

STANDARD TWINNING LIGHT PROJECT FICHE

1. Basic Information

- 1.1 Publication notice reference:
- 1.2 Programme: IPA 2012
- 1.3 Twinning Number: HR 12 IB SPP 01 TWL
- 1.4 Title: Strengthening capacities of the Ministry of Public Administration in use of the EU Cohesion Policy instruments (CRO MoPA)
- 1.5 Sector: Structural funds
- 1.6 Beneficiary country: Republic of Croatia

2. Objectives

2.1 Overall objective:

Effective implementation and management of EU Cohesion Policy instruments in the financial period 2014-2020 in the Republic of Croatia in line with EU requirements in the area related to improvement of efficiency and professionalism in the public administration.

2.2 Project purpose:

Capacities of the Ministry of Public Administration (MoPA) for smooth and successful use of EU Cohesion Policy instruments in the financial perspective 2014-2020 ensured, including readiness for the full implementation of planned and prepared project proposals.

2.3 Contribution to Accession Treaty/ Relevant national documents:

Following the signature of the **Accession Treaty** on 9 December 2011 and its ratification procedure in the Member States, Croatia joined the European Union on 1 July 2013 as the 28th Member State. It sets provisions related to Structural and Cohesion funding and co-financing. This project will contribute to successful use of EU Cohesion Policy instruments in the financial perspective 2014-2020 through enhancement of the capacities of MoPA.

Partnership Agreement with the Republic of Croatia on using EU Structural and Investment Funds for financial perspective 2014-2020 sets provisions for approach of the Republic of Croatia in implementation of joint objectives of the Europe 2020 Strategy with the help of EU resources for the financial perspective 2014-2020.

In relation to the area targeted by this project the Partnership Agreement states that “public administration is complex, given the large number of budgetary and extra-budgetary users, its organization and a large number of local and regional self-government units. A comparison with EU-27 indicates a lag in efficiency and effectiveness of public services delivery as well as regulatory quality. Considering the fact that public administration plays a major role in social and economic development through reallocation of resources, regulation and service delivery, strengthening its capacities and efficiency are prerequisites for successful implementation of reforms and effective investments.” (...) “One of the main objectives is to ensure good governance

and deliver quality public services to citizens and businesses. This shall be achieved through improving the level of efficiency, effectiveness and transparency of the public administration and judiciary, as well as support to the implementation of the reform agenda.” (...) “Strategic objectives in relation to the main funding priority and main expected results through European Structural and Investment (ESI) Funds: improve the quality and delivery of public services, commitment to public administration reforms with a view to improve efficiency, increase transparency and reinforce anti-corruption mechanisms, to develop knowledge, capacities and skills in public administration employees and institutions and modernise and strengthen accountability and professionalism in the public administration and judiciary, to enhance the efficiency of the judiciary, to strengthen policy coordination and evidence-informed policy making in public administration.”

Operational Programme (OP) Competitiveness and Cohesion for financial perspective 2014-2020 was adopted by European Commission on 12 December 2014. For more information relevant for this Twinning light project please refer to the point 3.1 Background and justification of the Twinning light fiche.

Operational Programme (OP) Efficient Human Resources for financial perspective 2014-2020 was adopted by European Commission on 18 December 2014. For more information relevant for this Twinning light project please refer to the article 3.1 Background and justification of the Twinning light fiche.

Communication from the Commission to the European Parliament, the Council, the European Central Bank and the Eurogroup (2015 European Semester): Assessment of growth challenges, prevention and correction of macroeconomic imbalances, and results of in-depth reviews under Regulation (EU) No 1176/2011 states as follows: “There is a general need for further modernization of public administration and for increasing its efficiency and transparency, stepping up the fight against corruption, tax evasion and undeclared work.”

Council Recommendation of 8 July 2014 on the National Reform Programme 2014 of Croatia highlights the following: “Croatia has initiated reforms of the public administration to strengthen its administrative capacities and to improve the client-orientation of public services for citizens and businesses. However, the quality of public governance remains low, with weak coordination across different levels of government and little or overly formalistic use of evidence-based policy-making and assessment. The adoption of the public administration reform strategy is a step in the right direction; the strategy should be thoroughly implemented at all levels of government. The experience of the implementation of the pre-accession funds points to deficiencies in terms of strategic planning and institutional capacity and weaknesses in project elaboration and follow-up.”

Programme of the Government of the Republic of Croatia for the term of office 2011-2015 states that “the reform of public administration has the objective to establish new public administration that will become a public service for citizens, that will ensure efficient performing of social affairs, recruit public goods and satisfy relevant, everyday needs of citizens, in accordance with public interest and common good. The foundations of new public administration are basic principles of its work – focus on the user (the citizen) and incorruptibility. The purpose of public administration is to provide services and put the users of the service in the focus of its work.”

Strategy for Development of Public Administration 2015-2020 identifies three main areas related to development of the public administration: 1) Service delivery, simplification, streamlining and modernization/digitization of administrative procedures, as well as providing reliable and more effective and efficient support of the public administration to citizens and businesses with e-government; 2) Improvement of the human resources management to create a modern public service; 3) Defining public administration organization framework with transparent system of responsibilities, decision making and coordination. Strategy was adopted by the Croatian Parliament in June 2015.

Draft E-Croatia 2020 Strategy is a strategic framework for enhancement of the life quality of citizens by providing high quality public e-services. It aims to create a coherent, logical and efficient State information system as basis for development and implementation of quality and economic e-services on the national and EU level. The focus of the Strategy is also to ensure interoperability between the existing and new ICT systems in the public administration, at the same time eliminating duplications of its functionalities. Achievement of the Strategy's objectives will be measured by the percentage of citizens and companies use of public e-services and the level of user satisfaction. Strategy is expected to be adopted by the end of October 2015.

The main objective of the **Strategy for Broadband Development in the Republic of Croatia for 2016-2020** is to support development of nation-wide infrastructure for high-speed broadband Internet access (at least 30 Mbit/s) and services requiring high access speed, thus allowing the development and availability of digital society to all.

This Twinning light project will contribute to successful use of EU Cohesion Policy instruments in the Republic of Croatia through enhancement of the capacities of MoPA for efficient implementation and management of ESI Funds. Therefore, it will support implementation of measures foreseen in the above mentioned strategic documents and contribute to the reform process of the public administration with the overall aim of achieving modern, professional and client oriented public administration.

3. Description

3.1 Background and justification:

The reform of the public administration is one of the key strategic areas contributing to the overall reform process in the Republic of Croatia especially in view of the implementation of national and EU policies. In that sense, the public administration has the greatest share of responsibility for implementation of the *acquis* and effective implementation and management of EU Cohesion Policy instruments. Moreover, efficient use and implementation of EU Cohesion Policy instruments through projects related to improvement of the public administration can significantly contribute to the public administration reform process.

The European Commission has identified 11 Thematic Objectives¹ within which each Member State chooses the investment priorities and defines its own specific objectives. The focus of this project is on Thematic Objectives which are related to the areas under domain of the Ministry of Public Administration (MoPA): Thematic Objective 2 (TO2) and Thematic Objective 11 (TO11).

TO2: Enhanced access to, and use and quality of Information and Communications Technology (ICT)

TO2 is one of the objectives within the Operational Programme (OP) Competitiveness and Cohesion (for the use of European Regional Development Fund and Cohesion Fund). The basis of OP Competitiveness and Cohesion is the analysis of socio-economic circumstances, identified obstacles to growth, challenges and development needs in the Republic of Croatia, in the context of the Partnership Agreement, relevant EU and national strategic documents, their related targets and fundamental strategic provisions.

Beneficiaries of TO2 are as follows: Ministry of Public Administration; Ministry of Health; Croatian Health Insurance Fund; Ministry of Science, Education and Sports; Ministry of Construction and Physical Planning; Croatian Institute for Spatial Development; State Geodetic Administration; Ministry of Culture; Ministry of Tourism; Ministry of Justice; Ministry of Veterans' Affairs.

¹ http://ec.europa.eu/regional_policy/en/policy/what/glossary/t/thematic-objectives

Relevant beneficiaries, as identified necessary during implementation of the Twinning light project, will be included in trainings.

MoPA is currently participating in preparation of Programme Complement for TO2 which is coordinated by the Ministry of Regional Development and EU funds (Managing Authority for OP Competitiveness and Cohesion). Programme Complement document is envisaged to be finalized by October 2015 and it will serve as the basis for development of the project pipeline under TO2.

MoPA is designated as the lead beneficiary of TO2 Investment Priority 2c “Strengthening ICT applications for e-government, e-learning, e-inclusion, e-culture” with the specific objective “Increase of the use of ICT in communication between the citizens and public administration through establishment of ICT coordination structure and software solutions“. The overall expected result is to increase the level of the usage of e-government services by citizens, measured by e-government services usage by individuals and increase of the population communicating with public institutions. Specific results to be achieved include functioning of Government Cloud and strengthening use of e-services in specific sectors defined within Digital Growth Strategy: the increase of percentage of public institutions integrated in Government Cloud and number of complex user-centric e-services provided.

Taking into consideration that according to the *Act on the State Information Infrastructure* the MoPA is responsible for managing the State Information Infrastructure, it is planned that within this specific objective the ICT infrastructure for the Shared Service Centre (SSC) will be financed which will enable creating and managing the specific IT solution (Cloud) for integrating and collecting data for the purpose of the SSC.

The current problem negatively influencing the level of providing public e-services is a lack of digital data needed for delivery of very complex e-services and specific applications that include processing of data handled by different institutions. Therefore, within the above mentioned specific objective the MoPA aims to develop and implement projects which will lead to increase of the level of usage of e-government services. It is important to underline that further development of e-services will be built upon the national strategic project “e-Citizens” which is currently in implementation (for more information please refer to the point 3.2. Linked activities).

TO11: Enhanced institutional capacity and an efficient public administration

TO11 is one of the objectives within the Operational Programme (OP) Efficient Human Resources (for the use of European Social Fund). OP Efficient Human Resources aims at strengthening knowledge and skills of relevant target groups and their integration into the labour market, prevention of poverty and social exclusion and improving efficiency of the public administration.

Beneficiaries of TO11 are as follows: Ministry of Public Administration; Ministry of Finance; Ministry of Public Administration; Croatian Bureau of Statistics; National School of Public Administration; public administration bodies at local/regional level and civil society organizations. Relevant beneficiaries, as identified necessary during implementation of the Twinning light project, will be included in trainings.

MoPA is currently participating in preparation of operation summaries for TO11 projects which is coordinated by the Ministry of Labour and Pension System (Managing Authority for OP Efficient Human Resources). They will be used to describe operations, type of procurement, financial data (co-financing), identified problems/needs in sector, legal and strategic framework, scope, activities, beneficiaries, target groups, potential risks, etc.

The already identified operations under TO11 are focused on improvement of the current organization structure and processes applied within the public administration and judiciary, strengthening of coordination among the public administration bodies and cooperation with social partners and civil society organizations, improvement of the quality and skills of civil servants and

in the judicial sector as well as improvement of the recruitment system and career development system, which will contribute to country's overall socio-economic development.

MoPA has a key role in the area of modernization of public administration and provision of rapid and reliable public services as essential components for stimulating entrepreneurial environment and ensuring better standard of life for all citizens. Its tasks therefore fall under the topic "Good governance" with the focus on TO11 Investment Priority 11i "Investment in institutional capacity and in the efficiency of public administration and public services at the national, regional and local levels with a view to reforms, better organization and good governance".

Following the above, the MoPA represents one of the most important beneficiaries of TO2 and TO11. In order to ensure fulfilment of the thematic objectives it is crucial that the MoPA has adequate institutional and administrative capacities for implementation and use of EU Cohesion Policy instruments. There is need to highlight that currently the MoPA faces serious lack of human resources educated and trained on EU projects and programmes.

National institutional framework related to the use of EU Cohesion Policy instruments in the financial perspective 2014-2020 is defined by the *Act on the Establishment of an Institutional Framework for Implementation of the European Structural and Investment Funds in Republic of Croatia for the 2014-2020 period*. This Act implements the *EU Regulation No. 1303/2013 of the European Parliament and of the Council of 17 December 2013*, laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund and on laying down general provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund and the European Maritime Fisheries Fund and on repealing *Council Regulation (EC) No. 1083/2006*. In line with the Act, institutional framework for implementation and management of ESI funds includes coordinating body, bodies within the management and control system of the specific operational programmes and the independent audit body. Relevant bodies in the management and control system of ESI funds are determined by the *Ordinance on Bodies in the Management and Control System for Implementation of the European Social Fund (ESF), European Regional Development Fund (ERDF) and Cohesion Fund (CF)*.

MoPA is currently developing pipeline of projects that may be financed from EU Cohesion Policy instruments. It should be noted that the existing project ideas (draft project pipeline) is at very high stage of preparation, particularly due to the fact that it is based on the objectives indicated in the national strategies.² Further support of the MS Twinning partners is envisaged in its finalization, taking into account the identified lack of the MoPA experience in preparation of the projects and a viable concern that conceived projects may not be suitable for financing (e.g. project ideas will not be mature enough). Furthermore, additional support is needed for preparation of the related documentation (e.g. detailed description of the project and its indicators). There is also need to highlight that the purpose of this project is to support the MoPA to reach readiness for the full implementation of planned and prepared project proposals and therefore, additional activities may be proposed by the MS Twinning partners in order to achieve the project purpose.

This Twinning light project will support the MoPA in preparation of project proposals and future effective implementation of projects financed from EU Cohesion Policy instruments. Through this project MoPA will increase its capacities and become fully operational and ready to absorb the EU funds available in the financial perspective 2014-2020 which is an important element in achieving the goals of the public administration reform falling under the domain of the MoPA - increasing effectiveness and professionalism of the public administration, improving service delivery, improving management of human resources, etc.

² 1 strategic project and possibly a couple of projects on a smaller scale are currently foreseen under TO2, while approximately 19 projects are conceived under TO11.

3.2 Linked activities:

IPA 2011 “Support for state aid system in relation to EU Structural and Cohesion funds” (CRO STATE AID)” (Twinning number: HR 11 IB FI 03 TWL; MS partner: Lithuania)

The project will contribute to achievement of the overall objective which is increasing capacity of the Republic of Croatia to implement the Structural and Cohesion Policy and state aid related to EU *acquis*. The project purpose is to enhance capacity of the Ministry of Finance and other stakeholders in the area of state aid within EU Structural and Cohesion funds in order to ensure compatibility of EU Structural and Cohesion funds projects with state aid rules. Implementation of this Twinning light project began in June 2015 with the expected duration of 6 months.

CRO STATE AID project will amongst others provide possibility for the MoPA staff to obtain specific knowledge in the area of state aid. If needed, CRO MoPA project will further upgrade the obtained knowledge on state aid rules in the process of upgrade of the project pipeline; however it is targeted at enhancing the overall MoPA capacities and knowledge relevant for efficient implementation of EU funds and therefore, there is no overlapping between the two projects.

“Preparation of project pipeline and support to the ESF beneficiaries”

The main project partner is the Ministry of Labour and Pension System, Managing Authority for OP Efficient Human Resources 2014 - 2020. This project has been implemented from June 2014 with the expected duration of 20 months (until February 2016). Objective of this service project is to improve the general awareness about the European Social Fund, to develop of a project pipeline for the new programming period and to improve opportunities for the development and implementation of high quality projects in the field of human resources development. Results of the project will be increased awareness and understanding about the opportunities of use of the European Social Fund; improved knowledge, skills regarding rules and methodology of project preparation among potential beneficiaries and ensuring sufficient number of European Social Fund projects that are ready for application to the competent authorities. One of the project activities is to analyze the current project pipeline in order to develop fully matured projects that may be financed from OP Efficient Human Resources. The above mentioned service project is not specifically dedicated at increasing the MoPA capacities and as such it is not sufficient to reach the objective related to the smooth and successful use of EU Cohesion Policy instruments by the MoPA. Nevertheless, coordination between the service and CRO MoPA project is planned and will be ensured by the MoPA in order to achieve synergy effects and sustainability of the project results.

National project “e-Citizens”

MoPA is currently implementing national strategic project with the purpose of enhancing public use of e-services and developing “Paperless Government”. The project started in 2013, and is defined by three components of a shared public sector infrastructure: Gov.hr – the Central Government Portal; NIAS – the National Identification and Authentication System and OKP – the Personal User Mailbox. Further development of e-services under the CRO MoPA project will be built upon the national strategic project “e-Citizens”.

Support for Improvement in Governance and Management - SIGMA

From 1992 to 2015 a significant support has been provided to the MoPA by **SIGMA** especially in the area of capacity building such as assistance in preparing State Administration Reform Strategy and its revision, 2010-2013 Civil Service Human Resource Development Strategy and its Action Plan, as well as other comparative studies on best assessment practice in the EU Member States (e.g. salaries of civil servants). SIGMA was also included in the assessment of the National Strategic Reference Framework 2012 – 2013 for the part of the administrative capacity.

Under SIGMA the MoPA is actively participating in Common Assessment Framework (CAF). CAF is the result of cooperation between ministries responsible for public administration of EU Member States with a goal to modernize ways of government managing and public service delivery. It represents an easy-to-use, free tool to assist public-sector organizations across Europe in using quality management techniques to improve their performance. CAF is a total quality management

tool which is inspired by the major Total Quality models in general, and by the Excellence Model of the European Foundation for Quality Management in particular. In 2014 the MoPA organized three workshops: a) Seminar on “Quality management in public services – policies and tools for citizen-centred public services” Zagreb, 27 March 2014 (Regent Esplanade Hotel), b) Seminar on “Quality management in public services – policies and tools for citizen-centred public services” on 22-23 May 2014 (National School for Public Administration), c) Seminar on “Quality management in public services – policies and tools for citizen-centred public services” Zagreb, 8-9 September 2014 (National School for Public Administration).

IPA 2010 “Support to strengthening administrative capacity through development of the competency framework in civil service” (Twinning number: HR/2010/IB/OT/01 TWL; MS partner: the Netherlands)

The project beneficiary was the MoPA. The project results were: analysis of national legislation in relevant areas of civil service human resources management conducted and recommendations for improvement of legislation in relation to application of the key competences framework in the area of recruitment, performance appraisal and career development prepared; key competences for managerial and non-managerial level posts in state administration bodies elaborated; methodology for assessment of key competences for managerial and non-managerial level posts developed; manual on key competences for managerial and non-managerial level posts for state administration bodies prepared; training programmes and materials for training of civil servants in state administration bodies and future trainers on topics in the area of key competences framework prepared; capacities of employees of state administration bodies in the area of key competences framework enhanced. Implementation of this Twinning light project started in March 2014 and ended in September 2014.

IPA 2008 “Assistance with the management of Objective 3 under the Cohesion Policy” (Twinning number: HR/2008/IB/SPP/01; MS partners: Italy and Poland)

The purpose of this Twinning project was to increase capacity for technically correct and effective financial management of funds, systematic and effective monitoring and evaluation of Structural Funds (SF) programmes in Croatia. The project focused on SF management processes within the areas of territorial (cross-border, interregional and transnational) cooperation. The project implementation started in December 2011 and finished in February 2014. More specifically the project supported:

- 1) Ministry of Regional Development and EU Funds (MRDEUF) in performing its role as future Managing Authority (MA) for a number of Territorial Cooperation Operational Programs (OPs) and National Authority for all Territorial Cooperation programmes the Republic of Croatia will participate in within the framework of territorial cooperation programmes in the 2014-2020 regulatory period;
- 2) Agency for Regional Development of the Republic of Croatia (ARD) in its envisaged role as the future Control Body for all Territorial Cooperation OPs (European Territorial Cooperation and IPA II Cross-Border Cooperation (CBC) programmes) and hosting body of Joint Secretariats (JSs) for the programmes managed by the Republic of Croatia.

IPA 2008 “Enhancement of capacity for effective management of EU Cohesion Policy funds” (Twinning number: HR/2008/IB/SPP/02; MS partners: Lithuania and Hungary)

The main purpose of the project was to increase capacity for overall coordination of the implementation of structural funds and the cohesion fund in Croatia, technically correct and effective financial management of funds, systematic and effective monitoring of SF programmes. More specifically the project supported: Ministry of Regional Development and EU funds in the coordination of the management of Structural and the Cohesion funds and other functions of the future Coordinating Authority for the National Strategic Reference Framework and related Operational Programmes and the Ministry of Finance in performing its role as the future Certifying Authority and future Managing Authorities and Intermediate Bodies in aspects related to financial management. The project implementation started in August 2011 and finished in November 2013.

IPA 2008 “Ex ante evaluations of programming documents and strengthening evaluation capacity for EU funds post accession”

The main purpose of the service project was to undertake evaluation activities for the purpose of programming EU assistance, in line with Council Regulations No 1083/2006, 1698/2005, 74/2009 and 1198/2006, and to establish capacity for evaluation of EU co-funded programmes upon Croatia's accession to the EU. The project was focused on providing ex-ante evaluations of National Strategic Reference Framework (NSRF) and related OPs and programming documents under the EU Fisheries Policy and Rural Development Policy, as well as on strengthening evaluation capacity for EU Cohesion Policy funds management in the relevant bodies, developing strategies and providing appropriate training methods for further capacity development. The implementation of the project started in January 2012 and finished in April 2013.

IPA 2007 “Implementing Croatian competition and state aid policies” (Twinning number HR/2007/IB/FI/03; MS partners: Italy and UK)

The main purpose of this Twinning project was to provide Croatian Competition Agency (CCA) and other stakeholders in competition and state aid systems with sufficient capacity for efficient implementation of competition and state aid policies. The overall objective was to enhance the competition environment and state aid policy through continuous support to Croatian competition authorities and its partners on the basis of EU competition rules and best practices in order to be ready for effective implementation of EU competition policy after EU accession. The project was divided in two main components: competition and state aid. In regard to state aid, the activities of the project were focused on following subjects: constant education of CCA staff on state aid legislation and delivery of best practices in the field of state aid; enhancing capacity in state aid advocacy delivery at central, regional and local governmental levels. The project implementation started in July 2010 and finished in March 2012.

IPA 2007 “Technical assistance for the Managing Authority of the Operational Programme “Administrative Capacity Development”” (Twinning number: HR/2007/IB/SPP/01-TL; MS partners: Poland)

This Twinning light project aimed at ensuring preparation of the managing authority to be able to fulfil the functions and responsibilities related to the programming and management of the Operational Programme “Administrative Capacity Development”. The implementation of the project started in January 2011 and was completed in July 2011.

Phare 2006 “Development of institutional capacity for the management of EU Structural Funds”

The purpose of this service project was to provide technical assistance to the Central Office for Development Strategy and Coordination of EU Funds (CODEF)³ in order to develop the institutional and human capacity of the Croatian central administration for the management of the EU Structural Funds. This project assisted in realizing the preconditions for effective programming and implementation of the Structural Funds co-financed programmes and in building capacity for these tasks in relevant institutions. This project consisted of two service contracts which supported development of the administrative and institutional capacities for the successful management of Structural Funds upon accession. The Division for Projects Management of the MoPA was included as one of the beneficiaries of the technical assistance provided by the experts of this project dedicated to supporting CODEF and providing initial support to the managing authorities of all operational programs under National Strategic Reference Framework 2012-2013. The implementation of the project began in November 2008 and ended in November 2010.

³ Following the entry into force of the Law on Structure and Scope of Work of Ministries and other Central State Administration Bodies and the Law on State Administration System on 22 December 2011 the Central Office for Development Strategy and Coordination of EU Funds ceased to operate and its tasks and responsibilities are taken over by the Ministry of Regional Development and EU Funds.

Phare 2006 “Development of institutional capacity for management of EU Structural Funds post-Accession - Institutional Building Component” (Central Office for Development Strategy and Coordination of EU Funds)

This service project supported the future National Strategic Reference Framework Coordinating Authority, Managing Authorities, Intermediate Bodies, Certifying Authority as well as the Audit Authority and other stakeholders in order to build their administrative capacity for the successful management of structural funds and the cohesion fund upon Croatia’s accession to the EU. The four project components provided support in a) programming, b) audit, c) monitoring and evaluation and d) institutional building in terms of organisational development strategies related to structural funds management. Under this project the basic system and tools for programming, monitoring and evaluation were put in place for the structural funds and the cohesion fund. The project implementation started in December 2008 and finished in November 2010.

3.3 Results:

Component 1: Capacity building of the MoPA for the use of EU Cohesion Policy instruments

Result 1.1: Capacities of the MoPA for absorbing the available EU Cohesion Policy instruments (ERDF, CF) in the financial perspective 2014-2020 with special reference to Thematic Objective 2 (TO2) strengthened

Indicators of achievement:

- Training needs analysis of the MoPA staff related to the use of EU Cohesion Policy instruments conducted and TNA report with recommendations for improvement of the MoPA capacities related to TO2 of the financial perspective 2014-2020 prepared
- Based on TNA, training programme and training materials prepared
- Seminars for 10 participants in total (employees from the MoPA and other relevant beneficiaries) on programming and management of projects and programmes related to TO2 conducted
- On-the-job training in duration of at least 1 month for each of 5 MoPA employees conducted
- Study visit in duration of 5 working days for 5 MoPA employees on implementation of projects related to TO2 conducted; study visit report prepared

Result 1.2: Capacities of the MoPA for absorbing the available EU Cohesion Policy instruments (ESF) in the financial perspective 2014-2020 with special reference to Thematic Objective 11 (TO11) strengthened

Indicators of achievement:

- Training needs analysis of the MoPA staff related to the use of EU Cohesion Policy instruments conducted and TNA report with recommendations for improvement of the MoPA capacities related to TO11 of the financial perspective 2014-2020 prepared
- Based on TNA, training programme and training materials prepared
- Seminars for 15 participants in total (employees from the MoPA and other relevant beneficiaries) on programming and management of projects and programmes related to TO11 conducted
- On-the-job training in duration of at least 1 month for each of 10 MoPA employees conducted
- Study visit in duration of 5 working days for 5 MoPA employees on implementation of projects related to TO11 conducted; study visit report prepared

Component 2: Development of project pipeline of the MoPA in the financial perspective 2014-2020

Result 2.1: Project pipeline of the MoPA related to Thematic Objective 2 (TO2) of the financial perspective 2014-2020 and the related documentation prepared

Indicators of achievement:

- Analysis of the existing project ideas and of the current stage of development of the project proposals of the MoPA related to TO2 under EU Cohesion Policy instruments in the financial perspective 2014-2020 conducted and analysis report prepared
- Project pipeline of the MoPA related to TO2 of the financial perspective 2014-2020 prepared
- Based on the project pipeline of the MoPA for TO2, the related documentation prepared
- Screening of the MoPA objectives linked to TO2 performed and corresponding report with identification of further potential projects under TO2 prepared

Result 2.2: Project pipeline of the MoPA related to Thematic Objective 11 (TO11) of the financial perspective 2014-2020 and the related documentation prepared

Indicators of achievement:

- Analysis of the existing project ideas and of the current stage of development of the project proposals of the MoPA related to TO11 under EU Cohesion Policy instruments in the financial perspective 2014-2020 conducted and analysis report prepared
- Project pipeline of the MoPA related to TO11 of the financial perspective 2014-2020 prepared
- Based on the project pipeline of the MoPA for TO11, the related documentation prepared
- Screening of the MoPA objectives linked to TO11 performed and corresponding report with identification of further potential projects under TO11 prepared

3.4 Activities:

Member State is kindly requested to develop activities in the submitted proposal which are needed in order to achieve the results stipulated in the fiche.

Minimum two visibility events will be organized in the course of the implementation of the project; Kick-off meeting at the start of the implementation and the Final meeting at the end of the implementation of the project activities.

3.5 Means/ Input from the MS Partner Administration:

MS Project Leader may participate in the project also as the short-term expert (STE) and in this case the MS Project Leader should satisfy requirements stipulated in the fiche for both the Project Leader and the relevant STE profile.

3.5.1 Profile and tasks of the Project Leader

Profile of the Project Leader

Requirements:

- University level education or equivalent professional experience of 10 years in public administration or in the field of EU funds
- Minimum 5 years of experience in the EU Cohesion Policy instruments
- Experience in project management
- Computer literacy
- Working level of English language
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5

Asset:

- Experience in institutional building activities in the public administration

Tasks of the Project Leader:

- Overall responsibility of the project, support and coordination of all activities in the BC Cooperation with the BC Project Leader and experts in undertaking activities
- Overall coordination of MS experts' work and availability
- Ensuring sound implementation of envisaged activities
- Reviewing and approving key project outputs and any revisions to the work plan according to the EC rules
- Coordination and networking with relevant institutions in Croatia and in MS
- Organization of visibility events (kick-off and final events)
- Organization of study visits
- Participation in Steering Committee meetings

- Project reporting
- Ensuring backstopping and financial management of the project in the MS

3.5.2 Profile and tasks of the short-term experts

For each of the proposed experts in the submitted proposal the Member State is kindly requested to indicate the expert's profile.

Profile of the Short-term expert 1 (STE 1)

Requirements:

- University level education or equivalent professional experience of 8 years in public administration or in the field of EU funds
- Minimum 3 years of experience in the EU Cohesion Policy instruments
- Experience in preparation of projects financed from the European Regional Development Fund or the Cohesion Fund
- Computer literacy
- Working level of English language
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5

Assets:

- Experience in preparation or implementation of projects in the area of capacity building of public administration
- Experience in preparation or implementation of projects in the area of information and communication technology (ICT)
- Experience in conducting trainings

Tasks of the Short-term expert 1:

- Participating in all activities related to capacity building and preparation of the project pipeline under TO2:
 - Conducting training needs analysis and preparing corresponding report
 - Preparing training programme and training materials
 - Conducting seminars and on-the-job trainings
 - Analyzing the existing project ideas and preparing corresponding report
 - Preparing project pipeline of the MoPA and the related documentation
 - Identifying future potential projects and preparing corresponding report
- Close cooperation with the Croatian experts in undertaking all activities
- Participating in all relevant activities as determined during the project implementation

Profile of the Short-term expert 2 (STE 2)

Requirements:

- University level education or equivalent professional experience of 8 years in public administration or in the field of EU funds
- Minimum 3 years of experience in the EU Cohesion Policy instruments
- Experience in preparation of projects financed from the European Social Fund
- Working level of English language
- Computer literacy
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5

Assets:

- Experience in preparation or implementation of projects in the area of capacity building of public administration
- Experience in preparation or implementation of projects in the area of information and communication technology (ICT)
- Experience in conducting trainings

Tasks of the Short-term expert 2:

- Participating in all activities related to capacity building and preparation of the project pipeline under TO11:
 - Conducting training needs analysis and preparing corresponding report
 - Preparing training programme and training materials
 - Conducting seminars and on-the-job trainings
 - Analyzing the existing project ideas and preparing corresponding report
 - Preparing project pipeline of the MoPA and the related documentation
 - Identifying future potential projects and preparing corresponding report
- Close cooperation with the Croatian experts in undertaking all activities
- Participating in all relevant activities as determined during the project implementation

Note:

The pool of experts should include:

- At least one short-term expert who in addition to the respective profile requirements has experience in conducting training.

4. Institutional Framework

The main project beneficiary is the Ministry of Public Administration (MoPA). MoPA has 142 employees and it consists of 8 organizational units:

- Minister's Office;
- Directorate for Political System, State Administration and Local and Regional Self-government;
- General Administration Directorate;
- Directorate for Civil Service Employment Relations;
- e-Croatia Directorate;
- General Secretariat;
- Administrative Inspection;
- Independent Department for Internal Audit.

MoPA organizational unit which is directly involved in this project is e-Croatia Directorate which is composed of 2 sectors: i) State Administration Modernisation and Informatisation Sector (Service for EU Funds, Electronic Services and Registers Service); ii) Infrastructure Sector (Development and Standardization Service and Technical Support Service).

The e-Croatia Directorate performs administrative and technical tasks related to development of the information system of the public administration such as: establishment of technology and security infrastructure; rationalization of the use of information resources; linking information systems through a single information and communication network; adoption of technical and normative rules for the use of IT equipment; unified procurement of IT resources for the State administration; monitoring and coordination of projects areas of information and communication technologies; participation in making and monitoring the implementation of laws and other regulations in the field of information and communication technologies; promotion and systematic improvement of building a network infrastructure; public access to Internet services and content; coordination of development

and application of information and communication technologies in the electronic government, e-education, e-health, e-business and other related fields.

The Service for EU Funds functions within the e-Croatia Directorate and performs professional and administrative work in coordinating of preparation of documentation for the use of pre-accession programs, structural funds, other relevant EU programmes and funds and coordinating/monitoring the project implementation. It also participates in preparation of relevant strategic and operational documents and specific tender documentation, participates in selection of tenders and participates in financial management of projects and approving results of projects implementation. The tasks of the Service include cooperation and coordination with the other MoPA organizational units, Government bodies, European Commission and other stakeholders in order to monitor and review of realization of EU assistance. The Service is involved in developing and implementing communication plan, communicating with the public, the media, customers and potential customers, preparing and distributing promotional materials. The Service also performs the tasks of the Project Implementation Unit within the MoPA.

The project will have impact on institutional and administrative capacities of the MoPA related to EU projects implementation. It will not lead to change of the institutional framework as described.

MoPA will assure coordination of the national project stakeholders and will monitor on a regular basis the progress of the project activities.

Two Steering Committee meetings will be held for the purpose of reviewing the progress made under the project as well as to discuss results achieved and/or problems occurred. The first Steering Committee meeting will be held during the third month of project activities implementation in order to discuss and comment the draft start-up report. The second Steering Committee meeting will be organized during the last month of the implementation period of the Action to discuss the draft final report. It should be noted that the participation of the Member State Project Leader in Steering Committees meetings has to be combined with expert missions in case the Member State Project Leader is also a short-term expert in the twinning light project. If the Member State Project Leader is not short-term expert in the twinning light project then his visits to Croatia, (one visit every three months) as part of his overall task to ensure coordination and political steering of the project, should be organized at the same time as the two Steering Committee meetings of the project.

The exact participants of the Steering Committee meetings will be defined during the implementation of the project, but will at least include the following members:

- BC Project Leader
- MS Project Leader
- CFCA Project Manager
- MRDEUF Sector Manager

The beneficiary is committed to provide all necessary infrastructure such as office space and desktop computers with internet connection for experts, venue for holding seminars and workshops, and to ensure the necessary local staff/experts inputs.

5. Budget

Strengthening capacities of the Ministry of Public Administration in use of the EU Cohesion Policy instruments (CRO MoPA)	IPA Community Contribution	National Co-financing	TOTAL
Twinning light contract	90 % 200.000 EUR	10 % 22.222 EUR	222.222,00 EUR

The total amounts of the IPA Community Contribution and National Co-financing stipulated in the above table represent the total maximum amounts and therefore, they may be reduced at the level of the Twinning light contract, while the relevant ratio (percentages) should be maintained and fixed.

The co-financing requirement foreseen under IPA will be considered fulfilled according to the provision of the relevant Financing Agreement.

Interpretation costs will be reimbursed from the budget only for the purpose of workshops and seminars, up to 7% of the Contract amount can be used for translation and interpretation purposes.

Provisions for visibility costs and expenditure verification costs should be included in the budget.

6. Implementation Arrangements

6.1 Implementing Agency responsible for tendering, contracting and accounting:

Central Finance and Contracting Agency (CFCA)

Ulica grada Vukovara 284

10000 Zagreb, Croatia

Ms Nataša Mikuš Žigman, Director

Phone: + 385 1 6042 400

Fax: +385 1 6042 598

E-mail: procurement@safu.hr

Twinning Administrative Office

Central Finance and Contracting Agency

Ulica grada Vukovara 284

10000 Zagreb, Croatia

Ms Nirvana Sokolovski, Twinning NCP

Phone: +385 1 6042 400

Fax: + 385 1 6042 598

E-mail: twinning@safu.hr

6.2 Main counterpart in the BC:

Senior Programme Officer (SPO)

Ms Leda Lepri, Assistant Minister

Ministry of Public Administration (MoPA)

Maksimirska 63

10 000 Zagreb, Croatia

Phone: +385 1 2357 543

Fax: +385 1 2357 693

E-mail: llepri@uprava.hr

BC Project Leader

Ms Nives Jurič, Head of Service for EU funds

Ministry of Public Administration (MoPA)

Maksimirska 63

10 000 Zagreb, Croatia

6.3 Contracts:

It is envisaged that the Project will be implemented through one Twinning light contract with the

maximum amount of 222.222,00 EUR.

6.4 Reporting:

The Start-up Report will cover first two months of the contract and will be submitted during the third month.

The Start-up report should:

- Clearly define the aims and purpose of the aid provided by the project,
- Give detailed description of the content of particular parts of the project,
- Work out in detail the activities carried out and the results achieved,
- Work out in detail all modifications agreed with the beneficiary institution,
- Review difficulties met during the implementation of the project and measures that were undertaken for their removal,
- Provide all findings obtained in the meanwhile and preliminary conclusions, and
- Contain a general plan of activities for the implementation of the remained duration of the project.

The Final Report shall be submitted within three months upon the completion of the project activities and in any case within the legal duration of the project, and it should contain the following:

- Complete review of all activities carried out by MS experts during the implementation of the project,
- Achieved progress concerning each activity,
- Summary of all project results, with particular emphasis on mandatory results,
- Estimation of the project impact compared with the project aims and measures of the achieved progress,
- Identification of all important problems met during the implementation of the contract and solutions that have been applied,
- Lessons drawn from the project, and
- Recommendations for further steps in future projects

The reports must be endorsed and countersigned by the beneficiary, who may make additional comments.

Reports shall be submitted to the Ministry of Public Administration, the Central Finance and Contracting Agency, the Ministry of Regional Development and EU Funds and the concerned service of the European Commission in a form of 3 hard copies and an electronic version. All reports should be written in English.

6.5 Language:

Working language of the project will be English.

7. **Implementation Schedule (indicative)**

7.1 Launching of the call for proposals: 3Q 2015

7.2 Start of project activities: 1Q 2016

7.3 Project completion: 3Q 2016

7.4 Duration of the execution period (number of months): 9 months; the execution period will end 3 months after the end of the implementation period of the Action (work plan) which will take 6 months.

8. Sustainability

The achievements of this Twinning light project are expected to be maintained as a permanent asset to the Beneficiary with perspective of continuous further upgrading, development and/or updating. The results will contribute to the successful participation of the MoPA in the use of EU Cohesion Policy instruments. The project pipeline of the MoPA for TO2 and TO11 will form bases for further development of modern, transparent, client oriented and efficient public administration. Following implementation of this project, the MoPA staff will have sufficient capacities for future preparation of project proposals and implementation of EU projects and will further disseminate the obtained knowledge to other employees, as needed.

9. Crosscutting issues

Based on the fundamental principles of promoting equality and combating discrimination, participation in the operation will be guaranteed on the basis of equal access regardless of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

The activities of the objective have no negative impact on the environment.

10. Conditionality and sequencing

N/A

ANNEXES TO PROJECT FICHE

- 1. Logical framework matrix in standard format

Annex 1. Logical framework matrix in standard format

Strengthening capacities of the Ministry of Public Administration in use of the EU Cohesion Policy instruments (CRO MoPA)		Programme name and number: IPA 2012	
Ministry of Public Administration (MoPA)		Contracting period expires: 3 years following the date of conclusion of the Financing Agreement	Disbursement period expires: 3 years following the end date of contracting
		Total budget: 222.222,00 EUR	IPA financing: 200.000 EUR (90%) National co-financing: 22.222 EUR (10%) ⁴
Overall objective	Objectively Verifiable Indicators	Sources of Verification	
Effective implementation and management of EU Cohesion Policy instruments in the financial period 2014-2020 in the Republic of Croatia in line with EU requirements in the area related to improvement of efficiency and professionalism in the public administration.	10 projects prepared in 1 year after implementation of the Twinning light project 8 projects successfully implemented in 5 years after the implementation of the project	Relevant national reports/statistics on usage of EU funds Relevant EC reports SIGMA assessment on the capacity building within Croatian public administration ARPA reports MoPA reports	
Project purpose	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Capacities of the Ministry of Public Administration (MoPA) for smooth and successful use of EU Cohesion Policy instruments in the financial perspective 2014-2020 ensured, including readiness for the full implementation of planned and prepared project proposals.	MoPA employees trained on preparation and use of EU Cohesion Policy instruments (ESF, ERDF, CF) in the financial perspective 2014-2020 with special reference to TO2 and TO11 Project pipeline of the MoPA related to TO2 and TO11 and related documentation prepared	Twinning light project reports Documentation produced under the project (TNA report, training programme, training materials, analysis reports, recommendations, documentation related to the project pipeline, etc.)	Adequate human and financial resources available Commitment of the parties involved and good cooperation among interrelated institutions and project teams Adequate cooperation among competent national and regional institutions in the use

⁴ The total amounts of the IPA Community Contribution and National Co-financing stipulated in the above table represent the total maximum amounts and therefore, they may be reduced at the level of the Twinning light contract, while the relevant ratio (percentages) should be maintained as fixed. The co-financing requirement foreseen under IPA will be considered fulfilled according to the provision of the relevant Financing Agreement.

		List of participants on trainings (seminars, on-the-job training) List of participants on study visit Study visit report Training evaluation reports Project pipeline	of EU Cohesion Policy instruments Availability of BC experts to participate in trainings and other project activities
Results	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Component 1: Capacity building of the MoPA for the use of EU Cohesion Policy instruments Result 1.1: Capacities of the MoPA for absorbing the available EU Cohesion Policy instruments (ERDF, CF) in the financial perspective 2014-2020 with special reference to Thematic Objective 2 (TO2) strengthened Result 1.2: Capacities of the MoPA for absorbing the available EU Cohesion Policy instruments (ESF) in the financial perspective 2014-2020 with special reference to Thematic Objective 11 (TO11)	• Training needs analysis of the MoPA staff related to the use of EU Cohesion Policy instruments conducted and TNA report with recommendations for improvement of the MoPA capacities related to TO2 of the financial perspective 2014-2020 prepared • Based on TNA, training programme and training materials prepared • Seminars for 10 participants in total (employees from the MoPA and other relevant beneficiaries) on programming and management of projects and programmes related to TO2 conducted • On-the-job training in duration of at least 1 month for each of 5 MoPA employees conducted • Study visit in duration of 5 working days for 5 MoPA employees on implementation of projects related to TO2 conducted; study visit report prepared • Training needs analysis of the MoPA staff related to the use of EU Cohesion Policy instruments conducted and TNA report with recommendations for improvement of the MoPA capacities related to TO11 of the	Twinning light project reports Documentation produced under the project (TNA report, training programme, training materials, analysis reports, recommendations, documentation related to the project pipeline, etc.) List of participants on trainings (seminars, on-the-job training) List of participants on study visit Study visit report Training evaluation reports Project pipeline	Adequate human and financial resources available Commitment of the parties involved and good cooperation among interrelated institutions and project teams Adequate cooperation among competent national and regional institutions in the use of EU Cohesion Policy instruments Availability of BC experts to participate in trainings and other project activities

strengthened	financial perspective 2014-2020 prepared • Based on TNA, training programme and training materials prepared • Seminars for 15 participants in total (employees from the MoPA and other relevant beneficiaries) on programming and management of projects and programmes related to TO11 conducted • On-the-job training in duration of at least 1 month for each of 10 MoPA employees conducted • Study visit in duration of 5 working days for 5 MoPA employees on implementation of projects related to TO11 conducted; study visit report prepared		
Component 2: Development of project pipeline of the MoPA in the financial perspective 2014-2020 Result 2.1: Project pipeline of the MoPA related to Thematic Objective 2 (TO2) of the financial perspective 2014-2020 and the related documentation prepared	• Analysis of the existing project ideas and of the current stage of development of the project proposals of the MoPA related to TO2 under EU Cohesion Policy instruments in the financial perspective 2014-2020 conducted and analysis report prepared • Project pipeline of the MoPA related to TO2 of the financial perspective 2014-2020 prepared • Based on the project pipeline of the MoPA for TO2, the related documentation prepared • Screening of the MoPA objectives linked to TO2 performed and corresponding report with identification of further potential projects under TO2 prepared		
Result 2.2: Project pipeline of the MoPA related to Thematic Objective 11 (TO11) of the financial	• Analysis of the existing project ideas and of the current stage of development of the		

perspective 2014-2020 and the related documentation prepared	project proposals of the MoPA related to TO11 under EU Cohesion Policy instruments in the financial perspective 2014-2020 conducted and analysis report prepared • Project pipeline of the MoPA related to TO11 of the financial perspective 2014-2020 prepared • Based on the project pipeline of the MoPA for TO11, the related documentation prepared • Screening of the MoPA objectives linked to TO11 performed and corresponding report with identification of further potential projects under TO11 prepared		
Activities	Means	Specification of costs	Assumptions
Activities to be implemented correspond to the activities developed in the selected MS proposal.	Consultation, analysis, preparation of documentation, seminar, training, on-the-job training, workshop, study visit.	Twinning light project: 222.222,00 EUR	In line with the assumptions specified for results
			Preconditions: N/A