2005 (NGO Sector in Serbia: Research on the Situation in the NGO Sector in Srbija 2004/2005), Belgrade, [http://issuu.com/gradjanskeinicijative/docs/12\\_nvo\\_istrazivanje\\_final](http://issuu.com/gradjanskeinicijative/docs/12_nvo_istrazivanje_final).

<sup>55</sup> Also see Annex 4: E-survey, p. 95 for similar trends captured in the evaluation E-survey.

<sup>56</sup> Cirkoivic, ibid.



organizations dealing with EU Acquis, such as environment, is on the rise since 2010, but these are small and activist organizations of up to 5 active people, unlike those in traditional areas such as social services, which have 11 to 20 active staff (employed or volunteer).<sup>57</sup>

In terms of **communication**, the State and civil society in Serbia communicated on an *ad hoc* basis and occasionally at meetings, round tables, panels, most often through the media and more rarely by letter.<sup>58</sup> Several attempts for establishment of a structured dialogue took place such as the Civil Society Advisory Committee under Prime Minister Djindjic in relation to adoption of the Poverty Reduction Strategy Paper (PRSP) in 2003<sup>59</sup> or SEIO signing of Memorandum of Cooperation in the European integration process with the CSOs in 2005, with the aim to institutionalize cooperation with CSOs in the process of approximation to the EU<sup>60</sup>. While donor coordination sector group on civil society does not exist formally, **SEKO (Sector Civil Society Organizations) mechanism** was initiated in spring 2011 with the aim to build partnerships with CSOs for effective planning and programming of development assistance and particularly monitoring and implementation of IPA<sup>61</sup>. Via a call for applications and evaluation committee, 7 SEKO corresponding to the NAD sectors<sup>62</sup> were established under the leadership of 3 selected CSO. CSOs were able to join as many SEKOs as they felt was relevant to the work of their organization, which resulted in over 200<sup>63</sup> large structures for consultation of IPA programming since 2011. A separate website<sup>64</sup> was established by CSO (European Movement in Serbia) to inform and coordinate the work of SEKOs. While a national level umbrella informal network of CSOs exists (FENS), SEKO mechanism has since 2011 become the main interface for communication and consultation on IPA programming and beyond and considerable investments have been made in building capacities of CSO involved in the mechanism in relation to the role of CSOs in the EU integration process.<sup>65</sup> SEKO has been shared as best practice<sup>66</sup> in the other IPA countries. Since its establishment, the Office has been acting as facilitator of communication between the line ministries and CSOs. While some good examples of cooperation exist such as the SIPRU, Ministry of Youth and Sports and Office for Human and Minority Rights, systematization of consultation process via the amendment of the **Art. 41 of The Rulebook of the Government** submitted by the Office since 2012 will define the obligations of reporting to the manner, timing, availability of draft laws and regulations on institutions' website, format of collecting comments of citizens and civil society, the exact number of round tables and more.<sup>67</sup> Finally, the establishment of the **council for cooperation with civil society** in mid-2013 should prepare ground for a wholly structured approach towards development of dialogue and other aspects of cooperation by development of a sector strategy planned to start in autumn 2013.

Although shadow reporting on the budget expenditures to CSOs from the state budget (s.c. Budget line 481) have been prepared by CRNPS-led Coalition Citizen's Oversight of Public Spending since 2007, **Annual Report on Budget Expenditures Provided to the Associations and Other CSOs from the Budget of the Republic of Serbia in 2011**<sup>68</sup> was published for the first time in November, 2012 by the Office for Cooperation with Civil Society enabling thus full insight to the financial support by the state at the central level (ministries and other bodies). According to the Report, the funds that were spent under the Budget line 481, amount to about 5 billion RSD<sup>69</sup>. Since the Budget line 481

<sup>57</sup> Also see Annex 4: E-survey, p.95 for similar trends captured in the evaluation E-survey.

<sup>58</sup> CIVICUS CSI report 2006.

<sup>59</sup> Ibid.

<sup>60</sup> P 122, Balkan Civic Practices no 5: Guide to Civil Dialogue in the Western Balkans (2007), MCIC & CNVOS.

<http://www.balkanicsd.net/images/stories/publications/balkan-civic-practices-5-en.pdf>

<sup>61</sup> SEIO (2001): Programme of Cooperation with Civil Society Organisations in the area of Development Assistance Planning, in particular Programming and Monitoring of the Instrument of Pre-Accession Assistance. The first quarterly report on the implementation in the period 21.3-21.6.2011, <http://www.seio.gov.rs/international-assistance/international-development-assistance.65.html>

<sup>62</sup> No interest on the part of CSOs was expressed to establish SEKO on Transport.

<sup>63</sup> Based on the contact lists provided by the Office and SEKOs to the evaluators.

<sup>64</sup> <http://www.cdspreldaze.org.rs/>

<sup>65</sup> Office for Cooperation with Civil Society uses SEKO mechanism extensively to communicate with CSOs and organizes frequent information session and trainings. See <http://civilnodrustvo.gov.rs/aktivnosti/seminari-i-obuke>.

<sup>66</sup> E.g. TACSO Bosnia and Herzegovina: Keeping up the momentum with important processes for civil society in Bosnia and Herzegovina and WB and Turkey - Open Forum for Dialogue, 11<sup>th</sup>-12<sup>th</sup> December, 2012.

<sup>67</sup> Interview: Domaci donator spas za NVO (Domestic Donors Rescue for NGOs), Ivana Cirkovic, Director, Office for Cooperation with Civil Society, 18<sup>th</sup> April, 2013, [http://www.danas.rs/danasrs/drustvo/domaci-donatori-spas-za-nvo.55.html?news\\_id=259408](http://www.danas.rs/danasrs/drustvo/domaci-donatori-spas-za-nvo.55.html?news_id=259408)

<sup>68</sup> <http://civilnodrustvo.gov.rs/en/documents/publications>

<sup>69</sup> Approximately 45, 5 million EUR (exchange rate 110 RSD/1 EUR). Do note that the date from the official 2011 Report distinguishes from the CRNPS-lead coalition report claiming 92 million EUR annual allocation from Budget line 481, but one of

includes also allocations to political parties, the Serbian Orthodox Church (SPC) and religious communities, the Office estimates that only about 1/3 of the financial supporter goes to CSO activities<sup>70</sup>. What is distinctive of these funds is that according to the Report, over 60% funds were allocated to the area of sports, 17.2% for social services, 6.4% of youth and students and 6.3% for. All other themes - culture, education, health, the fight against corruption, human and minority rights are with a very small percentage, 4% or lower. Most or 362 (or 60.2%) programs/projects financed activities in the whole territory of Serbia, followed by 216 (or 47.8%) realised abroad. As expected, most programs/projects were approved for organizations based in Belgrade (567), then Novi Sad (104), Niš (99) and Kragujevac (50), but these numbers are also indicative until the 2012 report which is to also cover provincial and municipal spending is published.<sup>71</sup> The Law on Budget for year 2012 Budget line 481 allocation is 7.8 billion RSD (approx. 71 million EUR). There are other Budget lines such as 451 (social services), for which CSO are also beneficiaries. In 2013, the Office is expected to publish the annual report including provincial and municipal level public spending to CSOs, thus enabling the first full and detailed picture into the full extent of public spending to the sector and thus, the baseline for addressing weakness identified in terms of transparency and accountability of state funding: harmonization of rules, separation of the spending to CSOs from spending to other entities (reclassification), forward planning of calls, expand the list of areas for financing etc.<sup>72</sup> Further improvements are needed in terms of types of organizations represented in the budget, i.e. traditional, older, such as sport association have continues support and dominate the budget, while 95% of organizations involved in advocacy having highest budgets are financed by donors.<sup>73</sup> In 2011, the issues of co-financing of EU projects has also started to be addressed by the provisions of Amendments to the Budget 2011, which provided resources for co-financing of IPA CSF 2001 grant scheme (5%) and Europe for Citizen Programme in amount of 34,354,000 RS (approx. 313.000 EUR).<sup>74</sup>

At the end of 2012, **IPA 2011 Technical Assistance to the Government Office for Cooperation with Civil Society project** was launched targeting the tackling above 3 main issues in the 2013-2015 period: (1) support the establishment of an enabling environment for civil society via establishing of a council for cooperation between the Government and civil society and adoption of a sector strategy, (2) support to improvement of tax<sup>75</sup> and public spending legislation and practice and (3) capacity building for grant scheme management by the Office<sup>76</sup>.

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the factors contributing to the difference might be that the official Report does not include yet the provincial (Vojvodina, Kosovo-Serb provinces) and municipal level spending.

<sup>70</sup> Cirkovic, *ibid*.

<sup>71</sup> Annual Report, p.10.

<sup>72</sup> Detailed recommendations in the Annual Report are available on p. 12-14.

<sup>73</sup> See Annual Report.

<sup>74</sup> Report on the Work of the Office for Cooperation with Civil Society for 2011, <http://civilnodrustvo.gov.rs/dokumenta/dokumenta-kancelarije>

<sup>75</sup> The problem of tax treatment of CSOs could not be exposed to the extent this is having negative effect on functioning and sustainability of CSOs in the country. CSOs, lead by Civic Initiatives and CRNPs are most active in advocating for change in this area. E.g. Civic Initiatives: Proposal for Changes to the Tax Regime (PPP: <http://www.srpskifilantropskiforum.org/wp-content/uploads/2012/02/Poreske-reforme-za-OCD-30-07-2012.pdf>, while full Proposal is available from Civic Initiatives upon request), CRNPS: Call to CSOs to Report Problems of Taxing Donations for Public Aims, <http://www.crnps.org.rs/2013/poziv-da-se-prijave-problemi-o-cd-sa-poreskom-upravom>.

<sup>76</sup> Cirkovic interview Euractive.rs.



### 3.3 Media Field

The evaluation findings related to the international support to the media sub-sector in Serbia have a particular importance too, in particular for two following reasons:

- on IREX Media Sustainability Index list, Serbia has been lowering its ranking (score) during 2007-2012 (from 2.47 to 1.90);
- media play an important and well recognized role in both civil society and culture sub-sectors.

#### 3.3.1 Key Findings

##### EQ 2

**How effectively had priorities/needs of Serbia been translated into programming of assistance based on the priorities identified in country strategy and programming documents?**

There was no specific media sector strategy in place for 2007-2011, the period covered by this Report. Serbia adopted the Strategy for the Development of the Media System ('The Media Strategy') as late as September 2011. The first document that defines the needs and priorities of assistance for the media sector was also adopted in 2011 ("Needs of the Republic of Serbia for International Assistance (NAD) 2011-2013". In the period before 2011, there was no elaborated media policy and more importantly, the practical moves taken by the governments (of different political composition) contradicted some basic aims of the transformation of the media system, set up in the 2001-2003 period (delayed and stopped privatization, limitation to the independence of a regulatory body, restrictive amendments to media laws, etc.).

The priority goal defined by the NAD is to "create new opportunities for improvement and diversity of media environment that will further strengthen protection of human rights and democratic values", with 3 specific measures formulated to achieve the goal: Empowering all relevant institutions, regulatory bodies and self-regulation within the media industry (Measure 2.1.), Contributing to a more inclusive society through media pluralism and diversity (Measure 2.2.), Developing the digital environment (Measure 2.3.).<sup>77</sup>

Several other documents such as the EU Terms of References from the period 2007-2010 implied the needs of the Serbian media as following: the need for the development of a media sector in Serbia in line with the best European practices, specifically in the area of quality programming and investigative reporting (2006 Media Fund / Support to Professional Media Development in Serbia); the need for enhancing the quality of programming and reporting on European integration issues (IPA 2009 Media Programme European Integration Media Fund); the need for media professionalism improved and media capacities enhanced to meet EU media standards and to have a significant role in strengthening civil society in Serbia (IPA 2008 Media Programme European Integration Media Fund); and the need for introduction of European digital television standards in Serbia (IPA 2010 Assistance to the digital broadcasting switchover in Serbia).

Neither the general goals nor the specific measures did address the main challenge met by the media sector - the absence of a normal business environment for media development in a non-discriminatory manner. Regulation which allows non-transparency of media ownership, large subsidies to still existing state-owned media which compete with the private media on the same market and a strong role of the state and public companies in the advertising market, together with a continuous lack of capital in media for everyday functioning, have made the media economically unstable and dependent on the government and hidden owners, usually connected to the government by their business interests.

<sup>77</sup> NAD 2011-2013, p.47

The Strategy for the Development of the Media System, whose elaboration was helped by several donors (EU, OSCE, USAID, and the British Embassy,) lays foundation for solving the main problems of the media sector, although its action plan envisages the first legal changes to happen in 2013 and practical changes (for example, the withdrawal of the State from media ownership) by 2015. Support by the EU has been directed towards drafting of a new regulatory framework, as part of the Strategy. However, several issues remain to be addressed in the coming period such as improving accountability and transparency of state aid, financing of the public service broadcasters, and transformation of yet non-privatised media.

The elaboration of the Strategy for Digitization, which is a part of the planned development of the digital environment, was also helped by the EU. However, the implementation of the Strategy was postponed and some adopted solutions replaced by new ones, with no responsibility taken by the government for the changes made; moreover, no precise measures were envisaged in the NAD 2011-2013 for its full implementation.

The need for increased media pluralism and diversity was well perceived and funded by several donors, including EU, IREX and some bilateral donors. A positive shift towards the improvement of the quality of the media content, in particular in investigative reporting in tune with the international standards, was recorded on the issues of the European integration.

There is number of reasons for the lack of a full donors' response to the needs and priorities of Serbian media:

- NAD 2011-2013 Assessment has not been comprehensive and has not recognised all the needs;
- A high number of media outlets;
- Donor strategies are often made far away, take too long to be adopted and turned into programmes and calls while the environment on the ground changes too quickly;
- Decisions on supports (particularly on larger grants) are sometimes made out of the country and follow rather political interests than the objectives of the donors' programmes;
- When the decisions are made by donors' offices in the country – their staff is sometimes lacking expertise or, if knowledgeable, not always trusted by their superiors;
- Lack of a fuller coordination between different types of donors, private included.

### EQ 3

#### To what extent has financial assistance been effective in achieving results?

Judging by the beneficiaries' final reports to the donors it seems they all achieved the results they committed themselves to achieve, the main proof for the EU support recipients' success being the fact that they received the final grant instalments which they would not have received had they not achieved their projects' results. No other feedback by any donors has been given to the beneficiaries leaving them, thus, to believe that the donors were satisfied by their achieved results.

An example of partial effectiveness of the financial assistance as related to the results is **IPA 2008 Support for media capacity in the area of EU Integration**. While the level of journalistic skills as related to reporting about all aspects of EU integration had raised and the number of media items produced on the topics was satisfactory – it did not result in higher trust by Serbian citizens in the good intentions of the EU. This also proves the difficulties in measuring results of media projects: they are still mainly measured through, for instance, counting the number of journalists trained rather than an increase in the quality of journalism. Yet, achieving changes in attitudes (of the public in this case) and being sure that the changes are results of the media project – has proven as a difficult challenge by any assistance programme.

Actually, the least effective support has been in training journalists in reporting on EU in the sense that training of only junior journalists does not translate into editorial policies. Yet, the fluctuation of the

newsroom staff does not result into a needed sustainability. 'Once the grant is over, the journalists go back to old practice'<sup>78</sup>.

In general the financial assistance enabled only the survival of the media organisations which would have otherwise difficulties to continue to exist. The assistance could have not overcome deficiencies of the market and create conditions for media's modernisation and development. The lack of capital in most of the media organisations is so severe leaving no space for improvement. Daily *Danas*, one of two quality papers, for example, regrets it has invested money in putting up a website - a *must* of the 21st century - because the site does not bring any revenues while it requires a substantial investment. *Danas'* initial donors did not think from the very beginning of the paper's sustainability and the paper has been functioning on the edge of survival for all these years, although it is unique in the media sector and with a loyal readership. This prompted media experts such as Dr Snjezana Milivojevic to pose a question: 'How is that possible for free and independent media to survive (Milosevic's) dictatorship, but they cannot survive in a democracy?'<sup>79</sup>

#### EQ 4

Had the immediate and intermediate results delivered by the evaluated assistance translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/priorities linked to reconstruction and reconciliation? Can impacts be sufficiently identified / quantified?

The fieldwork interviews with the beneficiaries as well as the EU Progress reports 2008-2012 show an ample evidence that the evaluated assistance has contributed to empowering government institutions in charge of the media, regulatory bodies and self-regulation, which has shown some desired impact. The Republican Broadcasting Agency (RBA) has improved the transparency of its work and has enhanced its technical capacity for monitoring broadcasters<sup>80</sup>. Donor assistance was crucial for strengthening the capacities and activities of professional associations of journalists and media associations, which, after establishing a formal Media Coalition, are perceived as the main actors in protecting media freedom, both in the eye of the profession and the public, but also the government institutions. The production of Centre for Investigative Journalism (CIJ) impacted not only the media which published CIJ's content, but, the public, as well, though only very recently, the Government.

The assistance was also indispensable for the establishment of the first self-regulation institution (Press Council), which has impact on the understanding of the need for and practical advantages of self-regulatory practices. However, donor assistance was not successful in helping the media industry become economically sustainable, which is the strategic problem of the Serbian Media sector. Self-regulation institutions also have not found a viable solution for funding their activities.

There have been positive results at the level of projects directed at increasing media pluralism and diversity. However, there are no significant examples of coordinated multi-lateral or bilateral systematic assistance for achieving this objective. This could be the reason why Individual projects drew mixed results in the area of increasing the media impact on reconciliation and widening public awareness of war crimes committed during the Nineties. The example of good results are found in the work of *BETA News Agency* which has been covering the work of the **International Criminal Tribunal for the former Yugoslavia (ICTY)** for years and contributed to its higher visibility in other media. Another example is the project of ANEM "Crossing the Bridge of Diversity", carried out with the support from EU in 2011 and 2012, and aimed at the development of tolerance and acceptance of ethnic cultural diversity in Serbia, increased the sensitivity of journalists of numerous ANEM member radio and TV stations to these issues. As a result, owing to "an increased presence and a different approach to the topic related to cultural diversities of ethnical minorities" in ANEM member media, their audiences were better informed on various specifics of minority groups" and encouraged to see coexistence with different people not only as a necessity but as an added value of the quality of their

<sup>78</sup> Mirjana Milosevic, former Media Center Director

<sup>79</sup> DR SNJEZANA MILIVOJEVIC, 'HOĆE LI SLOBODNI MEDIJI PREŽIVETI DEMOKRATIJU', *DANAS*, JULY 3, 2012

[http://www.danas.rs/dodaci/vikend/hoce\\_li\\_slobodni\\_mediji\\_preziveti\\_demokratiju.26.html?news\\_id=244231](http://www.danas.rs/dodaci/vikend/hoce_li_slobodni_mediji_preziveti_demokratiju.26.html?news_id=244231)

<sup>80</sup> RBA, p.14

lives.<sup>81</sup> On the other hand, there are examples that the expectations that formerly nationalistic-oriented media would change their coverage of the work of the ICTY if their journalists visited the ICTY proved exaggerated. A journalist from *Kurir* paper, whose stay in the ICTY was funded by foreign donors, could not publish any of his reports in the paper because, apparently, the audience of this paper would not accept this kind of coverage. This shows that assistance should have been provided to the moderate media, like Radio TV Serbia and some local media which have not been so prominent in covering this topic in the past.

The adoption of the Media Strategy (2011) and of the Strategy of transition from analogue to digital broadcasting (2009) supported mainly by EU (IPA) and OSCE funding, has set up favourable conditions for achieving the desired strategic objectives in the media sector. The implementation of the digital strategy so far, however, has not produced any impact, apart from results at the level of legislation and strengthening the capacities of the telecommunications regulatory body. The implementation of the Media Strategy should be assisted in the future as it is expected to bring changes in both the legislation and practical operations of media organisations.

Achieving impact beyond immediate project results is made difficult by the primary concern of media organisations with survival instead of widening their content due to the lack of long-term financial assistance and the already established practice of the government to make changes in the media system only when extorted to external pressure instead of own initiatives, finding excuse for the lack of action in the lack of finances.

## EQ 5

What has been the impact of this assistance? Have there been any additional impacts (negative or positive)?

Beside survival and production of new types of media content, an important impact was preservation of the reputation of the media which produced that content and their good image among young journalists. These media managed to continue to produce good-quality content, even the quantity was reduced. The paper *Danas* and magazine *Vreme*, for example, have a high fluctuation of executive staff (because of low salaries) but keep attracting new, young journalists who perceive them as a desirable starting point for the career.

The assistance enabled the appearance of some independent production companies, such as *TV Mreza* at the time when this was a new actor in the media scene. It has been producing an everyday 5-minute show *Evronet*, and a weekly TV magazine, both screened by RTS for years. *TV Mreza* also produces documentary programs and engages into investigative journalism on many issues. It employs and is attractive to many young journalists who learn the business of an independent production company. Thanks to the foreign aid ANEM too has become a strong “watchdog” organization, namely a protector of FOE and media freedom, which is respected by relevant authorities, stakeholders and partners from media sector.

It is interesting to note that the impact of the foreign support has become more visible by its reduction – the more donors are withdrawing from Serbia or reducing their help to media organisations – the clearer is how this support is been badly needed. ‘It is not donors’ responsibility whether the country will recover or not economically, but it is their responsibility to judge whether to continue to support media. (“They should’ve not withdrawn that soon”<sup>82</sup>).

## EQ 6

Were the identified impacts sustainable?

<sup>81</sup>[1] “Crossing the Bridge of Diversity”, ANEM Final Report

<sup>82</sup> Ljubica Markovic, Beta News Agency

As stated above, while the media organisations which received foreign support continue to produce good-quality content, the quantity has been reduced. In general, the sustainability of the identified impacts is modest for the period of foreign aid coincides with the economic crisis, thus mainly enabling the media to survive while the sustainability has been a challenge for most of the implementers. Some degree of sustainability is there: ANEM advocacy and policy making skills and capacities are of great importance not only for its members but also for other media and the media sector as a whole, as government has not shown in any way the initiative or willingness for dealing with media problems and change of the media situation – therefore, strong media organization is needed to initiate, lead, as well as carry out needed changes in the media sector.

## EQ 7

**Were there any elements which could hamper the impact and/or sustainability of assistance?**

Several barriers may hamper already questionable sustainability of identified impacts - some are administrative, some institutional and some financial. Administrative barrier are the least challenging because the implementers mainly depend on the existing staff that move from project to project and have learnt enough to be able to respond to new calls, but is poorly paid or fluctuate easily. The institutional barriers are more serious, in particularly persisting corruption which has been not tackled comprehensibly yet. A significant delay in the adoption of the remaining media laws could further impact negatively upon the media environment. The financial barriers are the most threatening simply because, as stated earlier, some of the implementers survived almost exclusively thanks to the donors' support.

Translation of immediate results into impact is hampered by the availability of only short-term financial assistance, on one hand, and lack of developed overall institutional framework and supportive culture to media, on the other hand.

## EQ 8

**To what extent the donors' chosen implementation modalities have been relevant and efficient?**

Donors have contributed, to a greater or lesser extent, to the improvement of the media environment in Serbia - i.e. Media Coalition was formed, Media Strategy was adopted – thus it could be stated that the donors' chosen implementation modalities have been relevant and efficient to a certain degree. But, the modalities focus too much on templates (forms and financial reports) and not enough on substance and the follow up. The period between applying and getting a contract is too long or / and procedures are too bureaucratic, complex, and too detailed while their relevance is sometimes not clear. In terms of aid modalities and especially administrative procedures for grants, when two major donors EU/IPA and USAID are compared, EU procedures are reported as easier, uniform and predictable, but lacking sometimes a "human contact", in comparison with USAID.

Though logframes are a useful tool for both implementers and donors for several reasons - one certainly being their capacity to lay out a clear plan of the steps that a programme needs to take to achieve its objective – they sometimes take too linear and rigid approach. Logframes, though, should be a tool to aid implementation rather than define it. Some flexible programme managers among donors have allowed log-frames to be updated and modified as the media landscape changes and programme lessons are learnt.

It is worth pointing out here that long-term outcomes and impacts happen over time – they sometimes need up to 20 years - and often beyond the timeline of a particular project. Media development projects depending on donor, though, tend to last between 1-3 years with frequent reporting requirements during these time frames. Impact during this time tend to be negligible and so, instead, donors and implementers tend to either resort to superficial indicators or to focus on immediate and quantifiable outputs rather than real changes. Far greater efficiency can be achieved if longer-term support is introduced not just on the programme level (e.g. USAID, SIDA), but at the CfP/grant/project level. As the priority needs and programme objectives of most donors are set at the level of policy



change, longer-term programmatic and even institutional support are most efficient means in funding watchdog and advocacy initiatives which in the context of Serbia needs support beyond 12-18 months.

## EQ 9

### How well were the selected contracts linked to other related contracts?

In most of the cases the evaluated projects have been complementary and have not overlapped within one donor's support or in terms of inter-donor coordination. Since 2007 the functioning of donor coordination has improved, and the consultation processes with beneficiaries has become more interactive. It can be also stated that the alignment of donor support with the need of media sector has improved too. This is in particular visible over the last two years. Beneficiaries sampled in this report have qualified their relationship with the donors either as 'regular' or 'attend regularly donor's meetings, consultation etc'. This contributed to the better alignment of donor support with the need of media sector.

In case of the **IPA 2008 Support for media capacity in the area of EU Integration** – the complementarity of the contracts was exemplary: while, for example, BETA New Agency's portal [www.euractiv.rs](http://www.euractiv.rs) was providing information related to the EU integration on broader scale including foreign and regional experience, information which were (and still are) on disposal to all Beta's subscribers, individual media organisations – beneficiaries of the IPA programme – could focus on local stories and specific cases related to the integration.

Less successful was inter-donor coordination, in particular during the first half of the period covered by this Report when some implementers - 'usual suspects', the 'darlings of the donors' – were getting multiple support, especially in Belgrade, while some, mainly out of the big cities, where struggling to get donors' attention at all.

A positive example of a good linkage between the selected contracts is compatibility between the EU programmes and USAID's **Serbia Media Assistance Program (SMAP)**. While the earlier provided support for media production, the USAID's support focused on providing support for the transition of Serbia's media into a legally sound, economically viable sector. Unfortunately, both of them provided major funding through international intermediary organisations (BBC Media Action and IREX), rather than directly working with local organisations, which can sometimes make local ownership difficult.

## EQ 10

### Have been indicators established and if yes are they measurable? If no, what better indicators can be proposed?

In general, the donors have not found yet the way to improve the classification categories about media to distinguish between communication for integration (or development), media development and public diplomacy in order to obtain more reliable data and develop more systematic criteria and indicators for assessing the impact of media development programmes. There has been an effort made since 2007 for both programme indicators which measure the outcome of programme interventions and impact indicators that show the effect of the outcomes to be developed. Developing appropriate indicators for intangible goals such as 'the openness of society' or 'cohesive society' is difficult. It is not just a case of counting numbers (quantification), but of a nuanced understanding (qualification) of the changes occurring. Donors' programmes introduced after 2010 have paid much more attention to this challenge. Since then the donors' fiches are accompanied with set of prescribed indicators per expected result. However, the indicators proposed are mostly quantitative and not specific, which is partially understandable considering the lack of available sources of verification to confirm more quality indicators which could be used for the purpose of regular sectorial evaluation such as this.

Setting up objectives, outcomes and outputs that are realistic and fit with the political and social realities of Serbia rather than donor 'idealistic' expectations has been sometimes a challenge too. In some cases, such as the digital broadcasting switchover with deadlines moved several times - the

bars had been set too high. To compensate, the programme indicators that are created tend to measure superficial rather than meaningful change in order to demonstrate any success. For instance, counting the number of roundtables attended by the Ministry's staff or the number of journalists trained rather than an increase in the quality of journalism is used more often as an indicator than finding out how these Ministry's staff or journalists have used their skills and how this is affecting the overall professionalism of the media is far more important. This level of monitoring requires, though, more thorough techniques, such as content analysis which involves monitoring traditional and online media content to assess accuracy, objectivity, inclusion, audience contribution and so on.

In case of the beneficiaries and when the support was given for the media content production – in most of the cases the indicators listed in the logframes were measurable by the following: ratings in case of broadcast media, frequency of visits to the websites, portals and Facebook pages, the size of circulations, response from the readers and the number of awards won by the journalists who have been through the donors' supported programmes, public perception polls, press clipping. But, as stated above, some indicators are difficult to measure such as the changes in audience perception. 'If we want to prove that we changed the attitudes of our audience towards some issues, we need to have long term projects in media sector to be able to measure the impact'<sup>83</sup>.

## EQ 11

### Are the indicators in line with the overarching strategies and policy priorities?

The available indicators are in line with the overarching policy priorities as per NAD 2011-2013. The Media Strategy was adopted only in September 2011; it states priorities and expected results, but its application has been too slow.

## EQ 12

### Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?

The capacity of beneficiary community in Serbia has grown over the period covered by this report. In general they were able to cope with policy challenges, capable to effectively participate in policy and strategy design. The best example is the Media Coalition which managed to put – in most of the case – their differences aside and act in the best interest of the media community as a whole. Sometimes ignored by the law makers, the Coalition succeed in becoming a partner to the law makers and represent the needs of the media community.

The same goes for ANEM which, as stated earlier, has built its capacities not only to properly identify problems in the media sector (shortcomings in media legislation and practice), their causes and consequences, but also to take proper measures to remedy them (advocacy and policy making activities), which have further contributed to improvement of media situation in the best interests of journalists and media. Consequently, ANEM is now seen as a renowned media organization which initiates most important changes in the media sector.

The Coalition and its members through it, have become a strong "watchdog" body, namely a protector of freedom of expression and media freedom, which is respected by relevant authorities, stakeholders and partners from media sector, by the Government and by international media development experts. The same goes for Fond B92, which thanks to the foreign support managed to build their capacities to cooperate with relevant institutions and partners, as well as to build a good relationship with the best legal offices which have helped them 'arm' with the right skills in aim to influence policies and contribute to law changes.

<sup>83</sup> Maja Cecen, Fond B92

### EQ 13

**Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?**

While in terms of retaining improved administrative capacity it could be stated that the results achieved are sustainable – the skills and knowledge, as well as confidence, are there to stay, at least while the same human resources are there. But, in terms of maintenance of provided investment – the situation is different: while most of the implementers would be still capable to maintain provided investment, the challenge is to get that investment at all, simply because, there are too many potential implementers and too few donors yet with shrinking budgets (“The cake is too small for so many mouths”<sup>84</sup>).

Thanks to the foreign aid, most of the local implementers acquired new skills, established good contacts with donors and new partners, and made their new products sustainable (BETA is still running its portal, even though the funding has ended, thanks to the internal capacities and modest financial investment from its own sources. The Novi Sad Journalism School has built the team of eight full time staff, something unusual for media development organisations in the SEE region as a whole, and is still able to actively seek funding on national and regional level, among donors present in the country and outside of it, as well as offering media literacy training long after the funding has finished). In case of ANEM and their member stations – the support from donors such as IREX, CRD and the EU contributed to improvement of their member stations’ capacities and skills, their better compliance with media legislation (consequently to lower number of lawsuits against them) and better response to challenges they faced in their everyday work.

At the same time, ANEM has built its capacities not only to properly identify problems in the media sector (shortcomings in media legislation and practice), their causes and consequences, but also to take proper measures to remedy them (advocacy and policy making activities), which have further contributed to improvement of media situation in the best interests of journalists and media. Consequently, ANEM is now seen as a renowned media organization which initiates most important changes in the media sector. Thanks to such reputation, ANEM overall goal, in the best interests of its members as well as other media, to contribute to further development of media sector is more achievable.

Some investment, though well meant, had no expected results like in case of the printing house that UNESCO donated to independent media in 2000: the house was acquired by one of them by 2007 at the expense of others.

### EQ 14

**Was the institutional framework adequate to deliver programmes in a sustainable manner?**

Over the last five years, the administrative and organizational structures of the implementers have improved significantly, though in most of the cases not appropriate enough to ensure effectiveness and sustainability. Their knowledge of – and the capacity to cope with – EU and other EU and other donor procedures and regulations have been enhanced enabling them to deliver programmes as per donor requirements, though the complexity of the application procedures have been an administrative burden on the applicants’ side.

Most of the implementers find the co-funding requirement difficult and onerous to implement – suggesting this requirement should be reviewed. The implementers have shown flexibility of administrative and organizational structures in adapting to changing external conditions, informing mainly in time their donors about the challenges and restrains and asking for project changes when necessary. While the benefits of durable, long-term knowledge, structures and institutions for media

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<sup>84</sup> Dr Dubravka Valic-Nedeljkovic, Director, Novi Sad Journalism School.



development have been created, the financial sustainability of the implemented projects remains to be the biggest challenge along with the financial sustainability of many foreign support recipients.

All beneficiaries interviewed for this report are regular recipients of foreign donors' support. They have long experience in implementing projects of various donors in a sustainable manner, which speaks for their capacities to manage such programs.

## EQ 15

### To what extent the support provided by the EC instruments has been coherent and complementary?

Over the last five years many donors have either reduced their support in general or for media in particular, or have left the country completely. At the same time, the EU, through its country representatives (European Agency for Reconstruction firstly and then through the EU Delegation) has set up funds specifically focused on media and communications – not a regular practice in other regions where the EU has been present. This means that the EU, its teams on the ground, have recognised the realities of Serbian context and responded adequately to it.

The EC support for media has been financed by a variety of instruments, of which some are thematic and others with a geographic focus. During the past decade the European Instrument for Democracy and Human Rights (EIDHR), with its focus on civil society, has been one of the most important sources for media assistance and freedom of expression support. Since 2006 it has been joined by several new instruments, notably, IPA, Progress and Partnership Programmes for CSOs (aimed at CSOs but used for media development projects too) and, since recently the Community Programme "Europe for Citizens".

Where the EC instruments are lacking some coherence is in the thematic approach. For example, even though the corruption is still one of the main threats to the democratic processes in Serbia, it seems that the EC, along with other donors, have placed priority on this issue only for a too short period of time. Finally, basic coherence and complementarity has been assured in relation to other donor support as no major area of overlap or duplication could be found.

## EQ 16

### Has the EU assistance achieved maximum visibility?

It seems that the visibility of the EU has assistance improved since 2007, in comparison with the period prior to this year. However, the popularity of the EU changes constantly and depends on many factors, the most important being the success of the accession process. At the time of the Fieldwork II (second part of February 2013), the EU popularity among the citizens of Serbia dropped to 41%, the lowest level in last 10 years. There are different factors which contribute to the perception of the EU. However, giving credit to the EU assistance in the beneficiaries' projects could be counterproductive when talking about media content since the 'pro-EU' contents can be seen by the audience as PR for the EU, rather than serious analysis of the benefits of the European integration.

The newly established EU Info Centre is yet to take off. Their inter-active map of the EU projects: <http://mapa.euinfo.rs/> is a useful idea, but not much information could be found there, presumably when it is up and running which is not always the case. The Centre is experiencing difficulties managing the work. Their strategy which was supposed to have bottom-up approach has not been approved yet, 6 months into the work.

Located in the very heart of downtown Belgrade, the Centre has the chance to fulfil its purpose: to promote EU projects, provide info on the EU and accession issues, organise events related to the EU activities, but also to help EU funded projects being promoted, of course if those who are meant to use it are informed about the facilities.

### 3.3.2 Conclusions and Key Developments beyond the Evaluation Period

The evaluation period 2007-2011 had been marked by progress on several levels in the media field. This is the period when Serbia formally applied for EU membership, thus the legislation related to Freedom of Expression had to be aligned with the EU *Acquis*. A long awaited Strategy for the Development of the Media Sector (media strategy) was adopted in 2011, aimed at increasing editorial independence and better protecting media outlets from undue influence. It also laid down the foundations for needed legislative changes which would clarify the market environment in which media outlets would operate. The Strategy of transition from analogue to digital broadcasting was adopted though its implementation had not produced any significant impact so far. The capacity of two regulatory authorities - RATEL and the RBA - had improved, though their independence and enforcement powers needed to be strengthened.

Even though the EU Progress Reports assessed that the situation was improving - from 'moderately advanced' to 'progress made' – the subsector has been still struggling with lack of transparency in ownership and state media funding, lack of media market, lack of clarity in advertising, and lack of integrity of media industry - all of them presenting a threat to freedom of expression, media freedom and pluralism in Serbia.

Media content improved too, a great deal thanks to the foreign donors whose nominal support had dropped during this period, while, at the same time, their relationship with grantees improved.

The Year 2012 saw further improvement in the subsector - the legal framework providing for *freedom of expression* and the media was put in place; attacks and threats against journalists decreased slightly, but the issue of media ownership has yet to be ensured. Several working groups set up to implement the Media Strategy and its accompanying action plans continue to work through 2012 and are still very active nowadays. Advertising in the media is still controlled by a few economic and political actors, causing a significant risk of influence on the media and of self-censorship. The two regulatory bodies, RBA and RATEL, have improved too, but further improvement is still needed in regard to the transparency and independency of their work as well as in regard of the cooperation between the two (different decisions in regard with the frequencies that remained vacant after revocation of broadcasting license of TV Avala).

Unfortunately, the beginning of 2013 confirmed that the implementation of the media strategy needs to be accelerated if any serious progress in this sub-sector is to be made by 2016, the year marked as a deadline in the Strategy. The delay in the adoption of new media laws, especially the Law on Public Information and Media, in terms of deadlines for privatization of media and implementation of project financing model, may crucially affect the reforms of the media system.

The delay in the process of media reforms is not the only challenge for the Serbian authorities. The adoption of the March 2012 amendments to the Strategy for switchover to digital broadcasting, shifting from a single switchover date, originally scheduled for 4 April 2012, to a phased approach with the final switch-off date set on 17 June 2015 has been showing such a little progress that the EU, which provided major funding for the switch, needed to formally protest to the relevant Ministry in May this year. The financial implications and the indirect damage that Serbia may suffer due to a slowdown of the digitalization process is still to be measured.

The 2013 situation shows also the rise in hate speech. Continued campaign of SNP "Nashi" to ban certain media and NGOs labelled by this organization as "foreign agents" and "anti-Serb", as well as continued turmoil in some local TVs show weakness and ineffectiveness of the institutions and the shortcomings of the legal framework for the work of media.

This Report suggests several changes on the policy level in the media sub-sector, with objectives, expected results and indicators, which are supposed to be realised by the same horizon as the activities in the Media Strategy's Action Plan – by 2016. However, and since most of the deadlines from the Media Strategy are already missed, while the June 2015 deadline for digital switchover seems already to be unrealistic – the relevant authorities and bodies, such as the SEIO, Ministry of Culture and Information Society, Ministry of Internal Trade and Communications and the EUD need to rethink the plans made so far.

### 3.4 Culture Field

#### 3.4.1 Key Findings

It is important to underline that there has as yet been no approved culture strategy in Serbia; the NAD 2011-2013 notes, however, that in relation to cultural rights, there is a wide array of laws that are in various stages of preparation or public debate and that a very important strategic step forward was made when the Law on Culture was adopted by the Serbian Parliament in 2009.

In absence of an approved culture strategy, the NAD 2011 – 2013 has retained the following Priority and related Measures for the Culture sub-sector:

Priority (Sector Priority 3)	Measures
Develop a system which respects the right to culture, equality of all cultures on the territory of Serbia and on the sustainability of cultural identities and cultural differences	<i>Establishing new standards in cultural policy and in the development of the cultural system (Measure 3.1)</i>
	<i>Preserving the cultural heritage and cultural diversity and developing creativity in all arts (Measure 3.2)</i>
	<i>Enabling equal cultural development in the whole territory of the Republic (Measure 3.3)</i>

Within this context, the most recent<sup>85</sup> Serbia EC 2012 Progress Report states that “little progress can be reported in the field of **culture**. Serbia is actively participating in the EU Culture programme. The highest number of applications for the literary translation component of this programme came from Serbia”, and concludes that “Overall, in the area of education and culture, alignment with EU standards is moderately advanced.”

On the other hand, the currently selected priorities for EU assistance<sup>86</sup> do not explicitly comprise Culture (and, for that matter, civil society and media), although it can be considered that the Priority of Social Inclusion & Reconciliation would necessarily comprise support to inter-cultural dialogue.

It is therefore clear that this general appraisal of the international support to culture sub-sector takes place in a period during which this international support could not focus on or align to any national strategy framework. This may certainly explain a relative heterogeneity of this support, and absence of any particular donor coordination in that matter.

The key findings resulting from the appraisal of the international support to culture sub-sector are presented below, being stated that in order to avoid any overlaps, they do not repeat any key findings, formulated for the other two sub-sectors of civil society and media, that tackle culture as a topic or a context (CS action in culture field, media as vectors of culture, etc.).

<sup>85</sup> “Serbia 2012 Progress Report”, Commission Staff Working Document, October 2012

<sup>86</sup> IPA MIPD (Multi-annual Indicative Planning Document) 2011-2013

## EQ 2

**How effectively had priorities/needs of Serbia been translated into programming of assistance, based on the priorities identified in country strategy and programming documents?**

Although, as underlined above, the international support to culture sub-sector has not been focused on or aligned to any formally set up and approved country priorities, a pragmatic appraisal leads to conclude that this support has eventually addressed some of the main needs and weaknesses.

However, the support has remained generally weak, without reaching a critical mass of structural impact, although the following examples of relevant support focus can be underlined:

- Capacity building and technological training (including equipment modernization) to central level institutions (National Museum of Belgrade and Central Institute for Conservation) by Italian bilateral cooperation;
- Local and regional development based on safeguard and valorization of heritage, initiated by the EU through the Senjski Rudnik pilot project, the impact and sustainability requires now a special attention;
- Thematic focus on social cohesion and inter-cultural understanding, successfully achieved by several CS-operated projects funded under the EU IPA 2009 Support to Civil Society programme;

The two first examples above directly concern and have been designed in order to contribute to the overall reinforcement of the Ministry in charge of Culture (including the state bodies under its auspices), whereas the third example also points to the absence of appropriate governmental action in the particular and increasingly sensitive domain of inter-cultural understanding and tolerance.

## EQ 3

**To what extent has financial assistance been effective in achieving results?**

The observed assistance in this domain has been globally effective on project level, but its dispersion, heterogeneity and absence of any structural impact focus, against a formal strategic frame of priorities, has not allowed reaching any more significant effectiveness in general terms:

- i) Dispersion is reflected in the thematic structure of the observed sample of projects, where, as an example, the presence of Serbia partners (whether lead or not) in transnational and regional cooperation programmes remains relatively weak on the one hand, and, on the other hand, the number (or weight) of national projects having a capacity of stronger effectiveness is too small to bring visible changes;
- ii) Heterogeneity is induced by absence of concerted (pooling of donor funding) assistance, which can in return be explained (if not justified) by the absence of formal culture strategy & its priorities;

It can therefore be concluded that the effectiveness of the provided assistance has been proportional to its volume; it has suffered from its dispersion and heterogeneity, and has therefore not had the capacity or critical mass of achieving any more significant results.

#### EQ 4

Had the immediate and intermediate results delivered by the evaluated assistance translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/priorities linked to reconstruction and reconciliation? Can impacts be sufficiently identified / quantified?

The international support to the sub-sector of culture in Serbia has not taken form of any structured and well-focused programme or/and coordinated multi-donor approach, and this does not allow to judge either its results or impacts. Out of six thematic “clusters” identified in the sample, three are represented by national projects (development by heritage valorization, building social cohesion and direct institutional support) and three represent regional or transnational cooperation, whether in the frame of EC Community Programmes or not.

One would have expected at least some achieved impact from the national “clusters” if these had been focused on any particular national priorities and therefore built into an overall strategy, which has not been the case.

The priority of reconstruction & reconciliation has definitely a cultural dimension and can by definition be supported through new initiatives in support to culture, which are yet to come. An exception is nevertheless the EU pilot programme “Actions for preserving and restoring cultural heritage in conflict areas in the WB”, the size of which and available means have been too small, and in which the number of Serbian partners has remained too low (without any lead Serbian partners).

#### EQ 5

What was the impact of the assistance? Were there any additional impacts (negative or positive)?

The observed absence of any more significant structural results has naturally entailed absence of any direct or indirect (additional) positive impacts. Although the needs of the Serbian society at large in the global domain of culture (i.e. not only the formal culture but also values and beliefs, fundamental importance of heritage, ethical codes of tolerance and of inter-cultural acceptance, etc) have been increasingly visible and even acute in the more recent period, the corresponding international support has been both too weak and too dispersed, including, in certain cases, limiting the financial support to the promotion of a donor’s own country culture.

One may even fear that, if these shortcomings would not be addressed in the near future through a more proactive and better coordinated international support, they would inevitable entail negative impacts or, in the least, would fail to address and alleviate the risks of such negative impacts.

#### EQ 6

Were the identified impacts sustainable?

Given the above, it cannot be stated that any sustainable impacts have been achieved through the international support delivered to the sub-sector of culture in Serbia, in the considered time period.

However, this generally grim overall picture should not hide the fact that very interesting achievements have been made, with foreseeably good sustainability prospects, in the financial and technical (transfer of know-how and new technologies) support to certain national institutions such as the Institute for conservation.

**EQ 7****Were there any elements which could hamper the impact and/or sustainability of assistance?**

There are several elements which can be considered to have hampered or, in the least, diminished the impact (let alone sustainability of the international support to culture:

- Absence of any strategic frame – policy objectives, priorities, measures to implement on behalf of the Serbian government, although this crucial “gap” could have been bridged by a (concerted) international support focusing on the current NAD priorities;
- As concerns the EU support, absence of culture per se, in the retained formal priorities of the current MIPD;
- Extremely diversified approaches of other donors, which have ranged from a (well) focused assistance for direct capacity building of state actors to micro-grant support in favour of certain national minorities, and
- Still insufficient presence and weight of Serbian partners in the observed EC community programmes and other transnational and regional cooperation programmes;

One can therefore conclude that this overall weakness has resulted from a combination of objective and “subjective” factors, which have spontaneously emerged in a domain that has not been staked out “a minima” by a corresponding national sub-sector strategy.

**EQ 8****To what extent the donors’ chosen implementation modalities have been relevant and efficient?**

The array of the observed donor implementation modalities has remained pretty narrow; there have been no specific thematic grant schemes (other than the Lot 1 Social Cohesion in IPA 2009 Civil Society Support CfP), whereas the EC Community and transnational cooperation programmes have applied their standard procedures and conditions, which do not necessarily take into consideration any relevant Serbia specific constraints.

Two situations can nevertheless be highlighted:

- Direct support by Italian bilateral cooperation to reinforce and professionalize an important state actor in culture and heritage conservation and valorization is a pragmatic example of how tangible achievements can be reached, benefiting also from the determination and absorption capacity of the national recipient structure;
- Potential importance of Senjski Rudnik pilot project goes beyond mere industrial heritage safeguard and valorization, within a potentially very interesting synergy, and bearing the mission to address crucial issues of social insertion, transition from mining to tourism, and leverage for wider regional development. This project deserves thus further and continuous support, given its actual small size and pilot character, if possible within a wider multi-donor approach. A particular attention should be paid in this matter to a tighter coordination between the support provided currently by the Council of Europe<sup>87</sup> and the projects supported (fully or co-funded) by the EC/EUD.

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<sup>87</sup> This concerns in particular the LDPP Project but also certain other lines of direct policy advice support of the Ministry in charge of culture, by the CoE.

**EQ 9****How well were the selected contracts linked to other related contracts?**

One could not expect situations of tighter links or synergies among the projects that have been sampled, due to the generally dispersed and heterogeneous “scenery” of international support to culture, with a support fractioned among several donors who have not coordinated nor pooled their efforts.

This statement should not be taken for criticism since only a better structured support, aligned to a national hierarchy and an agreed grid of priorities, can give rise to relevant links and synergies, such as are, otherwise, fruit of mere coincidence or case to case individual initiatives without proper sustainability prospects.

Nevertheless, the observed absence of tighter cooperation and synergy between certain projects placed under the auspices of the Ministry of Culture (Senjski Rudnik – CULTEMA – LDPP) clearly shows, if need be, the still weak institutional capacity of the Ministry and the need of its overall reinforcement.

**EQ 10****Have been indicators established and if yes are they measurable? If no, what better indicators can be proposed?**

No particular indicators have been observed throughout this appraisal, in direct relation with the financial support provided by the ODA donors in the sub-sector of culture. In response to the ToR (Specific Objective 3), this report comprises sub-sector level proposals for new or additional policy objectives and their related measurable indicators (see Chapter 5).

**EQ 11****Are the indicators in line with the overarching strategies and policy priorities?**

No answer can be brought to this question since the sub-sector in question has neither overarching strategies nor policy priorities (other than these earmarked in the current NAD, which are currently subject to a consultative procedure of updating, being stated that at the same time the new NAD is being prepared and will comprise new indicators).

**EQ 12****Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?**

The general shortcomings and weaknesses underlined above have not allowed achieving this, except in the specific case of the Central Institute for Conservation, which has been strongly supported by the Italian bilateral cooperation<sup>88</sup>, and which has shown a strong capacity of development and of proactive participation in international cooperation.

Other examples of lesser structural importance for the culture domain as a whole are improvement of operational capacity of certain CSOs that have benefited from the EU support in the “cluster” of building social cohesion (IPA 2009 Support to the CS Lot 1).

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<sup>88</sup> French bilateral cooperation has reportedly also contributed to this, but the evaluation team has regrettably not received any appropriate response from the concerned French stakeholders, in order to identify and appraise this contribution.

On the other hand, a counter-productive example is the HER.CUL project, funded under the EU pilot programme “Actions for preserving and restoring cultural heritage in conflict areas in the WB”, in which participates the Serbian Institute for the Protection of Cultural Monuments of Serbia, and which shows a number of weaknesses, not the least a very low level of ownership by the local stakeholders and very poor prospects of any sustainability.<sup>89</sup>

### EQ 13

**Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?**

The situation is fairly mitigated from this point of view, with, in particular:

- On the one hand, a relatively significant component of multi-beneficiary projects (transnational and regional cooperation), which have certainly contributed to improve capacity of their Serbian partners, without necessarily reaching a point of significant structural impact, and,
- On the other hand, well focused national projects (Italian bilateral cooperation) which have definitely strongly reinforced the Central Institute for Conservation, to the point that this pivotal organization is currently one of the most professional and proactive structures within the global organization chart of the Ministry in charge of culture, and which can also play a relevant regional role in the wider context of the WB;

To this is added an acknowledged contribution to the management and (further) development capacity of the CSOs that have been awarded “social cohesion” grant projects under IPA 2009.

### EQ 14

**Was the institutional framework adequate to deliver programmes in a sustainable manner?**

As concerns the potential central beneficiary, i.e. the Ministry in charge of culture, such a framework does formally exist but has suffered progressive weakening of its institutional capacity, an issue still reflected in certain observed projects that comprise partnership by either the Ministry or some of its public bodies (such as for instance the Institute for Protection of Cultural Monuments, Serbian partner in HER.CUL°).

However, in absence of a clear and shared strategic framework and its priorities, no focused support could take place in a more structural way so far, resulting in a very poor prospect of any sustainability, except for the positive example of the impact produced by the Italian bilateral cooperation.

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<sup>89</sup> The project focuses on preservation and valorisation of medieval tombstones (« stecci ») in Croatia (lead), Bosnia, Montenegro and Serbia



### Financial Support to Culture Organizations by the Ministry of Culture

It is important to note the following financial support (grants) that was reportedly provided by the Government (Ministry of Culture), in the sub-sector of culture:

- In 2011, a total support through calls for proposals of 158,429,000 RSD (about 1,427,000 EUR<sup>90</sup>), out of which 93,279,000 RSD (840,350 EUR) to the CSOs;
- In 2011, an additional financial support to the CSO, outside the calls for proposals, of 101,110,500 RSD (about 911,000 EUR)
- In the 2008-2011 period, partnership agreement and financial support to the "Nezavisna Kulturna Scena" (Independent Cultural Scene of Serbia Association);
- In 2012, financial support to the artistic associations amounting to 20,800,000 RSD (about 187,000 EUR)

Source: Information and figures provided by the Ministry of Culture

### EQ 15

### To what extent the support provided by the EC instruments has been coherent and complementary?

Within this overall domain which is marked by a lack of streamlined and/or donor-coordinated support, and an absence of any relevant national strategy, the EC instruments appear to have been both appropriate and complementary:

- The initiated focus on a pilot heritage project of Senjski Rudnik marks the (first) steps towards a very relevant integrated project, which certainly needs to be supported farther, beyond its actual life span and budget scope – this also creates a very interesting ground for the capacity building of all concerned actors and stakeholders, from central to local level;
- The introduction of social cohesion and inter-cultural tolerance topics under IPA CS grant schemes has certainly been a very relevant and timely initiative, which is reportedly to be maintained and developed into the upcoming CfPs;
- The EC Culture programme has brought its share of complementarity, within a different scope and with different conditions, an arena in which the participation of Serbia needs still to be boosted (a fortiori so, with the new "challenge" of the upcoming programme which will combine media and culture). One should acknowledge in this particular domain a pivotal role played by the Culture Contact Point Serbia, which has not only ensured appropriate follow up of and assistance to Serbian programme partners but has also contributed to the policy dialogue by preparing and releasing very relevant synthesis papers;
- The ad hoc pilot WB heritage programme has certainly played its role of test and experiment but tangible results and impacts on that level can only be achieved, by bearing in mind its "lessons learned", with stronger means and multi-year programming of such needed instruments in the region. The RCC Task force on Culture and Society would be expected to play an important role in this domain in the future.

It will be nevertheless necessary to boost the EC support to culture in a more structured way; the possibility for the upcoming programming (MIPD or equivalent) to take up the same sector structure as that of the Serbian government (NAD's eight sectors) would indeed result in a more conducive

<sup>90</sup> Exchange rate taken 1 EUR=111 RSD

framework and environment for that, setting up also a comprehensive platform for the initiatives of pooling different donors' strategies and means.

## EQ 16

### Has the EU assistance achieved maximum visibility?

The observed visibility of the projects in this field does not allow concluding over an achievement in terms of "maximum visibility". It can be confirmed the basic rules and guidelines "a minima" for the EU assistance visibility have been complied to by all the beneficiary institutions, although this can be further reinforced in situ for the pilot project Senjski Rudnik. This question raises a fairly complex challenge of a qualitatively much stronger and thus much more effective communication on the EU assistance both in general and in certain key sectors, which still needs to be achieved.

A need is felt of a stronger and much more focused communication on certain innovative and successful projects that have been implemented by the CSOs – in particular so in the overall domain of "building social cohesion and overcoming discrimination", in the light of the currently absent more significant action by the Government.

#### 3.4.2 Conclusions - Key Developments beyond the Evaluation Period

Differently from both the Civil Society sub-sector and Media sub-sector, Culture has not been subject to and benefited from a more significant and better coordinated donor support due, above all, to the absence of a formally adopted and consensual national Culture strategy, which is still being drafted by the Government. Overall and as underlined above, this situation can be recapitulated as follows:

- Absence of any strategic frame – policy objectives, priorities, measures to implement on behalf of the Serbian government, although this crucial "gap" could have been bridged by a (concerted) international support focusing on the current NAD priorities;
- As concerns the EU support, absence of culture per se, in the retained formal priorities of the current MIPD;
- Extremely diversified approaches of other donors, which have ranged from a (well) focused assistance for direct capacity building of state actors to micro-grant support in favour of certain national minorities,
- Still insufficient presence and weight of Serbian partners in the observed EC community programmes and other transnational and regional cooperation programmes;
- Although, on the national level, a non-negligible financial support has been provided by the Ministry of Culture through its grant schemes (as recapitulated in the box under EQ 14 above), this support's methodology and eligibility criteria have been sharply criticised by independent cultural and artistic stakeholders<sup>91</sup>.

Within this fairly heterogeneous "landscape", one can nevertheless underline the following positive achievements:

- Significant impact of the Italian bilateral cooperation in its direct support to certain key institutions within the overall sphere of the Ministry of Culture, allowing to both reinforce their material basis and equipments and boost their professional and technological capacity;
- Crucial usefulness of the integration by the EUD of the topic of cultural diversity and regional reconciliation in both its previous CfPs in the frame of the EU CSF Serbia and the ongoing

<sup>91</sup> More particularly, a very recent press release of the Independent Culture Scene of Serbia: see <http://www.nezavisnakultura.net/index.php/sr-YU/>

one: several projects implemented in this frame (and appraised in the frame of the evaluation sample) have resulted in very innovative concepts and solid results, underlining, if need be, the fundamental importance of empowering the CSOs in their contribution to the solution of such critical issues.

### 3.5 Coordination with Other Ongoing Evaluations

The Inception Report has underlined the intention of the evaluation team to develop consultation with the evaluations already launched for the Sector of Human Resource Development (HRD) and for the IPA II CBC and transnational cooperation domain, bearing in mind the role of the civil society in these two domains.

The HRD sector evaluation team has been invited to look, if possible, at the effective presence and role of the CSOs in the particular component of “social insertion”; the fieldwork of this evaluation is planned to start in the days to come, following the expected endorsement of its inception phase.

The CBC and transnational cooperation evaluation is approaching its final stage, and the following brief feedback has been received from its team (see the box next page).

With regard to the CBC programmes the evaluation did not really look at CSOs as a specific type of partner organisation when doing the overall analysis. It could be observed nevertheless that civil society, media and culture accounted for about 25% of the CBC projects under all programmes. This made it the most supported sector under CBC. In terms of the fieldwork site visits (which were a random sample of projects from all programmes) for civil society, media and culture 17 projects were visited; in a fairly basic analysis in terms of project partners: 47% were rated as “good”, 29% median and 24% “bad”. Out of all projects they ranked as being 21% of the “good”, 8% of the median and 36% of the “bad”.

In terms of the projects themselves (i.e. what was their design and what they were trying to achieve) there were 65% “good” 12% median and 23% “bad” (out of total projects they were 34%, 15% and 25% respectively). In general this would indicate that the project ideas and design were appropriate but that the partners were fairly weak when compared to other sectors. The complementarity with other programmes was appraised at a programme rather than project level.

In addition, the evaluation task force has coordinated with the team in charge of the “Evaluation of Effectiveness and Efficiency of Development Assistance to the Republic of Serbia per Sector”, which covers all eight Sectors.

Finally, the evaluation task force has also exchanged information on mutual work progress with the task force in charge of preparing the new NAD, with a focus on the issue of indicators.

## 4. EVALUATION RECOMMENDATIONS

### 4.1 Recommendations for Civil Society Field

The period 2007-2011 characterized building of the basic foundations for a systematic and institutional approach to development of civil society in Serbia. In the period leading to the this evaluation (2011-2013), first steps were taken in the direction of strengthening of a sustainable enabling environment in which civil society can function and provide for its role as constitutive element of democracy in Serbia. In order to continue these efforts in the forthcoming period, the bellow 6 key recommendations provides for the **WHAT** specific areas and issues should be targeted (**Thematic** recommendation no. 1, 4) and **HOW** to direct the donor assistance to CSO (**Process-related** Recommendations no. 2-3, 5-6) to achieve **sustainable enabling environment** and **capacities** of civil society in Serbia.

No.	Recommendation	Addressees	Deadline
1.	<p><b><i>Future <u>thematic</u><sup>92</sup> support to civil society should be coherent with strategic EU policy reform objectives, while future support to the <u>development</u> of the civil society sector should focus on key elements for sustainability: transparent and accountable of state funding, enabling tax regime and human resources/capacities in the sector.</i></b></p> <p>Programming under IPA 2014-2020 should insure financial support is put to strategic use and is in line with sector/policy areas priorities identified under the EU accession process and in line with continued support to NAD 2014-2020. Civil society - mostly via SEKO mechanism - needs to be involved in early stages of the programming process, i.e. 2013.</p> <p><u>Thematic</u> support should focus both on involvement in policy and decision-making and oversight/scrutiny of implementation of policies under key EU accession issues such as respect for rule of law, good governance, especially respect for minorities and vulnerable groups.</p> <p>Support to civil society <u>development</u>, should focus on building on issues targeted under IPA CSF 2011 Technical Assistance, but especially support to transparency and accountability of state funding and tax regime, as well as human resource development as key determinants of sustainability of CSOs in the mid-term period. Support should enable CSOs to strengthen networking and coalition-building in the said priority areas and design advocacy and oversight initiatives. Further sub-sector specific policy choices, should however, steam out of the civil society sector strategy to be developed in course of 2013.</p>	<p>Donors</p> <p>Government (Government Office for Cooperation with Civil Society, SEIO and line ministries esp. MoLESP, MoESTD, MoYS, SIPRU)</p>	<p>2013-2014 (planning/programming)</p> <p>2017-2020 (implementation)</p>

<sup>92</sup> Meaning in particular sectors, i.e. environment, social inclusion etc.

2.	<p><b><i>Donor coordination with main private support institutions (OSI, BTB, Mott, RBF etc.) should be improved.</i></b></p> <p>In the evaluation period, several cases of coalitions or CSOs-lead initiatives for change or policy oversight have led to concrete cases of impact on the accountability and transparency of public institutions and advancement of the sector-related policies and laws. Thus, private donors should be included in the donor coordination efforts ASAP (e.g. Sector Working Group) with the aim to share <u>methodology of work</u> for long-term impact initiatives and seek <u>thematic synergies</u>.</p> <p>Private donors serve as source of <u>co-financing</u> for EU (IPA) as well as other multi- and bilateral support, so developing of a coordinated or pooled fund (ing) approach by the donors and the Office for Cooperation with Civil Society could help CSOs in better access and administration of projects.</p>	<p>Government (SEIO, Government Office for Cooperation with Civil Society)</p> <p>Donors</p>	<p>Permanent (with inclusion of private donors in Sector Working Group by 2014)</p>
3.	<p><b><i>Longer-term, programmatic support (24-48 months) should become the dominant aid modality.</i></b></p> <p>Establishment of <u>longer-term partnerships</u> between donors and CSOs/CSO coalition or networks, should become the norm in aid modalities used to support civil society. These can entail several <u>grant stages</u>, approval thresholds. Such approach <u>decreases transaction and administration costs</u> for the donor and enables <u>predictability and impact</u> on the side of CSOs.</p>	<p>Donors</p>	<p>Permanent (with start in programming as of 2014)</p>
4.	<p><b><i>Targeted support to grass-root initiatives and active citizenship via separate calls aiming at sub-granting (as per PRAG 2013) or award direct grants to pre-selected and surveyed CSOs.</i></b></p> <p>If a call for proposals is made, <u>criteria</u> need to be made <u>clear and limiting</u> access to those organizations truly devoted to sub-granting and active citizenship (so it does not become a call-driven demand for sub-granting). Such criteria would include: developed methodology for re-granting, proven experience and % of organization's budget allocated already to re-granting.</p> <p>Furthermore, possibility for <u>non-formal groups support</u> (as allowed for example under the EU Youth in Action programme) and support to <u>informal citizens initiatives</u> by the re-granting organizations should be considered to be eligible to apply as the main vehicle to drive grass-root change in small and rural communities. The call should also include <u>accompanying capacity-building</u> component for sub-grantees, e.g. via 2 lots. Lot 1 (bigger) would include sub-granting proposals, while Lot 2 (smaller) capacity-building provision. Also, re-granting should be made for at least 24 month.</p>	<p>Donors</p>	<p>Permanent (with start in programming as of 2014)</p>

5.	<p><b><i>Work with local intermediary organizations to achieve long-term impact, ownership and sustainability.</i></b></p> <p>Several local organizations exist that have developed capacities and can offer <u>knowledge, understanding of local context</u> at <u>lower transactions cost</u>. Furthermore, a relationships of <u>trust</u> between local intermediary organizations and local CSO can easily be established and turned into sustainable long-term partnerships achieving long-term results and sustainability of action.</p>	Donors	Permanent (with start in programming as of 2014)
6.	<p><b><i>Both project and organization screening should be part of the grant making process.</i></b></p> <p>Effective and sustainable projects depend heavily on organization's capacity and thus, <u>organizational screening</u> should be part of the evaluation process. <u>Interviews with organization's staff</u> about the project and focus on <u>evaluation elements contributing to impact</u> are just two examples of activities that could contribute to this, especially on the long-run when maximize smaller available funds will become increasingly important.</p>	Donors	Permanent (with start in programming as of 2014)

## 4.2 Recommendations for Media Field

The following recommendations are formulated on the basis of the media field appraisal findings.

### ***Continue a direct financial support for the media sector***

There is a prevailing feeling that the donors have too prematurely assessed democracy in Serbia to be on the way of consolidation and have therefore reduced their financial assistance to the media. The media play an important role as agents of democratization but their functioning is hampered greatly by the lack of funds and economic non-sustainability which make them vulnerable to political and business interest pressure.

### ***Explore ways of integrating donors' diplomatic power alongside its development programmes in order to further support freedom of expression and independent media and communications (see Policy priority No 1).***

particularly through speeding up of the Media Strategy implementation including adoption of relevant media laws; supporting the Commission for Investigation of Journalists' deaths; improving of the RBA monitoring function; encouraging further digitalisation process. Lack of media market, continued violence and threats against journalists, lack of transparency of media ownership, self-censorship among media actors, un-clarity in advertising market, and rise of hate speech continues to hamper the faster improvement of the media environment.

### ***Enhance donor coordination especially with main private support institutions***

Donor coordination between public (multi-lateral and bilateral) and private donors, which support media community could better maximize impact of their support via joint work.

### ***The Government need to come with clear and transparent criteria when supporting the media and media projects (see Policy priority No 2).***

While in 2011 Serbia dropped from 79<sup>th</sup> to 86<sup>th</sup> place on CPI list, in 2012 it moved to 80<sup>th</sup> place, showing that nepotism and corruption are still the main challenges for the current Serbian Government too, where lack of transparency in state aid to the media still a significant challenge (according to the EU Media Expert, it is unknown how the Government invested EUR20m into the media). The new Media Information Law is a chance for the corrections.

### ***Consider supporting the core assistance to media organisations***

The core support is needed as this type of assistance enables media organizations to step beyond the current projects and donor priorities in order to consider its overarching strategy and explore new areas of work.

### ***Consider support for modernization and long-term development of quality ("serious") national and regional political dailies and weeklies***

The current quality papers are not able to compete with overly politicized tabloid press. Even the most politically and economically developed countries, such as Sweden, do provide governmental support to quality papers without affecting their editorial independence.

### ***Consider support to improve the economic position and labour rights of journalists' status and standard of living of journalists (see Policy priority No 4).***

Even though there are several journalists unions and associations, the labour rights of journalists are one of the crucial weaknesses of the media sector. In private media (owned by foreigners or Serbian nationals) journalists do not dare to set up trade unions.



***Support training of media decision makers (media owners, senior managers, and chief editors) on the importance of responsible and inclusive journalism in tune with the international standards and on market-oriented management and planning (see Policy priority No 3).***

While junior reporters have received a significant training in this field – and are eager to apply it – media decision makers hampering the application of the gained knowledge and skills.

***Consider support to media (broadcasters) in the process of digital transition(see Policy priority No 5)***

in terms of providing financial assistance for procurement of compulsory equipment required for that process, for building their capacities to be better content providers (through adequate education and trainings).

### 4.3 Recommendations for Culture Field

The following recommendations are set forth on the basis of the appraisal within the Culture sub-sector or field. They are all considered to be needed in the short to medium term (i.e. fully falling within the upcoming 2014-2020 period).

***Donor coordination to be improved in order to set up at least some key shared focus points***

In spite of the fact that the overall institutional framework has not been conducive at all for a better-coordinated and focused multi-donor support in the past, the actual weaknesses on that level are reflected on the overall quality and dynamism of the cultural life in Serbia (in its very wide understanding, comprising social cohesion and inter-cultural tolerance), which definitely call for such stronger coordination and heavier and well-focused support.

Tighter consultative process of preparing and delivering the new national culture strategy is a must, and this not only within the actual national context but also in the wider strategic frame of Serbia – donors' coordination.

***Maintain and intensify the support to CSOs in sensitive matters of acute importance, related to social cohesion, inter-cultural understanding and dialogue***

The experience from such projects implemented, in the observed cases, under IPA 2009 Support to the CS Dialogue encourages further and stronger support, in particular so since the absence of a more appropriate governmental action in this sensitive domain is increasingly felt as a constraint and weakness.

It is encouraging to see that such thematic lines have been maintained in the most recent CSO Dialogue CfP, and it will certainly be very useful to build on past "success stories" and consider a longer-haul support for the corresponding achievements which definitely need that in order to grow into more sustainable development.

A recommended below, a particularly useful role can be played in this domain by the multi-beneficiary scope and support of TACSO, in order to bring together CS actors intervening and innovating in these fields which are definitely of common concern for most of the WB countries.

***On the regional level initiate international support (multi-donor or EU) for thematic programmes addressing cultural heritage safeguard and valorization, and inter-cultural dialogue, building on the first achievements of the EU pilot programme***

The examples observed currently of such projects in Serbia are too few and have no critical mass of either achieving a more significant impact in the country or creating leverage for bolder and more systematic initiatives. This realm of inter-cultural dialogue and reconciliation through safeguard and valorization of (shared) cultural heritage deserves a more systematic support and stronger donor coordination. Here again, the role of the CSOs is instrumental, without any doubt.

***Support the regional exchanges and cooperation on the topics already successfully addressed by the Serbian CSOs in the frame of the IPA 2009 Support to the CS Lot 1, including a more significant involvement of regional (multi-beneficiary) projects such as TACSO II and CBIB+***

Observed achievements of certain projects in this field are very innovative and constitute prototypes or embryos of much deeper instruments, such as could be progressively built into formal policies and government action. One of constraints for this better prospect of impact and sustainability is lack of visibility over similar initiatives that are being developed and experimented in the immediate regional environment (West Balkans).

***Ensure further support to highly emblematic projects such as Senjski Rudnik in order to pave a solid ground for capacity building on both central and local levels and to secure adequate means for the achievement of a successful integrated project, including through a well-coordinated multi-donor cooperation***

The “trilogy” of Senjski Rudnik, LDPP and CULTEMA is a very resourceful platform for a still missing strong integrated concept of local and regional development<sup>93</sup>, provided that these three projects can be put into tight complementarity and benefit mutually from all synergy possibilities.

A stronger coordination of the donors (EU, CoE, other donors likely to join) is therefore a must, and the whole development potentiality should also be viewed as a challenge for local and central institutional capacity building, with evident facet of social responsibility towards the mining community still in place in the region.

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<sup>93</sup> It is important to underline here that the preliminary feasibility studies for this project did foresee such an integrated development concept approach.

## 5. PROPOSAL OF POLICY OBJECTIVES AND INDICATORS

The Specific Objective 3 (SO 3) of this evaluation is clearly defined in the ToR, requesting the evaluation team to “*Propose measurable policy objectives not included in the NAD and related measurable indicators for further assistance*”.

It is important to recall that the evaluation team has delivered its support to the on-going discussion for the finalization of the current NAD 2011-2013 indicators<sup>94</sup>; however, in order to remain fully in focus of the SO 3 above, the proposals below are formulated for each sub-sector and target new (or additional) policy objectives and their related indicators.

### 5.1 Proposed Policy Objectives and Indicators for Civil Society Field

The report “Needs of the Republic of Serbia for International Assistance (NAD) 2011-2013” outlines the needs and priorities of the Republic of Serbia in the civil society sector for the first time. It also establishes indicators for measuring assistance. The identified NAD Priority 2011-2013 is:

“Establish a permanent dialogue and partnership between the Government and civil society”

This Priority is further structured into the following 3 specific Measures:

- Measure 1.1. Creating an enabling environment for the sustainable development of civil society and partnership with the Government
- Measure 1.2. Further strengthening CSOs’ capacities to participate in decision-making processes, to monitor and evaluate the implementation of policies, strategies and laws
- Measure 1.3. Strengthening civil society regional and international cooperation and coordination based on national and EU priorities<sup>95</sup>

The basic foundations for implementing NAD Priority 2011-2013 (as above) have been achieved<sup>96</sup>. The development of the 1<sup>st</sup> civil society sector strategy is planned to start in the course of 2013. Thus, the future NAD Priorities and Measures should be based on or brought in line with the sector strategy once it is developed and adopted.

The basic **institutional** capacity on the side of the Government for dialogue and partnership (mainly through establishment of the Office for Cooperation with Civil Society) has been created. However, sustainability of civil society capacities to perform its task as constitutive element of democracy in Serbia is yet to be secured both by direct measures in building **CSOs’ capacity** (see Process-related Recommendations) and by further strengthening the **enabling environment** in which they work and develop (see Thematic Recommendations), esp. related to state funding, tax regime and human resources in the civil society sector. Thus, the focus on creating the enabling environment in the next NAD period 2014-2017/2020 should be specifically on securing **sustainable financial, fiscal and human capacity of civil society sector**.

The proposed NAD Priority 2014-2017/2020 is:

“Sustainable, dynamic, pluralistic and competent civil society as a constituent element of participatory democracy”

Two specific Measures have been defined, in order to achieve this Priority:

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<sup>94</sup> A written document was submitted by the evaluation team to SEIO and EUD on 12/02/13 with the view to the 19/02/13 working group meeting, proposing certain adjustments of the current indicators and, above all, first outline of the new or future priorities, measures and indicators. On this basis, the evaluation team took part in the 19/02/13 meeting and ensured further consultations with the key stakeholders of the three sub-sectors, including consultation with the task force contracted by SEIO to prepare new NAD and its new indicators.

<sup>95</sup> NAD 2011-2013, p. 46-47.

<sup>96</sup> See chapter 3.2.3.

- Measure 1.1.* Creating an enabling environment for the sustainable development of civil society and partnership with the Government
- Measure 1.2.* Further strengthening CSOs' capacities to participate in decision-making processes, to monitor and evaluate the implementation of policies, strategies and laws

Civil society is relatively **new sector** in terms of available data on its structure or development. In most cases, independent, but **rarely periodic** reports are available to be able to follow the changes of the sector and thus measure its progress over time. Thus, only **basic baseline** data exist about the sector currently (e.g. number of registered CSOs, geographical distributions, % of state budget allocated). It is on this basis that the indicators below, in line with the proposed NAD Priority and Measures 2014-2017-2020, are proposed in a **general manner**.

Moreover, evaluators focused in providing **specific** and **new indicators** with a **mix of sources** for their verification both from existing global indexes and domestic sources (institutions and CSOs). Such a combination should provide for a **reliable** set of indicators and sources of their verification for the new NAD period 2014/2017-2020.

## Proposed Policy Objectives and Indicators for Civil Society Sub-Sector

NAD Priority 2011-2013	Proposed Priority 2014-2017/2020		Proposed Related Indicators	Sources or Means of Information	Institution in Charge
1. Establish a permanent dialogue and partnership between the Government and civil society	1. Sustainable, dynamic, pluralistic and competent civil society as a constituent element of participatory democracy		<ul style="list-style-type: none"> <li>• Higher level of trust in civil society/CSO by citizens</li> <li>• Raise in assessment of democracy level</li> <li>• % of people who said they would sign petitions, join boycotts, attend peaceful demonstrations</li> <li>• No of civil initiatives and referenda requests</li> <li>• Improved geographic balance /distribution of CSO or raise of no of registered CSO from non-urban areas</li> <li>• Higher no or % of CSOs with own offices, equipment and no of employees/volunteers</li> <li>• No of (by)laws concerning CSDev passes with inclusion of CSOs and effectively implemented</li> <li>• Domination of domestic (state, corporate, individual) over foreign funding</li> </ul>	<p>World Values Survey (WVS)/European Values Survey (EVS)</p> <p>Global Integrity Index (GII)</p> <p>Democracy index (DI)</p> <p>Bertelsmann Transformation Index (BTI)</p> <p>EC Progress Report for Serbia</p> <p>State Election Commission (SEC) reports</p> <p>Business Register Agency report/datasets</p> <p>USAID NGO Sustainability Index</p>	Office for Cooperation with Civil Society (all)

NAD Measure 2011-2013	Proposed Measure 2014-2017/2020		Proposed Related Indicators	Sources or Means of Information	Institution in Charge
1.1. Creating an enabling environment for the sustainable development of civil society and partnership with the Government	1.1. Creating an enabling environment for the sustainable development of civil society (incl. partnership with the Government)	State resources for civil society is available in transparent, accountable and stable/continues basis	<ul style="list-style-type: none"> <li>• Law/national policy (document) regulates state support for institutional development for CSOs, project support and co-financing of EU funded projects</li> <li>• % state and LSG budget available, utilized by CSO and growing proportionally with the size of the overall budget</li> <li>• Separate budget line/heading exists (from 481) for CSO</li> <li>• Geographical and thematic distribution of state funds is balanced</li> <li>• Information on allocated grants and its achievements are publicly available in a systematic manner (one-stop-shop), incl. information on evaluation commission, selection criteria etc.</li> <li>• No of complaints to grant/tender procedures</li> <li>• Non-financial (e.g. office space, services) support is available and utilized</li> <li>• Conflict of interest rule(book)s exist and are applied</li> <li>• No or % of relevant by(laws)/documents developed in participator manner</li> <li>• No of CSOs representatives-members of evaluation commissions</li> <li>• Existence of internal monitoring mechanism and regular external independent evaluation</li> </ul>	<p>Official Gazette</p> <p>Report on annual spending of the state for budget line 481</p> <p>Office &amp; line ministries websites</p> <p>International Budget Project (IBP) Open Budget Survey</p> <p>EC Progress Report for Serbia</p> <p>BCSDN/Civic Initiatives Monitoring Matrix on Enabling Environment for CSDev Report for Serbia</p> <p>CRNPS Reports on line 481</p>	<p>Office for Cooperation with Civil Society</p> <p>MFE</p>



		<b>Favourable tax regime for civil society and donors</b>	<ul style="list-style-type: none"> <li>• The law provides tax free treatment for all grants and donations supporting non-for-profit activity of CSOs</li> <li>• The law provides tax benefits for economic activities of CSOs</li> <li>• The law allows the establishment of and provides tax benefits for endowments</li> <li>• No of report of direct or indirect (hidden) tax on grants reported</li> <li>• The law provides tax deductions for individual and corporate donations to CSOs</li> <li>• Functional procedure in place to claim tax deductions for individual and corporate donations</li> <li>• No or % of citizens claiming tax exemption</li> <li>• No of corporate and individual givers</li> </ul>	<p>Tax Administration reports</p> <p>USAID/BCIF Philanthropy report</p> <p>EC Progress Report for Serbia</p> <p>USAID NGO Sustainability Index</p> <p>World Giving Index (WGI)</p> <p>Serbian Philanthropy Forum reports</p> <p>BCSDN/Civic Initiatives Monitoring Matrix on Enabling Environment for CSDev Report for Serbia</p>	Office for Cooperation with Civil Society in cooperation with Tax Administration
		<b>Sustainable human resources in civil society/CSOs</b>	<ul style="list-style-type: none"> <li>• CSOs are treated in an equal manner to other employers by law and policies</li> <li>• If there are state incentive programs for employment, CSOs are treated like all other sectors</li> <li>• There are regular statistics on the number of employees in the non-profit sector</li> <li>• No of employees in the sector is stable or slowly rising</li> <li>• No or % of active labor workforce in the sector</li> <li>• There are incentives and state supported programs for the development and promotion of volunteering</li> <li>• Volunteering can take place in any form (no administrative and other restrictions exists)</li> <li>• No cases of complaints of restrictions on volunteering</li> <li>• Civil society-related subjects are included in the official curriculum at all levels of the educational system</li> </ul>	<p>Tax Administration reports</p> <p>Business Register Agency database</p> <p>Office annual report</p> <p>Statistic datasets</p> <p>EC Progress Report for Serbia</p> <p>ILO databases/datasets</p> <p>BCSDN/Civic Initiatives Monitoring Matrix on Enabling Environment for CSDev Report for Serbia</p>	Office for Cooperation with Civil Society in cooperation with Tax Administration , Business Register Agency, MoESTD, Statistical office

		<b>Government - CSO relations (permanent dialogue)</b>	<ul style="list-style-type: none"> <li>• National level institution and mechanism with a mandate to facilitate cooperation with CSOs (Office, Council) are functional and effective</li> <li>• (By)laws detailing participation of civil society to policy-making developed in inclusive manner, adopted and implemented</li> <li>• Line ministries routinely invite all interested CSOs to comment on policy/legal initiatives at an early stage</li> <li>• Written feedback on the results of consultations is made publicly available by public institutions, including reasons why some recommendations were not included</li> <li>• There are clearly prescribed sanctions for civil servants/units for breaching the legal requirements on access to public information</li> <li>• Public institutions actively publish draft and adopted laws and policies, unless they are subject to legally prescribed exceptions</li> <li>• No of public institutions (state and local level) with contact/resource person for civil society</li> <li>• Existing legislation requires public institutions to invite CSO representatives on to different decision-making and/or advisory bodies created by public institutions</li> <li>• Decision-making and advisory bodies on issues and policies relevant for civil society generally include CSO representatives.</li> <li>• Selection procedure for CSO representatives is fair and transparent</li> <li>• No of complaints by CSOs</li> </ul>	<p>Office annual reports</p> <p>Annual reports on the work of the Council</p> <p>EC Progress Report for Serbia</p> <p>Open Government Partnership (OGP) Rankings/Reports</p> <p>Worldwide Governance Indicators (WGI)</p> <p>USAID NGO Sustainability Report</p> <p>BCSDN/Civic Initiatives Monitoring Matrix on Enabling Environment for CSDDev Report for Serbia</p>	Office for Cooperation with Civil Society
1.2. Further strengthening CSOs' capacities to participate in decision-making processes, to monitor and evaluate the implementation of policies, strategies and laws	1.2. Further strengthening CSOs' capacities, esp. to participate in decision-making processes, to monitor and evaluate the implementation of policies, strategies and laws		<ul style="list-style-type: none"> <li>• No or % of watchdog, advocacy and think-tank organizations grows</li> <li>• No or % of staff in watchdog, advocacy and think-tank organizations increases</li> <li>• % or no of (by)law proposals consulted with CSOs</li> <li>• No or % of proposals/amendments by CSOs considered and accepted</li> <li>• No of shadow reports/expert studies on implementation of (by)laws published increases</li> <li>• No of sectorial and thematic coalitions and networks grows, esp. in oversight/monitoring on implementation of policies/laws</li> <li>• SEKO mechanism grows and significant impact of its proposal is reported</li> <li>• High absorption capacities (% of allocated vs. awarded) of funds via call for proposals</li> <li>• No or % of donor support to watchdog, advocacy and think-tanks increases</li> <li>• Longer-term (beyond 12 months) grants are dominant aid modality used by donors</li> </ul>	<p>Office annual report</p> <p>SEKO reports</p> <p>Donor reports</p> <p>EC reports</p> <p>USAID NGO Sustainability Report</p> <p>CSO reports</p>	Office for Cooperation with Civil Society in cooperation with SEKO

## 5.2 Proposed Policy Objectives and Indicators for Media Field

The table below presents the proposed policy priorities, policy objectives and their related indicators for the Media field or sub-sector, **with the strategic target of stimulating the development of sustainable media sector that will play an important role in the democratic transformation of the society.**

Proposed Policy Objectives	Related Indicators	Sources or Means of Information	Institution in Charge
<b><i>Policy priority No 1: Coherent legal and regulative framework promoting freedom of expression, human rights and democratic values, in accordance with EU standards and applicable to off and online media</i></b>			
Objective 1.1: Coherent legal framework is established in accordance with EU standards and applicable to off and online media.	<p>Increased consistency of media regulation with the EU regulatory framework</p> <p>Increased number of tools and bodies which guarantee the concrete application of this right</p>	<p>Any law or policy on right to free expression that accords with international standards and accepted international practice</p> <p>Reports from credible agencies about freedom of expression</p> <p>Reports in national media about freedom of expression issues</p> <p>Legal cases concerning freedom of expression</p> <p>Evidence of an independent and functioning judicial system with clear rights of appeal</p>	Ministry of Culture, Media and Information society
Objective 1.2: Regulatory authorities are independent and efficient	<p>Increased independence of the regulatory system guaranteed by law and respected in practice</p> <p>Increased number of legal guarantees of the independence of the regulatory body</p> <p>Increased number of members of the regulatory body chosen through a transparent and democratic process designed to minimise the risk of partisan or commercial influence.</p>	<p>Any relevant law on the role, membership and funding of the regulatory authority</p> <p>Number of official complains about the activities and decisions of the regulatory authorities</p> <p>Reports from credible agencies about the effective institutional autonomy of the regulatory body</p>	Ministry of Culture, Media and Information society
Objective 1.3: Editorial policy independence is guaranteed	Increased editorial independence guaranteed in law and respected in	Any law or policy on editorial independence that accords with international standards	Ministry of Culture, Media and Information society

	<p>practice</p> <p>Decreased number of broadcasters required to allocate broadcasting time to, or carry specific broadcasts on behalf of the government</p> <p>Decreased number of government, regulatory bodies or commercial interests which influence, or seek to influence, editorial content of broadcasters or press</p> <p>Elimination of law which allows state actors to seize control of broadcasters in an emergency</p>	<p>Evidence of interference in editorial decision making by state or private actors</p> <p>Reports by credible agencies about editorial independence issues</p>	
<b><i>Policy priority No 2: The role of the state in the media sector is restricted and transparent</i></b>			
Objective 2.1: State ownership in the media is allowed only if it does not interfere free and fair market competition and conditions for media business development in a non-discriminatory manner are created, preventing monopolies and promoting pluralism	<p>Increased number of positive measures taken by State to promote pluralist media</p> <p>Increased effectiveness of the regulations to prevent undue ownership concentration and promote plurality</p> <p>Increased transparency and disclosure provisions for media companies with regard to ownership, investment and revenue sources</p> <p>Increased number of operations where plurality is threatened or where unacceptable levels of ownership concentration are reached</p>	<p>Independent government agency actively monitors and evaluates the consequences of media concentration</p> <p>Reports by credible agencies about State ownership in the media</p>	Ministry of Culture, Media and Information society
Objective 2.2: State aid to media is neutral and transparent	<p>Decreased State's discrimination through the advertising policy</p> <p>Increased number of State's advertising in a fair, transparent and non-discriminatory manner</p>	Reports by credible agencies about State's neutrality and transparency	Ministry of Culture, Media and Information society

	<p>Increased number of public service broadcasters which are subject to fair competition rules in respect of advertising they carry</p> <p>Introduction of the Codes of conduct or other guidelines for the allocation of state-funded advertising implementation</p>		
<b>Policy priority No 3: Media pluralism and diversity is increased</b>			
Objective 3.1: Financial stability and editorial independence of public service broadcasting is secured.	<p>Increased financial and editorial independence of PSB guaranteed in law and respected in practice</p> <p>Decreased number of cases where the PBS is required to allocate broadcasting time to, or carry specific broadcasts on behalf of the government</p> <p>Decreased number of attempts by government, regulatory bodies or commercial interests to influence, or seek to influence, editorial content of PSB</p> <p>Elimination of law which allows state actors to seize control of PSB in an emergency</p>	<p>Evidence of financial situation at the PSB</p> <p>Evidence of interference in editorial decision making by state or private actors</p> <p>Reports by credible agencies about editorial independence issues</p>	Ministry of Culture, Media and Information society
Objective 3.2: Conditions for media business development in a non-discriminatory manner are created, preventing monopolies, promoting pluralism and including community media	<p>The number of media – public, private and community-based which serve the needs of all groups in society</p> <p>Increased number of media which use language/s which reflect the linguistic diversity of the target area</p> <p>Increased number of media use language/s relied upon by marginalised</p>	<p>Proportion of content on public broadcaster aimed at minority language or marginalised groups</p> <p>Number and estimated reach of community media outlets serving minority language or marginalised groups</p> <p>Independent monitoring of the media by credible agencies, including content</p>	Ministry of Culture, Media and Information society

	<p>groups</p> <p>Increased number of community media (print or broadcast) produced for specific groups e.g. ethnic minorities, refugees</p> <p>Increased number of public media which in practice represent the views of the entire political spectrum and social interests, including the weakest sections of society</p> <p>Increased women's and marginalised groups accessibility to information presented by the media</p>	analysis of diversity	
Objective 3.3: Diversity of content is stimulated by specific funds	<p>Introduction of public funds to stimulate production of diversified content</p> <p>Introduction of a law or national policy (document) that regulates state support of production of diversity media content, project support and co-financing of EU funded projects.</p> <p>Increased number of clearly planned public support for diversity content production within the state budget.</p> <p>Establishment of clear procedures for media organizations' participation in all phases of the public funding cycle.</p>	<p>Available public funding responds to the needs of the media sector.</p> <p>There are government bodies with a clear mandate for distribution and/or monitoring of the distribution of state funding.</p> <p>Funding is predictable, not cut drastically from one year to another; and the amount in the budget is easy to identify.</p> <p>Media organizations' participation in the public funding cycle is transparent and meaningful.</p>	Ministry of Culture, Media and Information society
<b>Policy priority No 4: Professional capacities of journalists are increased</b>			
Objective 4.1: Labour and social rights of journalists are protected	<p>Increased capacity of trade unions and professional associations to provide advocacy on behalf of the profession</p> <p>Trade unions fully recognized as</p>	<p>Evidence of journalism associations providing advocacy on behalf of the profession</p> <p>Evidence of trade union advocacy on</p>	Confederation of Autonomous Trade Unions of Serbia

	<p>negotiating partners by employers' groups, both on labour and professional issues</p> <p>Increased number of professional journalism associations (specialist networks, press clubs etc) which actively debate media ethics and standards</p> <p>Number of cases in which freedom of expression is actively defended by employers' associations in accordance with their own standards</p> <p>Increased number of cases in which trade unions and professional associations disseminate codes of ethics and actively defend freedom of expression</p> <p>Increased number of cases in which trade unions defend the interests of women media professionals</p>	<p>issues of media policy, freedom of expression</p>	
<p>Objective 4.2: Self-regulation mechanisms and practices are established in order to promote high professional standards</p>	<p>Increased number of self-regulation mechanisms and practices established in order to promote high professional standards</p> <p>Increased number of media organisations which have clear codes of ethics, and sound editorial guidelines</p> <p>Increased number of debates of codes' reviews among journalists</p> <p>Establishment at the industry level of systems for hearing public complaints about alleged violations of ethical standards</p> <p>Increased independence of self-regulatory bodies and news ombudsmen</p>	<p>Evidence of activity by independent press council or journalist association</p> <p>Codes of ethics and evidence of their active use and dissemination by independent press councils and journalists associations</p> <p>Number of public complaints about media conduct and evidence of media responsiveness</p>	<p>Ministry of Culture, Media and Information society</p>



	from government and commercial interests		
<b>Policy priority No 5: Digital environment is developed and its benefits distributed across the society</b>			
Objective 5.1: Transition from analogue to digital broadcasting is completed  The development of the digital environment	Percentage of coverage of Serbia by digital TV signal  Percentage of Internet users	Government actively monitors and evaluates the process of digitalisation and the respect for deadlines	Ministry of Telecommunications and Information Society
Objective 5.2: Regulation of digital media is in tune with EU standards	Percentage of digital media regulations in tune with EU standards  Number of measures established to provide the principles of transparency, non-discrimination, market equality and technical neutrality	Government actively searches for the EU standards	Ministry of Telecommunications and Information Society
Objective 5.3: Program Content comprises different types of multimedia contents (audio, video, text, interactive services, and combination of these) available in the digital surroundings	Number of measures established to provide easy access to all information platforms  Number of measures established to ensure the rights of citizens to information regardless their political, social or cultural background	Independent monitoring of the media by credible agencies, including content analysis	Ministry of Culture, Media and Information society

### 5.3 Proposed Policy Objectives and Indicators for Culture Field

As already underlined above, the Ministry in charge of culture has been currently preparing the draft strategy for the development of culture in the Republic of Serbia for the 2013 – 2023 period. The corresponding skeleton draft<sup>97</sup> is not formally available and cannot therefore be either made use of as a tentative framework for the proposal of any policy objectives, or commented hereby.

On the other hand, the current NAD 2011 – 2013 Priority (Sector Priority 3) for Culture sub-sector is formulated as follows: *"Development of a system which respects right to culture, equality of all cultures on the territory of the Republic of Serbia and sustainability of cultural identity and of cultural diversity"*.

This Priority comprises three following NAD Measures:

- Establishment of new standards in the field of cultural policies and in development of the culture system (Measure 3.1);
- Safeguard of cultural heritage and cultural diversity and development of creativity in all art branches, and
- Enabling balanced cultural development on the whole territory of the Republic of Serbia.

There are four proposed policy objectives for the sub-sector of Culture, defined on the basis of the sub-sector appraisal in this evaluation, listed in the table below. These proposed policy objectives focus respectively on the following key domains:

- *Consensual national strategy for culture*
- *More proactive State role in support of inter-cultural understanding*
- *Policy of cultural heritage safeguard and valorization for economic development*
- *More tangible support to contemporary cultural and artistic creation*

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<sup>97</sup> "Strategija razvoja kulture u Republici Srbiji 2013 – 2023" (okvirna skica), Belgrade, January 2013

### Proposed Policy Objectives and Indicators for Culture Field

Proposed Policy Objective	Proposed Related Indicators	Means or Source of Verification	Institution in Charge
Set up and implement a widely accepted national culture strategy which will fully take into consideration and respect the cultural identities and diversity in the country	<ul style="list-style-type: none"> <li>• Formal adoption of the national culture strategy;</li> <li>• Formal adoption of the needed secondary legislation and by-laws for the implementation of the strategy;</li> </ul>	<ul style="list-style-type: none"> <li>• Official publication of the national culture strategy after its adoption;</li> <li>• Official publication of all needed secondary legislation and by-laws;</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Culture</li> <li>• Other key stakeholders within the formal consultation for the Strategy preparation and adoption</li> </ul>
Promote and support the leading role of the State in the support to essential elements of social cohesion and of inter-cultural understanding, including proactive cooperation on these questions in the close regional environment (West Balkans)	<ul style="list-style-type: none"> <li>• Increase of the number of State-led initiatives for reinforcement of inter-cultural understanding in the country;</li> <li>• Increase of the number of State-led initiatives and of the effective degree of State's participation (institutional and financial support) in the regional cooperation on the issues of inter-cultural understanding and cohesion;</li> </ul>	<ul style="list-style-type: none"> <li>• Official State reporting;</li> <li>• Media reports;</li> <li>• CS reporting;</li> <li>• Evaluation &amp; monitoring reporting (for projects cofounded by international community);</li> <li>• Reporting on the regional level;</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Culture</li> <li>• CS networks and organizations involved</li> <li>• Regional culture cooperation community in the West Balkans</li> </ul>
Develop and support policies and programmes for protection and valorization of cultural and historical heritage as vector for local and regional development	<ul style="list-style-type: none"> <li>• Increase in the number of State-led initiatives for safeguard and valorization of heritage as economic development driver;</li> <li>• Increased number of heritage sites of international, regional and national value subjects to</li> </ul>	<ul style="list-style-type: none"> <li>• Official State reporting;</li> <li>• Official statistics including financial support;</li> <li>• Media reports</li> <li>• Reporting from local and regional stakeholders;</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of culture (including its specialized departments and centres located regionally);</li> <li>• Concerned regional (regional development agencies, etc) and local (municipalities)</li> </ul>

	<p>integrated programmes of safeguard and valorization for economic development;</p> <ul style="list-style-type: none"> <li>• Increased (deeper) involvement and participation of regional (regional development agencies etc) and local (municipalities) stakeholders in planning and implementing programmes for local &amp; regional development based on heritage safeguard and valorization;</li> <li>• Increased effective participation of private partners in such programmes (innovative PPP and sponsorship concepts);</li> </ul>		<p>stakeholders;</p> <ul style="list-style-type: none"> <li>• Concerned local and regional civil society stakeholders;</li> <li>• Potential private partners (PPP, sponsorship etc);</li> </ul>
<p>Provide tangible State support to and encourage contemporary cultural and artistic creation in all fields and to much more proactive participation of Serbian actors in the EC Community programmes</p>	<ul style="list-style-type: none"> <li>• More sustainable, wider and deeper State support to contemporary cultural and artistic creation;</li> <li>• Increased number of regular and ad hoc programmes in support of this creation, co-financed by the State;</li> <li>• Increased number of Serbian participants in the EC community programmes related to culture and in particular in the “Culture &amp; Media” programme;</li> </ul>	<ul style="list-style-type: none"> <li>• Official statistics, including relevant formal data on State financial support;</li> <li>• Formal State reporting</li> <li>• Media reports</li> <li>• Feedback from the community of contemporary cultural and artistic field;</li> <li>• EC Community Programmes’ statistics and reporting;</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Culture</li> <li>• Cultural and artistic networks and associations;</li> <li>• EC Community Programme implementing agency;</li> </ul>

# ANNEXES

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## Annex 1 – Terms of Reference

LOT No : 9 Culture, Education, Employment and Social  
FRAMEWORK CONTRACT  
Request 2012/306261-Version 1

### **Technical Assistance for Evaluation of Sector of Civil Society Organizations (CSO), Media and Culture Implemented and Financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia**

#### **1. BACKGROUND**

##### **1.1 Contracting Authority**

The contracting authority is the Delegation of the European Union in the Republic of Serbia (EUD) on behalf of the EU Commission.

##### **1.2 Relevant country background**

1.2.1 According to the EC Analytical report 2011 for Serbia “Further efforts are needed in order to make effective use of the regulatory impact assessment and improve public consultation in the legislative process, particularly with regard to civil society”<sup>98</sup>. The report highlights that “civil society organizations are well developed and play an important role in the social, economic and political life of Serbia. However, cooperation between state bodies and civil society organizations needs to be improved. Threats, verbal abuse and even physical attacks against NGO activists dealing with war crimes and other sensitive topics need to be addressed”.

Serbian civil society encompasses a broad range of organisations including trade unions, professional and business associations, advocacy and service delivery CSOs, professional and interest groups and the media. Registration of civil society organizations in line with the new Law on Civic Associations was finished in the August 2011 and 10.549 associations’ has been re-registered and 4.317 new Associations register. The new Law on Civic Associations adopted in 2009 clarifies the legal status of CSOs, but there remain a number of legal constraints to Serbian civil society. The existing legal framework continues to affect the financing of civil society in Serbia. Current tax law does not distinguish between CSOs and private sector organizations, making CSOs liable to pay the same corporate and VAT taxes as for-profit businesses. In addition, the law does not provide incentives for individual donations to CSOs. The consistent and effective implementation of existing laws remains a significant challenge. Serbian civil society remains dependent on external donor funding, faces difficulties in raising funds from domestic sources and lacks consistent and coherent financial support from government.

Since the beginning of the democratic reforms in Serbia, there were sporadic cases of bilateral cooperation between the line ministries and other Governmental institutions and civil society organizations: Memorandum of Understanding signed in the process of European Integration between the Serbian European Integration Office and civil society organizations; same model was used as mechanism of communication and cooperation between more than 100 NGOs and Ministry of Human and Minority Rights; Civil Society Focal Points were created during the Poverty Reduction Strategy implementation process, which gathered at the end more than 650 NGOs and social partners. Inclusion of various CSOs and other partners in the process of defining priorities and programming IPA funds was the second crucial point in this process of systematic creation of institutional dialogue between the Government of Serbia and CSOs (mechanism of cooperation between Ministry of Finance, Sector for EU funds and Development Assistance<sup>99</sup> and civil society organizations). At local level, both the mechanisms for cooperation with CSO and practice remain poor. However, in some municipalities there are units or responsible persons for cooperation with CSOs, such as Youth Councils and 114 Youth Offices, which were set up in municipalities or regions in Serbia with the support of the Ministry of Youth and Sports.

SECO mechanisms (Sector Civil Society Organisations) which represents civil society organisations consortium developed for each of the Needs Assessment Document 2011-2013 sectors. During 2011 and 2012, SECOs as representatives of their associated networks participated in programming of IPA and other development assistance by taking part in sectoral working group meetings composed of line ministries and other state bodies

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<sup>98</sup> Analytical Report Commission Opinion on Serbia's application for membership of the European Union, *Political Criteria- The Executive*

<sup>99</sup> As of July 2010 Sector for EU funds and Development Assistance has been transferred to SEIO as Sector for planning, programming, monitoring and reporting on EU funds and development aid

by providing comments on draft fiches and draft operational programmes. Line ministries in cooperation with SEIO completed the consultation process by providing feedback on those comments.

1.2.2 Current position and situation within media is recognized in the relevant EU documents as follows: the *Multi-annual Indicative Planning Document (MIPD 2011-2013)* refers to the media as a cross-cutting issue that contributes to the overall democratisation of Serbia, and may include intervention such as support to freedom of expression, media professionalism, the *Annual Progress Report 2011 (EC opinion on Serbia's application for membership, COM (2011) 668)* stipulates, under political Criteria (p. 8) that "*The newly adopted media strategy aims at substantially clarifying the legal and market environment in which media outlets are operating.*" In addition, Chapter 3 (Ability to assume the obligation of membership), states (p. 11): "*Further adjustments of the legal and institutional framework, in particular strengthening of administrative and implementation capacity are needed*". The big step towards in this process is adoption of the "Strategy for Public Information System Development in the Republic of Serbia by 2016" (The Media Strategy) in November 2011. Strategy aim is to define most important development directions for public information system in the Republic of Serbia and for parts of this system, in order that the development of media freedom and media market may contribute to further strengthening of the democratic relations in the society. Enhancement of the public information system implies as well harmonization of the legal framework and practice with international and European regulatory framework and experience, state obligation to respect and apply them, as well as the strengthening of capacities of all participants in the public information process to work in the public interest, for the welfare of citizens and all social groups.

Due to the economic crisis, media are struggling to survive with limited capacities and resources producing programmes of poor quality. It is in public interest and of special importance to enhance media and journalist professionalism, professional advance training of journalists and editors, to spur journalism autonomy and self-regulation in the media, enhance media literacy and researches in the media sphere. An important document which will be provided to the consultant during Inception Phase is the Report on pressures and control of Media in Serbia which was issued by the Serbian Anti-Corruption Council.

The Ministry of Culture and Information is responsible institution for the development in the area of culture and media part of the sector.

1.2.3 The strategic framework related to cultural rights is covered by the current Law on Culture. The National Council for culture has been established which was one of the preconditions for the successful enforcement of the Law. The National council for culture has a role of providing permanent support from experts in preserving, developing and expanding culture. In the relation to cultural rights, the Ministry has been working on the first draft of the Law on Archive documentation and Archive sector. In the past period the Parliament has adopted the following Laws: the Law on old and rare library materials, the Law on legal deposit, the Law on librarian-information activity etc. Serbia has been actively participating in the EU Programme Culture and realized a lot of projects in the area of culture as well as in the area of literally translation projects.

Ministry of Culture and Information appointed two working groups for drafting of the new Law on Public Information and Law on Public Service Broadcasters. The drafts of the Public Information Law and Law on Public Service Broadcasters have been finalised and remain to be adopted. The EU stands ready to further support the implementation of the media strategy and the additional legislative work required in this field; we have in fact already programmed financial assistance for that purpose. EU is primarily interested in the plans related to the state funding of Tanjug news agency, since the current model of funding appears not to be compatible with State Aid rules. Similarly direct budgetary support to municipally owned media across Serbia should not have continued after 1 January 2012. These elements are defined in point 10 of the Action Plan for which Ministry of Information and Culture is responsible for.

### **1.3 Current state of affairs in the relevant sector**

#### **EU and donor assistance to Serbia in the field of Civil Society Organizations (list not exhaustive):**

##### **IPA 2011 Civil Society Facility National Programme initiative: €3 million**

The programme is to be implemented through a Call for Proposals which was published on 03 April 2012 and Technical Assistance which was published on 17 May 2012:

##### **IPA 2011 Civil Society Facility Serbia Programme: €1.8 million**

The specific objectives of the Call for Proposals are:

- Strengthening CSOs capacities to participate in decision-making processes, and to monitor and evaluate the implementation of policies, strategies and laws
- Enhance civic and capacity-building initiatives to enforce the role of civil society at national and grass-root level.



***IPA 2011 Technical Assistance to the Government office for cooperation with Civil Society: €1.2 million***

The overall objective is to contribute to anchoring democratic values and structures, human rights, social inclusion and the rule of law, thereby supporting the EU integration process.

The expected results are:

- Enhanced development of civil society and a partnership with the Government
- Sustainable institutional capacity of the Office is ensured fulfilling its mandate to strengthen the dialogue between the Government of Serbia and civil society organizations (CSOs) and to support the more prominent role of the civil society in the process of building democratic institutions and society as a whole
- A maximum impact and visibility is achieved through the CSF grant scheme implemented by EU Delegation

***IPA 2009/2010 Support to Civil Society: €4 million***

The project has been implemented through a Call for Proposals which was published on 10 December 2010. 43 grants were signed in June 2011 with the following priorities:

***Priority IPA 2009 (€2,000,000)***

- To strengthen dialogue between CSOs in Serbia and the EU.
- To build social cohesion and contribute to overcoming discrimination in Serbia by promoting tolerance and cultural diversity.
- To enhance cooperation between public institutions and civil society in Serbia

***Priorities IPA 2010 (€2,000,000)***

- To contribute to socioeconomic development in Serbia by building human resources capacity and strengthening partnerships within the triangle of public, private and civil society actors.
  - To support decentralization and active participation of civil society in the development, implementation and monitoring of policies and EU standards at the local level.
- Grants awarded under these programmes will be between EUR 50,000 and EUR 150,000 with a maximum duration of 12 months.

In addition, technical assistance is provided through the implementation of the programme. The total value is €0.5 million and the contract with GOPA was signed in October 2010. The consultant prepared the needs assessment in the fields related to the IPA 2009 and 2010 priorities. On the basis of the results of the assessment, the consultant designed a Call for Proposal, which was published on 10 December 2010.

***IPA 2007/2008 Strengthening Serbia- EU Civil Society Dialogue: €4 million***

The project's aim was to strengthen the capacity of CSOs and raising awareness on the role of civil society in political processes, to facilitate networking and partnerships building between CSOs and to increase knowledge on EU integration, its policies and institutions.

The project was implemented through a Call for Proposals. A Fund of approximately € 3, 5 million was available for grants to civil society organisations with the following priorities:

***Priority IPA 2007 (€1,500,000)***

- Support cooperation between professional organisations in Serbia and the EU in strengthening contacts and mutual exchange of experience between business community, professional organisations and social partners

***Priorities IPA 2008 (€2,000,000)***

- Improve capacity of civil society organizations in formulation public policy, policy analysis and advocacy
- Enhance new partnerships and networks between civil society organizations in Serbia and EU member states

Grants awarded under these programmes are between EUR 50,000 and EUR 150,000 with a maximum duration of 12 months. 32 contracts were signed in June 2010.

**USAID Civil Society Advocacy initiative** - Project is a seven year, 27.5 million dollars project supporting Serbian Civil Society ability to influence public policy, serve as government watchdog and conduct sustain advocacy campaign on a wide variety of key reform issues. The project nurtures a healthy and vibrant civil society by supporting the sector's capacity to advocate at local and national levels. Initiatives help build a legal and regulatory environment that fosters the long term financial and operational sustainability of civil society organizations (CSO). Some of the results that will be achieved with this project are the following: trained more than 1320 activities and leaders from 239 CSOs in principles of advocacy and effective citizen, provided legal and policy reforms, supported numerous issues based at advocacy campaigns and initiatives on social and economic rights, government accountability as well as environment.

**EU and donor assistance to Serbia in the field of Media (list not exhaustive):**

**IPA 2008 Support for media capacity in the area of EU Integration**  
**EU funding: €3 million**

The aim of the project is to strengthen media capacities for improving public information about all aspects of EU integration, by capacity building and by support to media production. The project includes the following components

- Capacity building component - €1,2 million
- Support to media production- European Integration Media Fund- €1,8 million

**IPA 2010 Assistance to the digital broadcasting switchover in Serbia**  
**EU contribution: 10.500.000 EUR**

**Project purpose:**

Introducing European digital television standards in Serbia

The relevant Ministry has set up as a medium term priority to implement the Strategy of transition from analogue to digital broadcasting of radio and television programme.

In the field of audiovisual policy it is necessary that Serbia provides a full application of the laws harmonised with the *acquis communautaire* and finish transition from analogue to digital system of broadcasting. The Recommendation of European Commission to Member States COM (2005) 204 suggested that the analogue switch-off and switchover to digital broadcasting should be at the beginning of 2012.

Activities:

COMPONENT I: INSTITUTIONAL AND LEGAL FRAMEWORK FOR THE SWITCHING TO DIGITAL TV BROADCASTING IN SERBIA

COMPONENT II: IMPROVEMENT OF THE TECHNICAL CONDITIONS FOR DIGITAL BROADCASTING

1. Instalment, testing and deploy of the digital broadcasting equipment
2. Training of the relevant technical personnel in the Public Utility Company ETV.

**USAID's Serbia Media Assistance Program (SMAP)** is a four-year, \$8.8-million activity ending in 2012. The program builds upon USAID's previous media work, which is providing support for the transition of Serbia's media into a legally sound, economically viable sector that provides professional and independent news and information to citizens throughout Serbia. Duration: 2008-2012.

**EU and donor assistance to Serbia in the field of Culture (list not exhaustive):**

The EU attaches great importance to promoting European culture, both in Europe and around the world. EU Culture programme offers wide possibilities for cultural institutions and artists from many different countries to co-operate together and promote Europe in its best light. Serbia is actively participating in this programme.

Since 2003, the Council of Europe and the European Commission have been successfully implementing a joint action called "the Integrated Rehabilitation Project Plan / Survey of the Architectural and Archaeological Heritage (IRPP/SAAH) in the countries of South-East Europe". In this context, a Priority Intervention List (PIL) has been successfully established, which elaborates an innovative project management methodology. Among the PILs, 26 "Consolidated Projects" have been selected by national authorities after taking into consideration the quality of the rehabilitation process carried out so far, their symbolic, historical and cultural value, and the economic potential of the project. These achievements pave the way for the project's partners to progress towards a new phase.

The European Commission is building on its involvement in this sector so far, which has amounted in the period 2003 to 2008 to over € 1 million through the EU *Culture Programme*, and over €14 million through the Enlargement process. As part of its enlargement policy, the Commission has pledged an additional funding

contribution for the restoration of one consolidated cultural heritage project in each country of the Western Balkans. As a result the European Parliament has decided this year to allocate additional sum of €3 million. One of the projects which will benefit from this new funding is Senjski Rudnik.

### **Pilot project Senjski Rudnik**

The aim of the project is to rehabilitate an old industrial centre and a coal mine into a regional industrial heritage centre and in this way to contribute to sustainable tourism and development. Restructuring will have positive consequences to employment and revitalizing and fight against depopulation. It is intended to be the first step in reaffirmation of potentials of this part of Serbia and connect it with European regions sharing similar problems.

Senjski Rudnik, is a birthplace of the industrialization of Serbia. Established in 1853, Serbia's oldest coal mine of modern times, complete with shafts, workshops and administrative buildings is part of an urban ensemble which also includes houses, a school, a house of culture, a railway station, a church, museum and a hospital, many of which are still in use. This is a typical industrial community of the 19th-20th centuries, now in economic and physical decline, in need of new sources of income and employment. The mine is still in operation but it is estimated that coal reserves will run in five to seven years with a consequent risk of depopulation.

The historical significance of the mine is considerable since it is the oldest preserved industrial area in Serbia and in the period from the building of the railway in 1892 until 1941 it was one of the most prosperous industrial regions in the country.

Activities planned under EC funding:

Activity 1 – Restoration of the buildings of Aleksandar's shaft

Activity 2 - Capacity building and professional guidance

Activity 3. Establishment of a Regional-Heritage Centre

Activity 4. Awareness and promotion

### **Swiss cultural Programme - 2007**

The Swiss culture programme is realized by the Arts Council of Switzerland Pro Helvetia under a mandate of SDC (Swiss Agency for Development and Cooperation). The Swiss culture programme in Serbia (and Montenegro) was initiated in 2000 and a local office was opened in Belgrade in October 2002

In Serbia, main activities of the Swiss culture programme are small actions and cooperation projects, open to all representatives of culture and arts in the country. The Swiss Cultural Programme objective is to support the development of the diversity of cultural institutions and initiatives in the host countries.

The same initiative was realized in the year 2008, too as **Swiss Cultural Programme – 2008**.

## **2. DESCRIPTION OF THE ASSIGNMENT**

This framework contract is intended to assist the Government of Serbia to perform an assessment/evaluation of the ODA (Official Development Assistance) as defined by the OECD/ DAC within the **Civil Society Organizations (CSO), Media and Culture** Sector for period 2007-2011, meaning projects implemented and financed by IPA Programme, bilateral donors in Serbia and concessional loans with grant element of at least 25%.

The main stakeholders of the evaluation are:

- EU Delegation in Belgrade
- The Government of Serbia represented by Serbian European Integration Office (SEIO), Ministry for Internal and External Trade and Telecommunication, Ministry of Culture and Information and Government Office for Cooperation with Civil Society.
- Other Donors and IFIs.

The role of the Evaluation Expert(s) will be to design and carry out the entire process of evaluation, ensuring that the stakeholders benefit fully from the learning and experience of the evaluation process. The Evaluation Expert(s) will be responsible for smooth and effective functioning of the process and for completing the Final Evaluation Report in accordance with guidelines and general format agreed during the Inception Phase.

### **Scope of the Evaluation, Methodology and Plan of Work**

The evaluation team will review, analyze and provide conclusions/recommendations on the following:

- The extent to which the project design and the activities implemented to date are contributing to the stated objectives;

- The likely effectiveness of the project approach in achieving stated objectives;
- Assessment of external factors affecting the project, and the extent to which the projects have been able to adapt and/or mitigate the effects of such factors;
- The approach to project management, including the role of stakeholders in the steering committee and coordination with other projects in the same sector.

Given the time constraints and large amount of work as well as geographical area that need to be covered the evaluation will be based upon review of documentation and discussion with staff and other key stakeholders, complemented with field visits to a selected number of projects sites. It is proposed that the work plan should be as follows although at this stage, dates are indicative subject of confirmation during the Inception Phase :

Indicative start of the project	03 December 2012
Submission of the Draft Evaluation Report	11 February 2012
Submission of the Final Evaluation Report	04 March 2013

## **2.1 Global objective**

To maximise impact of financial assistance in the sector of **Civil Society Organizations (CSO), Media and Culture** in Serbia from the EU and other donors.

## **2.2 Specific objectives**

The specific objectives of this evaluation are to:

1. Map and assess the impact, effectiveness, efficiency, relevance and sustainability of ODA interventions in the sector **Civil Society Organizations (CSO), Media and Culture** including mapping and reporting on the participation of Serbia in relevant to the specific sector European Union programmes, as Culture and Europe for Citizens.
2. Provide lessons learned and recommendations for decision-making on improvements of future financial assistance where relevant.
3. Propose measurable policy objectives not included in the NAD and related measurable indicators for further assistance

## **2.3 Requested services including proposed methodology**

With regard to specific objective 1, the evaluation will cover EU financial assistance provided to Serbia under IPA and other development assistance provided by other partners. The evaluators will focus particularly on effectiveness, impact and sustainability of financial assistance during period 2007-2011. Evaluation will take into account document that has been initiated by the SEIO "Evaluation of effectiveness and efficiency of development assistance to the Republic of Serbia per sector" which will include all eight (8) sectors according to the relevant Needs Assessment issued by the Serbian authorities.

With regard to specific objectives 2, the evaluators will focus on support provided by the EU in order to gain a full understanding of EU and other donors' interventions, and particularly where and why they have worked well, and where and why they have worked less well. On that basis, the evaluation will provide relevant recommendations to improve the design, programming and implementation of EU interventions, with the view to improving their relevance, efficiency, effectiveness, impact, visibility and sustainability. In addition the evaluators will provide with an assessment for future needs in this sector for the next programming period 2014-2020. The project will focus at the contract and project level.

A two pages methodology must be included in the offer.

### **2.3.1 Evaluation questions**

The evaluation will include a focus on the following questions categorised on the basis of objectives  
Impact effectiveness, efficiency, relevance and sustainability of IPA and other donors funded interventions:

- What is the full mapping of EU and other donors' support in the sector
- How effectively had priorities/needs of Serbia been translated into programming of assistance based on the priorities identified in country strategy and programming documents?
- To what extent had financial assistance been effective in achieving results?

- Had the immediate and intermediate results delivered by the evaluated assistance translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/priorities linked to reconstruction and reconciliation? Can impacts be sufficiently identified /quantified?
- Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?
- What was the impact of this assistance? Were there any additional impacts? (negative or positive)
- Were the identified impacts sustainable?
- Were there any elements which could hamper the impact and/or sustainability of assistance?
- To what extent the donors' chosen implementation modalities relevant and efficient?
- How well were the selected contracts linked to other related contracts?
- To what extent the support provided by the EC instruments coherent and complementary?
- Have been indicators established and if yes are they measurable? If no what better indicators can be proposed?
- Are the indicators in line with the overarching strategies and policy priorities?
- Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?
- Was the institutional framework adequate to deliver programmes in a sustainable manner?
- Has the EU assistance achieved maximum visibility?

Lesson learnt and recommendations to an extent relevant and applicable:

- Which lessons can be learned from the implementation of assistance?
- Which had been the weaknesses and strengths of assistance?
- Could financial assistance have been better coordinated/ aligned with reforms to improve effectiveness, impact and sustainability?
- Which type of assistance and reforms achieved the most sustainable results under provided assistance and the reasons behind that?
- What are the needs of the sectors not covered so far by the assistance?
- What are the potential future needs that need to be addressed by the new financial perspective 2014-2020?

Sector Specific issues that needs to be taken into consideration during the evaluation ( list non exhaustive):

- Which sustainable impact has EU/donor support made on CS development and how can this be measured (number of registered/active NGOs in Serbia)
- Which impact has EU/donor support made on empowering civil society and on them becoming proactive.
- Which impact has EU/donor support made on independence of the media and have we managed to foster investigative journalism
- how well coordinated have different CS support schemes been (CSF, EIDHR, Progres, CBC...). Are they complementary or overlapping, what can be improved to increase focus?
- What is the impact of the IPA support to specific Union Programmes and how it can be measured?
- In how far does Serbia benefit from the participation of the specific EU Programmes?

The final version of the Evaluation questions will be agreed with the EUD and SEIO at the end of the inception phase.

For each evaluation question there should be at least one appropriate judgement criterion, and for each such criterion the appropriate quantitative and qualitative indicators should be identified and specified. This, in turn, will determine the appropriate scope and methods of data collection. Besides specific answers, the evaluation questions should also lead the evaluators to produce an overall assessment of the Donors support in Serbia in the specific sector.

### **2.3.2 Suggested Methodology**

DG ELARG's Evaluation guide (to be provided during inception phase) and DG Budget's guide "Evaluating EU activities – a practical guide for the Commission Services" provide guidance on good practices concerning conducting an evaluation (to be provided during inception phase).

In general, the evaluation should follow the steps described below:

1) Desk Phase

- Collection and analysis of relevant documentation;
- Completion of the evaluation approach and methodology;

- Establish a list of contacts and sources of data for the field phase;
- Conduct preliminary interviews with the EU Delegation and SEIO;
- Prepare and submit a draft inception report, which:
  - summarises the objectives, scope and outputs of the evaluation;
  - provides the final draft of the evaluation questions;
  - describes the methodological approach, including the judgement criteria;
  - presents a work plan for the field and reporting phases.

The draft inception report will be sent to the SEIO and EUD for comments and final endorsement. The Field Phase will not start until the proposed approach has been approved by the SEIO and EUD.

## 2) Field Phase

In this phase, the team will work in the region, and (non-exhaustive list of actions):

- Conduct interviews with selected stakeholders (EU Delegation, SEIO, governmental and non-governmental beneficiary institutions) according to the work plan.
- Collect and/or generate data, as agreed in the assessment methodology.
- At the end of the field work, a de-briefing meeting will be organized to present preliminary findings, conclusions and recommendations stemming from the field and desk phase.

## 3) Synthesis Phase

This phase is mainly devoted to the preparation of the evaluation report based on the work done during the desk and field phases, and the outcomes of the briefing meetings held at the end of the field work.

The evaluator will make sure that his/her assessment is objective and balanced. The findings should be verifiable and substantiated, and should be presented with the recommendations following a logical cause-effect linkage. When formulating conclusions, the evaluator should describe the facts assessed, the judgement criteria applied, and how this led to the findings and recommendations.

Recommendations should address the weaknesses and strengths identified and reported. Recommendations should be operational and realistic, in the sense of providing clear, feasible and relevant input for decision making. They should not be general but should address the specific weaknesses identified, clearly indicating the measures to be undertaken and the addressee.

### **2.3.3 Quality control**

#### Internal quality control

The evaluator should ensure an internal quality control during the implementing and reporting phase of the evaluation. The quality control should ensure that the draft report complies with the requirements in the methodology section above before its submission to the SEIO and EUD.

#### Quality control by Delegation and SEIO

For the purpose of this assignment existing Sector Working Group, which includes representatives of EUD, SEIO, line Ministries and donors active in this sector, will be used.

The reports shall undergo two external reviews: the first drafts shall be reviewed by the Donors Sector Working Group, which will assess whether the draft report meets the quality requirements as explained in the methodology section above. If these requirements are not met, the Working Group will ask the consultant to improve the draft report. Once the draft report is endorsed by the SEIO and EUD, SEIO and EUD will decide on further distribution of the report for comments.

The final (second) drafts shall be reviewed by the SEIO and EUD, taking account of the comments made by the different stakeholders and how the evaluators have handled these comments. Once this process is completed, the SEIO and EUD will endorse the final version of the report for distribution to stakeholders and later presentation by the evaluator to the members of the Working Group and other interested parties. For this purpose an event will be organized by the consultants to present the findings to the members of the working group and any other interested parties.

## **2.4. Expected results**

The outputs of the evaluation are:

(1) An Inception Report.

(2) An evaluation report. The evaluation report should specifically answer each of the evaluation questions agreed in the Inception phase, and meet all the specific objectives and requested services. The report will include: an executive summary, main section, conclusions and recommendations and annexes. The final outline of the report will be agreed during the inception phase. The draft and final report will be presented and discussed with the SEIO and EUD and after with the members of the sector working group.

(3) A Final project Report providing information on the activities performed.

The outputs of this evaluation will be presented in the English language.

## **2.5. Cross-cutting issues**

The documents to be developed are to appropriately mainstream the cross-cutting issues (regional and local development, gender, environment, minorities (with specific focus on Roma) and good governance).

## **3. EXPERTS PROFILE**

### **3.1 Number of requested experts as per category and number of working-days per expert**

The evaluation will be carried out by two independent consultants. Neither consultant should have participated substantively during ToR preparation and/or implementation and should have no conflict of interest with any proposed follow-up phases:

- One Senior Expert Team Leader/ Evaluator: 40 working days;
- One Junior Expert/ Evaluator: 30 working days.
- One Junior Expert/ Evaluator: 30 working days.

No	Experts	Category	Number of Working Days
1	Expert 1 – Team leader/ Evaluator	Senior	40
2	Expert 2 – Sector Expert	Junior	30
2	Expert 2 – Sector Expert	Junior	30
<b>TOTAL</b>			<b>100</b>

The Contractor shall ensure that all services will be provided and where necessary supplementary support/expertise will be provided through back-stopping and will be included in the fees of the experts.

Note: Evaluation grid for the evaluation of experts is annexed

### **Language Skills**

- Fluency in English, both written and spoken

### **Senior Expert 1 Team Leader/Evaluator : 40 working days**

#### **Qualifications and skills**

- A university degree in economics, business administration/management, public administration etc or equivalent professional experience for at least 20 years

#### **General professional experience**

- At least 10 years of professional experience

#### **Specific professional experience**

- At least 5 years' experience in performing evaluations and/or monitoring and drafting of evaluation reports.
- Experience in working in potential candidate countries / candidate countries; preferably in areas like Civil Society Development and/or media and/or Culture etc

### **Junior Expert 2 – Junior Expert/ Sector Expert: 30 working days**

#### **Qualifications and skills**

- A university degree in economics, business administration/management, public administration etc or equivalent professional experience for at least 10 years

General professional experience

- At least 3 years of professional experience

Specific professional experience

- At least 3 years' experience in implementation and /or monitoring and/ or evaluation of projects Civil Society Development and/or media and/or Culture etc
- Experience in working in Member states, potential candidate countries / candidate countries, in projects implemented under Grant Schemes

**Junior Expert 2** – Junior Expert/ Sector Expert: **30 working days**

Qualifications and skills

- A university degree in economics, business administration/management, public administration etc or equivalent professional experience for at least 10 years

General professional experience

- At least 3 years of professional experience

Specific professional experience

- At least 3 years' experience in implementation and /or monitoring and/ or evaluation of projects Civil Society Development and/or media and/or Culture etc
- Experience in working in Member states, potential candidate countries / candidate countries, in projects implemented under Grant Schemes

#### **4. LOCATION AND DURATION**

##### **4.1 Starting period**

The assignment will start after the signature of the Framework Contract. Tentative date: 03 December 2012.

##### **4.2 Foreseen finishing period or duration**

The estimated duration of the project is 3 calendar months after the signature of the Framework Contract.

##### **4.3 Planning**

The assignment will be organized over a total of 100 expert working days within maximum 3 missions per expert (to be confirmed during inception phase) indicatively distributed as follows:

ACTIVITY	EXPERT/DAYS
<b>Inception Phase/ briefing with ECD /Inception report</b>	<b>5</b>
<u>Implementation phase:</u>	
Full mapping of the assistance	15
Data collection, analysis and interviews, etc.	30
Development of Draft report, recommendations, indicators	30
Discussion with EUD, Line Ministries, SEIO, other donors etc.	10
<b><u>Total:</u></b>	<b>85</b>
<b>Final Reporting</b>	<b>5</b>
<b>Travel days (home – Belgrade– home)</b>	<b>5</b>
<b>TOTAL</b>	<b>100</b>

The inception phase foresees the inputs of 5 working days for the experts. During this period, in principle, only the Team Leader will be mobilized, he/she shall meet with the SEIO and EUD prepare the project plan of activities,



the logical framework methodology, resources allocation and report accordingly in the project Inception Report, which is due 3 days after the inception phase is over (see section 5).

The Implementation Phase will indicatively comprise 85 working days. The Team leader will have the responsibility of the assignment and managing the project as well as the drafting of the Reports both Evaluation and Project Reports .

In the course of the accomplishment of the required services, the Consultant shall maintain regular communication with the SEIO sector person and EUD Programme manager. The experts have to work in close cooperation with SEIO and EUD staff, which will be nominated as counterpart of this project.

#### **4.4 Location of assignment**

Experts should make their own arrangements for office space.

### **5. REPORTING**

#### **5.1 Content**

It is essential that the expert maintains close dialogue with the SEIO and EUD. The SEIO sector person and EUD Programme Manager must be kept informed of the project progress, through weekly meetings. Experts will prepare short minutes for each meeting.

The Consultant is to produce concise and clear Inception Report and other reports as foreseen under paragraph

2.4. *Expected results* and a Final Report. The Evaluation reports shall be drafted according the instructions from the SEIO and EUD. Team Leader retains responsibility for the quality and timely submission of the Reports. Apart from the Evaluation report ( draft and final), experts will also draft Inception and Final Report.

#### **5.2 Language and copies**

All reports shall be in written in English, and issued in two hard copies plus one electronic version (MS Word format).

All reports shall be submitted in the first instance to the SEIO and EUD, i.e. SEIO sector person who will be in charge of distributing it and proceed with the formal approval.

#### **5.3 Timing**

Time table for delivery of reports (indicative)

Report	Timing	Cleared by
Inception Report	8 days from start of the assignment (following section 4)	SEIO Sector Person EUD Programme Manager
Draft Evaluation Report	2 months after the start of the project	
Final Evaluation Report	3 weeks after the submission of the draft Evaluation report	SEIO Sector Person EUD Programme Manager
Final Project Report	Within 10 days upon completion of the assignment	SEIO Sector Person EUD Programme Manager

The SEIO and Contracting Authority may ask for additional reports/briefing notes during the time of the assignment.

### **6. ADMINISTRATIVE INFORMATION**

The Contractor shall ensure that expert is adequately supported and equipped with PCs and/or other office automation equipments and in particular it shall ensure that there is sufficient administrative and secretarial provision to enable experts to concentrate on their Projects responsibilities. The Contractor must also transfer

funds as necessary to support its activities under the contract and to ensure that its employees are paid regularly and in a timely fashion

Office-running related costs which may include office rent, communications (fax, telecommunications, mail, courier etc.), report production, secretariat assistance, backstopping from the HQ etc. are considered to be included within the fee rates of the experts. No costs of this nature may be charged in addition.

The Contractor will be responsible for the daily management of the Project, distribution of tasks and performance of activities. The Team Leader will act on behalf of the Contractor in front of the Contracting Authority and the Projects' beneficiaries.

The Programme Manager representing the Contracting Authority will deal with any issue that will arise on the daily management level, if the Contractor considers being necessary for the Contracting Authority to intervene.

#### **7. Other authorized items foreseen under 'Reimbursable'**

The Provision for reimbursable costs covers the eligible expenses incurred under this contract. It cannot be used for costs which should be covered by the Consultant as part of its fee rates, as defined above.

The amount to be budgeted under reimbursable expenses is approx. € 60.000. Eligible expenditures are: (i) per diems for the nights spent in the beneficiary country (ii) international travel (iii) local travel to visit projects (iv) organization of an event where final report will be presented ( max € 1.500) etc. No rent of offices is to be covered by the reimbursable.

#### **8. Tax and VAT arrangements**

All the EU-funded Projects are VAT exempted. Under no circumstances can VAT be paid by a EU programme.

## Annex 2 –Evaluation Matrix

Evaluation Questions (EQ)		Judgment Criteria (JC)	Indicators	Sources of Information (Sol)
<b>EQ 1</b>	What is full mapping of EU and other donors' support in the sector?	Quantified criterion of the comprehensiveness of collected information and data; Qualitative criteria for typology and appraisal of the mapped support	Evidence of having covered all relevant donors and having received maximum available information and data. Sufficient qualitative structure of collected information in order to set up a typology of the mapped support and deliver related findings	As exhaustive as possible survey of all concerned donors, compilation and synthesis of obtained data, ISDACon, data available at the EU Delegation
<b>EQ 2</b>	How effectively had priorities/needs of Serbia been translated in programming of assistance based on priorities identified in country strategy and programming documents?	Typology and alignment of priority statements/goals of Serbia  Project priorities/goals funded are in line with priorities/needs of Serbia defined  No/proportion of funding/projects per sector/priority  Project/project /results alignment with sector/country strategy	Evidence of consistency between needs and priorities of Serbia and priorities identified in country strategy and programming documents  Examples identified of an effect of EU and (DAC) donor support to the respective fields of this Sector with regard to the relevant Serbia's policies and priorities	Country strategy and programming documents  Donor assistance policy and programming documents  Donor assistance progress reports  Available evaluation reports  Interviews and feedback from ad hoc focus groups
<b>EQ 3</b>	To what extent has the financial assistance been effective in achieving the results?	The results of the evaluated financial assistance (i) have been globally effectively achieved, (ii) partly effectively achieved (in which areas) or (iii) generally not achieved	Evidence and examples of programmes and/or projects with their respective well achieved results  Examples of programmes and/or projects with poor effectiveness	Donor assistance progress reports and available evaluation/review reports  ROM reports for EU support  Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders

				Field visits to retained programmes/projects within the evaluation scope sample
<b>EQ 4</b>	Have the immediate and intermediate results delivered by the evaluated assistance been translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/priorities (including with regard to reconstruction and reconciliation, if and where relevant)? Can impacts be sufficiently identified and quantified?	<p>EU and other donor assistance have had identifiable impacts with regard to national strategic objectives and priorities</p> <p>The observed impacts are (not) classified into (i) direct and wider and into (ii) positive or negative</p> <p>The observed impacts can (not) be sufficiently qualified and/or quantified</p>	<p>Grid and typology of identified impacts with regard to strategic objectives/priorities</p> <p>Demonstrable positive or negative effects of observed impacts</p> <p>Presence and usefulness of benchmarks allowing to qualify (identify) and quantify observed impacts</p>	<p>Synthetic appraisal of donor assistance progress reports and national policy and strategy documents</p> <p>Synthetic feedback from the fieldwork investigations, including consultation with focus groups and main stakeholders</p>
<b>EQ 5</b>	What has been the impact of this assistance? Have there been any additional impacts (negative or positive)?	<p>Degree of achieved impact(s)</p> <p>Identification and qualification of additional (wider) impacts</p>	<p>Evidence through examples of achieved impact(s) and its/their qualification</p> <p>Evidence through examples of additional (wider) impacts and their appraisal</p>	Synthetic feedback from the fieldwork investigations, including consultation with focus groups and main stakeholders
<b>EQ 6</b>	Have the identified impacts been sustainable?	The observed impacts remain sustainable (or not), as demonstrated in evaluated assistance	Evidence through examples of (project, project activities) sustainable actions, continuation of project activities and goals beyond its duration	<p>Synthetic appraisal of donor assistance progress reports and national policy and strategy documents</p> <p>Synthetic feedback from the fieldwork investigations, including consultation with focus groups and main stakeholders</p>
<b>EQ 7</b>	Were there any elements which could hamper the impact and/or sustainability of assistance?	Identified administrative, institutional, financial and other barriers hampering sustainability of identified impacts	Demonstrable effects of hampering elements and their typology	Synthetic appraisal of donor assistance progress reports and national policy and strategy documents

				Synthetic feedback from the fieldwork investigations, including consultation with focus groups and main stakeholders
<b>EQ 8</b>	To what extent have the donor-chosen implementation modalities been relevant and efficient?	Donor chosen implementation modalities covered by the evaluation and in each of this Sector's fields (civil society, media, culture) are relevant, efficient and effective	Evidence through examples of different implementation modalities which provide for needed diversity and adaptation/flexibility in programming and implementation of assistance	Donor assistance progress reports and available evaluation/review reports  ROM reports for EU support  Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders  Field visits to retained programmes/projects within the evaluation scope sample
<b>EQ 9</b>	How well the selected contracts linked to other related contracts?	Evaluated projects are complementary and do not overlap, whether within one donor's support or in terms of inter-donor coordination, including the functioning of donor coordination, consultation processes with beneficiaries and alignment of donor support with their need	Demonstrable effects of complementarity or/and overlaps, both upstream on the level of donor coordination and downstream on project implementation level	Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders  Field visits to retained programmes/projects within the evaluation scope sample
<b>EQ 10</b>	Have been indicators established and if yes are they measurable? If no, what better indicators can be proposed?	On donor and country strategy levels, appropriate (or not) monitoring systems are established for the implementation of their respective strategies and programmes  Indicators are set at project (beneficiary) level and if so their linkage & relevance to sector / country strategy  Proposed draft indicators (including	Incidence of SMART indicators in programming documents on donor and country strategy levels  Incidence of use of SMART indicators for measurement of the performance of the delivered assistance  Tentative grid of key indicators, baselines and	Donor assistance progress reports and available evaluation/review reports  ROM reports for EU support  Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders  Consultation and cooperation

		definition of baselines, benchmarking and targets) at sector and policy objective level <sup>100</sup>	benchmarks	with the working group on Indicators in the SEIO (and in the EUD)
<b>EQ 11</b>	Are the indicators in line with the overarching strategies and policy priorities?	Appraised indicators (under EQ 10) are fully or partly only in line with the overarching strategies on the one hand and policy priorities on the other hand	Evidence of appropriate positioning and formulation of the appraised indicators or of its absence	<p>Donor assistance progress reports and available evaluation/review reports</p> <p>ROM reports for EU support</p> <p>Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders</p> <p>Consultation and cooperation with the working group on Indicators in the SEIO (and in the EUD)</p>

<sup>100</sup> It is to be borne in mind that this issue is subject to a specific approach, as proposed in the Chapter 3.2. of the Inception Report

<b>EQ 12</b>	Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?	Capacity of beneficiary community to cope with policy challenges and its role/effective participation in policy and strategy design	Evidence of appropriate capacity on project level with typology of "lessons learnt" and "best practices"	Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders  Field visits to selected projects on the ground  Evaluation and review (interim, ex post) reports on donor/country levels
<b>EQ 13</b>	Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?	Presence or absence of sustainable results after end of project duration  Available/sufficient administrative/HR/financial capacity and institutional/political support to relevant institution(s)	Demonstrable effects of inadequate capacity due to either internal (beneficiary) or external (donor regulations) factors;	Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders  Field visits to selected projects on the ground  Evaluation and review (interim, ex post) reports on donor/country levels
<b>EQ 14</b>	Was the institutional framework adequate to deliver programmes in a sustainable manner?	Administrative and organizational structures have been in place and appropriate to ensure effectiveness and sustainability  Knowledge of EU/other donor procedures and regulations acquired in order to deliver programmes as per donor requirements  Co-financing issue and capacity of beneficiaries	Performance by administrative and organizational structures versus the agreed targets;  Flexibility of administrative and organizational structures in adapting to changing external conditions  Capacity to cope with EU and other donor procedures and related constraints and obligations	Donor assistance progress reports and available evaluation/review reports  ROM reports for EU support  Interviews with targeted beneficiaries, ad hoc focus groups and main stakeholders  Field visits to sampled projects

<b>EQ 15</b>	To what extent the support provided by the EC instruments has been coherent and complementary?	Understanding by donors, stakeholders, and beneficiaries of key EU messages. assistance as defined in programming documents, country/sector strategy	Evidence of appropriate understanding by all stakeholders of the EU strategic messages justifying the delivered assistance	Overview of all available EU programming documents on programme and project level (for the retained sample)
<b>EQ 16</b>	Has the EU assistance achieved maximum visibility?	<p>Presence (or not) of appropriate EU assistance visibility in programmes/projects implemented, both in general and by other donors and execution agencies (in particular UN system, major bilateral cooperation agencies)</p> <p>Contribution by administrative and organizational structures to ensuring visibility of EU financial assistance</p>	<p>Evidence of maximum or, if not, adequate, EU assistance visibility in general within the scope of the evaluation, as well as of appropriate visibility and understanding of its strategic messages</p> <p>Evidence of adequate (or not) contribution of the beneficiary community and other concerned stakeholders (e.g. line Ministries, intermediate execution bodies) to enable maximum (if not, adequate) visibility of EU assistance.</p>	Feedback from the fieldwork investigation and from the review of the programmes” and projects’ reporting on observed visibility, its intensity and coherence



### Annex 3 – Mapping and Sample

#### CIVIL SOCIETY SUPPORT MAPPING RECAPITULATION

Donor	Brief Description	N° of projects	Period	Budget Euros	% of total
EU (IPA)	<b>IPA 2011 Civil Society Facility</b> Specific objectives of the CfP were to (1) Strengthen CSOs capacities to participate in decision-making processes, and to monitor and evaluate the implementation of policies, strategies and laws and (2) Enhance civic and capacity-building initiatives to enforce the role of civil society at national and grass-root level. The themes covered were: (1) Strengthening the rule of law and (2) Civic and capacity-building initiatives.	17	2012-2013	1 792 228	3,0
	<b>IPA 2009/2010 Support to Civil Society</b> Specific objectives of the CfP were to (1) Build social cohesion and overcoming discrimination in Serbian society by promoting tolerance and cultural diversity and (2) Active civil society participation in the socioeconomic development. Programme priorities included: Anti-discrimination and tolerance, Cultural diversity and pluralism, Local socio-economic development and Public policies and EU standards at local level.	42	2011-2012	5 099 058	8,7
	<b>IPA 2007/2008 Strengthening Serbia-EU Civil Society Dialogue</b> Specific objectives of the CfP were to: Support cooperation between professional organizations in Serbia and the EU in strengthening contacts and mutual exchange of experience between business community, professional organizations and social partners, Improve capacity of civil society organizations in formulation public policy, policy analysis and advocacy and Enhance new partnerships and networks between civil society organisations in Serbia and EU member states.	32	2010-2011	3 497 528	6,0
TOTAL EU		91		10 388 814	17,7

USAID	<b>Civil Society Advocacy Initiative (CSAI)</b> <sup>101</sup> aim is to support Serbian civil society in its ability to influence public policy, serve as government watchdogs, and conduct sustained advocacy campaigns on a wide variety of reform issues. CSAI nurtures a healthy and vibrant civil society by focusing on the sector's capacity to successfully advocate at local and national levels, and to secure a legal and regulatory environment that fosters the long-term financial and operational sustainability of NGOs. CSAI is implemented by Institute for Sustainable Communities (ISC) in partnership with Civic Initiatives, BCIF, SmartKolektiv, ECNL.	364 <sup>102</sup>	2006-2013	10 395 000	17,7
Sweden/SIDA	SIDA provides support to the civil sector through so called framework partner CSOs: Civil Rights Defenders (former Swedish Helsinki Committee for Human Rights), Olof Palme International Center, Kvinna till Kvinn and Regional Environmental Center (REC):				
	<b>Olof Palme International Center</b> programme aims at supporting organizations to influence agendas and also influence policy debates and formulation, monitoring the implementation of decisions and increasing transparency through playing a role in pressuring authorities to make information available and including citizens through accountability in civil society and public authorities and using the EU accession process to gain strength in their demands. Focus is on civil society development (CSDev), citizens and youth activism, local government accountability.	23-26	2007-2011	3 379 317,00	
	<b>Civil Rights Defenders</b> focus is on support to freedom of expression, anti-discrimination, rule of law.	121	2007-2011	4 452 634,00	
	<b>Kvinna till Kvinn</b> focus is on support of issues such as women in politics, women in peace building, minority women's rights and building a strong women's movement among other things.	43	2008-2011	833 636,00	
	<b>REC</b> support aim is to promote the development of a vibrant and democratic environmental civil society in Serbia, in order to positively influence society towards a sustainable development and in improving living conditions in urban areas. SECTOR 2006-2010 (Supporting Environmental Civil Society Organisations in South Eastern Europe) was a 3.7 million EUR regional program, incl. two rounds of national grants (I round- 85 000eur and 9 grants; II round- 90 000 eur and 10 grants). SECTOR II Serbia 2009-2011 covered a budgte of 669.150 EUR, out of which 330 000 EUR was intended for direct support to environmental CSOs through financing CSO projects. A total of 11 projects were supported.	30	2006-2011	844 150,00	
TOTAL Sweden/SIDA				9 509 737	16

<sup>101</sup> The programme started in 2007 and ended with a closing event on 14 March, 2012. CSAI is being followed-up with a 2-year Civil Society Forward programme.

<sup>102</sup> The budget includes only budget for the grants to CSOs. An interactive map of all projects is available at [http://www.iscserbia.org/serbian/where\\_we\\_work/](http://www.iscserbia.org/serbian/where_we_work/). BCIF, which managed a small grants programme grants are not included in the list.

Norway	The objective of the support is to develop civil society and local communities in Serbia. From 2012, <b>Strengthening of the Civil Society in Serbia I</b> project aims at supporting initiatives that will contribute to improvement of the situation in and strengthening the capacity and competence of civil society organisations to conduct advocacy and fulfil their role as watchdogs of public priorities, performance and reform in priority areas security sector and justice sector reform, environment and climate change and minority rights. Funds before 2012 were available on open call. Further funds are also available to CSOs via “open funding line” managed by the Ministry of Foreign Affairs.		2007-2011, some project till 2013	17 457 198,00	30
Netherlands	<b>MATRA programme</b> is the Dutch Embassy's main tool in the sector (i.e. social transformation program). This is a small grants program the criteria of which have changed over the time but in general was always focused on contributing to the development of a plural democracy, grounded in the rule of law, with room for dialogue between the government and civil society; building the capacity and strengthen the institutions of civil society and government, and to strengthen bilateral relations. The program targeted following areas :1. legislation/law, 2. public administration/public order/police, 3. human rights/minorities, 4.environment, 5. nature conservation and biodiversity, 6. housing, 7. information/media, 8. culture, 9.welfare, 10. labour and social policy, 11. health care, 12. education. In 2009 the program criteria changed to also include governmental institutions and narrow down the focus to areas most relevant for the EU accession process – justice and home affairs.	72	2008-2011	1 775 000,00	
	<b>MDG3 Fund-Kvinna till Kvinn</b>	15	2008-2011	405 361,00	0,7
TOTAL Netherlands				2 180 361	4
Switzerland	<b>Small grants</b> provide quick support to NGOs, citizens' associations and governmental institutions to accomplish an urgent assistance project with a sustainable future. Approximate number of project given only, no list of projects available. 200.000 CHF/annually	200	Todate	808 400,00	
	<b>SKGO</b> (Standing Conference of Towns and Municipalities) support 2010-2013 SKGO was supported also in the period from 2006 under the Increased citizens participation project, but not detailed information are available. Although bringing together municipalities and towns, SKGO is a registered under the Law on associations.	1	2010-2013	1 778 480,00	
TOTAL Switzerland				2 586 880	4

UNDP	<p>Most of the UNDP implemented projects had CSO grant component, the main reason being perception that capacity building of CSO is very important, having in mind their role in various fields. The only difference from project to project is the scale of the grant schemes and the funds available for CSOs.</p> <p>The most relevant projects with bigger CSO grant components were: Strengthening the Role of Civil Society in Shaping Poverty-related Policies and Practice – grants were provided through the <b>Social Innovation Fund (SIF)</b> Inclusion of Civil Society in Poverty Related Policy Process – grants were provided through SIF Peace Building and Inclusive Local Development (PBILD) – final evaluation ongoing PRO – grants were provided through <b>Citizens' Participation Fund</b></p>				
	<b>Citizen Participation Fund</b>		2008-?	115 500,00	
	<p><b>Social Innovation Fund (SIF)</b>- The project "Strengthening the Role of Civil Society in Shaping Poverty-related Policies and Practice" is the fourth in a series of EU-funded projects aimed at strengthening public-civil society partnerships through decentralization of social protection services by supporting the Social Innovation Fund (SIF), with a total project budget of EUR 4,6 million EUR. The Project started in December 2006 and ended in October 2010. 35% of the services/projects by CSOs &amp; Red Cross only, rest by Centers for Social Work, LSGU etc. Funding incl. EU, UNDP, Norwegian, state budget</p>	107,65	2006-2010	1 610 000,00	
TOTAL UNDP				1 725 500	3
OSCE	OSCE support CSOs via several departments: Democratization department: 1,355,688 EUR; HoM: 35,980 EUR; Law enforcement department: 84,832 EUR (incl. multi-lateral approach, OSCE as one of the donors); Economic Transparency Unit: 106,228 EUR; Judicial reform unit: 128,269 EUR; Criminal Justice System Unit (War Crimes + Organized Crimes): 151,655 EUR	28	2007-2011	1 862 642,00	3,2
BTD	The total amount of money allocated for grants between January 2007 and December 2011 was \$1,192,500 (combined USAID/GMF/Mott money) and €790,430 of public monies (different bilateral donors). The most common themes of support include: Public Debate (20), Leadership Development (11), Mechanisms (7), Policy Work (7), Monitoring (6), and Reconciliation (5). It is a fair estimate that 43% of the USD amount above is public money (as this was the portion of USAID in the BTD's initial fund). Several donors also supported BTD: Netherlands, Denmark, Czech Republic, Greece, SIDA.	51	2007-2011	790 430,00	1,3

Slovak Republic	Serbia was ODA priority country in the period. Selected project by Slovak CSO and a local Serbian partner were supported each year: Informácie o EÚ pre Srbsko - vytvorenie informačného newsletter-SFPA (95 692,29 EUR), Nase Srbsko-Pontis (95 988,68 EUR), Inteligentná samospráva obce Báčsky Petrovec -Nadacia FP Hayeka (107 761,40 EUR), Sprievodca Európskou úniou. Edícia manuálov politik, legislatívy a štandardov EÚ-SFPA (125 581,00 EUR), Ekonomika a manažment mimovládnych organizácií -CVNO (109 110,00 EUR), Skúsenosti SR pre európsku integráciu Srbska - grantový program pre mladých analytikov a novinárov -Pontis ( 97 954,00 EUR), Successful Integration-Slovenska Atlantická Komora (95 105,60 EUR).	7	2007-2011	697 192,97	1,2
British	Incl. 150,000 £ to Office support	5	2008-2010	643 056,90	1,1
Germany	Strengthening of the Structures for Youth Empowerment and Participation project ran by GIZ (the only so far identified to have incl. support to CSOs).	26	2008-2011	480 625,50	0,8
Italy	Grant to Local environment and security sector	1	2008-2009	61 635,00	0,1
<b>TOTAL SUPPORT TO CS</b>				<b>58 779 072</b>	<b>100,0</b>

### MEDIA FIELD MAPPING RECAPITULATION

Donor	Programme or Project Title	No of projects	Period	Budget
EU (IPA)	IPA 2010 Digital broadcasting switchover in Serbia. The implementers of the project was the Ministry of Telecommunications and Information Society, in partnership with the Ministry of Culture, RATEL (National Telecommunications Agency) and RRA (National Broadcasting Agency). The main objective of the support was successfully maintain citizens' access to information after the switch off of analogue broadcasting in Europe, while the project purpose was to introduce European digital television standards in Serbia	1	2010-2012	10 500 000
	IPA 2008 European Integration Media Fund. The purpose of the support was to enhance the capacity of the Serbian media to inform the public about all aspects of EU integration strengthened at national, regional and local levels in Serbia. The maximum amount per project was EUR100.000 which give a possibility to multiple number of beneficiaries to develop projects and produce content they would not produce either wise.	26	2010-2011	3 000 000
	TOTAL EU (IPA)			13 500 000
EAR	Media Fund. The overall objective of the Media Fund was to contribute to the development of a media sector in Serbia in line with the best European practices. The specific objective of the Fund was to enhance the quality of programming and investigative reporting in Serbia.	15	2007-2008	1800000
	TOTAL EAR			1 800 000
USAID	IREX Pro-Media: Serbia Media Assistance Programme. Funding's goal was to create the ability of citizens to access a greater variety of media on a daily basis so that they can make informed choices about decisions about their participation in an increasingly democratic society.	1	2008-2012	5521331
	TOTAL USAID			5 521 331
Slovak Republic	Media centre Kovacica. The project focuses on building a modern technological background in local TV Kovacica, as well as the restructuring program in dramaturgy and in particular to strengthen the intelligence program, and contact types. Finally, the project will help stabilize especially educated young people who, due to lack of suitable jobs are leaving the Kovačica.	2	2007-2008	213103
	Improvement of Slovak language information	1	2008-2009	4 500

	SR experiences for EU Integration	1	2009-2010	97 954
TOTAL SlovRep				315 557
OSCE	Support to Media in Serbia. While the TV Vojvodina was the biggest beneficiary of the OSCE (UK mainly) support, another 51 projects benefited from this support.	52	2007-2011	843274
TOTAL OTHERS				843 274
TOTAL MEDIA SUPPORT				21 980 162

# **RECAPITULATED MAPPING OF INTERNATIONAL SUPPORT IN THE FIELD OF CULTURE (IN ADDITION TO PROJECTS LISTED IN THE SAMPLE)**

(Source: ISDACon, available information obtained from donors and Internet search - links to EC Programmes)

Donor	Year	Title	Amount Euro
EUROPEAN UNION Source: ISDACon	2008	Culture	15 392 141
	2010	Support to Ljubljana Process II	213 000
	2010	Support to Ljubljana Process II	
EUROPEAN UNION Multi-beneficiary programmes	2007-2013	<b>EC Culture Programme</b> (projects listed at <a href="http://www.ccp-serbia.org/kultura-20072013/uspesni-projekti.html">http://www.ccp-serbia.org/kultura-20072013/uspesni-projekti.html</a> )	
	2011	<b>Actions for Preserving and Restoring Cultural Heritage in Conflict Areas in the West Balkans</b> (projects listed at: <a href="https://sites.google.com/site/wbculturalheritage131266/home">https://sites.google.com/site/wbculturalheritage131266/home</a> )	
JAPAN	2007	National Theatre - Supply equipment	300 000
	2007	Kinoteka supply	682 000
	2008	Martial Units Federation supply	43 900
	2009	Zajecar town museum supply	36 347
	2010	Art Academy Novi Sad supply	45 843
	2010	Sabac martial arts club supply	23 200
	2011	Uzice theater supply	74 626
UNITED STATES	2008	Reconstruction of the House of Youth	131 328
SLOVAK REPUBLIC	2007	European Identity of Vojvodina	4 100
	2009	Broadening horizons (Nis)	4 900
	2009	Slovak naive art	4 900
	2009	Slovak residence refurbishing	3 804
	2009	Computer equipment	4 820
	2010	Sound insulation Caglavica	4 990



	2010	Slovak theater festival supply etc	4 380
	2010	Slovak National Home	4 966
	2010	Janosik village, supply & works	5 000
	2010	Slovak House works etc	4 979
	2010	Slovak language publications	5 000
	2011	Children playground equipment supply	4 995
	2011	Publishing house supply	4 112
	2011	Kovacica supplies	2 771
	2011	Ljuba village supplies	4 850
UNDP	2010	Emergency aid monuments Kraljevo	37 771
SWITZERLAND	2007	Swiss Cultural Programme 2007	255 645
	2008	Swiss Cultural Programme 2008	189 304
SWEDEN	2009	Balkan Music Academies	449 599
SPAIN (source ISDACON°	2008	Strengthening of Ministry of Foreign Affairs	114 000

### APPROVED AND APPLIED SAMPLE

N°	Contract number	Project title	Project budget (EUR)	Lead organization	Period
CIVIL SOCIETY FIELD					
EU FUNDED SUPPORT					
CS 1	2012/307-389	A-COP: Civil Society against Police Corruption	116 112	Belgrade Centre for Security Policy	December 2012-ongoing
CS 2	2012/297-932	Civil Society for Active Communities-re-granting	134 936	Balkan Community Initiatives Fund Foundation	December 2012-ongoing
CS 3	2012/307-286	Monitoring of Implementation of the Agreement Concluded between Kosovo and Serbia in the Field of Free Movement of People and Goods	96 749	Center for Regionalism	December 2012-ongoing
CS 4	2012/307-357	Women in Progress – Capacity building at the local level for gender economic mainstreaming in Serbia	104 616	Association of Business Women in Serbia	December 2012-ongoing
CS 5	2012/298-166	Sustainable community based services for persons with disability	86 534	Youth with Disabilities Forum	Decemeber 2012-ongoing
CS 6	2011/268-352	Enhancing social cohesion by developing non-discriminative policy for street children	67 227	Ecumenical Humanitarian Organization	2011-2012 (8-12 months)
CS 7	2011/268-377	People Crossroads	56 143	Committee for Human Rights Nis	2011-2012 (8-12 months)
CS 8	2011/268-211	Fighting discrimination and building a culture of tolerance through dialogue, legal reform and active monitoring of discriminatory practice	112 472	Center for Advanced Legal Studies	2011-2012 (8-12 months)

<b>CS 9</b>	2011/268-046	Make it work!-fighting trafficking and exploitation of workers	126 119	ASTRA-Anti Trafficking Action	2011-2012 (8-12 months)
<b>CS 10</b>	2011/268-322	For sustainable anticorruption policy: local action plans for fight against corruption	86 791	Toplica Center for Democracy and Human Rights	2011-2012 (8-12 months)
<b>CS 11</b>	2011/268-693	Prevention of harassment at workplace through social dialogue	51 111	Confederation of Autonomous Trade Unions of Vojvodina	2011-2012 (8-12 months)
<b>CS 12</b>	2010/243-412	Strengthening of EU-Serbia civil society dialogue of sheltered workplaces for disabled people and through exchange and implementation of EU best practices	147 104	CA "Educational Centre"	2010-2011 (12 months)
<b>CS 13</b>	2010/243-611	For transparent public finances: citizens' monitoring of public procurement	106 625	Toplica Center for Democracy and Human Rights	2010-2011 (12 months)
<b>CS 14</b>	2010/243-468	Partners for social societies	73 240	The Timok Club	2010-2011 (12 months)
<b>CS 15</b>	2010/243-519	Winging and coaching the civil society of Alibunar to approach the EU rural development	65 459	Leader + Banatski Karlovac	2010-2011 (12 months)
<b>CS 16</b>	2010/243-593	Networking against poverty in Serbia	133 235	SeCons - Development Initiative Group	2010-2011 (12 months)
<b>CS 17</b>	IPA CSF MB Support to Partnership Actions to Minorities/Vulnerable Groups Organisations (129897)	254989 Towards Social Cohesion	239 764	Autonomous Women's Centre (LEAD)	Start December 2010 - End December 2012
<b>Civil Society Advocacy Initiative (CSA)-USAID</b>					
<b>CS 18</b>		Civil Society Advocacy Initiative (CSAI)- Youth/Legislative and Policy Reforms	N/A	Civic Initiatives	July 2006-January 2013

<b>CS 19</b>		Civil Society Advocacy Initiative (CSAI)- Legislative and Policy Reforms/Philanthropy/CSR	N/A	The Balkan Community Initiatives Fund	July 2006-January 2013
<b>CS 20</b>		Civil Society Advocacy Initiative (CSAI)- Philanthropy/CSR	N/A	SMART Kolektiv	July 2006-January 2013
<b>CS 21</b>		Line 481	N/A	Center for Development of Non-Profit Sector	July 2007-June 2008
<b>CS 22</b>		Serbia in the European Union – What's In It for Me, What's In It for	N/A	Resource Centre Bor, Timok Club, 'Citizen's Association "Millennium" etc.	March-May 2008
<b>CS 23</b>		Environmental Joint Initiative	N/A	Young Researchers of Serbia	August 2011- Januart 2013
<b>SIDA</b>					
<b>CS 24</b>		Initiative for Transparent and Accountable Local Government	N/A	Olof Palmes Internationella Center	N/A
<b>Norway</b>					
<b>CS 25</b>		Know How 2 Act	957,682 NOK (app € 124,841)	European Movement in Serbia	2012-ongoing
<b>CS 26</b>		Multiculturalism in Serbia is not dead - Sharing experiences from Vojvodina in order to exercise Vlach minority rights.	496,088 NOK (app € 64,679)	Centre for Development of Civil Society (CDCS)	2012-ongoing
<b>CS 27</b>		Citizens and Judiciary jointly Against Corruption	939,793 NOK (app € 122,509)	Association of Public Prosecutors and Deputy Public Prosecutors of Serbia (PAS)	2012-ongoing
<b>Dutch</b>					

<b>C 28</b>		Virtual Budget Hearing – Enhancing the transparency of national budgeting process and promoting citizens participation in it	N/A	Pro Concept	2011
<b>CULTURE FIELD</b>					
<b>EU FUNDED PROJECTS</b>					
<b>CUL 1</b>	09PHARE01/01/31	Senjski Rudnik Pilot Project Component 1 – Infrastructure works ("Aleksandrov Potkop")	1 000 000	Diastasi S.A.	2 012
		Senjski Rudnik Pilot Project Component 2 – Technical Assistance	500 000	PEM GmbH	2 012
<b>CUL 2</b>	267794	We Understand Each Other		Foundation of Belgrade Philharmonic	IPA 2009
<b>CUL 3</b>	268347	New Politics of Solidary through Cultural and Knowledge Production		CZKD	IPA 2009
<b>CUL 4</b>	268060	INCLUDE (Intercultural through Literature and Dialogue		Association Group 484	IPA 2009
<b>CUL 5</b>	268225	Intercultural Drama Education and Learning		BAZAAR Association	
<b>CUL 6</b>	2011/268-375	Theatre against Prejudice-Bringing European Values Closer to Youth in Serbia	64 569	Resource Centre Majdanpek	2011-2012 (8- 12months)
<b>CUL 7</b>	To be identified	Cultural Value for Sustainable Territorial Governance and Marketing - CULTEMA	n.a.	Region of Veneto Itali	2011 - 2013
<b>CUL 8</b>	277 801	Valorization of Medieval Tombstone Cultural Heritage in the West Balkans (HER.CUL)	299 350	Dubrovnik - Neretva county regional development agency	2012 - 2013
<b>CUL 9</b>	277 838	"Manuscripts of the Balkans" (MANUBALK)	288 000	Centre de conservation de livres (CCL) France	2012 - 2013

<b>CUL 10</b>	To be identified	Multiculturism in Music	198 449	World of Music, Croatia	2011 - 2013
<b>CUL 11</b>	To be identified	Feria de Fronteras	138 030	Via Lactea, Belgium	2011 - 2013
<b>ITALIAN BILATERAL COOPERATION</b>					
<b>CUL 12</b>		Support to Establishment of Central Institute of Conservation	974 462	Italian Development Cooperation and "Istituto Superiore per la Conservazione ed il Restauro"	2009 - 2013
<b>CUL 13</b>		Strengthening of human capital and active participation of young people (SHAPE)	1 112 538	International Office for Migrations (IOM)	2008 - 2010
<b>CUL 14</b>		Modernization of the restoration laboratory of the National Museum in Belgrade (ICR)	349 000	Italian Development Cooperation and the Istituto Superiore per la Conservazione ed il Restauro.	2007 - 2009
<b>SWEDISH BILATERAL COOPERATION</b>					
<b>CUL 15</b>		"Widening Participation on the Road to Membership"		Royal College of Music, Stockholm, Sweden	2 011
<b>MEDIA FIELD</b>					
<b>EU FUNDED PROJECTS</b>					
<b>MED 1</b>	To be identified	Digital Switchover	10 500 000	Ministry of Telecommunications	2 009
<b>MED 2</b>	243502	Documentary series "DanubE region: fast forward"	54.950	Playground Production Novi Sad	2010- 2011
<b>MED 3</b>	243569	Blue Pages	94,055	Preduzece za novinsko izdavacku delatnost DAN GRAF (Danas daily	2010- 2011

<b>MED 4</b>	243482	Virtues of Life in the Family of European Peoples	87,205	Novinsko preduzece "VREME" Doo	2010- 2011
<b>MED 5</b>	243486	"What's in it for me?"	94,057	Radiodifuzna ustanova Srbije RTS	2010- 2011
<b>MED 6</b>	EuropeAid/128292/C/SER/RS	Support for Media Capacity in the Field of EU Integration	1 165 960	BBC World Service Trust	2009 - 2012
<b>MED 7</b>	08SER01/04/21 -243628	Serbia`s independent media portal dedicated to EU affairs	99 997	Press Agency BETA	2 010
<b>MED 8</b>	08SER01/04/21 -243632	"TOWARD EUROPE"	32 245	Company BOOM 93	2 010
<b>MED 9</b>	243508	EU PLANETA	n.a.	B 92	2 011
<b>MED 10</b>	2011/268-047	Crossing the Bridge of Diversity	125 605	ANEM	2 011
<b>MED 11</b>	2011/268-228	Greater transparency of local governments- citizens' righ, state's obligation	59 384	Association of independent journalists (NUNS)	2 011
<b>MED 12</b>	224829	Corruption Interruption	149 000	Novi Sad School of Journalism (lead)	2009 - 2011
<b>MED 13</b>	276880	Ladies' Diary of Change	134 630	Novi Sad School of Journalism (lead)	2 011
<b>US FUNDED PROJECTS</b>					
<b>MED 14</b>		Media Assistance	5 521 331	IREX - PRO MEDIA	2008 - 2012
<b>SLOVAK BILATERAL COOPERATION</b>					
<b>MED 15</b>		Support to Media Centre in Kovacica	213 103	City of Kovacica	2007 - 2010

## Annex 4 – E-Survey of Civil Society Organizations

### Introduction

As part of the evaluation of the civil society support, the survey was addressed to CSOs/project grantees of IPA and other donor funding in Serbia over the period 2007-2011. Due to diversity and complexity of the civil society sector, e-survey addressed to CSOs active in Serbia has been introduced into the methodology beside the sample of 30 project to enable feeding of feedback from smaller or rejected CSOs who have not received funding from major donors as per sample of projects, CSOs from remote (rural) areas and further sectors of support not able to be covered in the sample to give their input into evaluation. Moreover, upon realizing that the ToR has not been consulted with either SEKO mechanism or any other network or individual CSOs, the e-survey enabled further validation of the evaluation findings which are to be used for moulding future civil society-related assistance by the EUD and other donors in the period 2014-2020.

The survey has been launched on 1 February, 2013 and has been sent to over 500 addresses of CSOs across Serbia via the SEKO mechanism and the Office for Cooperation with Civil Society, incl. all organizations identified in the sample for in-depth interviews. The survey was developed and distributed via SurveyMonkey<sup>103</sup>. By end of Field phase (24 February), 152 respondents answered the e-survey, out of which 138 were valid<sup>104</sup> and used in analysis. Among them, 19 from the in-depth sample for interviews answered the survey. Considering that 30% of addresses organizations responded to the survey (out of usual 20% respond rate) indicate interest to give feedback on the part of CSOs and the representativeness of the answers for the overall situation in the sector. If taken into consideration that 53%<sup>105</sup> of the respondent came from organizations outside of Belgrade and 67% have not received IPA funding so far the survey results offer high added value to the in-depth interview of the sampled organizations receiving funding from IPA and other major donors and balances the views and assessment based on diversity of organizations' profiles.

The survey consisted of 2 blocks of questions as presented (but also upgraded) as per Inception Report:

- 3) **Organizations/beneficiary basic information** (name, year of establishment, location of activities, number of staff, current and past budget, size of average grant, sectors/themes of activities, main donors 2007-2011 and current, networking & participation to SEKO mechanism)
- 4) **Information about IPA grants/projects**
  - For organizations receiving funding* (number of IPA projects, project relations to mission, goals, target group, priority needs of the themes/sector, 3 main achievements, cooperation with state/local authorities, cooperation with media, project results/effects, long-term impact, link to other projects)
  - For organization being rejected* (reasons for rejection)
  - For all* (relations with EUD/EC, general assessment of IPA support, future needs under IPA).

### I) Organizations/beneficiary basic information

Out of 152 received questionnaires, 138 responses were valid and were taken into consideration in the analysis. 19 of the organizations whose projects were part of the sample also answered the survey.

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<sup>103</sup> Web based survey solution.

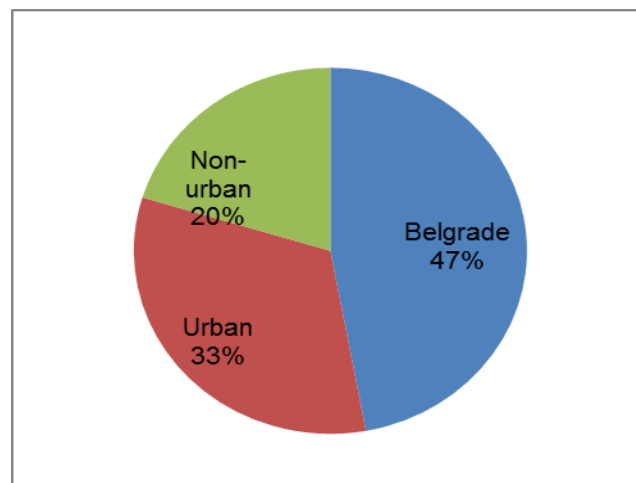
<sup>104</sup> Valid in the sense of properly entered data by the respondents.

<sup>105</sup> Out of this, 33% come from urban areas (e.g. Nis, Novi Sad, Kragujevac) and 20% from non-urban (e.g. Prijepolje, Bor, Banatski Karlovac).



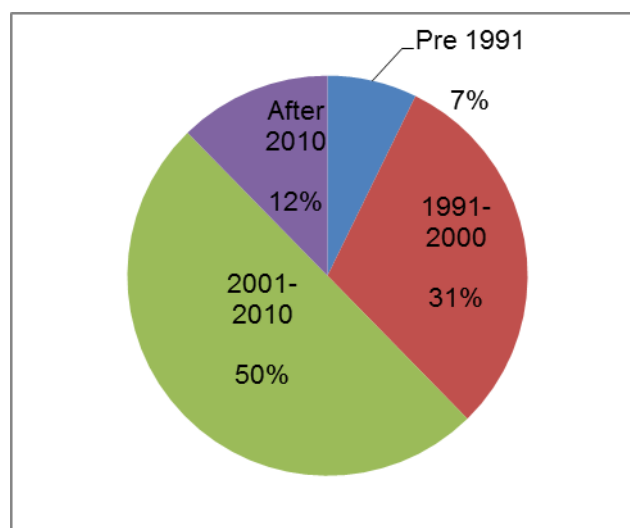
**Figure 1: City/location of activities**

As Figure 1 illustrates, 65 organizations participating to the e-survey came from Belgrade, 45 from other cities around (urban label) Serbia and 28 from rural areas of Serbia. Thus, 53% of organizations surveyed came from outside Belgrade enabling respondents' answers to be evenly divided between Belgrade-semi urban-rural areas.



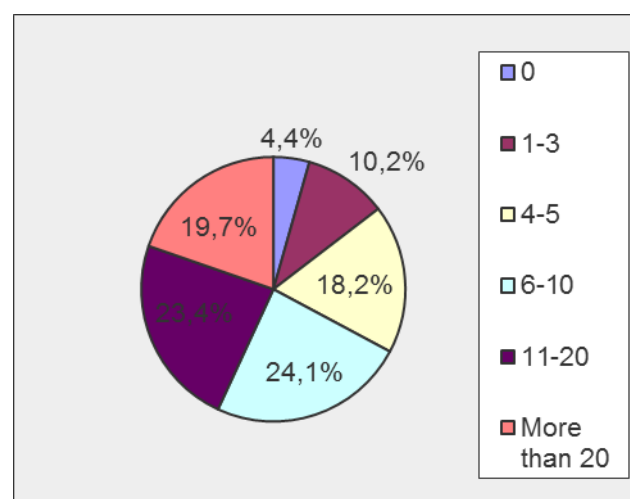
**Figure 2: Year of establishment**

According to Figure 2, half (50%) of organizations surveyed were established in the period immediately after the fall of Milosevic's regime in 2001 till 2010, when the new modern law on association was adopted. Both "older" type organizations existing in former Yugoslavia such as the Red Cross (7%), but also organizations that sprung up during the Milosevic regime (31%) were well represented in the survey. 12% of the respondents came from organizations that are quite new, i.e. established in the last 3 years (i.e. after 2010).



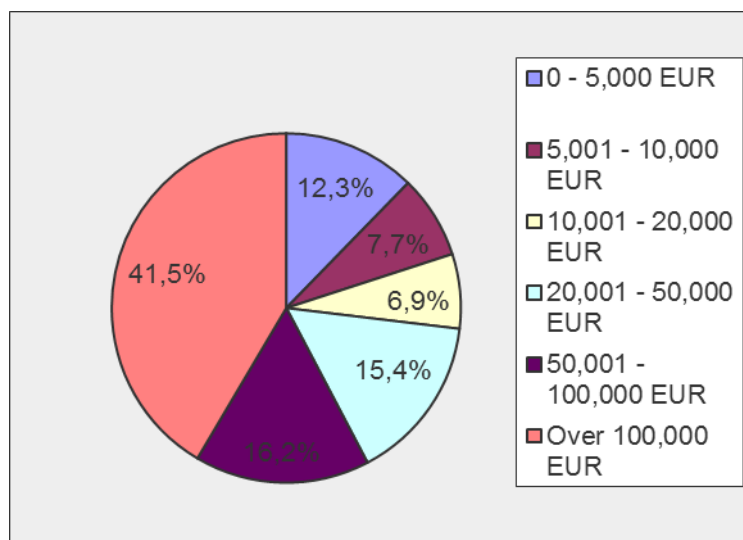
**Figure 3: Number of staff employed (incl. volunteers)**

Organizations report as being considerably staffed, but considering that volunteers are counted as staff, this might explain the situation further. There is 4,4% organization reporting to have no staff, 10,2% to have between 1-3 staff, 18% of having 4-5 staff, 24,1% as having 6 to 10 staff while the most, 23,4% report to have between 11-20 staff. 19,7% organizations report to have more than 20 staff at its disposal.



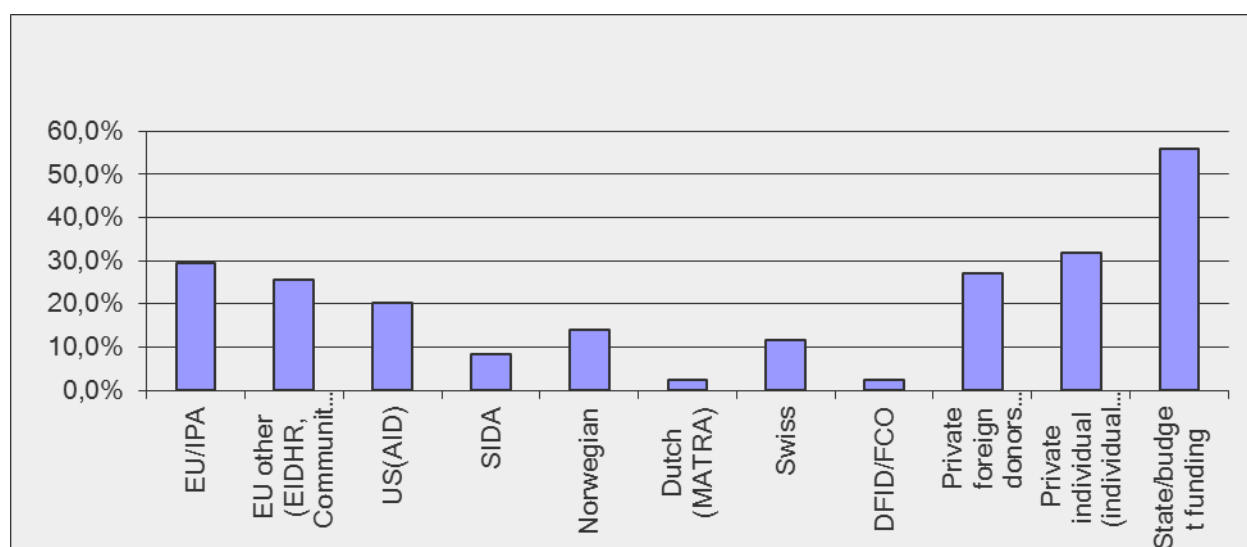
**Figure 4: Size of the organization's budget in the last 3 years (2010-2013)**

Most or 41,5% of respondents report their organizations have a budget over 100,000 EUR, while 16,2% report as having annual budget between 50,001 and 100,000 EUR in the last 3 years. Another 15,4 % had a budget of 20,001 to 50,000 EUR. 14,6% had budgets between 5,001 and 20,000 EUR, while only 12,3% of respondent report as having no budget or budget bellow 5,000 EUR.



**Figure 5: Main sources of funding for CSOs in the period 2007-2011**

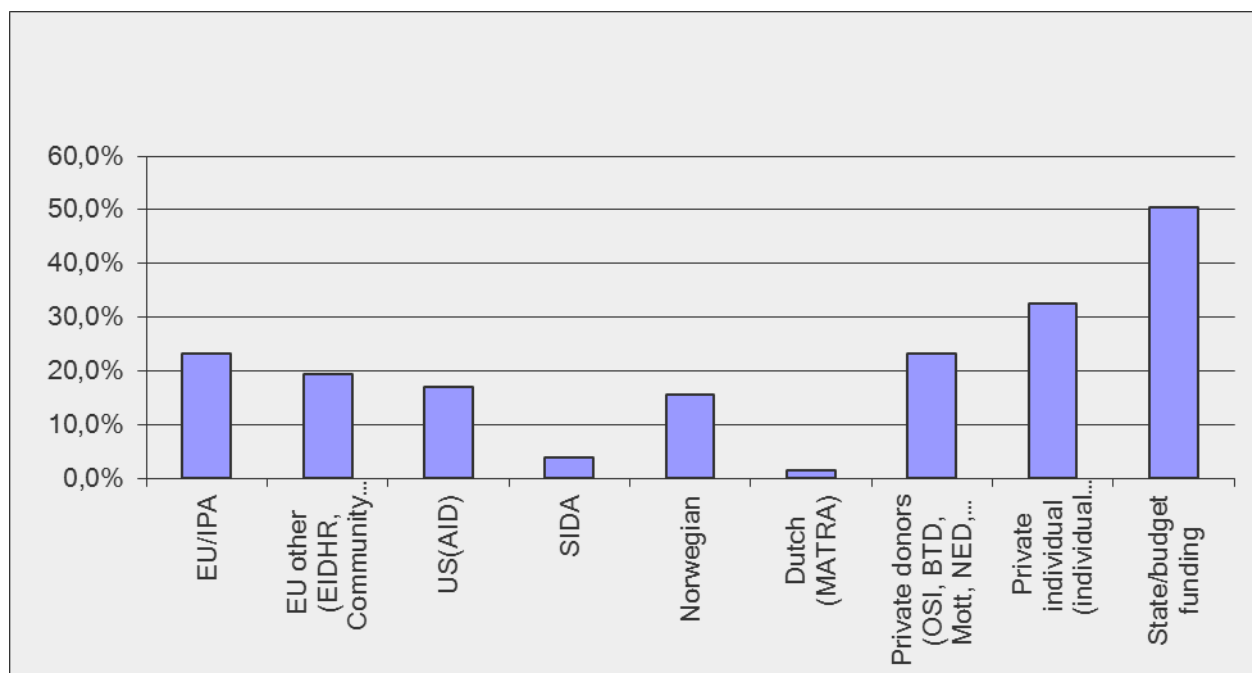
State funding is singled out as the largest source of CSOs support in the evaluation period with 55,8% respondents stating this is one of the 3 main sources of funding. This is not as surprising taking into consideration that 60 million EUR annually is allocate and available in the State budget Line 481 incl. financing for NGOs and a further 60 million EUR annually financing under similar budget lines at the local level.<sup>106</sup> Private individual and corporate giving is reported as among main sources with 31,8%. From the individual donors, IPA and foreign private (BTD, Mott, RFB etc.) are also among main funding sources with 29,5% and 27,1% respectively. Other EU funding (EIDHR, Community Programmes etc.) with 25,6%, US(AID) with 20,2% are followed by Norwegian support with 14%, Swiss with 11,6% and SIDA with 8,5%. Dutch (MATRA) and DFID/FCO both with 2,3% conclude the list of main donors. Under Other UN agencies such as UNDP, UNICEF, UNCHR and German support (via GIZ) also mentioned as further donors.



<sup>106</sup> It should be noted that the 481 budget line covers financing to political parties, religious communities (including Orthodox church) and more traditional type of NGOs such as Red Cross, hunters association, sport associations etc. The issues of transparency and accountability have been raised by CSOs for a number of years namely through CRNPS-led Coalition for oversight of public spending.

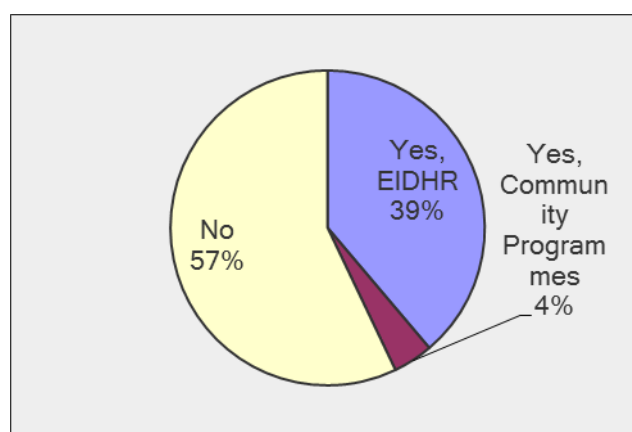
**Figure 6: Current main funding sources of CSOs**

Overall, the funding by sources is currently at the same level as in the evaluation period. But changes occurred in funding levels and thus, importance of some donors shows trends of change over time. Decrease in support by state funding (55,8% to 50,4%), private foreign (27,1% to 23,3%), EU funding both IPA and other (29,5% and 25,6% to 23,3 and 19,4% respectively) and SIDA support (8,5% to 3,9%) is reported. Support by private individual (31,8% to 32,6%) and Norwegian support (14% to 15,5%) is reported as modestly increased. As noted in donor decrease, donor withdrawal is also noted. Swiss and DFID/FCO supported are not among the 3 main supporters.



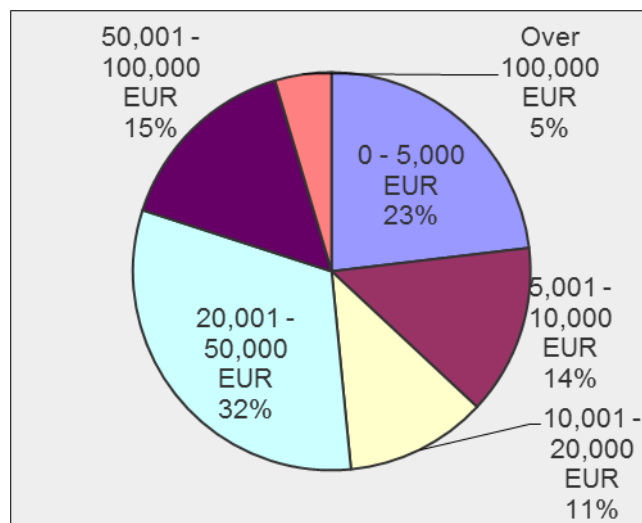
**Figure 7: Other EU funding**

While majority (57%) of respondents have not had experience with other EU than IPA funding, EIDHR funding with 39% of respondents seems to also be an important source of EU support for CSOs, while other (Community Programmes) with 4% are still little explored and accessible.



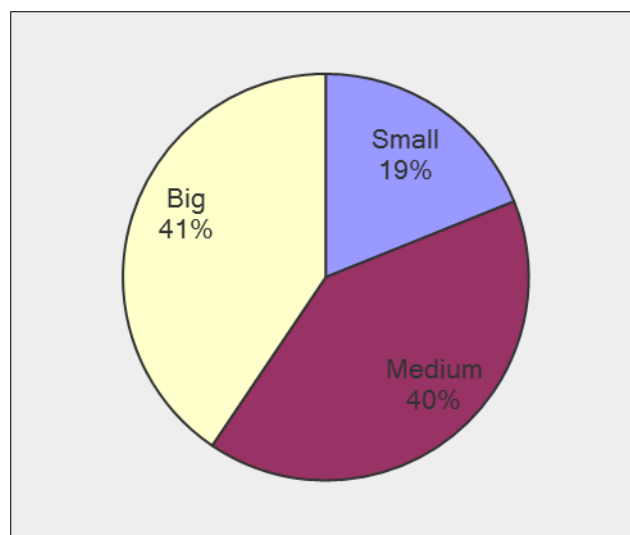
**Figure 8: Average size of a grant received normally**

Most often, organizations receive smaller grants than what is usual under IPA grants; i.e. majority or 32% organizations report having a grant 20,001 to 50,000 EUR is usual for their organizations and only 20% stated that a grant of 50,000 EUR or more is average for them. It is worth noting that 37% have grant of 10,000 EUR or less as a typical grant.



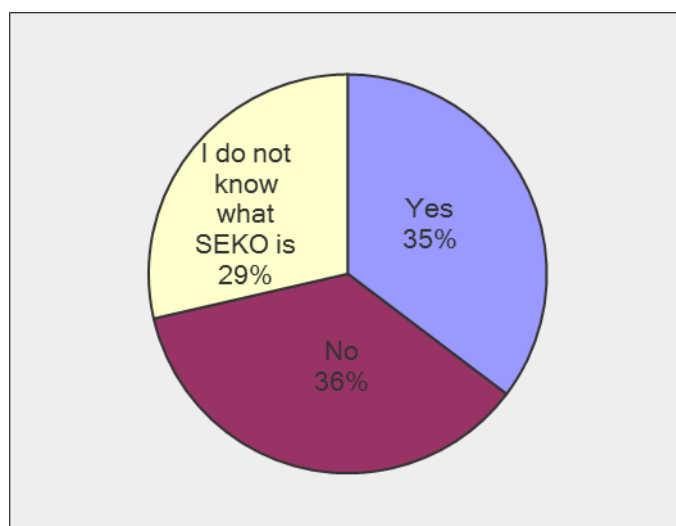
**Figure 9: Size of IPA grant for the organization**

41% of respondents report IPA grant to be big and 40% as medium size grant for their organization, while only 19% report it as small. Considering the date from Figure 8 above, in the context of the esp. IPA size funding, IPA grants are considered middle to big size grants for CSOs, while in the EU funding system this is typical a small grant. Thus, the EU/IPA funding size compared to average as reported by respondents has considerable financial impact on the organization and reported problems in continuation of the survey (e.g. co-financing) become institutional/organization, not just project issue.



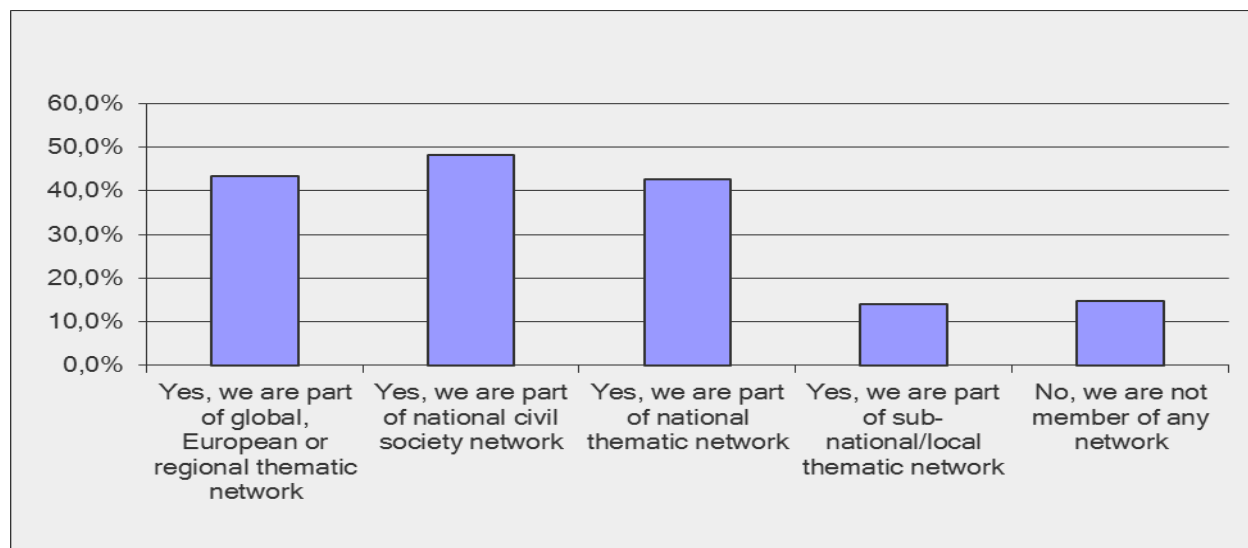
**Figure 10: Participate to the SEKO mechanism**

The survey shows that there is an almost equal share of organization participating (35%) or not participating (36%) to the Sector Civil Society Organization (SEKO) mechanism. It is, however interesting and should be further explored that 29% of respondents state they do not know what SEKO is. As a relatively new mechanism established in 2011, SEKO seems to be interesting for smaller and outside Belgrade organization, while well-established organizations are either SEKO leaders or do not participate to the mechanism at all.



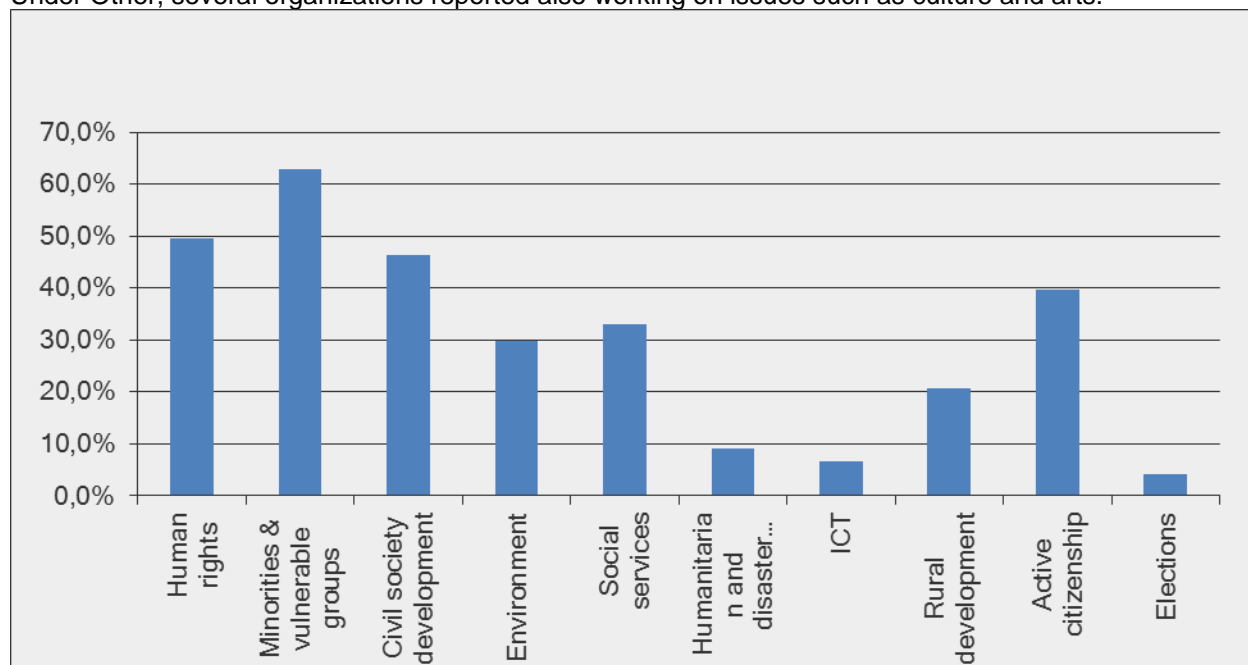
**Figure 11: Networking**

Respondents state that their organizations are well-networked. Most typically, organizations are part of national civil society (48,1%) and thematic networks (42,6%). They seem to be also well networked globally and regionally, with 43,4% stating they are part of such networks. Less networking seems to exist at sub-national, i.e. local level (only 14% belong to such a network), while 14,7% state they are not member of any network.



**Figure 12: Sector of work**

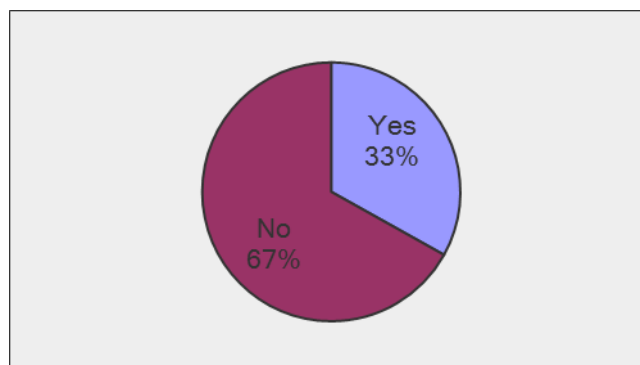
Most organizations respondents report working on issues related to Minorities & vulnerable groups (incl. children, elderly, Roma, women issues etc. (62,8%), human rights (49,6%), civil society development (46,3%), active citizenship (39,7%), social services (33,1%), environment (29,8%). Under Other, several organizations reported also working on issues such as culture and arts.



## II) Information about IPA grants/projects

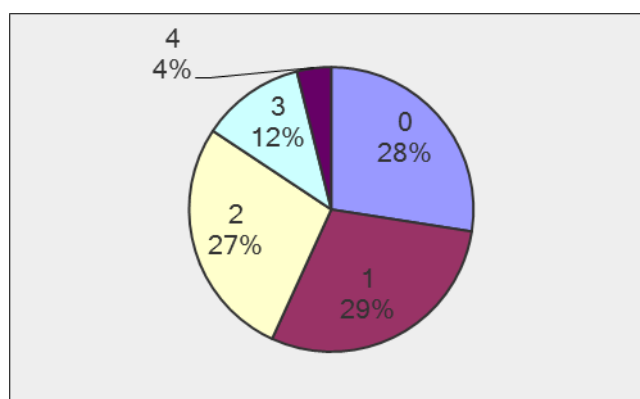
### Figure 13: Number of respondents with IPA grant

Only a third (33%) of respondents have received an IPA grant so far.



### Figure 14: Number of IPA grants received

Most respondents have received 1 (29%) or 2 (27%) IPA grants so far, while there are several who have received 3 (12%) or 4 (4%), i.e. grants under all so far IPA calls.



## Qualitative questions

### Relation between the grant support and mission and goals of the organization/grantee

Out of 138 respondents, 44 gave feedback to the answer mainly stating that the IPA grants received have enabled the organization to advance its mission and goals. Most frequently, organizations reported *advocacy-oriented goals* such as advocating for policy or systematic institutional (re)address of their target group (mostly marginalized and vulnerable groups). A minority of respondents stated IPA support has helped in capacity-building of the organization and target group as well as to reaching wider number of beneficiaries.

### Relation between the grant and priority needs of the organization and sector of work

Out of 138 respondents, 43 gave feedback stating mostly that IPA grant was in line with priority needs of the organization as well as the sector in which they work. But there were several organizations stating that while addressing the needs, the IPA funds do not meet the top priority, without outlining which are these.

### IPA grants main beneficiaries and target group

There are a variety of target groups and beneficiaries reported, but they main fall under 3 categories:

- 1) citizens, mainly vulnerable and marginalized groups;
- 2) CSOs (themselves);
- 3) State or local authorities.

### Main achievements of IPA grants

There are 3 important observations from the answers given (43 out of 138 respondents):

- 1) Several reports of created new partnerships, either cross-sectoral with (local) authorities or other CSOs (e.g. informal network);
- 2) Most activities seem to have been in the direction of "piloting": project ideas drafted, preparation of shadow report, preparation of model law are reported as achievements;

- 3) Activities are reported, not examples of outcomes, impact. This can mean that either project have recently ended, so it is too early to report impact or they were too short (usual IPA projects were in duration of 12-18 months) to enable concrete results and impact.

#### **Cooperation with state/local authorities**

- Partnerships with local authorities (e.g. local government in Vojvodina center for social work) are pronounced in IPA projects. Mostly, this are project-level partnerships;
- Cooperation with state level authorities is mainly with independent bodies (e.g. Anti-corruption agency, Commissioner for refugees, gender equality), SIPRU (Poverty Reduction Office at the Deputy Prime Minister Office) and Office for Cooperation with Civil Society;
- Lack of engagement is also reported in the direction of creating beyond one-off, project-related partnership with authorities.  
➔ IPA projects are good in starting-up cooperation with authorities, esp. local ones

#### **Cooperation with the media**

Out of 44 respondents who presented their experience it is clear that media are recognized as important element of IPA grants and work of CSOs. Local media and social media were reported as being used and interested in the project activities, while mainstream media also reaching out to largest audiences show consistent lack of interest for the project activities in several cases. There were also several projects reported where media and journalists were direct beneficiaries.

#### **Influence/effect on target group**

Types of influence reported:

- 1) Policy changes (e.g. state dealing of legally invisible people, annex of recommendations to the Government's EC questionnaire response) but only few in comparison to set mission and goals and overall priorities of IPA funding;
- 2) Capacity-building and empowerment;
- 3) Raising-awareness;
- 4) Piloting or testing new methodologies, approach incl. (cross-sectoral) partnerships.

#### **Long-terms effects on the target group**

Reports by 44 respondents are only general, i.e. traces of influence only reported as this can mean that either project have recently ended so it is too early to report impact or they were too short (usual IPA projects were in duration of 12-18 months) to enable concrete results and impact. Several concrete effects reported only, e.g. active self-help groups after end of the project, reduction of the cost of treatment for beneficiaries.

#### **Long-term effects on the organization**

The 43 respondents report:

- 1) Partnerships established;
- 2) Capacity-building
- 3) Viability of the organization improved;
- 4) New methodologies, approaches introduced.

#### **Linkage to other (donor) projects**

It is interesting to note that most of the 40 respondents reported that main element of link with other projects is the need to co-finance and in this respect, the IPA projects are in many cases linked to projects funded by private donors.

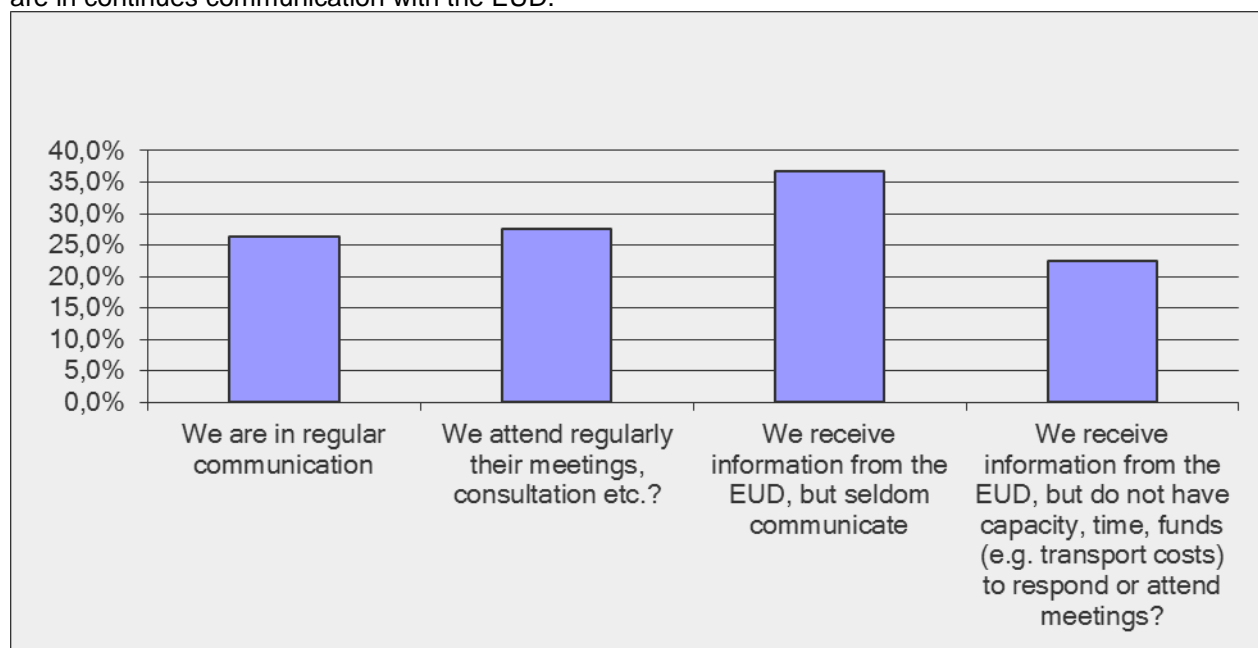
#### **Reasons for rejection**

Out of 66 respondents, most expressed the need for the EC/EUD to have more concrete information on the reasons of rejection. Organizations report as not knowing or that it was not clear to them why they were rejected.

#### **Relationship with EUD and DG Enlargement**

Very little respondents had dealings with DG Enlargement, and if, it was mostly related to multi-beneficiary grant or P2P study visits. However, relations with EUD are reported as very diverse and

this issue should be further explored beyond the current evaluation. Most, or 36,8% respondents answered they receive information from the EUD, but seldom communicate and a further 22,4% reported they also receive information, but do not have resources to communicate. On the other hand, 27,3% respondents reported that they regular attend the meeting and a further 26,3% responded they are in continues communication with the EUD.



### General assessment of IPA

When asked about how the assessed IPA support so far, 78 respondents gave very concrete and sometimes diverge views:

- 16) **Sustainability** of the activities started under a very short grant terms (12-18 months) and sporadic calls is hampered;
- 17) **Co-financing** is seen as a burden and although the Office for Cooperation with Civil Society has made the first step in insuring state co-financing under the last IPA call, further, systematic measure are called for;
- 18) **Institutional support** should be offered under IPA;
- 19) Further **capacity-building** for absorption of IPA funds is needed;
- 20) Projects supported have shown **little concrete results**;
- 21) Support is limited and accessed only by some organizations;
- 22) More transparent and interactive selection procedure with e.g. introduction of interviews with short-listed project organizations;
- 23) Need for inclusion of more "soft" topics such as culture as a method, tool to raising awareness, democratizing opening society;
- 24) Not focused and not flexible;
- 25) A lot of resources need to fill in application with little turn out of selected projects;
- 26) Heavy administration
- 27) More focus on sectoral policies (e.g. consumer protection, employment, education);
- 28) More longer-term grant and approach;
- 29) More support to direct projects, not so much education and networking
- 30) More decentralized support.

### Main priorities for future IPA

84 respondents gave their suggestions, which can mainly be grouped in 4 categories (also reflecting the above general assessment so far):

- 5) Civil society development and strengthening the role of CSO in society;
- 6) Support to independent media;



- 7) Support to sectoral issues;
- 8) Small grants.

Several proposals were given which should also be taken into consideration:

- 1) Not just CSOs should be encouraged to cooperation with authorities, but this should also be condition for them to receive OIPA funding;
- 2) Encouraging state to give or offer free use of abandoned spaces by CSOs such as dead factories, military premises not being used.

#### **Other comments**

- RIA should be part obligatory part of every project;
- More attention on results in assessing project proposal;

## **E-survey Questionnaire**

### **EVALUATION OF CIVIL SOCIETY SUPPORT IN SERBIA 2007-2011**

This survey is part of the "Technical assistance to evaluation of sector of civil society organizations, media and culture implemented and financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia", contracted by the Ars Progetti consortium with the European Commission (EU Delegation to the Republic of Serbia).

The overall objective of the evaluation is to maximize impact of financial assistance in the sector of civil society organizations (CSO), media and culture in Serbia from the EU and other donors.

The specific objectives of the evaluation are to:

1. Map and assess the impact, effectiveness, efficiency, relevance and sustainability of interventions in the sector civil society organizations (CSO), media and culture;
2. Provide lessons learned and recommendations for decision-making on improvements of future financial assistance where relevant;
3. Propose measurable policy objectives not included in the NAD and related measurable indicators for further assistance.

As part of the evaluation of the civil society support, this survey is addressed to CSOs/project grantees of IPA and other donor funding in Serbia over the period 2007-2011. Additionally, a sample of projects from IPA and other donor funding will be analyzed in-depth to obtain concrete insight into trends and best practices of support and thereupon, provide input for future civil society support assistance to EUD, donors and government.

Information provided via this survey will be confidential and in case concrete information and feedback provided by an organization would be used, the organization would be asked for permission.

#### **I. Organization/grant Beneficiary Basic Information**

##### **1. Name of the organization**

##### **2. Year of establishment**

**3. City/location**

**4. Number of staff employed (incl. volunteers)**

- ☐ 0
- ☐ 1-3
- ☐ 4-5
- ☐ 6-10
- ☐ 11-20
- ☐ More than 20

**5. Size of the organization's budget in the last 3 years (2010-2013)**

- ☐ 0 - 5,000 EUR
- ☐ 5,001 - 10,000 EUR
- ☐ 10,001 - 20,000 EUR
- ☐ 20,001 - 50,000 EUR
- ☐ 50,001 - 100,000 EUR
- ☐ Over 100,000 EUR

Other (please specify)

**6. What is the average size of a grant you receive normally?**

- ☐ 0 - 5,000 EUR
- ☐ 5,001 - 10,000 EUR
- ☐ 10,001 - 20,000 EUR
- ☐ 20,001 - 50,000 EUR
- ☐ 50,001 - 100,000 EUR
- ☐ Over 100,000 EUR

Other (please specify)

**7. In which sector does your organization work?**

- ☐ Human rights
- ☐ Minorities & vulnerable groups (incl. children, elderly, Roma, women issues etc.)
- ☐ Civil society development
- ☐ Environment
- ☐ Social services
- ☐ Humanitarian and disaster relief

- ☐ ICT
  - ☐ Rural development
  - ☐ Active citizenship
  - ☐ Elections
- Other (please specify)

**8. Where did the 3 main sources of funding for your organization in the period 2007-2011 come?**

- ☐ EU/IPA
  - ☐ EU other (EIDHR, Community Programmes, etc.)
  - ☐ US(AID)
  - ☐ SIDA
  - ☐ Norwegian
  - ☐ Dutch (MATRA)
  - ☐ Swiss
  - ☐ DFID/FCO
  - ☐ Private foreign donors (BTD, OSI, Mott, NED etc.)
  - ☐ Private individual (individual donations, membership fees etc.) or corporate (company donations, in-kind contributions, sponsorships)
  - ☐ State/budget funding
- Other (please specify)

**9. Where do the 3 main funding sources of your organization at the moment come from?**

- ☐ EU/IPA
  - ☐ EU other (EIDHR, Community Programmes, etc.)
  - ☐ US(AID)
  - ☐ SIDA
  - ☐ Norwegian
  - ☐ Dutch (MATRA)
  - ☐ Private donors (OSI, BTD, Mott, NED, RFB, etc.)
  - ☐ Private individual (individual donations, membership fees etc.) or corporate (company donations, in-kind contributions, sponsorships)
  - ☐ State/budget funding
- Other (please specify)

**10. Do you participate to the SEKO mechanism?**

- ☐ Yes
- ☐ No

☐ I do not know what SEKO is

**11. Are you part of any network?**

- ☐ Yes, we are part of global, European or regional thematic network
- ☐ Yes, we are part of national civil society network
- ☐ Yes, we are part of national thematic network
- ☐ Yes, we are part of sub-national/local thematic network
- ☐ No, we are not member of any network

Other (please specify)

**12. Have you benefited from IPA funding? If your answer is yes, proceed to answering Q 13 to Q 26, if your answer is no proceed to Q 27.**

- ☒ Yes
- ☐ No

**II. Information about the grant/project**

**13. If you were successful, how many grants did you receive from the IPA funds so far?**

- ☐ 0
- ☐ 1
- ☐ 2
- ☐ 3
- ☐ 4

Other (please specify)

**14. How big is the size of the IPA grant for your organization?**

- ☐ Small
- ☐ Medium
- ☐ Big

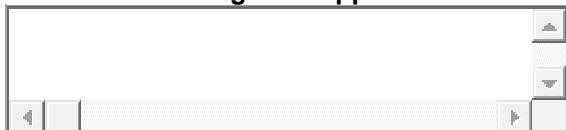
Other (please specify)

**15. Have you received or have an ongoing grant from any other EU funding source?**

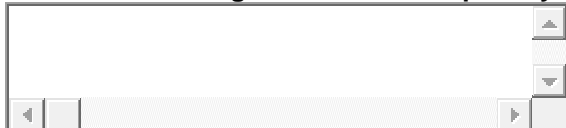
- ☐ Yes, EIDHR
- ☐ Yes, Community Programmes
- ☐ No

Other (please specify)

**16. How does the grant support relate to the mission and goals of your organization?**

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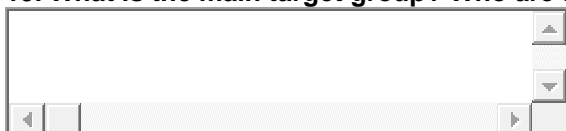
**17. How does the grant relate to the priority needs in your area/sector of activities?**

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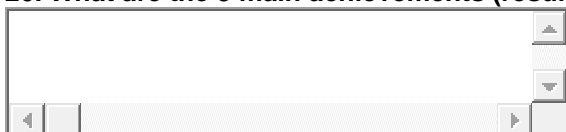
**18. How does the grant relate to the priority needs in your organization?**

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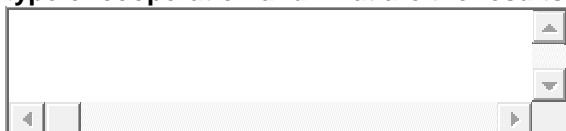
**19. What is the main target group? Who are the main beneficiaries of your project?**

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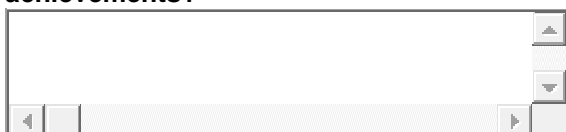
**20. What are the 3 main achievements (results, outputs) of your project?**

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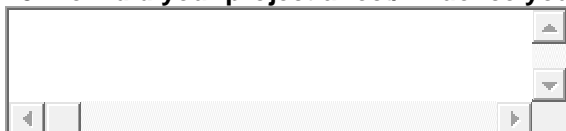
**21. Does your project include cooperation with state/local authorities? If yes, describe what type of cooperation and what are the results?**

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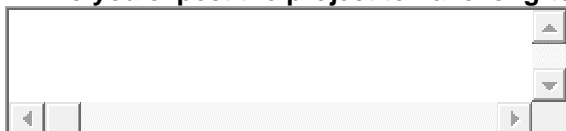
**22. Does your project include cooperation with the media? If yes, how and what are the achievements?**

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**23. How did your project affect/influence your target group and direct beneficiaries?**

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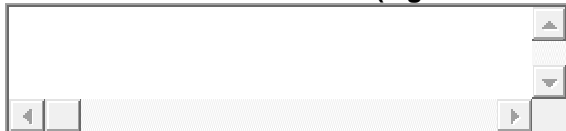
**24. Do you expect the project to have long-term effects on the target group? If yes, how?**

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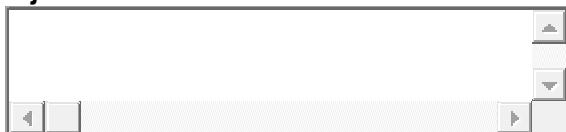
**25. Do you expect the project to have long-term effect/impact on your organization? If yes, what?**



**26. Is this project linked to any other project supported by EU/IPA or other donor? If yes, which donor and how does it relate (e.g. in terms of activities, co-financing)?**



**27. If you have applied, but not received an IPA grant, what were the reasons for being rejected?**



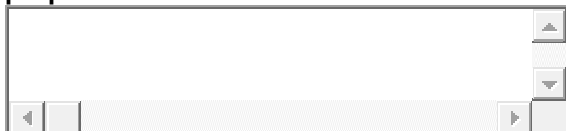
**28. How would you describe your relationship with the Delegation of the EU?**

- ☐ We are in regular communication
- ☐ We attend regularly their meetings, consultation etc.
- ☐ We receive information from the EUD, but seldom communicate
- ☐ We receive information from the EUD, but do not have capacity, time, funds (e.g. transport costs) to respond or attend meetings

Other (please specify)



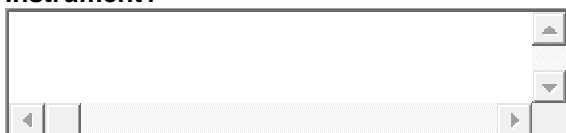
**29. Do you communicate with the European Commission in Brussels? If yes, for what purpose?**



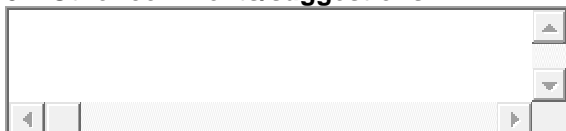
**30. How would you assess the so far IPA support to civil society in Serbia?**



**31. What are the 3 main future priorities and needs of the civil society under the IPA instrument?**



**32. Other comments/suggestions**



## Annex 5 – Known and Unknown Facts about Media Sector

		Source	Note
Number of media outlets	1,053	Register of Public Media, April 2011	Non-updated data
Number of print media	591	Register of Public Media, April 2011	Non-updated data daily newspapers – 20 weeklies – 94, biweeklies – 43 monthlies – 224
Number of TV broadcasters / number of valid licences for broadcasting TV programme	111 / 134 National broadcasters – 6 Regional – 30 Local – 98	Register of Public Media / Strategy (Republic Broadcasting Agency - RBA)	<i>Derived from non-updated Register's database:</i> Private founders – 66 Joint-stock companies – 10 Citizen associations, NGOs – 6 Public enterprises – 29
Number of radio broadcasters / number of valid licences for broadcasting radio programme	214 / 321 National – 5 Provincial – 1 Regional – 48 Local – 267	Register of Public Media / Strategy (RBA)	<i>Derived from non-updated Register's database:</i> Private founders – 136 Joint-stock companies – 13 Citizen associations, NGOs – 12 Public enterprises – 53
Number of Internet media outlets	107	Register of Public Media, April 2011	
Number of news agencies and other media	20 + 10	Register of Public Media, April 2011	Other: Other electronic publications and other mass media
Number of illegal broadcasters	56	Strategy (RATEL, July 2011)	47 radio broadcasters, 9 TV broadcasters; since 2008, about 160 “pirate stations” have been closed
Number of public radio and TV broadcasters	82 / 86	Register of Public Media / Strategy (RBA)	Register of Public Media does not include 5 RTS programme channels
Number of print media publishers	323	Register of Public Media, April 2011	<i>Derived from non-updated Register's database:</i> Private founders – 224 Joint-stock companies – 25 Citizen associations, NGOs – 54 Public enterprises – 13 National minority councils - 6, Political party – 1
Number of privatised media outlets	56	Privatisation Agency	Number of rescinded contracts – 25; of which 10 in bankruptcy proceedings
Number of journalists /media professionals	unknown	“Journalist Database”: 3,987 self-registered journalists (2,206 men, 1,781 women)	Members of UNS – 6,767 (4,072 men, 2,695 women) NUNS members – 3,483 (2,141 men, 1,342 women) NDNV members: 545 (women – approx. 60%)
Number of employees in larger media companies	RTS – approx. 4,000* RTV – 1,198* Pink Int. – 713 Kompanija Novosti – 460 TV B92 – 357 Politika NIM – 355 Tanjug – 240 TV Avala – 132	2010 financial statements	In 2009, RTS had 4,024 employees and lay-off plan for 650 employees; RTV data originated from RTV management (December 2011)
Number of journalists – trade union members	unknown		There are trade unions only in public media and some privatised media.
Average journalist salary	approx. 30,000 dinars	estimate based on several sources	
Share of households owning...	98.9% – TV set 82.5% – cell phone 52.1% – computer 44% – cable TV	Serbian Statistical Office, 2011	
National TV broadcasters' audience share	77.7%	AGB Nielsen, 2010	Population over 4 years of age

<b>Most watched national TV broadcasters (audience share)</b>	RTS 1 – 24%; Pink – 20% Prva – 15%; B 92 – 8% RTS2 – 4%; Avala – 3% Happy TV/Happy K – 2%	AGB Nielsen, 2011	RTS – the most watched for 340 days
<b>Average daily TV viewing time</b>	5 hours and 16 minutes	AGB Nielsen, 2010	UK – 4 hours and 2 minutes (2010)
<b>Most listened-to national radio broadcasters (audience share)</b>	Radio S – 16%; Radio B92 – 8% Radio Beograd – 5% Radio Indeks – 4% Radio Roadstar – 3%	Strategic Marketing, May 2010	1,558,339 listeners tune in weekly to Radio S, which exceeds by about 500,000 the number of Radio B92 weekly listeners.
<b>Sold copies of daily newspapers</b>	approx. 850,000	estimate based on several sources	
<b>Daily newspapers by circulation</b>	Blic – 121,480 Alo – 113,842 Večernje novosti – 109,736 Press – 74,672 Politika – 55,970	Blic, first ten months in 2011	Data for Kurir daily newspaper are not in public domain (its circulation is not audited)
<b>Fall in daily newspapers circulation</b>	3.32%	Strategy, first half of 2011/2010	Source: V. Novosti (2011/2010) V. Novosti – 3.7 % Blic – 9.9% Press – 5.3 % Politika – 4.5 %. Pravda – 29.0%
<b>Sold copies of weekly newspapers</b>	approx. 3,500,000 copies	Strategic Marketing, August 2011	
<b>Weekly newspapers by circulation</b>	Blic žena – 819,049 Pošalji recept – 411,811 Lepota i zdravlje – 390,260 Svet – 287,209 Scandal – 282,457	Strategic Marketing, August 2011	
<b>Monthly circulation of local print media</b>	approx. 650,000 copies	Local Press' estimate	(Weekly, biweekly and monthly newspapers) Monthly circulation in the aggregate of 30 members of the association of local independent media Local Press amounts to approx. 300,000 copies
<b>Estimate of real investments in media advertising</b>	EUR 175 million	AGB Nielsen, 2010	
<b>Media share in estimated overall value of advertising market</b>	TV – 56% Press – 23% Radio – 5% Internet – 4%	AGB Nielsen, 2010	
<b>Average annual business revenue for 81 commercial RTV broadcasters</b>	EUR 831,373	Derived from data published in Taboo magazine (2010 financial statements)	The 35 most successful broadcasters generate average annual revenue of EUR 1,883,304
<b>Business results of national TV broadcasters</b>	Losses, except for TV Pink	2010 financial statements	
<b>Financial assistance of the state in 2011</b>	2,512,856,070 dinars (approx. EUR 25 million)	Strategy	Republic – EUR 5 million (out of which, for competitions – 115 million dinars, for 4 public enterprises – 382 million dinars) Vojvodina – EUR 3.5 million Local self-governments – EUR 16.5 million
<b>Share of households with broadband Internet access</b>	31%	Serbian Statistical Office, 2011	In the UK, 74% of the population have broadband Internet access



<b>Share of persons (aged between 16 and 74) who have used computers within the past three months</b>	54.3%	Serbian Statistical Office, 2011	Users: 55.3% men, 53.4% women Number of computer users increased by 3.6% compared to 2010; 40.1% persons have never used computers
<b>Share of persons who have used the Internet within the past three months</b>	42.2%	Serbian Statistical Office, 2011	Number of Internet users increased by 1.1% compared to 2010 Users: 43.9% men, 40.5% women 53% have never used the Internet
<b>Share of persons with social networks' accounts (Facebook, Twitter)</b>	91.8% of the population aged between 16 and 24	Serbian Statistical Office, 2011	2010: 2 million persons aged 18-34 UK – 48% of adults

## Annex 6 - List of Persons and Organizations Met

The persons met throughout the fieldwork implementation (including inception) are listed below in alphabetical order.

Surname	Name	Organization
<b>Persons met on general level (EUD, SEIO, other evaluation teams)</b>		
Djukic	Svetlana	EU Delegation
Ilic	Ana	SEIO
Kacapor	Zehra	HRD Sector evaluation team
Milenic	Ana	EU Delegation
Mijacic	Dragisa	Overall (all sectors) evaluation team
Mladar	Danijela	Task force for preparation of new draft NAD
Pivljanin	Luka	SEIO
Stanislav	Stanev	CBC & Transnational cooperation evaluation team
Soupilas	Konstantinos	EU Delegation
Turina	Snezana	SEIO
<b>Persons met in CS Field</b>		
Batmek Antonic	Daliborka	EHO
Bekcic-Pjescic	Gordana	Office for Cooperation with Civil Society
Bu	Robert	EHO
Cirkovic	Ivana	Office for Cooperation with Civil Society
Dakic Dzordzevic	Biljana	Balkan Trust for Democracy
Delic	Gordana	Balkan Trust for Democracy
Djuric	Vladimir	Leader+
Djurovic	Srdjan	Open Society Institute Serbia
Dobrasinovic	Dragan	Toplicki Centar for Democracy and Human Rights
Dzordzevic	Dragan	Committee for Human Rights Nis
Gajin	Sasa	Center for Advanced Legal Studies
Gerzina	Jelan	Office for Cooperation with Civil Society
Ignjatovic	Tanja	Autonomous Women Center
Ilic	Snezana	Center for Development of Civil Society
Knezevic	Ivan	European Movement Serbia
Kokotovic	Simona	Confederation of Autonomous Trade Unions of Vojvodina
Krsmanovic	Elena	ASTRA
Krstic	Jelen	Office for Cooperation with Civil Society
Levic	Slađana	Youth with Disabilities Forum
Macanovic	Bobana	Autonomous Women Center
Matic	Marina	Association of Public Prosecutors and Deputy Public Prosecutors of Serbia
Milic	Dragan	Olof Palme International Center
Milic	Goran	Confederation of Autonomous Trade Unions of Vojvodina
Odanovic	Gordana	Belgrade Center for Security Policy

Pavkovic	Snezana	Timok Club
Pavlicic	Srdjan	ProConcept
Pavlovic	Olivera	SeCons
Petrovic	Predrag	Belgrade Center for Security Policy
Petrovic	Tanja	Youth Researchers of Serbia
Popov	Aleksandra	Center for Regionalism
Popovic Pantic	Sanja	Association of Business Women
Raskovic	Zorka	TACSO Resident Advisor Serbia
Ristin	Aleksandar	Leader+ Banatski Karlovac
Sretkovic	Draga	ISC
Stajic	Igor	Education Center Leskovac
Stevanovic	Ivana	CRNPS
Tasic	Sanela	Office for Cooperation with Civil Society
Tonc	Andreja	SIPU/TA to the Office for Cooperation with Civil Society
Tucic	Tanja	Center for Regionalism
Velat	Dubravka	Civic Initiatives
Vukojevic	Mia	BCIF
<b>Persons met in Media Field</b>		
Brkic	Bojan	Project Manager, Head Foreign News Department RTS
Cecen	Maja	Director, Fund B92
Cecen	Branko	Head, Center for Investigative Journalism
Curcic Asodi	Agnes	Program Development Manager, Novi Sad Journalism School
Golubovic	Sibin	Project Management Specialist Media, USAID/Serbia-Montenegro
Haworth	Ellie	Programme Manager, BBC Media Action
Ilic	Ana	Assistant Director, European Integration Office
Kures	Zlata	Deputy Director, BETA News Agency
Licina	Radomir	Programme Development, Editor, DANAS Daily
Markovic	Ljubica	Director, BETA News Agency
Masic	Dusan	Project Manager / Trainer, IREX
Matic	Jovanka	Research Associate, Institute of Social Science
Milenkovic	Jasna	Legal Expert / Coordinator, ANEM
Milosevic	Mirjana	Media Development Expert
Milosevic	Vojislav	Deputy Director, VREME Weekly
Mirkovic	Saša	President, ANEM
Pavlovic	Milica	Ministry for Culture and Media
Pivljanin	Luka	European Integration Office
Posin	Irena	Assistant Minister, Ministry of Telecommunications and Information Society
Solomon	Dragana	Head of the Media Department, OSCE Serbia
Thierry	Dominique	(former) Team Leader at Particip - EU Info Centre
Tomic	Katarina	Ministry of Foreign and Domestic Trade and Telecommunications
Valic Nedeljkovic	Dubravka	Director, Novi Sad Journalism School
Vasic Nikolic	Maja	Project Manager, NUNS

Vasiljevic	Nebojsa	Assistant Minsiser, Ministry of Foreign and Domestic Trade and Telecommunications
Zarkovic Obradovic	Dragana	Country Director, BIRN Serbia
<b>Persons met in Culture Field</b>		
Aksentijevic	Zagorka	Group 484
Arbutina	Nada	Internet Club Ljig (Manubalk project)
Blum	Robert	Senjski Rudnik project TA team
Cendic	Jarmila	President of Executive Board, National council of Slovak minority
Djordjevic	Maja	Institute for Protection of Cultural Monuments of Serbia
Gajic	Milos	Adviser, Ministry of culture, media and information society
Ilijevski	Borislav	Resource centre Majdanpek
Jecl	Igor	Belgrade Philharmony
Jeremic	Borka	UN Coordination specialist
Joksimovic	Lola	Head of office, Culture Contact Point Serbia EC Culture
Jovanovic	Aleksandra	Ministry of culture, media and information society (CULTEMA)
Kalinic	Aleksandra	Embassy of the Kingdom of the Netherlands
Kozm	Robert	Group 484
Markovic	Mirko	Belgrade Library and Internet Centre Ljig (Manubalk project)
Markovic	Lidija	IOM
Matijevic	Sarita	Playground production Novi Sad
Members		Association of Independent Cultural Scene of Serbia - NKS
Milosavljevic	Suncica	Bazaart, Neaavisna kulturna scena (NKS)
Miskovic	Maja	Ministry of culture, media and information society
Molè	Santa	Director Local Technical Unit, Belgrade, Italian cooperation
Münks	Marita	Managing Director, PEM Consult ( Senjski Rudnik TA Contractor)
Nenadovic	Dejan	Mayor, Municipality of Despotovac
Nikolic	Nevenka	Embassy of the Kingdom of the Netherlands
Nikolic	Nikola	Deputy Mayor, Municipality of Despotovac
Pajovic van Reenen	Jelena	Office for cooperation with civil society
Paunovic	Nevena	Culture Contact Point (CCP) Serbia (EC Culture Programme)
Pavicevic	Borka	Centre for Cultural Decontamination (CZKD)
Pavlovic	Milica	Ministry of culture, media and information society
Petovar	Tanja	CZKD
Popovic Zivancevic	Milan	Director, Central Institute for Conservation
Radosavljevic Vasiljevic	Darka	Remont - NKS
Remay	Frédéric	French bilateral cooperation, Belgrade
Romanescu	Claudia	Ministry of Culture, Romania (partner in CULTEMA Project)
Sferra	Daniele	Coordinator, Project CULTEMA
Slavik	Jan	National council of Slovak national minority
Stanisavljevic	Marko	Acting director, tourist organization of Despotovac
Stankovic	Ana	Senjski Rudnik project TA team
Stojanovic	Maja	Senjski Rudnik project TA team

Stojanovic	Slobodan	Assistant Mayer, Municipality of Despotovac
Subotic	Milica	Faculty of Music, Belgrade
Surdic	Borislav	Head of Secretariat, RCC Task Force on Culture and Society
Thierry	Dominique	Team Leader, EU Info Centre
Ubovic	Dejan	European Centre for Culture and Debate - NKS
Vemic	Milan	Senjski Rudnik project TA team
Vodalov	Vladimir	AAA Novi Sad
Vujinovic	Dejan	Etnofest, Subotica
Vukadin	Gojko	Director, RTV Kovacica
Vukovic	Marko	Director, coal mine Resavica