Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Swiss Agency for Development and Cooperation SDC

Open Society Fund Bosnia & Herzegovina

Fond otvoreno društvo Bosna i Hercegovina

Analiza NVO sektora iz perspektive socijalnog uključivanja

Analysis of NGO Sector from the Perspective of Social Inclusion

IBHI
Nezavisni biro za humanitarna pitanja
Independent Bureau for Humanitarian Issues

Branilaca Sarajeva 47, 71000 Sarajevo
Bosna i Hercegovina
Tel: + 387 33 219 313
Fax: + 387 33 219 314
Email: ibhi@bih.net.ba
Internet: http://www.ibhi.ba

Izdavač / Publisher
Nezavisni biro za humanitarna pitanja - IBHI
Independent Bureau for Humanitarian Issues - IBHI

Finansijska podrška/Financially Supported by
Švicarska Agencija za razvoj i saradnju / Swiss Agency for Development and Cooperation
Fond Otvoreno društvo BiH / Open Society Fund Bosnia and Herzegovina

Urednica / Editor
Ranka NINKOVIĆ-PAPIĆ

Tehnički urednik / Technical Editor
Dženan TRBIĆ

Autorica / Author
mr. Mirela IBRAHIMAGIĆ

Prevod / Translation
Zemina BAHTO, Merima TAFRO

Lektura / Proofreading
Zemina BAHTO

Štampa i dizajn naslovne strane / Printing and Cover Design
TDP d.o.o. Sarajevo

Tiraž / Circulation
1000

Prvo izdanje / First Edition
Sarajevo, oktobar/October 2009

Nezavisni biro za humanitarna pitanja (IBHI) zadržava autorska prava nad publikacijom. Citiranje navoda iz publikacije je dozvoljeno samo uz navođenje izvora:
Analiza NVO sektora iz perspektive socijalnog uključivanja, (Sarajevo: IBHI, oktobar 2009. godine)

The Independent Bureau for Humanitarian Issues (IBHI) reserves copyrights over this publication. Please cite source as:
Analysis of NGO Sector from the Perspective of Social Inclusion, (Sarajevo: IBHI, October 2009)

Napomena: **Analiza odražava mišljenje autorice te ne odražava mišljenje Direkcije za ekonomsko planiranje BiH**
Disclaimer: **This Analysis reflects the views of its Author and does not reflect the views and opinions of the Directorate for Economic Planning of BiH**

Analiza NVO sektora iz perspektive socijalnog uključivanja

mr. Mirela Ibrahimagić

SADRŽAJ

Predgovor 7

Uvod 9

1. Socijalno uključivanje i njegov društveni karakter 9
   1.1. Potreba za angažmanom svih društvenih faktora 11
   1.2. Uloga civilnog društva (NVO, sindikati, mediji, poslodavci, akademska zajednica) u socijalnom uključivanju 12
   1.3. Jačanje socijalnog kapitala i "buđenje" ljudskih resursa 14

2. EU iskustva – politike socijalnog uključivanja i uloga civilnog društva, posebno NVO-a 15
   2.1. Uloga civilnog sektora u pripremi JIM i NSRs (NAPs inclusion) 18
   2.2. Uloga civilnog sektora u implementaciji politika socijalnog uključivanja . . . 23
   2.3. Uloga civilnog sektora u monitoringu JIM/NAPs inclusion dokumenata . . . 26
   2.4. Partnerstvo javnog i NVO sektora – najbolje prakse 28
   2.5. Iskustvo u finansiranju NVO-a u implementaciji politika socijalnog uključivanja 31

3. Strategija socijalnog uključivanja u BiH 34
   3.1. Ključne ugrožene grupe, slika siromaštva i isključenosti 35
   3.2. Uloga civilnog društva u pripremi Strategije socijalnog uključivanja 36

4. Slika NVO sektora u BiH 37
   4.1. Veličina NVO sektora i struktura aktivnosti NVO-a 37
   4.2. Finansiranje NVO-a iz domaćih izvora i analiza strukture aktivnosti koje se podržavaju 38
   4.3. Iskustva partnerstva javnog i NVO sektora 43
   4.4. Slika organizovanosti NVO-a, postojeće mreže i njihova efikasnost 48

5. Strategija socijalnog uključivanja i NVO sektor – mogući modaliteti angažovanja 51
   5.1. Ocjena mogućnosti NVO sektora u kontekstu SSU učešća u implementaciji, monitoringu i evaluaciji 51
   5.2. Fondacija za socijalno uključivanje (FSU) kao akter podrške angažovanja NVO-a u implementaciji Strategije socijalnog uključivanja (SSU) 52

6. Preporuke o modalitetima i mehanizmima uključivanja NVO-a u implementaciji SSU 53

6.1. Preporuke za Akcione planove implementacije SSU 54
6.2. Preporuke za Direkciju za ekonomsko planiranje BiH (DEP) 54
6.3. Preporuke za Vlade BiH/FBiH/RS/Kantone i Opštine. 55
6.4. Preporuke za NVO-e. 56

Bibliografija 59

Predgovor

Socijalna uključenost je proces koji omogućava osobama u siromaštvu i drugim socijalnim potrebama, i u stanju socijalne isključenosti, da steknu priliku, neophodna sredstva i podršku za potpuno uključivanje u ekonomski, socijalni i politički život i da uživaju standard života i blagostanja koji su esencijalni u društvu u kome žive. To istovremeno znači i uključivanje u proces donošenja odluka i razvoj politika koje podržavaju socijalno uključivanje.

Stoga, proces socijalnog uključivanja traži angažman građana i njihovih organizacija u razvoju politika i njihovoj implementaciji. Dakle, sam proces mora odgovarati logici socijalnog uključivanja, odnosno biti uključujući jer karakter cilja određuje i sredstva njegovog ostvarenja.

Konkretnije, socijalno uključivanje zahtijeva partnerstvo vlada i javnih institucija na svim nivoima i civilnog društva, posebno NVO-a koji organizuju građane za aktivnosti u socijalnom sektoru.

Socijalno uključivanje je, kao koncept, osnova socijalnih politika u zemljama EU, kao i njihove uzajamne koordinacije na nivou EU.

U kontekstu procesa integracija sa EU, u BIH je u pripremi Strategija socijalnog uključivanja BIH za srednjoročni period. U samoj Strategiji naglašen je značaj i uloga NVO-a u jačanju socijalne uključenosti i implementaciji same Strategije. Važno je istaći da su u pripremu Strategije uključene nevladine organizacije, posebno one koje svojom praktičnom aktivnošću podržavaju isključene grupe i osobe u stanju socijalne potrebe.

U ovom smislu i Strategija naglašava potrebu razvoja mehanizama koji će podržavati NVO-e u jačanju socijalnog uključivanja i implementaciji same Strategije. Fondacija za socijalno uključivanje u BiH, čije osnivanje je u toku, upravo je i realizacija te preporuke Strategije a njen karakter i način djelovanja definisani su uz punu uključenost NVO-a, socijalno isključenih osoba, javnih institucija i vlasti na svim nivoima, dakle svih budućih aktera i korisnika aktivnosti Fondacije.

Dio priprema za budući rad Fondacije je i *"Analiza NVO sektora iz perspektive socijalnog uključivanja"* koju je pripremila mr. Mirela Ibrahimagić. Analiza je, u stvari, podrška jačanju uloge nevladinih organizacija u socijalnom uključivanju.

Na osnovu veoma ozbiljnih analiza, u ovoj publikaciji su predstavljene i razrađene sugestije i preporuke o modalitetima i mehanizmima uključivanja NVO-a u jačanje socijalnog uključivanja i implementaciju Strategije socijalnog uključivanja.

Objavljivanjem ove Analize želimo pokazati mogućnosti i ojačati ulogu NVO sektora u socijalnom razvoju BIH, te postaviti analitičke osnove za rad Fondacije za socijalno uključivanje u BiH.

Mi smo u procesu i sve oko nas je proces.

Ninković - Papić Ranka

Ranka Ninković-Papić
Nezavisni biro za humanitarna pitanja (IBHI)

Uvod

Analiza NVO sektora iz perspektive socijalnog uključivanja ima za cilj da informiše o glavnim izazovima te ulozi civilnog društva u procesu implementacije politika socijalnog uključivanja kao novog pristupa koji je kroz izradu Strategije za socijalno uključivanje počeo krajem 2007. godine.

Putem ove analize pokušaj je da se:

- prenesu evropska iskustva pripreme nacionalnih strategija o socijalnom uključivanju i socijalne zaštite tzv. NSR (ili raniji naziv Nacionalni akcioni planovi socijalnog uključivanja NAPs Inclusion);
- predstave iskustva u uključivanju civilnog društva u evropske procese socijalnog uključivanja, odnosno da se predstave iskustva uključivanja civilnog društva u sve faze ciklusa kreiranja javnih politika na evropskom području misleći na proces pripreme strateških dokumenata socijalnog uključivanja u predpristupnoj fazi EU integracija, kao i iz ugla članica EU, zatim proces konsultacija sa civilnim društvom, proces implementacije politika socijalnog uključivanja zasnovanog na partnerstvu, te proces monitoringa i evaluacije;
- predstave institucionalni aranžmani koji omogućavaju veće uključivanje civilnog društva u ove procese;
- Pruže informacije o trenutnom procesu pripreme Strategije socijalnog uključivanja i saradnje sa civilnim društvom, ulazeći u narednim poglavljima u analizu NVO sektora u pogledu njegovih kapaciteta, izvora finansiranja te slike sveukupne organizovanosti civilnog sektora.

Polazeći od potrebe za jačanjem partnerstva i boljom saradnjom javnog i civilnog sektora, uzimajući u obzir pripremu za uspostavljanje Fondacije za socijalno uključivanje, a s ciljem osiguravanja uspješne implementacije politika socijalnog uključivanja koje bi trebale donijeti pozitivne efekte za ranjivu kategoriju stanovništva, na kraju analize dajemo i preporuke za glavne sudionike procesa socijalnog uključivanja, tačnije za koordinirajuće tijelo procesa pripreme Strategije socijalnog uključivanja (Direkcija za ekonomsko planiranje Vijeća ministara BiH), te javnog i civilnog sektora.

1. Socijalno uključivanje i njegov društveni karakter

Dosadašnja praksa "bavljenja" problemima siromašnim u BiH zasnivala se uglavnom, u okviru javnog sektora, na definisanju iznosa budžetskih sredstava koji su se, u vidu

socijalnih transfera, usmjeravali prema najsiromašnijoj kategoriji stanovništva. Civilno društvo je s druge strane, usmjeravano kroz sredstva međunarodne zajednice, imalo različite prakse koje su uspijevale više da dopru do ranjivih slojeva stanovništva. Rezultati ovakvih akcija javnog i civilnog sektora, pretpostavljući da su značajna sredstva unesena u područje suzbijanja siromaštva u BiH, a prema posljednjim podacima, nisu napravila značajan pomak. Očigledno je da je u tu svrhu potreban jasno definisan pristup, uzimajući u obzir dugoročne efekte, u suzbijanju siromaštva i socijalne isključenosti.

Proces Stabilizacije i pridruživanja EU predstavlja osnovu za jačanje socijalnog uključivanja u BiH te se njegov značaj ne ogleda u usvajanju različitih EU standarda koji će biti sastavni dio procesa socijalnog uključivanja nego u tome što odražava važnost reformisanja institucionalne i pravne strukture zemlje u zemlju koja kreira jednake mogućnosti za društveno uključivanje. Socijalno uključivanje je osnova socijalnog modela EU te predstavlja važan element vizije Unije kroz jačanje socijalne kohezije. Instrument za implementaciju socijalnih dimenzija Lisabonskih ciljeva podržan je kroz Evropsku socijalnu agendu i Strategiju za borbu protiv socijalne isključenosti korištenjem 'Otvorenog metoda koordinacije', koji uključuje pet ključnih elemenata: zajednički ciljevi; Nacionalni akcioni planovi za socijalno uključivanje (NAP), Zajednički memorandum o uključenosti (JIM); zajednički izvještaji o socijalnoj uključenosti; zajednički dogovoreni indikatori socijalne isključenosti (Laeken indikatori); i razmjena naučenih lekcija.

Socijalno uključivanje podrazumijeva veliki broj aktivnosti koje se u potpunosti baziraju na principu partnerstva javnog i civilnog sektora u zajednici. Glavni elementi procesa socijalnog uključivanja koji predstavljaju alate ali i proces stvaranja pozitivnih promjena u zajednici, te u velikoj mjeri podrazumijevaju aktivan doprinos civilnog sektora, su:

- Zajednički memorandum o uključenosti (JIM) prethodi procesu socijalnog uključivanja i obavezujući je dokument za pristupanje EU. JIM-ovi oslikavaju stanje socijalne isključenosti (ranjive grupe, politike usmjerene prema ranjivim grupama, sl.), identificiraju ključne izazove, pružaju pregled efektivnosti postojećih politika, te imaju za cilj da pripreme zemlju kandidata za članstvo u EU i učešće u Otvorenom metodu koordinacije nakon pristupanja.
- Nacionalni akcioni planovi za socijalno uključivanje (NAP/inclusion, današnji NSR) su glavni kanali kroz koje članice EU realizuju zajednički dogovorene ciljeve. NSR analizira uzroke i obim siromaštva i socijalne isključenosti te identifikuje glavne tokove i izazove te se u skladu s tim definiše način daljih akcija kroz javne politike.
- Monitoring procesa socijalnog uključivanja koji pretpostavlja izgradnju statističkih kapaciteta za praćenje siromaštva i socijalne isključenosti, tzv. "Laeken indikatori" koji predstavljaju primarne indikatore socijalnog uključivanja koji omogućavaju pozicioniranje zemlje u oblasti socijalnog uključivanja. Oni obuhvataju tri nivoa: (1) deset primarnih indikatora finansijskog siromaštva i materijalne deprivacije, zapošljavanje, zdravstvenu zaštitu i obrazovanje; (2) sekundarne indikatore, koji su komplementarni primarnom setu indikatora, ali ih detaljnije elaboriraju; (3) indikatore koje zemlje članice same odluče uključiti u svoje NAPs/inclusion, i koji im pomažu u reinterpretaciji primarnih i sekundarnih indikatora i/ili rasvjetljavanju specifikuma pojedinačnih oblasti.

- Metod otvorene koordinacije predstavlja način razmjene iskustava članica i kandidata za EU, podstiče članice da kritički analiziraju svoje politike, te naglašava aktivnosti dobrih i loših praksi, te osnov koji omogućava sudjelovanje šire društvene zajednice uključujući civilni i privatni sektor.

Nakon potpisivanja i implementacije Sporazuma o stabilizaciji i pridruživanju (SSP), BiH će u skladu sa predpristupnim finansijskim instrumentima (IPA fond), imati mogućnost dobijanja podrške za jačanje socijalnog uključivanja. Sticanjem statusa kandidata otvaraju se dodatne mogućnosti finansiranja politika socijalnog uključivanja čiji proces će unijeti novitete u području saradnje javnog i civilnog sektora na području pripreme i implementacije politika a samim tim doprinijeti jačanju socijalnog kapitala i veće socijalne kohezije u društvu, osnova za dalji razvoj BiH.

1.1. Potreba za angažmanom svih društvenih faktora

Obzirom na razmjere "isključenosti" pojedinaca i grupa, pred BiH stoji veliki izazov kako da se pristupi poboljšanju položaja velike većine stanovništva koja se nalazi u stanju siromaštva i socijalne isključenosti (oko 50% stanovništva je u BiH neki način isključeno). S jedne strane, proces Evropskih integracija nameće obavezu socijalnog uključivanja i kreiranja javnih politika na "evropski način" s ciljem postizanja jednakih mogućnosti, smanjenju marginalizacije na osnovu spola, etničke pripadnosti, mjesta življenja, nivoa obrazovanja i slično. dok s druge strane utiče na stvaranje demokratskog društva tražeći veću ulogu civilnog sektora u ovim procesima. Predpristupni procesi BiH će zahtijevati veći angažman civilnog sektora jer će BiH na tom putu morati zadovoljiti ciljeve dobrog upravljanja procesom socijalnog uključivanja. U nadolazećem periodu kada je za očekivati da Evropska Unija preuzme ulogu najvećeg "stranog" donatora za razvoj civilnog društva zbog prepoznate potrebe da ono zauzme dinamičnu ulogu u demokratskom društvu, vrijeme je da i vlasti Bosne i Hercegovine definiraju svoj stav prema civilnom društvu.

U svrhu razumijevanja važnosti angažmana svih relevantnih aktera, prije svega da pojasnimo pojam socijalne isključenosti odnosno uključivanja:

Socijalna uključenost se definiše kao proces koji omogućava osobama koje se nalaze u riziku od siromaštva i socijalne isključenosti da steknu mogućnost i potrebna sredstva za potpuno učešće u ekonomskom, socijalnom, kulturnom životu društva te da steknu standard života i blagostanja koji su prihvatljivi za društvo u kojem žive. Proces EU integracija zahtijeva od zemalja u procesu tranzicije da svoje politike usklade sa EU konceptom socijalnog uključivanja.

Socijalna isključenost, posmatrana kao širi pojam od siromaštva, je proces kojim se određeni pojedinci ili grupe potiskuju na rub društva čime im se onemogućava njihovo učešće u društvu na osnovu etničkog porijekla, dobnih ili spolnih razlika, invalidnosti, finansijskih problema, nedostatka obrazovanja ili zaposlenja. To im dalje onemogućava pristup zdravstvenim, socijalnim uslugama kao i društvenim mrežama. "Isključeni" skoro da i nemaju pristup moći i procesima odlučivanja te s toga nisu u mogućnosti da utiču na odluke koje se tiču njihovog svakodnevnog života.

Siromašnim se smatraju lica ili domaćinstva čiji je prihod, mjeren na osnovu potrošnje, nedovoljan u takvoj mjeri da ih sprečava da postignu prihvatljiv društveni standard življenja.

Zbog kompleksnosti pitanja siromaštva i socijalne isključenosti, nemoguće je očekivati da će se promjene desiti kroz izolovane aktivnosti institucija vlasti ili aktivnosti koje sprovodi civilni i privatni sektor. S obzirom da su pitanja siromaštva vezana za lica koja npr. žive u ekonomski nerazvijenim regijama, imaju nizak stepen obrazovanja, nezaposlena i/ili invalidna lica, stoga su i politike usmjerene ka njihovoj reintegraciji u društvo znatno skuplje ali i zahtijevaju pristup drugačiji od uobičajenog, a koji prije svega traži razumijevanje i uzroke njihovog siromaštva. Stoga, na primjeru pozitivnih iskustava, koje ćete imati priliku pročitati u narednom tekstu, svrha upravo i jeste angažirati sve relevantne aktere koji mogu doprinijeti ostvarenju zajedničkih ciljeva u procesu socijalnog uključivanja (kao npr. smanjenje napuštanja obrazovanja mladih u osnovnom i srednjoškolskom obrazovanju, povećanje zaposlenosti dugoročno nezaposlenih lica, povećanje zaposlenosti osoba sa invaliditetom i veće učešće ovih lica u društvenim aktivnostima, omogućiti veću stopu uključivanja djece u obrazovni sistem kao npr. etničkih manjina, sl.).

1.2. Uloga civilnog društva (NVO, sindikati, mediji, poslodavci, akademska zajednica) u socijalnom uključivanju

U razmatranju uloge civilnog društva u procesu socijalnog uključivanja treba poći od činjenice da sam proces socijalnog uključivanja u EU nema dugu historiju (*EU lideri su 2000. g. uspostavili proces socijalnog uključivanja s ciljem smanjenja siromaštva do 2010. g.*). Prvi korak u uvođenju procesa socijalnog uključivanja predstavlja uvođenje termina "socijalna isključenost" u preambulu Evropske socijalne povelje (1989.) i njenu izmjenu i dopunu (1996.), kada je uvedeno novo pravo, 'Pravo na zaštitu od siromaštva i socijalne isključenosti'.

U BiH, tema socijalnog uključivanja je adresirana 2007. godine, u okviru UNDP/IBHI "Nacionalnog Izvještaja o humanom razvoju (NHDR)", kada je objavljena analiza stanja socijalne isključenosti u BiH, a koja je "zaprepastila" javnost iznoseći poražavajuće podatke socijalne isključenosti bosanskohercegovačkog stanovništva. Iako su do danas održani brojni okrugli stolovi i konferencije na ovu temu, socijalno uključivanje je još uvijek nedovoljno jasan koncept, ali i nedovoljno prisutan kao tema na medijskom prostoru BiH, među organizacijama civilnog društva (OCD) ali i u okviru samih vladinih institucija gdje su niži nivoi vlasti, iako bliži ovoj populaciji, nedovoljno svjesni procesa socijalnog uključivanja koji će uslijediti u narednim godinama. Svakodnevno, mediji posvećuju prostor izvještavanju o socijalnom i psihološkom stanju većeg broja stanovnika, međutim proces socijalnog uključivanja za mnoge ostaje nepoznanica.

Tako je BiH u okviru pripreme i implementacije Srednjoročne razvojne strategije (PRSP) snažno promovisala civilno društvo kao partnera koji može doprijeti do najugroženijih i najsiromašnijih kategorija stanovništva. Međutim, stvarna uloga i doprinos civilnog društva u ovom procesu je više sporadična i odnosila se na njihovo uključivanje u proces konsultacija (uglavnom u okviru tema mladi, ekologija, socijalna zaštita, zdravlje i obrazovanje), mnogo manje u procesu monitoringa i implementacije. Interesantni su nalazi nekih istraživanja

koji ukazuju da i pored jake medijske kampanje više od 80%[1] različitih grupa (starije stanovništvo, djeca u obrazovanju, studenti itd.) nisu bili svjesni postojanja PRSP-a u BiH.

S toga, uloga civilnog društva kao promotera procesa, dobrih praksi javnih politika i modela integrisanog upravljanja politikama socijalnog uključivanja može biti od izuzetne važnosti za cjelokupni proces socijalnog uključivanja i znatno doprinijeti njegovoj implementaciji. Pored uloge promotora, civilno društvo ima mnogo širu ulogu u osiguranju doprinosa pozitivnih promjena u zajednici.

Evropski proces socijalnog uključivanja na razne načine (kroz smjernice, pravila fondova i slično) promoviše mobilizaciju svih relevantnih aktera, ali i sama iskustva pokazuju da se mnogo bolji efekti u zajednici postižu ukoliko različiti akteri sa svojim sredstvima zajednički djeluju prema jednom zajedničkom cilju. Uloga civilnog društva u razvojnim procesima BiH je dosta površno posmatrana, prije svega zbog nerazumijevanja odnosa i značaja civilnog društva razvojnim procesima i promjenama koji on može potaknuti. U Evropskoj Uniji uloga civilnog društva u procesu socijalnog uključivanja je dosta široko postavljena i ona se prije svega (u skladu sa EU smjernicama socijalnog uključivanja) odnosi na prakse dobrog upravljanja gdje se civilno društvo uključuje u proces pripreme, implementacije te monitoringa i evaluacije javnih politika ali i kao partner u okviru podrške Evropskog Socijalnog Fonda (i ostalih evropskih fondova). Općenito, kako bi se podržale politike usmjerene prema socijalno isključenim kategorijama kao što su osobe sa invaliditetima, manjine, neaktivno stanovništvo, djeca, itd. neophodne su snažne organizacije civilnog društva koje su sposobne da informišu vladine programe kada je to potrebno. Dalje, to znači da se civilno društvo uključuje kao partner u procesu upravljanja i kao partner u projektima (prema smjernicama Evropskog socijalnog fonda), što definiše ulogu civilnog društva u procesu konsultacija za pripremu, implementaciju i monitoring podrške Evropskog Socijalnog Fonda (ESF), ali i ulogu u promoviranju partnerstva, paktova, umrežavanja sa relevantnim akterima, itd.

Ukratko možemo sumirati ulogu civilnog društva u procesu socijalnog uključivanja:

- Partner javnom sektoru u procesu pripreme strateških dokumenata (npr. Strategije socijalnog uključivanja, Memoranduma o zajedničkom uključivanju, itd.),
- Partner u monitoringu implementacije javnih politika, programa i projekata podržanih od strane Evropskih strukturnih fondova,
- Partner u procesu monitoringa i evaluacije javnih politika, zbog blizine ranjivim grupama stanovništva, predstavlja važan resurs javnom sektoru u prenošenju dobrih i loših iskustava u implementaciji strategija i politika,
- Promoter najboljih praksi partnerstva između javnog, civilnog i privatnog sektora, uloge i značaja socijalnog uključivanja za društveni razvoj (npr. zajedničke akcije usmjerene ka zajedničkom cilju zapošljavanja ranjivih kategorija stanovništva),
- Promoter novih modela upravljanja socijalnom politikom baziranim na najboljim praksama,
- Mobilizator značajnih izvora sredstava kroz različite oblike finansiranja koji u udruživanju mogu napraviti značajne pozitivne pomake u lokalnoj zajednici, itd.,
- Promoter demokratizacije društva i jačanja socijalnog kapitala.

[1] Procjena demokratije u BiH – Fond Otvoreno društvo 2006.

1.3. Jačanje socijalnog kapitala i "buđenje" ljudskih resursa

Bosna i Hercegovina je u posljednje skoro dvije decenije prošla kroz značajne političke, socijalne i ekonomske promjene koje su uzrokovane posljedicama ratnih dejstava, raseljavanja stanovništva, uništenja stambenih objekata, imovine zajednice, promjenama odnosa u zajednici i marginalizacije velikog broja stanovništva. Na osnovu rezultata istraživanja i projekata, okruženje u BiH, usljed posljedica ratnih dešavanja i procesa tranzicije, je okarakterisano kao okruženje sa niskim stupnjem povjerenja i želje za suradnjom što ima negativan učinak na korištenje ionako skromnih resursa i velikog procenta socijalno isključene populacije.

Na primjer, rezultati ranijeg istraživanja Svjetske Banke[2] ukazuju na nekoliko indikatora niskog povjerenja i niskog socijalnog kapitala kao što su: nizak nivo premošćujućeg kapitala, negativni trend povjerenja u javne institucije, otuđenje političara od stvarnih potreba i interesa građana, limitirano povjerenje u organizacije civilnog društva, povećana korupcija, itd.

Socijalni kapital kao koncept se zasniva na definiciji međusobnih odnosa u društvu; odnosa i mreža koje imaju određene vrijednosti i omogućavaju pojedincu svakodnevno učestvovanje u društvu te ispunjavanje njegovih ličnih ciljeva. Glavni elementi društvene organizacije koji čine socijalni kapital[3] su **povjerenje**, **norme** i **mreže** koje mogu unaprijediti učinkovitost društva i socijalnu koheziju. Povjerenje, npr. u društvenu zajednicu, ima tek 7% stanovnika BiH prema istraživanju koje je sproveo UNDP 2007. g., odnosno 93% ispitanika smatra da se većini ljudi ne može vjerovati. Međutim osnova za razvoj socijalne kohezije je upravo izgradnja povjerenja unutar i izvan socijalnog okruženja, kroz otvaranje kanala za bolji protok informacija, i sl. Socijalni kapital se može razumjeti i definisati pomoću:

a) normi i vrijednosti,
b) društvenih mreža i
c) djelovanja - dobrovoljno proizvedenih zajedničkih dobara i resursa.

Postoje i određene razlike u definiciji socijalnog kapitala. Tako, tzv. "**povezujući socijalni kapital**[4]" *(bonding social capital)* udružuje one ljude koji su slični po dobi, spolu, etničkoj pripadnosti te socijalnom statusu, te time ostale isključuje, dok tzv. "**premošćujući socijalni kapital**" *(bridging social capital)* se odnosi na socijalne mreže koje udružuju ili približavaju ljude koji nisu slični jedni drugim, te time stvara veću uključenost društva.

Nivo socijalnog kapitala u BiH (Svjetska banka, 2002.[5]) gdje su upravo mreže, norme i vrijednosti, koje omogućavaju licima da djeluju kao kolektiv a ne pojedinačno kako bi ostvarili određene društvene koristi, ključni u izgradnji mira i održivom povratku, smanjenju siromaštva i održivom razvoju. Ovo potvrđuje da je izgradnja socijalnog kapitala, prije svega na lokalnom nivou, značajan preduslov održivog razvoja BiH. Razine socijalnog

[2] Svjetska Banka. 2002. BiH Local Level Institutions and Social Capital Study
[3] Vijeće Evrope. CARDS Social Institution Support program.
[4] Berto Šalaj. 2009. Socijalno povjerenje u BiH
[5] Svjetska Banka. 2002. Institucije na lokalnom nivou i analiza socijalnog kapitala. Zaključci i preporuke. Vol. 2

povjerenja[6] u BiH su niske ali se uklapaju u prosjek drugih postkomunističkih europskih država. To znači da ipak živimo problem tranzicijskih zemalja.

Ako u obzir uzmemo da je partnerstvo, koje se odnosi na usku saradnju javnog/NVO i privatnog sektora kako bi se realizovali zajednički nacionalni ciljevi, srž kreiranja i korištenja finansijskih instrumenata EU, onda možemo razumjeti važnost njegove uloge u ovim procesima. Jak socijalni kapital je osnov za stvaranje mreža i saradnje, ali isto tako i partnerstva mogu doprinijeti jačanju socijalnog kapitala.

2. EU iskustva – politike socijalnog uključivanja i uloga civilnog društva, posebno NVO-a

Potreba za postavljanjem socijalnog uključivanja kao procesa proizašla je iz potrebe da se napravi značajan pomak u rješavanju pitanja siromaštva i socijalne isključenosti određenih grupa stanovništva pri čemu su postavljeni dugoročni ciljevi suzbijanja siromaštva i socijalne isključenosti na period od 10 g. Evropska Unija je stvorila okvir (tzv. Otvoreni metod koordinacije - OMC) za razvoj nacionalnih strategija socijalnog uključivanja i koordinaciju politika između zemalja članica, pri čemu učešće različitih aktera (NVO, socijalni partneri, lokalne i regionalne vlade) postaje važan dio cjelokupnog procesa. Partnerstvo između vlada na različitim nivoima, socijalnih partera i civilnog društva je ključ za uspješnu implementaciju EU politika te je stoga i Unija 2004. g. pozvala zemlje članice na uspostavljanje tzv. "Partnerstva za promjene".

Metod otvorene koordinacije (OMC)[7] za socijalnu zaštitu i socijalno uključivanje je okvir za razvoj nacionalnih strategija socijalnog uključivanja (NSR odnosno raniji naziv NAPs Incl) i Memoraduma o zajedničkom uključivanju u procesu EU integracija koji uspostavlja (dogovor članica Evropskog Vijeća 2000. g., Nica) **zajedničke ciljeve**[8] (common objectives) Zajednice, u skladu sa dogovorom Evropskog vijeća iz Lisabona i Santa Maria de Feria, izuzimajući bilo kakve pravne obaveze članica. Time su članice podstaknute da reformišu svoje sisteme socijalne zaštite kao i da poduzmu politike ka smanjenju socijalne isključenosti a na osnovu razmjene iskustava između članica. Zajednički ciljevi predstavljaju i centralni element **EU socijalnog modela**[9]**,** pri čemu u zajednici postoje i različiti instrumenti za implementaciju socijalne agende (legislativa, socijalni dijalog te finansijski instrumenti, prije svega Evropski Socijalni Fond (ESF) koji podržava politike zemalja članica iz oblasti zapošljavanja u okvir EU strategije zapošljavanja i ciljeva u okviru teme socijalnog uključivanja i PROGRESS program).

---

[6] Ibid

[7] Smjernice za pripremu Nacionalnih strategija socijalnog uključivanja. Pogledaj: http://ec.europa.eu/employment_social/spsi/docs/social_inclusion/2008/080207_guidance_note_nsrs_cln_en.pdf

[8] Zajednički ciljevi su revidirani 2006. g.

[9] Evropski socijalni model je potvrđen kroz Socijalnu agendu 2005. g. koja se oslanja na dvije strategije. S jedne strane naglašava svoju ulogu u jačanju povjerenja građana, što je bitno za upravljanje procesom promjena i igra važnu ulogu u podsticanju ekonomskog rasta. Agenda objašnjava kombinaciju instrumenata Zajednice za poboljšanje njene implementacije i upućuje na tri glavna uslova za uspjeh: intergeneracijski pristup, partnerstvo za promjene, i potrebu da se prepoznaju mogućnosti globalizacije. http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0033:FIN:EN:PDF

Iskustva iz primjene otvorenog metoda koordinacije su zemlje članice procijenile kao pozitivna i korisna ali i kao inovativan instrument upravljanja socijalnom politikom (EU social governance)[10]. Ključni izazovi u oblasti socijalnog uključivanja, pri čemu je postignut konsenzus na nivou EU, odnose se na :

- Suzbijanje siromaštva djece iz začaranog kruga međugeneracijske naslijeđenosti siromaštva i isključenosti,
- Stvaranje inkluzivnih tržišta rada,
- Osiguravanje prihvatljivih uslova stanovanja za sve,
- Prevladavanje diskriminacije i povećanje integracije lica sa invaliditetom, etničkih manjina i imigranata,
- Poduzimanje koraka ka suzbijanju finansijske isključenosti i prezaduženosti.

Dalje, zajednički ciljevi otvorenog metoda koordinacije se odnose na tri polja djelovanja (siromaštvo i socijalna isključenost, zdravstvena i dugoročna zdravstvena zaštita i penziona politika) koji reflektuju cijeli proces socijalnog uključivanja[11]:

1. **Ciljevi za suzbijanje siromaštva i socijalne isključenosti** definisani kroz:
   a. omogućavanje pristupa svim resursima, pravima, uslugama potrebnim za učešće u društvu, prevencijom i adresiranjem isključenosti i borbi protiv svih oblika diskriminacije koja mogu voditi ka isključenosti,
   b. osiguranje aktivne socijalne uključenosti za sve, i to kroz promociju sudjelovanja na tržištu rada te kroz borbu protiv siromaštva i socijalne isključenosti,
   c. omogućavanje dobre koordinacije politika socijalnog uključivanja koje uključuju sve nivoe vlasti i relevantne aktere kao i lica koja žive siromaštvo, te da su te politike efikasne i uključene u glavne tokove relevantnih javnih politika, uzimajući u obzir ekonomske, budžetske, obrazovne politike te programe strukturnih fondova.

2. **Ciljevi** u oblasti **penzione politike** s cilju adekvatnosti i održivosti penzija su definisani kroz:
   a. Adekvatnost prihoda po osnovu penzija za sve i pristup penzijama koji dozvoljava licima da zadrže prihvatljiv nivo životnog standarda nakon penzionisanja u duhu međugeneracijske solidarnosti,
   b. Finansijsku održivost javnih i privatnih penzionih šema, uzimajući u obzir pritisak na javne finansije kao i starenje populacije a u kontekstu tri stuba strategije za poduzimanje budžetskih implikacija starenja, ponajprije kroz podržavanje dužeg radnog vijeka i aktivnog starenja, kroz balansiranje doprinosa i beneficija na odgovarajući i socijalno pravedan način kao i kroz promovisanje pristupa i sigurnosti fondova i privatnih šema,
   c. Transparentnost penzionih sistema, prilagođenih potrebama i željama žena i muškaraca i zahtjevima modernih društava, demografskom starenju i strukturnim promjenama, da lica dobiju informaciju koja im je potrebna za planiranje odlaska u mirovinu te da su reforme poduzete na osnovu što je moguće šireg konsenzusa.

[10] EC. (). Communication from the Commission to the European parliament, the Council, The European Economic and Social Committee and the Committee of the region.

[11] Ciljevi OMK (2006.). http://ec.europa.eu/employment_social/spsi/common_objectives_en.htm

3. **Ciljevi zdravstvene i dugoročne zdravstvene zaštite** s ciljem pristupačne, visoko kvalitetne i održive zdravstvene i dugoročne zdravstvene zaštite, a kroz:
   a. Omogućavanje pristupa adekvatnoj zdravstvenoj i dugoročnoj zdravstvenoj zaštiti za sve, osiguranje da potreba za zdravstvenom njegom ne vodi ka siromaštvu i finansijskoj ovisnosti, i da su adresirane nejednakosti u pristupu njezi i zdravstvenim rezultatima,
   b. Kvalitet u zdravstvenoj i dugoročnoj zdravstvenoj zaštiti te prilagođavanje zaštite, uključujući razvoj preventivne zdravstvene zaštite, promjenjivim potrebama društva i pojedinaca, posebno kroz razvoj standarda kvalitete reflektujući najbolje međunarodne prakse, kao i kroz jačanje odgovornosti zdravstvenih radnika i pacijenata,
   c. Dostupnost visoko kvalitetne i adekvatne finansijski održive zdravstvene i dugoročne zdravstvene zaštite kroz promoviranje racionalnog korištenja resursa, posebno kroz određene poticaje za korisnike i pružaoce usluga, dobro upravljanje i koordinaciju između sistema zaštite te javnih i privatnih institucija. Dugoročna održivost i kvalitet zahtijevaju promociju zdravlja i aktivan životni stil te dobre ljudske resurse u zdravstvenom sektoru.

Sljedeći ciljevi reflektuju suštinu procesa socijalnog uključivanja a odnose se na:

1. Socijalnu koheziju, jednakost spolova, jednake mogućnosti za sve kroz adekvatan, pristupačan i finansijski održiv, prilagodljiv i efikasan sistem politika socijalne zaštite i socijalnog uključivanja,
2. Efikasnu interakciju sa **Lisabonskim ciljevima** (veći ekonomski rast, više i boljih radnih mjesta, veću socijalna kohezija) i sa **EU Strategijom održivog razvoja,**
3. **Dobro upravljanje (good governance),** transparentnost i uključenost svih aktera u pripremu, implementaciju i monitoring politika.

Dobro upravljanje (good governance) koje predstavlja vitalan element procesa i odnosi se na **obavezu** članica da u okviru svojih izvještaja (NSR), kroz strukturirani dijalog u svim procesima kreiranja politika (*priprema, koordinacija, mobilizacija i uključivanje aktera, mainstreaming, te monitoring i evaluaciju*) demonstriraju svoje napore u uključivanju šireg kruga aktera: *lokalne i regionalne vlasti, javni i privatni sektor, NVO sektor, pružaoce usluga uključujući pružaoce zdravstvenih usluga, NVO-e koji predstavljaju ugrožene i isključene grupe, lica koja žive siromaštvo i socijalnu isključenost, aktere socijalne ekonomije, profesionalna udruženja koja rade u relevantnim sektorima, te socijalne partnere.*

Zemlje kandidati u procesu EU integracija pripremaju Memorandum o zajedničkom uključivanju (JIM), te su obavezne kao i zemlje članice u okviru svojih nacionalnih strategija razvoja (NSR) prikazati institucionalne aranžmane koji omogućavaju ispunjavanje ciljeva dobrog upravljanja i uključivanja aktera u različitim poljima procesa kreiranja javnih politika. Ovi aranžmani, ističući značaj regionalnih i lokalnih nivoa, se odnose na četiri komponente dobrog upravljanja:

1. Uključivanje svih relevantnih aktera, povezujući ih vertikalno i horizontalno kroz sve nivoe, u procesu pripreme NSR ili JIM dokumenata,

2. Koordinaciju politika socijalnog uključivanja uz aranžmane za integraciju kroz sve relevantne politike,
3. Mobilizaciju i uključivanje aktera, te aranžmane koji osiguravaju uključivanje šireg kruga aktera uključujući ranjive kategorije kroz proces pripreme, implementacije i evaluacije,
4. Mainstreaming: aranžmani koji omogućavaju uključivanje politika socijalnog uključivanja u glavne tokove javnih politika kao i u Strukturne fondove.

Politike socijalnog uključivanja, iako zasnovane na zajedničkim ciljevima, se značajno razlikuju od zemlje do zemlje jer i sam OMC metod ostavlja članicama prostor da same definišu način i metod ostvarivanja zajedničkih ciljeva. Neke od njih fokusiraju se u skladu sa svojim prioritetima na tržište rada i mreže socijalne sigurnosti, dok druge obuhvataju mnogo širu oblast u zavisnosti od unutrašnjih političkih i institucionalnih uređenja.

2.1. Uloga civilnog sektora u pripremi JIM i NSRs (NAPs inclusion)

Zajednički ciljevi postavljaju okvir djelovanja u procesu socijalnog uključivanja ali i naglašavaju ulogu civilnog društva u samom procesu. Smjernice socijalnog uključivanja kao okvir pripreme nacionalnih strategija socijalnog uključivanja nalažu izvještavanje po pitanju mobilizacije relevantnih aktera te institucionalnih aranžmana koji podržavaju uključivanje organizacija civilnog društva u dijalog sa vladinim sektorom. Uloga uključivanja civilnog društva je podcrtana i kroz Evropski socijalni fond (ESF) odnosno njegove regulative, kao glavnog izvora sredstava čime se podržava implementacija politika socijalnog uključivanja, naglašavajući relevantnost partnerstva u pripremi, implementaciji i monitoringu politika socijalnog uključivanja. ESF u okviru Operativnog planiranja potiče partnerstvo vladinog i civilnog sektora pri čemu treba razlikovati dvije vrste partnerstva:

- **Partnerstvo u mehanizmu upravljanja**[12]: gdje se od članica očekuje da osiguraju uključivanje i konsultacije socijalnih partnera i drugih aktera na odgovarajućem teritorijalnom nivou u pripremi, implementaciji i monitoringu podrške ESF.
- **Partnerstvo u projektima**[13]: čime se promovira partnerstvo, paktovi, inicijative kroz umrežavanje relevantnih aktera (socijalnih partnera i NVO-a) na transnacionalnom, nacionalnom, regionalnom i lokalnom nivou s ciljem reformisanja područja zapošljavanja i uključenosti u tržište rada. Posebna pažnja se daje projektima socijalnog partnerstva s ciljem povećanja kapaciteta (pod ciljevima konvergencije, određen iznos ESF sredstava se alocira na izgradnju kapaciteta uključujući trening, umrežavanje, jačanje socijalnog dijaloga kao i zajedničkih aktivnosti socijalnih partnera…ESF Reg. Art 5).

Nivo primjene evropskih principa u konsultacijama i dijalogu u procesu odlučivanja i kreiranja politika predstavlja indikator koji pokazuje ozbiljnost vlada i priznavanje trećeg sektora kao partnera a odnosi se na[14]: pravo NVO-a na pristup informacijama o procesu

[12] ESF Reg., Art 5
[13] ESF Reg. Art 3
[14] Istitucionalni mehanizmi saradnje vlade i civilnog društva u centralnoj i istočnoj Evropi i jugoistočnoj Evropi. Komparativna analiza za razvoj strategije za BiH.

kreiranja politika i pripremi nacrta legislative i pravo aktivnog učešća u definisanju procesa i politika ili zakona.

Iako je, u pojedinim članicama, značajan progres napravljen u uključivanju civilnog društva u proces, Evropsko vijeće (Izvještaj, 2008.)[15] upućuje na dalju neophodnost jačanja jednog od najvažnijih instrumenata u podršci socijalnog razvoja, naime OMC metoda i to, pored ostalog i u aspektu uključivanja relevantnih aktera. Naime uključenost regionalnih i nižih nivoa vlasti u proces je, u dosadašnjoj praksi, ocijenjen kao limitiran u većini zemalja članica što se reflektuje i na organizacije civilnog društva koje svoje djelovanje pretežno baziraju na lokalnom nivou. Područja OMC-a koja treba osnažiti su:

- Jačanje političke podrške kao i vidljivost procesa (transparentnost),
- Jačanje pozitivne veze sa drugim EU politikama (cross cutting),
- Jačanje analitičkih alata s ciljem definisanja kvantificiranih ciljeva, te poboljšanje kreiranja politika koje se zasnivaju na činjenicama.

Primjer Irske kao jedne od najuspješnijih zemalja na polju socijalnog uključivanja ilustruje ove rezultate nakon približno 5 godina implementacije politika socijalnog uključivanja. Naime, izazovi koje je Irska[16] podcrtala odnose se na koordinaciju centralne i lokalnih vlasti. Uočen je nedostatak komunikacije, koordinacije i razumijevanja između centralne i lokalnih vlada o pitanjima socijalnog uključivanja. Ova situacija svakako nije jedinstvena za Irsku već je i u administrativnim strukturama drugih zemalja. Lokalni pružaoci usluga, kao npr. lokalne vlade, lokalna partnerstva, se ne vide "uključenim" u proces formulacije politika. U isto vrijeme, inicijative potiču od centralne vlade ne uzimajući u obzir inpute sa lokalnog nivoa, te stoga ne podstiču partnerstvo. Da bi se ova saradnja poboljšala lokalne vlade trebaju da uspostave mehanizme koji će im omogućiti da doprinesu razvoju politika, dok centralne vlade treba da uspostave mehanizme komunikacije koji će integrisati lokalna iskustva. Dalji izazovi koji se javljaju su povezanost lokalnih i centralnih prioriteta (usljed konfliktnih prioriteta), previše struktura, programa, partnerstava koji pokušavaju pokriti nedostatke u implementaciji politika, itd.

Na osnovu iskustava članica, koje prezentuju u okviru svojih NSR izvještaja, uključenost civilnog društva u partnerske odnose je najvidljivija i najintenzivnija u fazi pripreme strategija i programa i zasniva se više na intenzivnim **konsultacijama** nego formalnim aranžmanima. Civilno društvo u EU je u većini slučajeva konsultovano na samom početku procesa (o izazovima smanjenja siromaštva i socijalne isključenosti), ali na različitim osnovama i na različite načine.

Princip saradnje vlada i civilnog sektora na tlu Evrope razlikuje se od zemlje do zemlje, u zavisnosti od stepena razvijenosti same članice, mada se neki zajednički trendovi mogu naslutiti posmatrajući grupu zemalja. Naime, na mediteranskom području (***Hrvatska, Kipar, Italija, Malta***) civilni sektor je uglavnom aktivan kroz konsultativni proces u

[15] EC. (2008.). Communication from the Commission to the EU Parliament, The Council, the EU Economic and Social Committee and the Committee of the Regions: A renewed commitment to social Europe: Reinforcing the Open Method of Coordination for Social Protection and Social Inclusion, p.9

[16] Agencija za borbu protiv Siromaštva 2007. Povezivanje lokalnih i nacionalnih struktura: Razmatranje siromaštva i promocija socijalnog uključivanja.

oblastima pripreme i implementacije NSR/JIM zbog nedostatka veze NSR sa lokalnim akcionim planovima. Više napretka je vidljivo među starim članicama, tzv. Atlantska grupa (***Francuska, Irska, Holandija, Portugal, Španija i UK)*** koje imaju dosta dobre rezultate u saradnji sa civilnim sektorom te se njihovi izazovi ogledaju u evropskim pitanjima razvoja civilnog društva. Novina u procesu saradnje sa civilnim sektorom predstavlja uspostavljanje **Vijeća socijalnih partnera**. U centralnoj Evropi (***Austrija, Belgija, Njemačka, Luksemburg***) saradnja sa civilnim sektorom je značajno doprinijela jačanju kapaciteta cijele zajednice kreatora javnih politika, i time omogućila civilnom sektoru da pruži svoj širi građanski doprinos kroz npr. davanje preporuka o ažuriranju SILC ankete (tj. uključivanjem grupa u SILC anketu kao što su beskućnici, stari, djeca u domovima za staranje, i slično), uvođenje EU linije siromaštva zasnovanoj na zajedničkoj potrošačkoj korpi, postavljanje evropskog zagarantovanog minimuma prihoda. Sjevernu Evropu (***Estonija, Latvija, Litvanija i Švedska***) karakteriše s jedne strane visok stupanj razvoja sistema socijalne zaštite i prakse uključivanja civilnog društva (kao npr. u Švedskoj gdje je civilno društvo značajno doprinijelo poboljšanju sadržaja NSR), dok su s druge strane vidljivi začeci razvoja mješovitog sistema (***kao npr. u Baltičkim zemljama***).

Priprema JIM i NAPs Incl. i odgovarajućih akcionih planova predstavlja izazov za svaku zemlju, jer to znači prije svega vertikalno povezivanje različitih nivoa vlasti (s obzirom da politike usmjerene ka suzbijanju siromaštva i socijalne isključenosti prije svega djeluju na lokalnom nivou te je s toga uključivanje nižih nivoa vlasti u proces pripreme dokumenata relevantno), ali i bolju koordinaciju sa civilnim društvom zbog njegove blizine ciljanoj populaciji. Stoga upravo doprinos civilnog društva samom procesu pripreme i definisanja politika socijalnog uključivanja zavisi od postojećih **institucionalnih aranžmana,** koji mogu uključivati predstavnike civilnog društva te povezati proces pripreme sa nižim nivoom vlasti, ali i **formaliziranja odnosa** vlade i civilnog sektora.

Npr. koordinacija politika se u svrhu pripreme obično vodi od strane relevantnog/ih ministarstva/ava, a ponekad i kroz posebne komisije, vijeća i dr. čiji članovi mogu biti i predstavnici NVO ili krovnih NVO organizacija. U ovom pogledu zaista postoji izazov, što je iniciralo definisanje međunarodnih projekata na ovu temu npr. projekat "*Stvaranje metodologije za kreiranje regionalnih i lokalnih akcionih planova*" finansiran kroz Program zajednice (Programme of Community Action) kroz koji su npr. u Češkoj pojedine lokalne zajednice i same razvile planove socijalnog uključivanja.

Jačanje odnosa sa civilnim društvom bazirano na iskustvu zemalja EU je dosta različito gdje pojedine zemlje ovaj odnos definišu na više formalan način razvijanjem kodeksa i standarda za proces konsultacija (*Austrija-Standard uključivanja javnosti, UK-Kodeks za konsultacije*), zakonskim jačanjem saradnje (Bugarska), uspostavljanjem pravila djelovanja (*Finska je uspostavila pravila koja garantiraju jednaku reprezentativnost organizacija civilnog društva u formulaciji javnih politika*) ili su tu saradnju pak zasnivale na više fleksibilnim osnovama. U narednim tabelama prikazani su primjeri djelovanja organizacija civilno društva u pripremi dva dokumenta od kojih prvi JIM reflektuje predpristupni proces dok NSR EU članstvo.

Tabela 1: Primjeri implementacije OMC ciljeva u pogledu uključivanja relevantnih aktera u fazi pripreme NSR (NAPs Incl)

Bugarska	Državna i opštinske vlade su zakonski obavezne stvoriti uslove za aktivno uključivanje i konsultacije organizacija civilnog društva i socijalnih partnera u sam proces pripreme, što znači da bez njihovog učešća u procesu konsultacija nije moguće usvojiti bilo koji dokument u oblasti socijalne zaštite i socijalnog uključivanja.
Finska	Sa dugom praksom partnerstva između vladinog i civilnog sektora je principe dobrog upravljanja regulisala kroz Zakon o administrativnom postupku (Administrative Procedure Act).
Estonija	Ministarstvo za socijalnu politiku je koordinator procesa pripreme ali i implementacije NAP-ova. Upravni odbor (Steering Committee) je sazvan kako bi obezbijedio bolju uključenost relevantnih partnera (ministarstava i socijalnih partnera). NVO sektor je uključen u proces konsultacija kroz seminare koji su se bavili specifičnim temama javnih politika. Svako ministarstvo je odgovorno za implementaciju plana kao i za uključenost relevantnih partnera. Nekoliko građanskih udruženja su direktno uključeni u aktivnosti smanjenja siromaštva i isključenosti dok su ostala udruženja više fokusirana na pružanje usluga. U Estoniji je priprema NSR vođena na osnovu principa "Praksa dobrog uključivanja" (Good engagement practice GEP) koju je usvojila vlada, a predstavlja osnov za partnerstvo. GEP predstavlja partnerski dokument sa 8 principa koji reflektuju jasnoću ciljeva, otvorenost komunikacije i posvećenost ciljevima te se primjenjuje u svim područjima izrade zakona, regulativa, strateških dokumenata, i sl.
Latvija	Glavni sugovornik vlade u procesu pripreme javnih politika socijalnog uključivanja predstavlja Sekretarijat mreže NVO-a koji je pozicioniran kao medijator između države, lokalnih vlada i šire javnosti. Na neki način ova saradnja predstavlja socijalno partnerstvo razmjenjujući informacije, diseminirajući najbolje prakse, sarađujući u pripremi neovisnih i aktuelnih analiza stanja.
Poljska	Uključivanje civilnog društva kroz tzv. Vijeće za rad u javnom interesu (Public Benefit Work Council) koje se sastoji od predstavnika javnog sektora i NVO-a te djeluje kao konsultativno i savjetodavno tijelo te služi kao glavni forum za civilni dijalog.
Irska	Proces pripreme koordinira Odjel za socijalno uključivanje OSI (ministarstvo). Institucionalni aranžmani za uključivanje NVO-a su definisani na nacionalnom, regionalnom i lokalnom nivou[17]. Relevantnu ulogu u tome igra i sporazum socijalnih partnera (Social partnership agreement). Glavni kanal na nacionalnom nivou za uključivanje ranjivih grupa i predstavnika NVO sektora i civilnog društva je Forum za socijalno uključivanje (SIF) koji se sastaje jednom godišnje kroz Nacionalni ekonomski i socijalni forum. Uloga SIF-a se oslanja na proces pripreme, pružajući mogućnost za definisanje ključnih politika kao i pitanja implementacije, te monitoringa. Na lokalnom nivou, predstavnici lokalnih zajednica djeluju preko Foruma zajednice i volontera. Proces pripreme NAPs Incl. se oslanja na radne grupe čiji članovi uključuju predstavnike relevantnih ministarstava, socijalnih partnera, lokalnih zajednica te civilnog sektora koji pokrivaju 6 tematskih područja (obrazovanje, zdravlje, zapošljavanje, ruralno siromaštvo, stanovanje).

Izvor: Estonija, NAPs Incl. 2004.

[17] NAPs inlc. 2003-2005. Irska.

Tabela 2: Primjer pripreme JIM-ova u predpristupnom procesu

Hrvatska	Proces pripreme JIM-a je tekao kroz radne grupe sa članovima iz civilnog društva kroz koordinaciju Ministarstva za zdravlje i socijalnu politiku. Za razvoj partnerstva pažnja je posvećena razvoju partnerstva između lokalnih vlada i organizacija civilnog društva kroz uspostavljanje Vladinog ureda za NVO, Nacionalne fondacije za razvoj civilnog društva, Vijeća za razvoj civilnog društva i Programa saradnje vladinog i nevladinog neprofitnog sektora. S ciljem razvoja socijalnog dijaloga vlada je potpisala socijalni sporazum "Partnerstvo za razvoj" sa poslodavcima i sindikatima koji sadrži glavne zajedničke ciljeve partnera u ekonomskom i socijalnom razvoju. Pored toga, Hrvatska ima i razvijene institucionalne aranžmane za promociju socijalnog dijaloga i to: Ekonomsko socijalno vijeće kao savjetodavno tijelo vladi na nacionalnom/regionalnom nivou, vladin Ured za socijalno partnerstvo, predstavnike socijalnih partnera u parlamentarnim radnim tijelima i dr.
Bugarska	Uključivanje civilnog sektora u proces pripreme JIM-a, a proces konsultacija je tekao kroz stručne radne grupe, a u procesu odlučivanja kroz Nacionalno vijeće za rehabilitaciju i socijalnu integraciju. S ciljem jačanja partnerstva, uspostavljena je npr. grupa "**Korisnika podataka**" čiji cilj je da definiše liniju siromaštva kroz širi javni konsenzus. Grupa Korisnika uključuje predstavnike NVO sektora, sindikate i sl. i pruža podršku za razvoj sistema monitoringa i analize siromaštva što doprinosi boljem koordiniranom dijalogu.
Slovenija	Institucionalni aranžmani koji su podržali proces pripreme JIM-a reflektuju ulogu civilnog sektora oslanjajući se na nekoliko tijela: Nacionalno Vijeće za suzbijanje siromaštva i socijalne isključenosti, Radne grupe, Centar za NVO-e. Nacionalno Vijeće i radne grupe su po svom sastavu mješovitog karaktera te uključuju predstavnike ministarstava, NVO-a, sindikata, udruženja opština, opštine, medije. Socijalni dijalog je uspostavljen na svim nivoima (potpisivanje socijalnog Sporazuma između vlade, sindikata i udruženja poslodavaca). Uspostavljanje Centra za NVO-e od strane NVO-a Vlada Slovenije je prepoznala kao značajan element u procesu EU integracija pri čemu je i finansirala ovaj Centar za određene i zajednički definisane aktivnosti.
Češka R.	Značajna podrška u pripremi JIM-a u uspostavljanju institucionalne strukture za proces socijalnog uključivanja je obezbjeđena kroz Twinning projekat PHARE programa. Glavni koordinator procesa socijalnog uključivanja je **Vijeće za socijalno uključivanje,** inicirano i uspostavljeno od strane Ministarstva rada i socijalne politike. Pet drugih tijela je odgovorno za ključna područja socijalnog uključivanja: Vijeće ekonomskog i socijalnog sporazuma (Council of Economic and Social Agreement), vladino Vijeće za nevladine neprofitne organizacije, vladino Vijeće za pitanja romskih zajednica, vladin Odbor za pitanja lica sa invaliditetom, Vijeće za nacionalne manjine. Na regionalnom nivou, 14 administrativnih regiona na nivou uspostavljenih NUTS 3 regiona čine radne grupe u čije aktivnosti se uključuju NVO-i i socijalni partneri, te ranjive grupe. NVO doprinos procesu pripreme dokumenata je tekao i kroz email komunikaciju foruma "European Gate".
Estonija	Pod koordinacijom Ministarstva za socijalnu politiku, JIM je pripremljen od strane centralne vlade. Za pripremu i konsultacije nisu formirana specifična tijela. Proces pripreme JIM-a je značajno bio povezan sa procesom pripreme aplikacije za sredstva strukturnih fondova. Kroz tematske radne grupe, NVO sektor je predstavljao ranjive grupe i davao mišljenja na preporuke kao i definisanje javnih politika u određenim područjima (npr. djeca u riziku od socijalne isključenosti).

Izvor: JIM. Slovenija/Češka/Estonija (2003.), Bugarska (2005.), Hrvatska (2007.)

Iz priložene tabele uočava se različitost uloge civilnog sektora koju on ima u procesu pripreme JIM/NAPs Incl. sa manje i više formalnom ulogom. Evropska zajednica ostavlja državama članicama da same pronađu način, u skladu sa svojim unutarnjim društvenim i političkim uređenjem, saradnje sa civilnim sektorom. Stoga je nemoguće prikazati najbolju praksu ili najbolji način uključivanja civilnog sektora. Prakse drugih zemalja treba da posluže kao ideja vodilja.

Jedan od elemenata koji može da koči uključenost civilnog društva u proces pripreme dokumenata socijalnog uključivanja je **nedostatak transparentnosti procesa** i **promocije socijalnog uključivanja**. Jedna od glavnih zamjerki ili slabosti NAPs inkluzije[18] jeste upravo nedostatak transparentnosti i promocije pri čemu je javnost često nesvjesna postojanja ovih procesa. Ovo se naročito negativno odražava na grupe koje su pogođene socijalnom isključenošću. Osiguravajući maksimum **transparentnost**i, različite aktivnosti su poduzete koje idu od objavljivanja komentara aktera u procesu pripreme prvog nacrta NSR (NAPs incl) do uključivanja medija i razvoja medijske strategije informisanja javnosti o javnim dokumentima koja su od nacionalnog značaja u oblasti socijalnih politika uključujući nacionalne izvještaje o socijalnom uključivanju, Lisabonsku strategiju, Otvoreni metod koordinacije i slično. Ovakve aktivnosti značajno doprinose procesu ali ne moraju nužno predstavljati vladin trošak. Rumunija je npr. prilikom pripreme JIM-a koristila *Twinning Light* Projekat "Pomoć za monitoring i implementaciju JIM" upravo za promociju socijalnog uključivanja koji je sufinansirala Vlada.

Učešće predstavnika civilnog društva u procesu pripreme politika socijalnog uključivanja (ovo se može generalno odnositi na javne politike) se može značajno poboljšati kroz sljedeće aktivnosti:

- Pružanje informacija o početku procesa, planovima/strategijama i vremenskim terminima,
- Distribuiranje ranih verzija nacrta planova/strategija NVO-ima ili krovnim NVO-ima i drugim relevantnim akterima ili stavljanjem prvih ranih verzija *online*,
- Uključujući NVO-e u aktivna tijela kao što su radne grupe koje kreiraju prijedloge javnih politika, aranžmane monitoringa i slično,
- Promoviranje procesa socijalnog uključivanja kroz koordinirajuće institucije, te informisanje javnosti o procesu socijalnog uključivanja, njegove koristi za ranjive kategorije, mogućnosti socijalnog uključivanja za razvoj društva i slično,
- Učešće u procesu odlučivanja na parlamentarnom nivou kroz uključivanje NVO-a u diskusije parlamentarnih komisija,
- Razvijanje izvještaja o procesu konsultacija koji reflektiraju inpute primljene od NVO-a i ostalih aktera.

2.2. Uloga civilnog sektora u implementaciji politika socijalnog uključivanja

Uloga civilnog društva u procesu socijalnog uključivanja je važna za cijeli ciklus kreiranja javnih politika. Pitanja razvoja i reintegracije lica u društvo su kompleksna naročito

[18] http://www.eapn.ie/publications/40

kada se trebaju implementirati na terenu, a izvori finansiranja sve više nedovoljni. Iskustva zemalja članica EU pokazuju da sistem pregovaranja, konsultacija i koordinacije relevantnih aktera odnosno partnera u razvoju značajno utiče na mogućnost apsorpcije finansijskih instrumenata EU i realizaciju nacionalnih prioriteta. Evropski socijalni fond, glavni finansijski instrument za implementaciju politika socijalnog uključivanja usmjerava sredstva ka manje razvijenim ekonomskim regijama preko Operativnih programa (OP), a prema definisanim prioritetima nacionalnih strategija socijalnog uključivanja i strategije zapošljavanja. Operativni programi[19] se planiraju od strane zemalja članica zajedno sa Evropskom komisijom, i implementiraju kroz širok krug organizacija u okviru privatnog, civilnog i javnog sektora, a koje uključuju nacionalne, regionalne i lokalne nivoe vlasti. Partnerstvo predstavlja vitalan dio strukturnih fondova. Međutim uvođenjem načela subsidijarnosti[20] svaka država članica je odgovorna za provedbu partnerstva na nacionalnom nivou. S toga, nivo otvorenosti prema civilnom društvu i nivo uključenosti udruženja u sam proces se razlikuje od države do države.

Ono što bi trebalo motivisati zemlje da razvijaju partnerstva na svim nivoima jeste da kroz udruživanje materijalnih (finansijskih, i sl.) i nematerijalnih (iskustvo, saznanje, mreže, i sl.) izvora, te kreiranje politika i aktivnost bolje odgovore na teritorijalne potrebe. Pored toga, partnerstvo postaje izuzetno važno u okviru apsorpcionih kapaciteta EU, koji ne zavise samo od finansijskih kapaciteta apsorpcije koja predstavlja mogućnost kofinansiranja EU projekata na nacionalnom nivou nego i administrativnih odnosno institucionalnih kapaciteta apsorpcije. Ova druga se odnosi na "mogućnosti i vještine centralnih i lokalnih vlada da pripreme odgovarajuće planove, programe i projekte na vrijeme, da usmjere sredstva za kofinansiranje, da se suoče sa zahtjevima izvještavanja, da nadgledaju implementaciju te izbjegnu neregularnosti"[21]

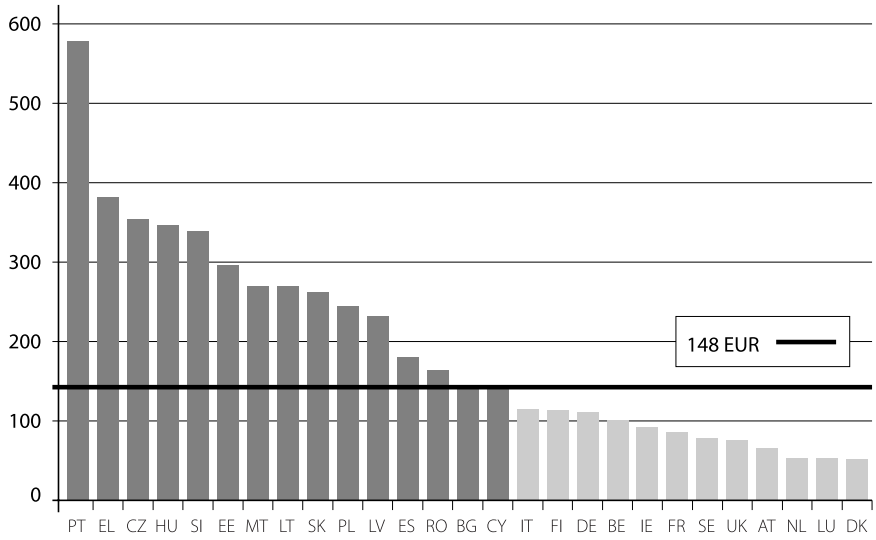
Evropski fondovi predstavljaju izvor mogućnosti za ekonomski razvoj, socijalnu koheziju i razvoj ljudskih resursa. Međutim mogućnosti njegove apsorpcije, koji utiču na mogućnost implementacije i ostvarivanje zacrtanih prioriteta zavise od mnogo faktora (Vidi tabelu 3, stopa apsorpcije Evropskog socijalnog fonda)

[19] http://ec.europa.eu/social/main.jsp?catId=325&langId=en

[20] Načelo subsidijarnosti se definira kao "načelo prema kojem se odluke trebaju donositi na razini što bližoj građanima". U upotrebljenom kontekstu načelo subsidijarnosti uvedeno je Ugovorom iz Mastrichta i znači da u područjima koja nisu pod nadležnošću Evropske komisije, Komisija može poduzeti akcije samo ako države članice ne mogu postići same ciljeve predloženih aktivnosti.

[21] Mojmir Mrak. 2009. Prezentacija "Absorpcija EU Strukturnih fondova, slučaj Slovenije", Ljubljana

Dijagram 1: Korištenje sredstava Evropskog socijalnog fonda po glavi stanovnika za programski period 2007-2013. (u EUR per capita)



Izvor: Dominique Be, Evropska komisija, Evropski socijalni fond, mart 2009., Brisel

Iz dijagrama je vidljivo da su glavni korisnici Evropskog Socijalnog Fonda pretežno siromašnija područja EU, odnosno većinom nove članice EU. Npr. Rumunija koja se nalazi na dnu ljestvice (ako posmatramo nove članice) je u 2007. g. uspjela apsorbirati nekih 30% traženih sredstava (od 0,23 mil. EUR koja su bila alocirana za projekte iz ESF u 2007. g., ostvarila je svega 0,07 mil. EUR). Važni faktori koji utiču na stepen implementacije politika socijalnog uključivanja su "demokratska artikulacija potreba i prioriteta, nacionalno vlasništvo nad strukturnim fondovima, kao i partnerstvo između centralne vlade, opština, NVO-a kao i privatnih firmi".[22] Efikasno partnerstvo zahtjeva kompetentne partnere, te je dobro organizovan i informisan NVO sektor ključan.

Primjer Portugala: ESF Program kroz korištenje partnerstva za profesionalnu reintegraciju lica sa invaliditetom (ESF prioritetno područje: Socijalno uključivanje)

CRPG (the Gaia Vocational Rehabilitation Centre) je partnerstvo sljedećih aktera: Instituta za obuku i zapošljavanje, vladine agencije, dvije privatne agencije vođene od lica sa invaliditetom. CRPG pruža usluge u oblasti uspostavljanja teleworking biznisa kroz obezbjeđivanje prostorija i tehničke podrške, obuke u oblasti poslovnog menadžmenta, uspostavljanja kontakta i ugovaranja sa klijentima, široke obuke usmjerene prema individualnim potrebama i planove rehabilitacije. U periodu od 11 godina, 770 lica je završilo stručnu obuku te je 70% njih ili zaposleno ili su pokrenuli privatni biznis.

(za više pogledaj http://ec.europa.eu/employment_social/esf/projects/projects_en.htm

[22] Marinov, V., Bahloul, H., Slay, B. 2006. Strukturni fondovi i nove zemlje članice: naučene lekcije. Razvoj u tranziciji, London School of Economics (LSE)

2.3. Uloga civilnog sektora u monitoringu *JIM/NAPs inclusion* dokumenata

Organizacije civilnog društva obično vrše monitoring nacionalnih politika ali to ne znači da prate implementaciju politika socijalnog uključivanja odnosno monitoring NAPs/Incl (NSR). U onim članicama u kojima je civilno društvo uključeno u proces monitoringa NSRs, obično slijede tri različite forme[23]:

- Specifični događaji i projekti vezani za monitoring,
- Partnerski aranžmani,
- Šira koalicija NVO-a.

Monitoring predstavlja kontinuiran proces koji prati implementaciju politika u realnom vremenu. U svrhu praćenja implementacije politika socijalnog uključivanja uobičajena praksa je da se uspostave tijela ili komisije za monitoring čija svrha je monitoring *inputa* i *outputa* odnosno da provjere da li su namijenjena sredstva potrošena prema svrsi i namjeri, a potom i da izvijesti o tome da li su uložena sredstva u programe i projekte napravila efekte i uticala na ciljanu populaciju. Stoga tijela za monitoring imaju stratešku ulogu da testiraju da li programi doprinose ispunjavanju strateških ciljeva. Međutim, realnost je da se u praksi više pažnje posvećuje monitoringu "inputa i outputa" glede finansijskih pokazatelja, a manje konkretnim rezultatima i uticaju programa.

Različita su iskustva zemalja o načinu i stepenu uključivanja civilnog društva u proces monitoringa implementacije NAPs Incl. Ona se uglavnom odlikuju više formalnim prisustvom u tijelima za monitoring, kao npr. Komisiji za monitoring, koja se uglavnom uspostavljaju u skladu sa operativnim programima ESF na nacionalnom ili regionalnom nivou.

Većina zemalja ima manje od 5 Operativnih programa (OP) dok većina ima samo jedan OP. Izuzetak su Njemačka, Španija i Italija koje operiraju sa 18, 22 i 24 OP-a[24] respektivno. Operativni programi funkcionišu po geografskom (na nacionalnom i regionalnom nivou), ali i sektorskom nivou. U manjim zemljama kao što su Estonija i Litvanija, partnerstvo u OP-ima je postavljeno na nacionalnom nivou dok je npr. u Austriji stavljen jak fokus na regije (kroz teritorijalne paktove zapošljavanja u svih 9 regija). Pored ESF OP-a, bitno je naglasiti da postoji i niz OP-a Evropskog Fonda za regionalni razvoj (ERDF) koji funkcionišu usporedno ESF OP-ima. U većini zemalja postoje pravila partnerstva kroz različite operativne programe koja uključuju niz aktera: sindikate, agencije za zapošljavanje, udruženja poslodavaca, vladine institucije na nacionalnom, regionalnom, lokalnom nivou, NVO-e, privatne firme i obrazovne institucije. Primjer Francuske - predstavnici civilnog društva su uključeni u ESF monitoring komisiju na regionalnom nivou gdje je alocirano preko 85% sredstava fonda.

Većina zemalja je poduzela značajne korake u ispunjavanju tri glavna kriterija za bolje upravljanje projektima u skladu sa EC pravilima a koja se odnose na: uključivanje relevantnih aktera u proces pripreme, implementaciju i monitoring ESF podrške, jačanje kapaciteta

[23] Caritas. Evropski proces socijalnog uključivanja. Pogledaj http://www.caritas-europa.org/module/FileLib/CONCEPT-TheEuropeanSocialInclusionProcessENWeb.pdf

[24] Među-državne analize.

socijalnih partnera, te stvaranje partnerstva, paktova i mreža. U ***Belgiji***[25], Komisija za monitoring Operativnih programa je sastavljena od predstavnika vladinih institucija, socijalnih partnera, NVO-a, lokalnih vlada, obrazovnih ustanova koji isto tako odlučuju o OP-ima i njegovoj implementaciji, monitoringu i evaluaciji na osnovu konsenzusa. U ***Irskoj***, učešće socijalnih partnera u upravljanju OP-ima promoviše se kroz njihovo učešće u Komisiji za monitoring koja reflektuje strukturu Nacionalnog socijalnog partnerstva u Irskoj. U ***Španiji,*** naglasak je stavljen na promociju partnerstva kroz umrežavanje relevantnih aktera na transnacionalnom, nacionalnom, regionalnom i lokalnom nivou kako bi mobilizirali resurse za reformske procese u oblasti zapošljavanja i uključivanja na tržište rada.

Tabela 3: Primjer uključivanja NVO-a u proces monitoringa

Finska:	40 NVO je predstavljeno u komisijama za monitoring
Estonija:	9 NVO je uključeno u monitoring komisije
Češka R:	NVO-i su uključeni u brojne komisije za monitoring kao i u INTERREG program prekogranične saradnje kao posmatrač.
Francuska:	Krovna NVO organizacija za pitanja socijalne zaštite i zdravlja (UNIOPSS) kao i NVO koji se bavi problemima beskućnika (FNARS) su predstavljeni u nacionalnoj ESF komisiji za monitoring. Regionalne FNARS organizacije učestvuju u regionalnim ESF komisijama gdje je alocirano oko 85% ESF sredstava.
Velika Britanija:	NVO-i su uključeni kao punopravni partneri u svim postojećim monitoring komisijama i fokusiraju se na širi dijapazon tema npr. evaluacija, održivi razvoj, transnacionalni program, itd.
Njemačka:	Volonterska agencija za socijalnu zaštitu je predstavljena u ESF/ERDF komisijama za monitoring u svakoj pokrajini i na nacionalnom nivou. NVO-i u oblasti socijalnog uključivanja, okoliša i jednakosti spolova su predstavljeni u monitoring komisijama operativnih programa kao i u monitoring komitetu NSRF.
Slovenija:	NVO-i u oblasti socijalnog uključivanja su preko svog predstavnika uključeni u monitoring komisiju za operativni program "Razvoj ljudskih resursa".
Irska:	Nekoliko NVO-a su predstavljeni u monitoring komitetima kao npr. Monitoring komitet za operativni program "Investicije u ljudski kapital" predstavlja Irska nacionalna organizacija nezaposlenih, itd.
Poljska	Konsultacije NVO-a sa Komisijom za monitoring (SOP HRD) operativnog programa razvoja ljudskih resursa su doprinijele da u ovaj operativni program uđu i potrebe NVO sektora.

Jačanje dobrog upravljanja, naročito u regijama konvergencije[26], je prepoznato kroz ESF programski ciklus i ERDF propise, ali isto tako i u regijama pod ciljem regionalne konkurentnosti i zapošljavanja[27]. Jedno od područja gdje ESF doprinosi promociji "dobrog upravljanja" je "**razvoj mehanizama za kreiranje, monitoring i evaluaciju politika socijalnog uključivanja na nacionalnom, regionalnom i lokalnom nivou**. Npr. Mađarska u ovom planskom periodu planira razvijati standarde i protokole kao i mehanizme

[25] Među-državne analize.

[26] Regije čiji je BDP ispod 75% prosjeka EU

[27] Tri cilja su postavljena kroz fondove: konvergencija, regionalna konkurentnost i zapošljavanje (ostale regije) te EU teritorijalna saradnja (prekogranična područja)

monitoringa za socijalne usluge. Slovačka, npr. uvodi sistem upravljanja kvalitetom u javnoj administraciji i za NVO-e u području socijalne politike i zapošljavanja dok Češka i Malta u okviru "promocije i razvoja reformi socijalnih usluga" planiraju reformu sistema socijalnih usluga.

Uključenost civilnog društva u monitoring politika socijalnog uključivanja ne mora striktno podrazumijevati članstvo u komisijama za monitoring. Ova funkcija podrazumijeva i druge aktivnosti i ogleda se:

....kroz događaje i projekte: U **UK**, koordinirajuća institucija pripreme NSR (NAPs Incl.) organizuje konferencije uključujući NVO-e te lica koja su direktno iskusila siromaštvo. Ovaj događaj je ocijenjen od strane učesnika kao uspješan način sticanja povratne informacije o dešavanjima na lokalnom nivou, o rezultatima projekata u pilot regijama i njihovim rezultatima ili o uspješnosti strategija na lokalnom nivou a za čiju implementaciju su obezbjeđena sredstva putem strukturnih fondova. U **Švedskoj**, mreža NVO-a je jedan od organizatora konferencije što je doprinijelo NVO sektoru da postane značajan sudionik debata o siromaštvu i socijalnoj isključenosti.

....kroz partnerstvo: NVO-i koji su aktivni pružaoci usluga (npr. Caritas) obično imaju jaku bilateralnu vezu sa relevantnim ministarstvima što omogućava detaljniji monitoring pružanja usluga kao što je to slučaj u **Njemačkoj**. U **Irskoj** NVO sektor je član procesa Socijalnog partnerstva čiji cilj je da osigura efikasan monitoring implementacije politika socijalnog uključivanja. U okviru socijalnog partnerstva NVO predstavnici su članovi upravljačkog tijela koji predstavlja i dio sistema monitoringa.

....kroz koaliciju NVO-a: U **Holandiji**, socijalna koalicija broji oko 40 nacionalnih i lokalnih organizacija sa sekretarijatom koji funkcioniše na dobrovoljnoj osnovi i organizuje dvogodišnje sastanke sa relevantnim ministarstvima gdje se razgovara i o nacionalnim politikama NSR (EU politika i veze sa Lisabonskom strategijom). Npr. u **Italiji** ne postoji formalan oblik angažmana civilnog društva i lokalnih vlada u procesu monitoringa implementacije NSR, nego više neformalan oblik koji se koristi za mnoga aktuelna socijalna pitanja.

2.4. Partnerstvo javnog i NVO sektora – najbolje prakse

Iskustva pokazuju da su politike zapošljavanja i socijalnog uključivanja dosta kompleksne kada se pokušavaju primjeniti u praksi, te postaju čak i nemoguće kada je u njihovu implementaciju uključen jedan ili manji broj institucija. Pitanja socijalnog uključivanja obuhvataju niz tema koja zahtijevaju širok pristup u njihovom definisanju i implementaciji. Stoga, multisektorski integrativni pristup, koji ne samo da obuhvata različite horizontalne sektore nego i različite nivoe vlasti i civilni sektor, je pristup koji može da mobiliše sredstva i stvara promjene u implementaciji politika zapošljavanja i socijalnog uključivanja.

S obzirom da je ESF glavni pokretač inicijativa i implementacije politika socijalnog uključivanja, primjeri dobre prakse upravo se mogu i sagledati kroz implementaciju programa Evropskog socijalnog fonda. Uključivanje mnogih "nepovezanih" grupa u partnerstvo prije

svega može uticati na dopunjavanje aktivnosti između ovih grupa, ali i izgradnje zajedničke vizije te tako doprinijeti implementaciji više uspješnijih programa i projekata.

ESF podržava partnerstvo kroz promociju i finansiranje aktivnosti koje:

- Promovišu umrežavanje aktera, uključujući socijalne partnere i NVO-e na supranacionalnom, nacionalnom, regionalnom i lokalnom nivou u oblasti zapošljavanja i inkluzivnog tržišta rada,
- Podstiču uključivanje socijalnih partnera i NVO-a u ESF projekte, osobito u oblasti socijalnog uključivanja, jednakosti spolova i jednakih mogućnosti.

Primjer partnerstva u procesu implementacije politika zapošljavanja:

Primjeri partnerstva javnog i NVO sektora u implementaciji politika socijalnog uključivanja su brojni. Jedan od takvih primjera u oblasti zapošljavanja su svakako teritorijalni paktovi koji uključuju sve relevantne aktere javnog i civilnog sektora u implementaciji politika zapošljavanja.

Teritorijalni pakt zapošljavanja na području Voralberg regije, Austrija[28]

Područje partnerstva kroz teritorijalni Pakt zapošljavanja (TPZ) geografski pokriva kanton/regiju Voralberg sa populacijom od 380.000 stanovnika. Teritorijalni pakt predstavlja *think-tank* sa jakim savjetodavnim kompetencijama i uključuje sljedeće partnere: kantonalnu vladu, agenciju za zapošljavanje, kantonalni ured za socijalnu politiku, trgovinsku komoru, sindikalno udruženje, industrijsko udruženje, udruženje gradova i opština kantona Voralberg.

Cilj pakta je prvenstveno definisanje prednosti i potencijala regionalnih aktera, poboljšanje koordinacije aktivnosti u oblasti zapošljavanja te povećanje efikasnosti mjera zapošljavanja. Pored toga Pakt služi i za kreiranje radnih mjesta i osiguravanje konstantnog ulaska sredstava iz EU fondova u regiju. Tokom 2005. g. program implementacije je uključivao sljedeće aktivnosti:

- "Nisko kvalificirani poslovni sektor": Istraživanje potencijala industrije u Voralbergu kako bi se odredilo da li i koje usluge bi mogle biti ugovorene s ciljem razvoja regionalnog programa kreiranja radnih mjesta,
- Organizacija regionalne konferencije "Optimalni broj radnih mjesta-smjernice zapošljavanja i regionalne ponude",
- Definiranje preporuka javnih politika za svako prioritetno područje Pakta.

Ono što je doprinijelo stvaranju vrijednosti teritorijalnog Pakta zapošljavanja je svakako razvoj politika zapošljavanja kroz učešće svih relevantnih aktera koji tom procesu mogu doprinijeti ali i osigurati sigurnu implementaciju politika. Glavni izvor finansiranja partnerstva je Evropski socijalni fond.

[28] European Commission. CARDS 2004. (2007). Lokalna partnerstva u zapošljavanju – faza 2.

Projekat BEST, Berlin: Podsticanje zapošljavanja kroz socijalno poduzetništvo[29]

Projekat se fokusirao na određena područja Berlina, gdje su u pilot fazi novi oblici lokalnih poduzeća u vidu socijalnih zadruga i lokalnih preduzeća (local distric enterprises) uspostavljeni. Cilj projekta je implementacija lokalne razvojne strategije usmjerene prema lokalnom stanovništvu a podržana od strane lokalnih razvojnih agencija tzv. BEST ("*Berliner Entwicklungsagentur für soziale Unternehmen und Stadtteilökonomie*").

Projekat je usmjeren ka mobilizaciji kreativnih sposobnosti lokalne radne snage, sticanju prihoda, pomaganju onih kojima je pomoć neophodna, kao i ka poboljšanju životnih i radnih uslova u ovom području. Način na koji projekat pokušava ostvariti ove ciljeve je kroz uspostavljanje socijalnih preduzeća i podsticanje građenja mreža, razvijanjem novih partnerstava saradnje između lokalnih interesa i poboljšanje profesionalizma postojećeg partnerskog pristupa. Krajnji rezultat BEST projekta je model razvojne agencije za socijalno poduzetništvo i lokalne ekonomije koji bi se nakon iskustva u tri područja istočnog Berlina promovisao i primjenio na nacionalnom pa čak i na EU nivou.

Primjer partnerstva i saradnje NVO i javnog sektora na primjeru Mađarske

Mađarska se inače smatra liderom razvoja mehanizama partnerstva javnog i NVO sektora na području istočne i jugoistočne Evrope. U zadnje dvije decenije saradnja javnog i NVO sektora u Mađarskoj je horizontalno i vertikalno institucionalizovana kroz javnu upravu. U početku ta saradnja zasnivala se na saradnji pojedinih ministarstava sa NVO-ima, gdje su u nekim specifičnim ministarstvima (socijalni sektor i zapošljavanje) formirana vijeća ili radne grupe za strateška pitanja koja su uključivala i NVO-e.

Ured za odnose sa civilnim društvom u okviru Ministarstva rada i socijalne politike (prvobitno pri kabinetu premijera) je formiran vladinim dekretom 1998. g. gdje je na čelo postavljen direktor koji je dolazio iz NVO sektora. Nadležnosti ureda se odnose na iniciranje i pripremu nacrta zakona za razvoj civilnog društva, pružanje informacija o EU fondovima i praćenje implementacije i rada Nacionalnog programa fonda civilnog društva (National Civil Fund Program)[30]. Do danas, skoro svako ministarstvo u Mađarskoj ima uspostavljen ured ili barem lice koje je odgovorno za saradnju sa civilnim društvom[31].

Na **parlamentarnom nivou**, formiran je Komitet za ljudska prava, religiju i manjine (koji je objedinio dvije institucije sa njihovim nadležnostima, "Parlamentarni komitet za podršku civilnom društvu" osnovan još 1990. g., i "Nacionalni fond civilnog društva") sa zadatkom pružanja grantova nacionalnim udruženjima, odgovoran za legislativni proces civilnog sektora, informiranje civilnog društva, koordiniranje učešća NVO-a u različitim sastancima vijeća/komiteta i slično.

Na **lokalnom nivou**, lokalne vlade su razvile različite mehanizme rada sa NVO-ima kao npr. različiti oblici lokalnih legislativnih komiteta, oficira za saradnju sa civilnim društvom a u nekim slučajevima i uspostavljanjem ureda za odnose sa civilnim društvom. Posljednjih

[29] Ibid

[30] Hadzi-Miceva, Katerina. Pravni i institucionalni mehanizmi za saradnju nevladinog i vladinog sektora u Hrvatskoj, Estoniji i Mađarskoj. The International Journal of Not-for-Profit Law. Volume 10, Issue 4, August 2008.

[31] Ibid.

godina, promjene u saradnji idu u pravcu usvajanja profesionalnih normi te pokušaja uvođenja promjena za poboljšanju partnerstva.

2.5. Iskustvo u finansiranju NVO-a u implementaciji politika socijalnog uključivanja

Finansiranje politika socijalnog uključivanja se prvenstveno oslanja na mogućnost korištenja Evropskih fondova, kao najvećeg evropskog donatora, u predpristupnoj fazi procesa EU integracija ili u okviru članstva u EU.

Stotine NVO-a u EU i globalno, koriste sredstva EU fondova gdje je, po procjeni Komisije[32], alocirano preko 1.000 mil. EUR godišnje kroz projekte NVO-a, direktno u usluge. Evropske politike pokrivaju razne oblasti koje su u interesu NVO sektora kao što su: suzbijanje socijalne isključenosti, zaštita potrošača, istraživanje, obrazovanje, obuka, zaštita potrošača, zdravstvena zaštita i slično, što potiče mnoge NVO-e da razvijaju svoje strategije prema ovim politikama. Mogućnosti za finansiranje aktivnosti NVO-a postoje kroz sufinansiranje (gdje NVO-i apliciraju za sredstva iz npr. ESF na bazi sufinansiranja ili pod nekim od brojnih programa zajednice i budžetskih linija koje su otvorene za NVO-e), ugovaranje (NVO kao ugovarač sa EU institucijama kroz tendere za javne nabavke za istraživanja, implementaciju EU politika i slično), uključivanje u partnerske odnose sa NVO-ima u EU sa projektima na EU nivou, i sl.

Informacije o evropskim fondovima i mogućnostima njihovog korištenja predstavljaju ključ za uspješno prikupljanje sredstava. Međutim, veliki broj informacija o mogućnostima finansiranja je plasiran na web stranice Evropske komisije ali su one mahom razbacane na različitim stranicama i odjelima Komisije te ne daju jasnu sliku. To oslikava upravo onu negativnu stranu Evropskih fondova koja se prije svega ogleda u složenom administrativnom sistemu Komisije koji se bazira na ogromnoj papirologiji. Ovo naravno može predstavljati prepreku udruženjima (NVO-ima) koji uslijed nedostatka svojih kapaciteta često nisu u prilici da iskoriste mogućnosti koje nude EU fondovi. Osim toga, finansijska pravila EU vrlo često postavljaju uslove organizacijama prilikom aplikacije za sredstva očekivajući da organizacija koja aplicira traži sufinansiranje kao i garancije od finansijskih institucija čiji nedostatak može biti osnov za automatsko odbacivanje prijave. Stoga se u ovom pogledu preporučuje oprez, ali i razvijanje vještina izrade projektnih nacrta i sposobnosti upravljanja projektima i finansijama. Međutim, ovo ne mora imati neophodno negativan prizvuk. Popunjavanje prijava može biti naporan ali koristan posao koji podstiče udruženja da traže partnere te na taj način proširuju svoje mreže na druge regione pa čak i zemlje, druge tipove organizacija ali i jačaju svoje unutarnje kapacitete.

Tri fonda stoje na raspolaganju članicama EU za implementaciju politika socijalnog uključivanja: **EU socijalni fond** (ESF), **Kohezioni fond** (CF) i **Evropski regionalni razvojni fond** (ERDF). EU socijalni fond (ESF) predstavlja glavni instrument pomoću kojeg Evropska zajednica u okviru jednog programskog ciklusa od 7 godina (aktuelni

[32] Evropska komisija. 2000. Discussion paper on Non-governmental organizations.

programski ciklus pokriva period 2007-2013.) doprinosi ispunjenju zajedničkih ciljeva socijalnih politika i politika zapošljavanja. Sredstva fondova, po principu sufinansiranja, nadopunjuju nacionalne, regionalne i lokalne izvore finansiranja politika socijalne zaštite i socijalnog uključivanja. Glavni fokus ESF je stavljen na socijalno uključivanje ranjivih kategorija s ciljem njihove održive integracije na tržište rada pri čemu se promovišu mjere zapošljavanja, socijalnog poduzetništva, pristupa stručnom obrazovanju i cjeloživotnom učenju kroz EU VET program, zdravstvenoj zaštiti i drugim mjerama i uslugama koje doprinose poboljšanju mogućnosti zapošljavanja. Osim toga ESF podržava i ciljeve dobrog upravljanja (good governance), transparentnosti i uključivanje relevantnih aktera relevantno za razvoj NVO sektora za regije konvergencije.

U programskom periodu 2007-2013., ESF ukupno izdvaja 76,2 milijarde EUR u okviru 117 operativnih programa (OP). Samo za prioritet socijalnog uključivanja izdvaja se 10 milijardi EUR ili 12,4%[33] od ukupne vrijednosti fonda.

Tabela 4: Alokacija sredstava ESF fonda

Iznos sredstava ESF fonda	Sredstva usmjerena za:
16,8 milijardi EUR	razvoj socijalne infrastrukture u najnerazvijenim područjima
0,2 milijardi EUR	OP za poboljšanje socijalnog uključivanja ranjivih kategorija
Preko 1 milijarde EUR	OP za poboljšanje ljudskog kapitala
0,4 milijardi EUR	OP za podršku reformama u području zapošljavanja i inkluzije
1 milijarda EUR	OP za povećanja prilagodljivosti radnika, firmi i poduzetnika

Izvor: Evropski socijalni fond (es.europa.eu/employment_social/esf)

Pored ESF, EU regionalni razvojni fond (ERDF) promoviše javne i privatne investicije s ciljem smanjenja regionalnih dispariteta. Kroz podršku regionalnom razvoju i stvaranju više i boljih radnih mjesta direktno doprinosi i većem zapošljavanju ranjivih kategorija. ERDF je fond koji prvenstveno ulaže u socijalnu infrastrukturu (obrazovanje, zdravstvo, zaštita djece, stanovanje i dr.) u regijama konvergencije. Za isti programski period 2007-2013. ERDF izdvaja 267,8 milijardi EUR usmjerenih prema 314 operativnih programa.

Većina sredstava fonda odlazi siromašnim regijama, a to su prvenstveno nove članice EU. Za regije konvergencije se u periodu 2007-2013. iz ERDF izdvaja 75% sredstava fonda, dok iz ESF fonda 82% ukupnih sredstava, dok je Kohezioni fond u potpunosti usmjeren ka regijama konvergencije. S toga, s ciljem uspješnije alokacije sredstava preporučuje se NVO-ima koji djeluju u području socijalne inkluzije da prikupe najbitnija raspoloživa dokumenta (od strane nacionalnih ili regionalnih vlada i/ili Evropske komisije): EU Smjernice (EU Guidelines), EU pravila (EU regulations), Dokument NSRF, Operativni programi, IP, NDP.

ERDF i ESF investicije su usmjerene s ciljem da se međusobno nadopunjuju, međutim oni ne predstavljaju ukupno finansiranje zemalja članica u ovim područjima. Nekoliko OP

[33] Zajednički izvještaj 2008.

podržavaju **razvoj socijalnog poduzetništva** koji predstavlja značajan izvor zapošljavanja u područjima gdje tradicionalna preduzeća ne mogu često biti održiva. Socijalno poduzetnišvo je npr. podržano kroz fondove u Bugarskoj, Poljskoj, Luksemburgu i Italiji, kao i za agencije koje pružaju podršku ovom sektoru u vidu usluga savjetovanja, treninga, pravnih i finansijskih usluga. U Rumuniji npr. podrška je omogućena za razvoj potrebnih mehanizama za potpunu implementaciju koncepta socijalnog poduzetništva.

Za finansiranje iz Evropskog socijalnog fonda, kao najvažnijeg izvora finansiranja politika socijalnog uključivanja, NVO-i se takmiče sa svim ostalim akterima, uključujući opštine, privatne kompanije, javne organizacije, itd. koji imaju pristup ESF fondu. Naime, pravila strukturnih fondova ne određuju ko će implementirati programe strukturnih fondova. Upravljačko tijelo OP-a bi trebalo ohrabriti adekvatno učešće i pristup NVO-ima u aktivnostima finansiranja u domenu socijalnog uključivanja, jednakosti spolova i jednakih mogućnosti[34].

Dobre prakse[35] **u području finansiranja NVO aktivnosti socijalnog uključivanja**:

Estonija: "Multi-regionalni program za borbu protiv diskriminacije" je počeo 2000. g. s ciljem poboljšavanja aktivnog uključivanja ranjivih kategorija stanovništva. Program se zasnivao na integrisanom pristupu pri čemu je mobilizirao sve relevantne aktere u namjeri da ponudi fleksibilne i individualne pravce integracije ranjivih kategorija. Prema izvještaju sistema monitoringa u periodu od 5 g. potpisano je oko 64.000 radnih ugovora, kreirano oko 620 poduzeća, obučeno oko 45.000 lica, itd. Projekat je doprinio i jačanju mreže NVO-a koje rade sa ovom kategorijom stanovništva.

Italija: Kroz projekat "Korištenje ESF s ciljem promovisanja uključivanja ranjivih kategorija na tržište rada kroz ne-profitne organizacije" stavljeni su manji grantovi u iznosu 10.000-50.000 EUR na raspolaganje ne-profitnim organizacijama za projekte promovisanja uključivanja ranjivih kategorija na tržište rada prije svega kroz promociju poduzetništva i samozapošljavanja. Posredna tijela su oganizovala podršku i trening. Cilj programa je isto tako bio i da ojača mrežu neprofitnih organizacija u sjevernoj regiji Italije.

Njemačka, centri za socijalni rad su kroz ESF programe obezbijedili 40 mil EUR za a) socijalno poduzetništvo i b) socijalnu integraciju lica isključenih sa tržišta rada, sa upravnim tijelom u okviru federalnog udruženja volonterskih agencija u oblasti socijalne zaštite u Berlinu. U Južnoj Saksoniji (Njemačka) 91,3 mil EUR programa podrške je obezbjeđeno za lica sa invaliditetom i za integraciju na tržište rada. U istoj pokrajini, 6 velikih NVO-a, u saradnji sa EU uredom za volonterske agencije za socijalnu zaštitu, su ostvarili budžet za razvijanje i poboljšanje projektnih modela u području socijalnog uključivanja.

Portugal[36]: NVO organizacija EAPN iz Portugala je u okviru OP-a "Razvoj ljudskih kapaciteta" predložila projekat za ESF prioritet "Profesionalni menadžment i trening" i "Građani, inkluzija i socijalni razvoj". U okviru projekta "Profesionalni menadžment i trening" tri aplikacije vrijedne 1,3 miliona EUR su odobrene za trening i programe socijalnog

[34] ESF. Reg. 5.4.
[35] Zajednički izvještaj 2007.
[36] EAPN Structural funds manual 2007-2013.

poduzetništva tzv. QUAL-IS i četvrta pod nazivom SIQ. Tako su se 89 organizacija uključile u trening NVO-a kako bi poboljšale kvalitet njihovih usluga, upošljavajući 10 novih lica za period 2008-2009.

Slovenija: Dvije nove mjere socijalnog uključivanja finansiraju NVO-e u okviru OP "Razvoj ljudskih resursa". Mjera 1 "**Jednake mogućnosti na tržištu rada i jačanje socijalnog uključivanja**" i Mjera 2 "**Povećanje zaposlenja ugroženih kategorija u oblasti kulture i podrška njihovom socijalnom uključivanju**" vrijedni 58 mil EUR. Mjera 1 je usmjerena kroz projekte i kampanje ka npr. dugoročno nezaposlenim licima preko 50 g. starosti, mladima u riziku, lica koja prvi put traže posao, lica sa invaliditetom, etničke manjine i slično. Očekivanja su da projekti uključe socijalno poduzetnišvo, usluge njege za djecu i stara lica, trening na poslu i kreiranje radnih mjesta.

3. Strategija socijalnog uključivanja u BiH

Socijalno uključivanje je proces koji je u 2000. g. uspostavljen u EU. U BiH, prvi put o problemu socijalne isključenosti se počelo diskutovati nakon publiciranja Izvještaja o humanom razvoju (UNDP/IBHI 2007. g.) gdje su prikazani pokazatelji socijalne isključenosti kao i grupe koje su u riziku od socijalne isključenosti. Poučena iskustvom strategije za smanjenje siromaštva, čija implementacija nije imala efekta na smanjenje siromaštva BiH stanovništva, BiH je morala tražiti novi pristup kako bi u dugoročnom pogledu napravila pomak u kvaliteti života bh. stanovništva. Određeni broj faktora je doprinio Odluci Vijeća ministara da pristupi izradi Strategije socijalnog uključivanja:

1) slika siromaštva i socijalne isključenosti u BiH (vidi poglavlje 3.1.),
2) rješavanje pitanja siromaštva putem pasivnih socijalnih politika, tačnije socijalnih transfera, pokazalo se neefikasnim (uporedni podaci o siromaštvu iz 2004. i 2007. g. su pokazali da se siromaštvo nije niti smanjilo niti povećalo),
3) obaveze iz procesa EU integracija u kojem će BiH sticanjem statusa zemlje kandidata imati obavezu pripreme Zajedničkog memoranduma o uključivanju (JIM-a) koji treba da predstavi izazove zemlje u rješavanju pitanja socijalne isključenosti kao i načine na koje će ta pitanja rješavati, a uzimajući u obzir smjernice EU u polju socijalnog uključivanja,
4) mogućnost apsorpcije fondova (trenutno samo dvije komponente IPA fondova, institucionalni razvoj i prekogranična saradnja, te sticanjem statusa kandidata i dodatne dvije IPA komponente),
5) izgradnja kapaciteta vladinog sektora, koja zahtijeva određeno vrijeme i sredstva.

Strategija socijalnog uključivanja, na taj način, postaje značajan dokument za BiH i korak u usklađivanju socijalnog razvoja u BiH sa EU standardima. Priprema Strategije socijalnog uključivanja je u toku čiju izradu koordinira Direkcija za ekonomsko planiranje Vijeća ministara BiH. S ciljem pripreme nacrta strategije formirano je 6 radnih grupa koje pokrivaju 6 tematskih cjelina ili strateških ciljeva:

- Socijalna politika u funkciji zapošljavanja,

- Poboljšati položaj porodica sa djecom,
- Poboljšati obrazovanje,
- Poboljšati zdravstvenu zaštitu,
- Poboljšati penzionu politiku,
- Poboljšati položaj osoba sa invaliditetom.

U sastavu radnih grupa vodilo se računa o uključivanju relevantnih predstavnika javnog i civilnog sektora. Nevladine organizacije su kroz NVO Vijeće i Mrežu za pitanja starih lica nominovale svoje predstavnike u radne grupe koji će prema utvrđenoj strukturi pripreme dokumenta raditi na definisanju prioriteta, mjera i aktivnosti. U pripremi dokumenta vodilo se računa o smjernicama EU na polju socijalnog uključivanja kao i adresiranju relevantnih pitanja koja su ključna za implementaciju strategije, kao npr. uspostavljanje sistema dobrog upravljanja.

Pregled strukture procesa pripreme Strategije socijalnog uključivanja:

1. Definisanje prijedloga ciljeva na osnovu analize postojećih entitetskih i državnih strateških dokumenata po metodu "susretnog planiranja",
2. Usvajanje ciljeva na savjetodavnom odboru Projekta,
3. Priprema situacione i SWOT analize sa prijedlogom prioriteta i mjera (davanje presjeka stanja i pozicioniranje BiH u regionalnom i EU kontekstu),
4. Rane konsultacije sa javnim i civilnim sektorom s ciljem potvrđivanja nalaza u situacionim/SWOT analizama,
5. Priprema podloge za rad sa radnim grupama (Priručnik za izradu strategije, ToR),
6. Definisanje i imenovanje članova i moderatora radnih grupa od strane relevantnih institucija,
7. Priprema prvog nacrta dokumenta sa definisanim prioritetima i mjerama za svaki od 6 ciljeva kroz 2-3 kruga radionica,
8. Akciono planiranje koje obuhvata definisanje aktivnosti, procjena njihovih finansijskih troškova, uspostavljanje sistema monitoringa,
9. Ex-ante evaluacije, s ciljem procjene mogućnosti implementacije pojedinih politika,
10. Usvajanje dokumenta,
11. Priprema Operativnih programa usmjerenih ka fondovima EU.

3.1. Ključne ugrožene grupe, slika siromaštva i isključenosti

Prema Nacionalnom izvještaju o humanom razvoju (UNDP/IBHI, 2007), koji je u javnu diskusiju u BiH formalno uveo termin "socijalna isključenost", procenat socijalno isključenih u BiH izračunat je na osnovu Indeksa socijalne isključenosti (odnosno izračunata su tri indeksa socijalne isključenosti: Opšti, Indeks ekstremne socijalne, kao i dugoročne socijalne isključenosti). **Opšti indeks socijalne isključenosti (HSEI)** iznosi 50,32%, a dobijen je na osnovu 5 kategorija isključenosti i 7 indikatora koji se odnose na:

- **životni standard,**
  indikator 1: stanovništvo koje živi ispod praga siromaštva
  indikator 2: dugoročna nezaposlenosti

- **obrazovanje,**
  indikator 3: osobe iznad 15+ g. koje nisu završile osnovno obrazovanje
- **zdravstveni status,**
  indikator 4: osobe bez zdravstvenog osiguranja
- **sudjelovanje u društvu,**
  indikator 5: osobe koje ne glasaju na izborima
  indikator 6: osobe koje ne sudjeluju u organizovanim društvenim aktivnostima
- **pristup službama i uslugama,**
  indikator 7: domaćinstva bez telefona.

Pored toga, prema **Indeksu ekstremne socijalne isključenosti (HSEI 1)** 21,85% populacije je isključeno iz osnovnih procesa i potreba. Razlike između FBiH (24,53) i RS (20,01) su vidljive, kao i između urbanog (19,75) i ruralnog (23,57) stanovništva. Izraženo u procentima, ruralno stanovništvo je za 19% više ekstremno socijalno isključeno od urbanog stanovništva. Treći indeks, **Indeks dugoročne socijalne isključenosti (HSEI 2)** iznosi 47% BH populacije. Ne postoje veće razlike između ruralnog (47,14) i urbanog (47,54) stanovništva u ovom smislu, niti između entiteta (FBiH 47,14 i RS 47,32). Ovaj indeks se razlikuje od ostala dva indeksa po tome da mjeri segment BiH stanovništva koji je izložen riziku od dugoročne isključenosti, čiji je uzrok nedostatak mogućnosti za samonapredovanje.

Sliku socijalne isključenosti potvrđuju i podaci o siromaštvu (HBS 2007.) gdje je 17,8% stanovništva, po osnovu njihove potrošnje, ispod linije siromaštva (2.857,31 KM godišnje) dok se dodatnih 30% stanovništva nalazi neposredno iznad linije siromaštva. Hrana u potrošnji siromašnih čini samo 34% što upućuje na značaj ostalih komponenti u preživljavanju. Sadašnje politike usmjerene ka smanjenju siromaštva su pasivne prirode, neodržive u dugoročnom pogledu i odnose se isključivo na transfere socijalne zaštite. Iskustva, ali i smjernice EU socijalne politike upućuju na neefikasnost ovakvih mjera i neophodnost reforme sistema socijalnih davanja.

Ključne ugrožene grupe su: manjine, stari, djeca u riziku od siromaštva, mladi bez adekvatnog obrazovanja, raseljena lica i izbjeglice, dugoročno nezaposlena lica i osobe sa invaliditetom.

3.2. Uloga civilnog društva u pripremi Strategije socijalnog uključivanja

Proces socijalnog uključivanja počeo je krajem 2007. g. kada je Vijeće ministara donijelo odluku o metodologiji izrade Strategije razvoja i socijalnog uključivanja koja se zasniva na metodu tzv. "susretnog planiranja". Prvi korak procesa predstavljao je izradu analitičke osnove ili studije koja oslikava trenutno stanje u oblasti zapošljavanja, socijalne politike, zdravstvene zaštite, penzione politike i obrazovanja a uzima u obzir položaj ranjivih grupa kao što su osobe sa invaliditetom, porodice sa djecom, stara lica, manjine, mladi bez adekvatnog obrazovanja, izbjegla i raseljena lica, dugoročno nezaposlena lica i sl.

Civilno društvo je na samom početku uključeno u proces ranih konsultacija kroz okrugle stolove i diskusiju o trenutnom stanju u oblastima koje tretira Strategija socijalnog uključivanja. Ovaj korak predstavljao je potrebu da se zajedno sa vladinim i civilnim sektorom, uključujući NVO sektor, postigne dogovor oko slike trenutnog stanja, odnosno

potvrde situaciona i SWOT analiza koje su sadržavale sljedeće elemente: pozicioniranje BiH u regionalnom i EU nivou, analiza pravnog i institucionalnog okvira, analiza ljudskih i finansijskih resursa, analiza domaćih politika i ključni izazovi, SWOT matrica, te prijedlog prioritetnih mjera za svaki od 6 ciljeva Strategije socijalnog uključivanja. Procesu ranih konsultacija slijedilo je formiranje radnih grupa gdje su mreže NVO-a, sindikati, udruženja poslodavaca i ostali akteri civilnog društva nominirali svoje predstavnike u rad radnih grupa kao tijela koja definišu izazove socijalnog uključivanja, te definisanje prioriteta i mjera kao podloge za pripremu akcionih planova.

Ono što trenutno nije prisutno u javnosti jeste veća promocija koncepta socijalnog uključivanja, značaj pripreme Strategije socijalnog uključivanja i njena veza sa procesom EU integracija, kao i značaj za ranjive kategorije, podizanje svijesti i nižih nivoa vlasti o trenutnim procesima u BiH.

4. Slika NVO sektora u BiH

4.1. Veličina NVO sektora i struktura aktivnosti NVO-a

Prema zvaničnim podacima IBHI studije (2005), broj od 9.095 registrovanih NVO-a u BiH se znatno povećao na 12.189 NVO-a[37] u 2008. g. (približno 1 NVO na 280 stanovnika u 2008. g.). Od ukupno registrovanih 50% je aktivno (prema istoji IBHI studiji, u 2004. g. aktivno je djelovalo 4.629 NVO-a) dok neki izvori (USAID) tvrde da je ovaj broj dosta manji. Radi usporedbe, broj registriranih NVO u Republici Hrvatskoj iznosi oko 34.149 organizacija (broj aktivnih nije poznat)[38] ili približno jedan NVO na 130 stanovnika[39] dok je u Republici Srbiji broj registriranih NVO znatno manji (2.000).[40]

NVO sektor je u 2004. g. na puno radno vrijeme zapošljavao 2,3%[41] aktivne radne snage u BiH dok su veći dio 5,36% radno aktivnog stanovništva činili volonteri. Međutim kako uopšte interpretirati ovaj odnos broja NVO-a i stanovnika te da li je u slučaju BiH dovoljan ili ne? Na ovo pitanje se teško može dati odgovor. Rast NVO-a treba posmatrati u svakom slučaju kao pozitivan trend, jer pokazuje veći nivo društvene svijesti i želju da se građani kroz NVO-e uključe u dijalog zajednice, a time i doprinesu većem nivou demokratizacije društva.

Obzirom da ne postoji jedinstven registar udruženja u BiH, to praktično onemogućava detaljniju analizu ovog sektora. Naime, civilnim sektorom[42] uveliko dominiraju sportska udruženja, zatim interesna udruženja (npr. udruženje invalida, poslodavaca, umirovljenika, građana, itd.) dok je najmanji broj udruženja onih koje se bave pravima radnika, promociji i razvoju civilnog društva, mirovne inicijative i slično. Samo mali broj aktivnih udruženja

[37] Kronauer Consulting. (2009.). Analiza stanja civilnog sektora u BiH.
[38] Tomislav Tadić, 'Jedno udruženje na 129 stanovnika', (16-17/02/08), www.vjesnik.hr/pdf/2008/02/16/06A6.PDF
[39] JIM. (2007.). Broj stanovnika 4,439 mil u Hrvatskoj prema popisu iz 2004.
[40] Centar za razvoj neprofitnog sektora, Pogledaj: www.crnps.org.yu
[41] USAID. (2004.). Procjena civilnog društva u BiH
[42] Analiza stanja civilnog društva u BiH.

(NVO-a) se mogu smatrati profesionalnim organizacijama koje predstavljaju i kritičnu masu NVO sektora[43].

Struktura NVO sektora je sljedeća. Po **tipu organizacije**[44] prevladavaju udruženja (66,5%) koja se bave aktivnostima za dobrobit svojih članova (sportska, interesna, hobistička, strukovna, povratnička, itd.), dok je 33,5% onih koji djeluju za opšte društveno dobro. Udruženja su pretežno aktivna na lokalnom/kantonalnom nivou gdje su većinom i registrovana. Na BiH nivou je registrovano svega 21,4% udruženja u sklopu Ministarstva pravde BiH, na entitetskom čak najmanje 5,4%, dok je najviše (56,3%) udruženja registrovano na kantonalnom nivou. Struktura civilnog društva pokazuje da je najveći broj registrovanih udruženja u malim gradovima do 100.000 stanovnika (53,9%) a najmanje (6,7%) u ruralnim naseljima ispod 1.000 stanovnika. Među udruženjima koje se bave istraživačkim radom primarno područje djelovanja za većinu je sport, pitanja mladih i zaštita prava i interesa boračke populacije dok istraživanje nije zabilježilo niti jedno udruženje koja se primarno bavi npr. borbom protiv korupcije. Najčešće **aktivnosti udruženja** su obrazovanje, akcije u lokalnoj zajednici, savjetovanje, lobiranje i zagovaranje, dok se udruženja najmanje bave monitoringom javnih politika i radom državnih institucija. Među udruženjima koja su uspjela privući sredstva iz EU fondova dominiraju udruženja koja djeluju u opštem javnom interesu (80%) i to prije svega ženska udruženja, udruženja koja se bave pitanjem mladih i djece, zaštitom ljudskih prava i okoliša. Interesantno je da udruženja koja su tehnički osposobljena i imaju iskustva u radu sa projektima koje finansira Evropska komisija kao najveću prepreku vide nedostatak kvalitetnog kadra i finansijskih sredstava za pripremu kvalitetnih projekata kojima bi aplicirali za sredstva iz EU fondova, te u mogućnostima sufinansiranja. Ovo bi moglo predstavljati značajan problem za NVO sektor da aplicira za programe zajednice koji traže sufinansiranje od 10-20%. Zanemariv broj udruženja posjeduje sredstva u iznosu 100.000-200.000 EUR sa kojima bi mogli sufinansirati ozbiljnije projekte.

Područja u kojima NVO sektor ima do određenog stupnja razvijene vještine ujedno predstavljaju i oblasti u kojima postoji potreba za daljom profesionalizacijom sektora (Kronauer Consulting, 2009), npr. strateško planiranje, pisanje prijedloga projekata i budžetiranje, organizacioni/finansijski i projektni menadžment, prikupljanje sredstava (fundraising) i filantropija, odnosi sa javnošću, analiza, monitoring i evaluacija javnih politika.

4.2. Finansiranje NVO-a iz domaćih izvora i analiza strukture aktivnosti koje se podržavaju

Aktivnosti NVO sektora do danas su većim dijelom bile ovisne o finansiranju od strane međunarodne zajednice, dok manjim dijelom iz budžeta, privatnih doprinosa i drugih aktivnosti. Iako domaći izvori finansiraju aktivnosti organizacija civilnog društva to svakako još uvijek ne predstavlja značajan faktor za održivost ovog sektora naročito ako se u obzir uzme da se finansijska podrška međunarodne zajednice smanjuje ali isto tako i mogućnost

[43] USAID. (2004.). Procjena civilnog društva u BiH.

[44] Kronauer Consulting. (2009.). Analiza stanja civilnog sektora u BiH.

finansiranja iz domaćih budžeta uslijed efekata ekonomske krize. S toga, civilno društvo, a naročito NVO neprofitni sektor je suočen sa izazovom opstanka gdje je prinuđen da traži nove modele i izvore finansiranja prije svega kroz stvaranje partnerstva sa javnim i privatnim sektorom, ali i kroz donacije pojedinaca (filantropije). UMCOR je promovisao individualnu filantropiju[45] u BiH kako bi se razvijalo domaće finansiranje NVO sektora od kojeg se očekuje da stvara određene vrijednosti kroz kontakte sa građanstvom, interesnim grupama i zajednicama. Međutim, uspjeh u obezbjeđivanju domaćih izvora finansiranja zavisit će svakako od daljnjih pravnih, fiskalnih, poreznih reformi, te ekonomskog rasta općenito.

Kada je riječ o izvorima finansiranja aktivnosti nevladinih organizacija, najveći procenat (49,44%) udruženja finansira **lokalna/regionalna uprava** što potvrđuju rezultati istraživanja koje koje su Kronauer Consulting[46] i Nezavisni biro za humanitarna pitanja (IBHI)[47] radili u 2008. g. Udruženja koja se uglavnom finansiraju iz ovih izvora su lokalna sportska, kulturno-umjetnička, humanitarna, te udruženja koja se bave lokalnim ekonomskim razvojem, civilnim inicijativama, te socijalna udruženja (62,56%). **Članarine** (36,7%) kao izvor finansiranja su uglavnom kod udruženja koja dolaze iz reda interesnih i strukovnih udruženja i sportskih udruženja. Oko 36% udruženja finansira se preko **međunarodnih donatorskih organizacija** i uglavnom se bave civilnim inicijativama, humanitarnim i socijalnim radom, privredna udruženja, te udruženja koja se bave pitanjem jednakosti spolova i mladim. Oko 36% udruženja se **samofinansiraju**, pretežno aktivna u oblasti okoliša, zaštite životinja, pitanjima obrazovanja, zaštite djece, sportska i hobistička udruženja. **Ministarstva na državnom, entitetskom i kantonalnom nivou** u BiH finansiraju oko 31% udruženja koja se bave pitanjem civilnih inicijativa, lokalnog ekonomskog razvoja, pitanjem jednakosti spolova i mladim, sportska, kulturna udruženja, itd. Pretežno dominiraju ministarstva (79%) za kulturu, sport i socijalna pitanja. Kroz **dobrovoljne priloge** finansira se 17,22% udruženja (kao jedan od izvora prihoda) i to su uglavnom udruženja koja se bave zaštitom žena, ruralnim razvojem i razvojem poljoprivrede, socijalnim pitanjima, te kulturna i hobistička udruženja.

Pored nabrojanih izvora finansiranja, najveći broj udruženja se finansira kroz **projektne aktivnosti** (65,6%). Udruženjima koja apliciraju sa projektima za sredstva iz EU fondova veliki problem predstavlja sufinansiranje. Najveći broj udruženja (35,2%), kao najčešći problem u implementaciji projekata, navodi probleme sa finansijskim sredstvima koji su vezani uz praksu lokalnih donatora (opšina, kantonalnih i entitetskih ministarstava) koji samo djelimično odobravaju finansiranje predloženog projekta što udruženja dovodi u situaciju da sa odobrenim sredstvima započnu projektne aktivnosti kako bi se nakon određenog perioda suočila sa nedostatkom sredstava za završetak projekta (čak su neka udruženja bila primorana podići kredit kako bi ispunili svoje ugovorne obaveze). Npr. jasne procedure i kriteriji za odabir projekata koji se finansiraju iz kantonalnih pa i opštinskih budžeta nedostaju osim **Odluke o utvrđivanju kriterija za sufinansiranje programa i projekata udruženja građana** na nivou kantona čime se načelno utvrđuju kriteriji i principi kojima se rukovode članovi komisije prilikom selekcije projekata. Finansiranje iz budžeta Vlade

[45] The United States Agency for International Development (USAID). (2004.). Procjena civilnog društva u BiH.
[46] Analiza institucionalne suradnje vladinog i nevladinog sektora u BiH, Kronauer Consulting, 2009
[47] 118 miliona koraka do saradnje – Izdvajanja vladinog sektora za nevladin sektor u BiH za 2008 godinu, IBHI, 2009

RS se vrši prema organizacijama koje su proglašene kao "organizacije od posebnog interesa" s tim da nedostaje jedinstvena metodologija alokacije ovih sredstava prema NVO-ima.

Tabela 5: Okvir prihoda sa kojima su NVO-i radili u 2008. g.

Okvir prihoda (KM)	Procenat udruženja
Manje od 3.000	19,0%
3.000 – 30.000	39,3%
30.000 – 100.000	13,5%
100.000 – 500.000	19,02%
500.000 – 1.000.000	6,12%
od 1.000.000	3,06%

Najveći procenat udruženja u 2008. g. je radio sa prihodima između 3.000 – 30.000 KM (vidi tabelu).

Ekonomska snaga NVO sektora je procijenjena u 2004. g. na **552,7 mil. KM** ili **4,5% BDP-a** (godišnji prihod NVO sektora[48]) sa godišnjom potrošnjom od 300,6 mil. KM ili 2,4% BDP. Ukupna sredstva planirana iz budžeta svih nivoa za NVO sektor su u 2008. g. iznosila **118, 03 mil. KM**[49] (107, 22 mil. KM[50] u 2007. g.). Ako podatak posmatramo sa entitetskog nivoa onda je Federacija izdvojila **61,8 mil. KM**[51] (70,72 mil. KM u 2007. g.) a RS **41,6 mil. KM** (35,8 mil. KM u 2007. g.). Manja izdvajanja za NVO u 2008. g. u RS su upitna jer Ministarstvo za porodicu, omladinu i sport Vlade RS nije učestvovalo u anketi tokom 2008. g. dok je godinu ranije izdvojilo značajna sredstva za NVO sektor. Dalje, prema budžetu Vlade RS za 2008. g. ministarstvo je planiralo izdvojiti oko 6,5 mil. KM više za finansiranje Udruženja građana u 2008. g. u odnosu na 2007. g. što bi u značilo da je na nivou Vlade RS planirano 666.400 KM više za finansiranje udruženja u odnosu na 2007. g.

Otprilike, Vlade u BiH (vidi tabelu 6) izdvajaju između 0,5-1% ukupnih budžetskih sredstava za podršku aktivnostima NVO sektora. Tabela 7 predstavlja iznos planiranih izdvajanja za neprofitni sektor od strane anketiranih institucija u odnosu na budžete Vlada BiH, FBiH i RS za 2007. godinu:

[48] Godišnji prihod za NVO sektor u 2004. godini je procijenjen na 552.709.876 KM, što iznosi 4,5% BDP-a, dok je godišnja potrošnja procijenjena na 300.673.358 KM (2,4% BDP). Ovi podaci ukazuju na to da NVO sektor u BiH pokreće značajne resurse ove zemlje i da ima važan uticaj na ekonomiju BiH.

[49] IBHI, SDC. (2008.).Istraživanje koje je IBHI proveo u 2007. i 2008. g. pokrilo je 76% vladinih institucija (214 od ukupno 280) obuhvatajući ministarstva na BiH/FBiH/RS nivou, te na nivou kantona u FBiH i opština u FBH/RS.

[50] IBHI, SDC. (2008.). Izdvajanja vladinog sektora za nevladin sektor u BiH za 2007. g.

[51] Entitetske procjene uključuju podatke iz ankete za entitetska ministarstva, kantonalna ministarstva u FBiH i općine. Prema podacima Vlade FBiH, izdvajanje za grantove neprofitnim organizacijama u 2007. godini iznosi **46.375.920,44 KM**. Iznos se odnosi na sve institucije Vlade FBiH, te je stoga veći od iznosa prijavljenog u okviru ankete za nivo Vlade FBiH (14.805.847,00 KM) koji se odnosi na Federalne institucije koje su direktno nadležne za podršku socijalnom sistemu BiH. www.fmf.gov.ba/budzet-07/izvjestaj%20o%20izvrs%20budžet.htm

Tabela 6: Iznos planiranih izdvajanja iz budžeta za podršku NVO sektoru u 2007. g. (anketirane institucije)[52]

	Planirana sredstva za podršku NVO sektoru (KM)	Budžet (KM)	Procenat planiranih sredstava u odnosu na ukupan budžet
Vlada BiH	2.392.000,00	479.642.174,002[53]	0,50%
Vlada FBiH	14.805.847,00	1.548.311.236,003[54]	0,96%
Vlada RS	6.406.855,00	1.250.000.000,004[55]	0,51%

Tabela 7: Sredstva izdvojena za nevladin sektor u BiH[56]

Administrativni nivo	Ukupno (KM)	Udruženja (KM)	Sportske org. (KM)	Boračko-invalidske org. i sl. (KM)
Ministarstva BiH	2.392.000,00	1.542.000,00	850.000,00	0,00
	2.392.000,00	**1.542.000,00**	**850.000,00**	**0,00**
Ministarstva FBiH	14.805.847,00	11.648.247,00	1.628.800,00	1.528.800,00
Ministarstva RS	6.406.855,00	2.459.323,00	3.339.000,00	608.532,00
Institucije Brčko Distrikta	1.425.000,00	325.000,00	800.000,00	300.000,00
	22.637.702,00	**14.432.570,00**	**5.767.800,00**	**2.437.332,00**
Opštine FBiH	24.230.911,29	10.584.595,49	9.490.777,8	4.155.538,00
Opštine RS	35.205.070,76	8.793.762,24	23.046.146,48	3.365.162,04
	59.435.982,05	**19.378.357,73**	**32.536.924,28**	**7.520.700,04**
Unsko-sanski kanton	3.912.650,00	2.638.650,00	729.000,00	545.000,00
Posavski kanton	592.000,00	291.455,00	238.545,00	62.000,00
Tuzlanski kanton	1.793.800,00	907.800,00	60.000,00	826.000,00
Zeničko-dobojski kanton	2.293.824,00	784.324,00	1.007.500,00	502.000,00
Bosansko-podrinjski kanton	709.508,00	100.208,00	443.300,00	166.000,00
Srednjobosanski kanton	1.641.000,00	630.000,00	611.000,00	400.000,00
Hercegovačko-neretvanski kanton	992.000,00	695.000,00	297.000,00	0,00
Zapadno-hercegovački kanton	1.159.600,00	563.800,00	273.500,00	322.300,00
Kanton Sarajevo	9.244.750,00	3.834.100,00	4.315.650,00	1.095.000,00
Kanton 10	414.500,00	272.500,00	100.000,00	42.000,00
	22.753.632,00	**10.717.837,00**	**8.075.495,00**	**3.960.300,00**
UKUPNO	**107.219.316,05**	**46.070.764,73**	**47.230.219,28**	**13.918.332,04**

[52] Izvor: Izdvajanja vladinog sektora za nevladin sektor u BiH za 2007. godinu, IBHI, 2008

[53] Ured za reviziju Institucija BiH, Izvještaji revizije o poslovanju institucija BiH za 2007. godinu, www.revizija.gov.ba/bs/audit-rep/arhiva07.asp

[54] Budžet Federacije BiH, Vlada Federacije Bosne i Hercegovine, www.fbihvlada.gov.ba/bosanski/budzet/2007.php

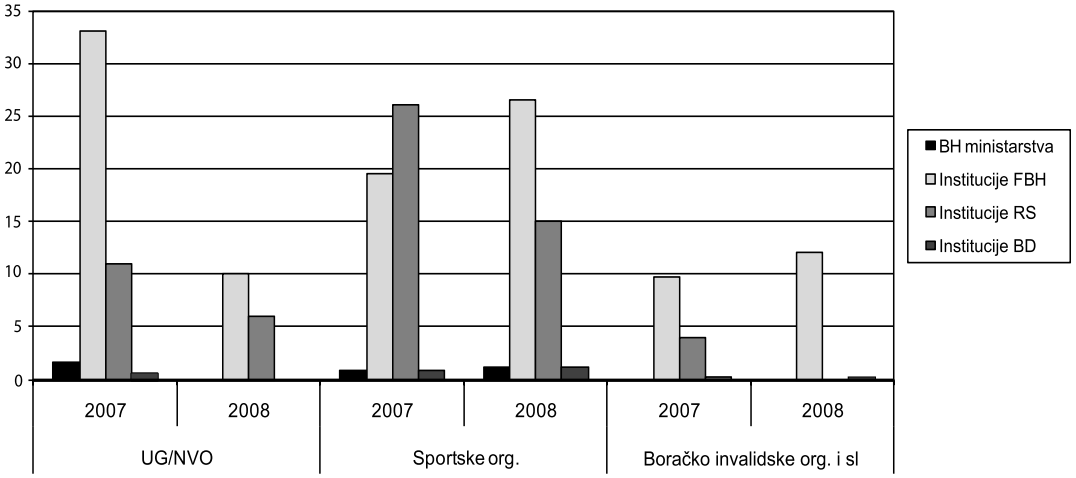
[55] Vlada Republike Srpske, Novi budžet, Budžet 2007.g, www.vladars.net/sr-SP-Cyrl/Vlada/Aktivnosti/Documents/Budzet%202007.pdf

[56] Izvor: Izdvajanja vladinog sektora za nevladin sektor u BiH za 2007. godinu, IBHI, 2008

Uzimajući ukupan godišnji prihod NVO sektora od 552,7 mil. KM iz raznih izvora (*strane donacije, domaći budžeti, članstvo, itd.*) i broj aktivnih NVO-a od 4.629 (IBHI, 2005.) onda je **prosječan godišnji prihod** za NVO-e u 2007. g. iznosio **119.402 KM**. Analogno, **budžetska izdvajanja po udruženju** bi iznosila **23.163 KM** ili 19,4% od ukupnih prihoda iz raznih izvora. U dodjeljivanju javnih sredstava NVO-ima, tendersku proceduru u 2007. g. je koristilo samo 20,5% vladinih institucija dok ostale ili dodjeljuju sredstva putem javnog poziva (38,7%) ili uopšte ne upražnjavaju tendersku proceduru (40,8%). Ukupno 27,1 mil. KM je dodijeljeno bez tenderske procedure (npr. putem programa rada) i 3,8 mil. KM bez obaveze podnošenja finansijskih i narativnih izvještaja od strane NVO-a.

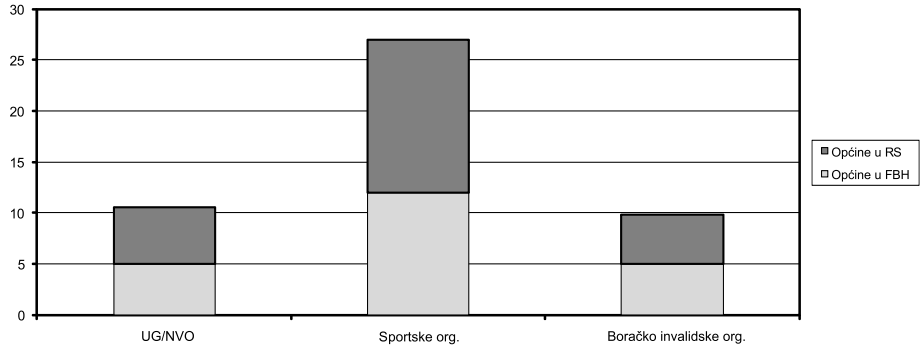
Iz dijagrama 2 se vidi da su najveća izdvajanja za NVO sektor iz opštinskih budžeta (*kvalitativna studija, 2005. godina.).* Od ukupnog iznosa koji je u 2007. g. dodijeljen NVO sektoru, 42,9% je namijenjeno udruženjima, 44,1% sportskim organizacijama (*37,1% u 2008 g.*) i 13,0% boračko-invalidskim organizacijama i drugim srodnim organizacijama. U 2008. g. samo 13,6% od ukupnih sredstava je dodijeljeno udruženjima koja se fokusiraju na pružanje socijalnih usluga.

Dijagram 2: Izdvajanje po kategorijama NVO (u mil. KM)



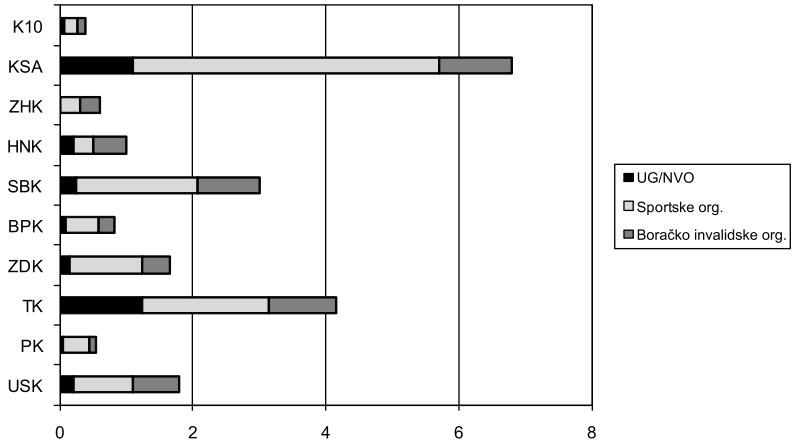
Od ukupnog iznosa koje su opštine izdvojile za NVO sektor, procentualno je Federacija više izdvajala za udruženja nego RS. **Federacija**: 44% se izdvajalo za udruženja, 39% za sportske organizacije i 17% za boračko-invalidske organizacije; **RS:** 25% za udruženja, 65% za sportske organizacije i 10% za boračko-invalidske organizacije.

Dijagram 3: izdvajanje po kategorijama NVO-a na nivou općina u 2008. g. (u mil. KM)



Najveći iznos sredstava na nivou kantonalnih vlada za NVO sektor izdvaja Kanton Sarajevo (41% od ukupnog iznosa izdvojenog sa kantonalnog nivoa), potom Unsko-sanski kanton (17%) i Zeničko-dobojski kanton (10%). Najmanji iznos izdvaja Kanton 10 (2%).

Dijagram 4: Izdvajanja po kategorijama NVO-a na nivou kantonalnih vlada u 2008. g. (u mil. KM)



Dijagram 4 prikazuje izdvajanja kantona za aktivnosti NVO-a. Tako Unsko-sanski kanton dodjeljuje najveći dio sredstava za udruženja u odnosu na sportske i boračko-invalidske organizacije dok Kanton Sarajevo, koji inače najviše sredstava izdvaja za NVO sektor, dodjeljuje otprilike isti postotak udruženjima (41%) i sportskim organizacijama (47%).

4.3. Iskustva partnerstva javnog i NVO sektora

Partnerstvo javnog i NVO sektora u BiH, kao uticaj civilnog društva ne samo na proces kreiranja nego i implementacije vladinih politika, nema dugu tradiciju. Jačanje partnerstva između javnog i civilnog sektora u BiH proteklih 14 g. nakon rata je uveliko bilo određeno trenutnim **političkim**

okruženjem što je usporilo proces razvoja civilnog društva do danas. Političko okruženje je bilo takvo da su ključne javne funkcije bile pozicionirane na entitetskom nivou, a i same institucije vlasti su donedavno imale malo uticaja u procesu donošenja značajnih odluka koje su uglavnom bile nametnute od strane međunarodne zajednice (*kroz odluke Visokog predstavnika*). Domaće vlasti na bh nivou imale su i imaju pretežno koordinirajuću ulogu, entitetski/kantonalni nivoi nisu prihvatali opciju saradnje sa NVO sektorom, dok je lokalni nivo zbog nedostatka sredstava i nejasno definisanih nadležnosti lokalne uprave vrlo ograničeno uključivao civilno društvo u proces kreiranja javnih politika[57]. Do 2000. g. samo mali broj NVO-a je imao mogućnost da učestvuje u procesu donošenja odluka i to prije svega na lokalnom nivou i pod prismotrom međunarodne zajednice koja je i poticala razvoj ove saradnje.

Od 2000. godine otvara se prostor za veće učešće organizacija civilnog društva i jačanje partnerstva. Konkretan primjer ovih promjena je i organizovanost i saradnja NVO sektora u procesu pripreme prvog razvojnog dokumenta BiH tzv. Srednjoročne razvojne strategije BiH, čija izrada (u skladu sa modelom pripreme PRS strategija Svjetske Banke) se zasnivala na participativnom pristupu svih relevantnih aktera procesa uključujući značajnu ulogu NVO sektora i civilnog društva općenito. Ovaj period je značajan za razvoj NVO sektora jer je inicirao razvoj partnerstva u procesu kreiranja javnih politika između javnog i NVO sektora, a kasnije i praćenja implementacije istih. Međutim, uloga monitoringa javnih politika se odnosila na inicijative NVO sektora za saradnjom sa ključnim vladinim institucijama kao npr. Direkcijom za ekonomsko planiranje i objavljivanje izvještaja o implementaciji Srednjoročne razvojne strategije kroz mrežu NVO-a. Saradnja sa civilnim društvom u periodu nakon 2000. g. se intenzivirala prije svega na lokalnom nivou npr. kroz saradnju udruženja sa opštinskim odjelima (npr. saradnja udruženja manjina sa opštinskim odjelom Tuzlanskog kantona, uspostavljanje savjetodavnih tijela za socijalnu politiku na entitetskom - SPAG-ovi i kantonalnom nivou-Tuzlanski kanton - SPUG i sl.). Presudnu ulogu u ovome su imale, prije svega na lokalnom nivou, međunarodne institucije koje su podržavale provođenje institucionalnih reformi u javnom sektoru i jačanju partnerstva sa domaćim vlastima. Jedan od primjera ove saradnje koji može poslužiti kao dobra praksa je sljedeći projekat DFID-a:

Primjer dobre prakse 1: Stvaranje partnerstva javnog i NVO sektora u BiH

DFID projekat[58] "Reformisanje sistema i struktura režima centralne i lokalne socijalne politike u BiH".

Jedno od pozitivnih iskustava u jačanju partnerstva civilnog društva i javnog sektora kroz usklađivanje domaćih i stranih finansijskih sredstava je svakako DFID projekat "Reformisanje sistema i struktura režima centralne i lokalne socijalne politike u BiH" čiji implementator je Birks Sinclair & Assoc. Ltd. UK (BSAL) i Nezavisni biro za humanitarna pitanja (IBHI) koji je pokrivao period 2001-2005. g. u četiri opštine (Gornji Vakuf-Uskoplje, Zenica, Banja Luka, Trebinje). Cilj projekta je bio jačanje sistema upravljanja socijalnom politikom, kao i uključivanje svih relevantnih aktera na svim nivoima: država BiH, entitet, kantoni u FBH, opštine, centri za socijalni rad i civilno društvo.

[57] Izvještaj o stepenu razvijenosti civilnog društva, (2007.), p. 65

[58] IBHI (2009.). Šta da se radi? Socijalna uključenost i civilno društvo-praktični koraci.

Projekat je unio inovativnost u smislu osmišljavanja i implementaciji aktivnosti u zajednici polazeći od potreba korisnika i njihovog aktivnog učešća zajedno sa relevantnim akterima u zajednici. Od tri kruga Projekata aktivnosti u zajednici (PAZ-ovi), prvi krug aktivnosti (prva godina) je u potpunosti bio finansiran od projekta DFID, dok su se u sljedećim fazama u finansiranje uključivale i opštine/gradovi (npr. u drugom krugu 50% su finansirale opštine/gradova i 50% projekat DFID, u trećem krugu opštine/gradovi su finansirali 64% dok su na kraju projekta cjelokupno finansiranje PAZ-ova preuzele opštine). U ukupnoj implementaciji projekta učestvovalo je 277 organizacija od čega: 150 NVO-a, 107 javnih institucija i 20 privatnih poduzetnika, te je broj direktnih korisnika iznosio 20.703. Projekat je rezultirao sa uspostavljenom mrežom partnerstava između javnih institucija, NVO-a i privatnog sektora što se održalo i nakon projekta.

U periodu do 2005. godine, na osnovu projektnog iskustva DFID-ovog projekta, određeni broj NVO-a je izgradio svoje kapacitete za aktivno sudjelovanje kao partner lokalnim vlastima u procesu javnih konsultacija i kreiranja javnih politika. Na nacionalnom nivou, uticaj NVO sektora se ogledao prije svega na uticaj politika koje su bile od manjeg političkog značaja kao pitanje jednakosti spolova, sprečavanja nasilja u porodici, poštivanje ljudskih prava i slično.

Početkom 2006. g. civilno društvo je značajno odredilo pravac djelovanja po pitanju uticaja na javne politike kroz platformu GROZD zahtijevajući od vlada da u svoje programe uvrste 12 gorućih tema koje je civilno društvo definisalo, te obezbijede da se problemi društva počnu rješavati a ne samo da se ispunjavaju vladini ciljevi što je dobilo masovnu podršku javnosti, a time i podršku većine političkih partija. Ovaj događaj je predstavljao i početak ozbiljnijeg javnog zagovaranja politika u javnom interesu.

Primjer dobre prakse 2:

Svjetska Banka[59], Projekat razvoja zajednice (Community development project-CDP)

Projekat razvoja zajednice (CDP) je pokrenut 2002. g. Finansiran od strane Svjetske Banke i Vlade FBiH i RS putem Fonda za razvoj i zapošljavanje, cilj projekta je unapređenje osnovnih usluga i objekata u siromašnim zajednicama i opštinama. Doprinos projekta ogleda se prije svega u institucionalizaciji procesa donošenja odluka koji uključuje građane prilikom odabira projektnih investicija (npr. vodovodne mreže, sistem centralnog grijanja u školama, školska dvorišta, kanalizacione sisteme, omladinske centre, lokalne puteve, autobuska stajališta, itd.) što direktno doprinosi većoj socijalnoj koheziji te jačanju kapaciteta pružanja usluga kroz jačanje partnerstva između siromašnih zajednica i opštinskih vlasti prilikom identifikacije investicija i donošenja odluka o njima. Dalje, projekat pruža podršku lokalnim vlastima i udruženjima građana prilikom finansiranja investicionih projekata u lokalnim zajednicama (lokalne zajednice i opštine učestvuju u finansiranju projekata čak do 80%[60]). Do sada projekat je podržao oko 400 pod-projekata u 80 najsiromašnijih opština u BiH gdje je od projekta korist imalo preko million korisnika ili 25% stanovnika BiH. Dalje, pored opština su i entitetske vlade prepoznale jak razvojni uticaj CDP projekata te isto tako ulažu budžetska sredstva u implementaciju projekata.

[59] www.worldbank.org

[60] Resursni centar Civilnog društva BiH. (2009). Učešće građana u procesu odlučivanja u lokalnoj zajednici.

Partnerstvo javnog i NVO sektora prije svega podrazumijeva obavezu oba partnera da djeluju na stvaranju okruženja u kojem se to partnerstvo može realizovati misleći na više strukturiran odnos (pravno[61], instituciono, i sl.) od izrade zakonskih rješenja pa do finansiranja programa i projekata. I pored navedenih dobrih praksi i uočenog napretka u jačanju partnerstva između civilnog i javnog sektora, partnerstvo još uvijek nije zaživjelo u praksi u željenom obliku. Ilustracije radi, od 2004. g.[62] do danas može se uočiti napredak. Naime, u 2004. g. samo 25% najjačih NVO-a je moglo identifikovati saradnju sa javnim sektorom i to kao slabu, dok ostali nisu imali nikakve saradnje. U 2008. g.[63] većina NVO-a, 76,7%, je ostvarilo saradnju sa lokalnim nivoom vlasti (*sportske, kulturno-umjetničke, hobističke organizacije, te udruženja koja se bave pitanjem mladih i civilnim inicijativama kao udruženja penzionera, boraca i slično*) dok samo 11,7% NVO-a sa vladinim institucijama na državnom nivou što je u skladu sa ranije iznesenim podacima o registraciji NVO-a pretežno na lokalnom nivou. Saradnja se prije svega bazirala na razmjeni iskustava i informacija (41,8%), na zajedničkom projektnom radu (54%) i pružanju konsultantskih usluga (10,6%).

U tom pogledu, država kao i lokalne vlasti bi trebale osigurati značajnija sredstva za finansiranje NVO sektora, ali i da pronađu rješenja koja će potaknuti privatno doniranje za neprofitne aktivnosti i to prije svega instrumentima **porezne politike**. Može se reći da još uvijek nije došlo do normativnog regulisanja pogodnosti za NVO koje preuzimaju djelatnosti od opštinskih ili centralnih vlada.

Saradnja javnog i NVO sektora na **opštinskom nivou** je još uvijek u razvoju unatoč primjerima dobre prakse (**Trebinje, Tuzla, i opštine iz DFID projekta**). U 31 opštini[64] postoji formirano tijelo "mješovitog karaktera" sastavljeno od predstavnika opštinskih vlasti, lokalnih NVO-a čija uloga je definisanje prioriteta koji se potom koriste za definisanje aktivnosti lokalnih NVO-a koje opštinski budžeti podržavaju. Blizu pola opština u BiH (47%[65]) ima potpisane sporazume/protokole o saradnji sa NVO sektorom što predstavlja napredak. Međutim, taj odnos je još uvijek dosta površan jer među lokalnom administracijom dominira stav da uspostava dijaloga i saradnje između javnog i NVO sektora treba prije svega predstavljati inicijativu NVO sektora za što je potrebna profesionalizacija NVO sektora, bolja koordinacija između samih NVO organizacija, povećanje transparentnosti u radu NVO-a[66] ali i veća sredstva opština namijenjena za projekte NVO-a.

Unatoč potpisanim sporazumima, saradnja se ipak svodi u velikoj mjeri na distribuciju sredstava prema NVO-ima gdje sam proces alokacije sredstava iz opštinskih budžeta, u većini opština, ne sadržava stručnu i transparentnu procjenu potreba lokalnog stanovništva i lokalnih zajednica i manjak razumijevanja saradnje javnog i NVO sektora. Istraživanje (Kronauer, 2008.) je pokazalo da samo manji broj ispitanih opština, 5,1%, ima sveobuhvatno

[61] U BiH ne postoji još uvijek jasna vizija niti razumijevanje o važnosti organizacija civilnog društva i njegovog doprinosa opštem razvoju. Ustav, kao i Zakoni o udruženjima i fondacijama (državni i entitetski zakoni), garantuju pravo na slobodno udruživanje, ali nedostaju odredbe koje bi upućivale na saradnju javnog i NVO sektora.

[62] USAID. (2004.)

[63] Kronauer Consulting (2008.).

[64] Ibid

[65] Ibid.

[66] Rezultat istraživanja Kronauer Consulting. (2008.). 54% anketiranih opština je izjavilo navedenu tvrdnju.

razumijevanje problematike uspostave saradnje vladinog i NVO sektora. Iako većina opština navodi postojanje *mehanizma monitoringa i evaluacije (M&E)*, ovo se u većini slučajeva svodi na posjedovanje vrlo oskudnog razumijevanja M&E procesa koji se svodi na kontrolu uloženih i utrošenih (monitoring outputa) sredstava ali nikako na mjerenje uticaja prema krajnjem korisniku.

Primjer dobre prakse 3: Stvaranje partnerstva uspostavljanjem koordinacionih tijela NVO-a na lokalnom nivou

Stvaranje koordinacionog tijela "Referentna grupa Tuzla"

Jedan od primjera dobre prakse koordinacionog tijela je svakako "Referentna grupa Tuzla" koja predstavlja mrežu lokalnih NVO-a sposobna da se, uzimajući u obzir različite interese, nametne lokalnim vlastima kao partner u definisanju prioriteta koji će se finansirati iz opštinskih budžeta. Iako je bilo pokušaja da se oforme slična tijela u drugim opštinama, postignuti rezultati nisu bili ni blizu rezultatima Tuzlanske referentne grupe. Zaključci istraživanja (Kronauer, 2008.) navode da postoji politička volja i spremnost za saradnju vladinog i NVO sektora, no međutim jedan od glavnih razloga zašto do toga ne dolazi jeste **nepoznavanje problematike razvoja BiH društva, kao i odsustvo jasne vizije razvoja BiH**, odnosno koje su to vrijednosti za koje se BiH društvo zalaže. Uticaj lokalnih NVO-a na definisanje razvojnih opštinskih strategija je zanemariv.

Primjer dobre prakse 4[67]: Lokalne akcione grupe (LAG-ovi) u 2005. g.

Lokalne akcione grupe (LAG-ovi) su inicirane 2005. g. od strane UN razvojnog programa SUTRA II projekat. LAG-ovi predstavljaju lokalna partnerstva koja umrežavaju lokalne vladine institucije, organizacije civilnog društva i privatni sektor. Važnost povratka izbjeglica i raseljenih lica u BiH u njihova prijeratna prebivališta je jedan od preduslova za održivost mira i sprovođenje osnovnih ljudskih prava u BiH. Namjena Lokalnih akcionih grupa jeste izgradnja i jačanje kapaciteta zajednice (i javnog i civilnog sektora) u identifikaciji razvojnih potreba zajednice na održiv način. Glavni cilj LAG-ova je da poboljšaju javna i privatna partnerstva u BiH, uključe lokalne partnere u proces odlučivanja na opštinskom nivou kao i da ojačaju kapacitete NVO-a i privatnih firmi time što ih uključuju kao partnere u pitanjima lokalnog razvoja. Rezultat projekta je sljedeći: uspostavljeno je 12 LAG-ova u BiH u manje razvijenim područjima BiH pokrivajući 12 opština u dva entiteta i Brčko Distriktu (8 LAG-ova u FBH, 3 u RS i 1 u BD) pokrivajući populaciju od 500.000 stanovnika.

Na **kantonalnom nivou** u Federaciji BiH ne postoji nikakav vid institucionalne saradnje sa NVO sektorom[68] niti ima uspostavljeno bilo kakvo tijelo mješovitog karaktera sastavljeno od predstavnika vladinog i nevladinog sektora osim SPUG-a (Grupe korisnika za socijalnu politiku) u Tuzlanskom kantonu. **Entitetski nivoi,** iako još uvijek ne prepoznaju suštinsku važnost saradnje sa NVO-ima, neki začeci partnerstva su napravljeni formiranjem

[67] Vidi http://www.oecd.org/dataoecd/25/14/35979412.pdf

[68] Kronauer Consulting (2008.).

savjetodavnih tijela za socijalnu politiku - SPAG-ovi koja broje predstavnike javnog i civilnog sektora (SPAG-om predsjedavaju entitetska ministarstva u oblasti socijalne politike) koja ima potencijal da se koristi u procesu konsultacija za pripremu kao i implementaciju Strategije socijalnog uključivanja. Na **državnom nivou**, u maju 2007. g. Vijeće ministara BiH je potpisalo **Sporazum o saradnji Vijeća ministara i NVO sektora** na inicijativu Centra za promociju civilnog društva (CPCD) i koalicije "Živjeti i raditi zajedno". Iako deklarativnog karaktera (Memorandum o razumijevanju) ipak predstavlja korak naprijed u institucionalnoj saradnji Vijeća ministara BiH i NVO sektora. U tom kontekstu obje strane su se obavezale za uspostavljanje tijela koje će biti nosilac tog procesa, tzv. **državnog Ureda za saradnju sa NVO sektorom** (kao Odjel uspostavljen u okviru Ministarstva pravde BiH) i **Vijeća za civilno društvo**, dok su se potpisnici Sporazuma u ime NVO sektora obavezali na formiranje **Odbora za civilno društvo** (formiran 2007. g.) kao osnovne poluge za uspostavljanje institucionalne saradnje Vijeća ministara BiH i NVO sektora.

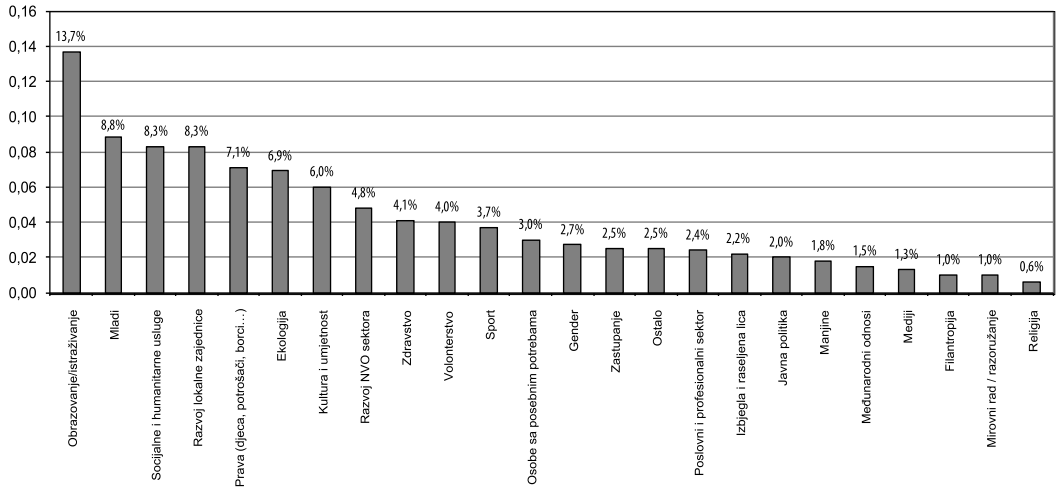
4.4. Slika organizovanosti NVO-a, postojeće mreže i njihova efikasnost

Razvoj NVO sektora u BiH ranih 90-tih počeo je djelovanjem većine NVO-a kao humanitarnih organizacija koje su pružale podršku najugroženijim kategorijama stanovništva. Vremenom, NVO-i su pronalazili i druge oblike djelovanja, uspostavljajući različite modele rada te su se sve više ticala područja održivog razvoja i socio-ekonomskih pitanja kao što su siromaštvo i socijalna isključenost marginaliziranih grupa. Proces razvoja NVO sektora potaknuo je brojna pitanja od kojih: potrebe za definisanjem i formaliziranjem uloge NVO kao partnera institucionalnom sistemu, potrebe za uzajamnim prepoznavanjem korisnosti, mogućnostima za pružanjem efikasnih usluga, potrebe za definiranjem jedinstvene i u javnosti prepoznatljive misije civilnih inicijativa, i zbog svega navedenog, mogućnostima za finansijsku održivost. Uspješni primjeri djelovanja NVO-a u pružanju pomoći određenim kategorijama stanovništva su brojni (osobe sa invaliditetom, podrška liječenim ovisnicima, žrtve nasilja u porodici).[69]

Iako je usmjerenje NVO sektora prvobitno nametnuto kroz donatorske programe, postavlja se pitanje u kojoj mjeri su ti programi usklađeni sa "zajedničkim interesom" pojedinaca, mreža i institucionalnih programa BiH, i u kojoj mjeri civilno društvo može odgovoriti na realne društvene potrebe? Što je izniklo iz procesa jačanja civilnog društva i kako je NVO sektor danas organizovan kako bi izazovima današnjice mogao odgovoriti?

[69] UNDP/IBHI, Izvještaj o humanom razvoju 2007. – Socijalno uključivanje u Bosni i Hercegovini (Sarajevo: UNDP BiH, 2007. godina).

Dijagram 5: Struktura organizacija civilnog društva prema polju djelovanja (%)



Izvor: Izvještaj o stepenu razvijenosti civilnog društva (2007.).

U BiH postoji nekoliko resursnih centara (mreža NVO-a) od kojih je većina formirana uz pomoć međunarodnih organizacija i koje uglavnom okupljaju i uslužuju limitiran broj NVO-a. Međutim, informacione i komunikacione tehnologije su slabo korištene kako bi se mobilizirao veći broj NVO-a u ove centre i smanjila prepreka geografske disperzije i manjka dosega većem broju NVO-a. Pored toga, vertikalno i horizontalno umrežavanje NVO sektora predstavlja jednu od njegovih manjkavosti[70]. Nije rijedak slučaj dupliciranja aktivnosti. Usljed slabe organizovanosti i umrežavanja samog NVO sektora često se dešavaju samostalne inicijative i pokušaji njegovog organizovanja što ga sprečava da efektivno pristupi informacijama, da prenosi znanje, da upravlja resursima i slično.

Unatoč velikom broju NVO koji djeluju na području BiH i njihovom širokom polju djelovanja (vidi dijagram 5.), ipak **struktura organizovanosti NVO sektora** se može prikazati kroz primjer organizacija koje djeluju na području **demokratske stabilizacije** (npr. jačanje NVO sektora, promocija učešća građanstva u javnim politikama i sl.), te na području e**konomskog i socijalnog razvoja[71].** Brojne su nevladine organizacije za koje u okviru studije nema dovoljno prostora da se prikažu, stoga samo jedan dio relevantnih i uspješnih inicijativa su prikazani u daljem tekstu.

1. **Referentna grupa Tuzla (RGT)[72]:** prvobitno organizovana kao neformalna mreža 1996. da bi kasnije postala jedna od najuspješnijih NVO mreža u BiH i predstavljala primjer dobre prakse koja je razvila efikasan model koji podržava razvoj NVO u regiji, ali i organizira članice prema podsektorima. Na iskustvu RGT je uspostavljeno 14 Referentnih grupa širom BiH. RGT uključuje oko 70 organizacija organizovanih u 9 radnih grupa (RG za psihosocijalnu podršku, pitanja mladih, medije i umrežavanje,

[70] USAID. (2004.). Procjena civilnog društva u BiH
[71] NSA Finalni izvještaj Studije o mapiranju u BiH
[72] www.rgtuzla.org

pravna pitanja, održivi ekonomski razvoj, pitanja osoba sa posebnim potrebama, Rome, stare i RG za ruralni razvoj). Referentna grupa, po mišljenju svojih članica, je i informativni centar za svoje članice gdje na zadovoljavajući način i redovno informiše o mogućim izvorima finansiranja, tenderima, mogućnostima daljnje obuke, diskusijama o javnim politikama, itd. Referentna grupa kroz svoje radne grupe učestvuje u brojnim kampanjama javnog zagovaranja, kao članovi radnih grupa (npr. izrada PRSP strategije 2004-2007.).

2. **Centar za promociju civilnog društva (CPCD):** koji je član RGT, bavi se razvojem uticaja civilnog društva na javne politike. Aktivnosti centra uključuju izdavanje magazina "samoupravljanje na lokalnom nivou" usmjereno ka državnim službenicima na lokalnom nivou, upravljanje Resursnim centrom civilnog društva, objavljivanje izvještaja i sl. CPCD zajedno sa CCI, predstavljaju NVO-e koji imaju razvijene kontakte sa političkim partijama (npr. projekat finansiran od strane Vijeća Evrope za BH političku školu). Efektivnost CPCD se može prikazati kroz: aktivnu uključenost u koordinaciju projekta uspostavljanja Koalicije KRUZ (Raditi i uspjeti zajedno), priprema i prijedlog potpisanog Sporazuma o saradnji Vijeća ministara BiH i NVO sektora (sa Aneksom "Standard kvaliteta usluga između Vijeća ministara BiH i NVO sektora), razvoj odnosa sa privatnim sektorom sa projektom u implementaciji "Socijalna odgovornost kompanija", iniciranje Razvojne strategije za ne-profitni sektor u BiH i Pravila ponašanja za NVO sektor u BiH. Koalicija KRUZ danas broji preko 300 organizacija podijeljenih u 15 referentnih grupa (uključujući i RGT).
3. **ICVA:** organizacija koja je možda i najduže prisutna na NVO sceni u BiH, registrovana na državnom nivou 2002. g. (ranije ICVA je predstavljala lokalni ured "International Council of Voluntary Association" koji je koordinirao sastanke NVO-a). Aktivnosti ICVA-e su objavljivanje analitičkih izvještaja (izvještaj NVO-a o implementaciji Srednjoročne razvojne strategije BiH (PRSP), Izvještaj NVO-a o primjeni EU socijalne povelje, izrada Direktorija NVO-a i slično) te posljednjih godina i uspješno jačanje NVO-a za dijalog sa vladama u polju strateških pitanja i javnih politika.
4. **NVO Vijeće:** je mreža oko 70 lokalnih i stranih NVO-a. NVO vijeće održava redovne mjesečne sastanke i diseminira informacije putem mailing liste članicama i drugim zainteresiranim stranama za dešavanja u NVO sektoru. Putem odabranih članica, NVO Vijeće je uključeno u proces pripreme razvojnih dokumenata BiH (Strategije razvoja i Strategije socijalnog uključivanja) kroz radne grupe.
5. **Centar civilnih inicijativa (CCI):** je NVO koja se bavi jačanjem civilnog društva kroz povećanje učešća građanstva u procesu odlučivanja. Kroz tim od 35 uposlenih CCI pokriva 8 opština. U početku CCI se bavio monitoringom izbornih procesa, pri čemu je stekao sposobnost i kapacitet da mobilizira veliki broj udruženja građana, vođenjem javnih kampanja (direktni izbori gradonačelnika u Federaciji BiH, i izbor školskih direktora u Tuzlanskom kantonu), učestvovanju u pripremi nacrta zakona.
6. **Fondacija Mozaik:** se bavi jačanjem lokalnih zajednica kroz podršku malim lokalnim organizacijama civilnog društva u odabranim zajednicama, te koordinaciju strateških izvještaja relevantnih za proces EU integracija (Unutarnje tržište, Konkurentnost i državna pomoć, Energija, itd). Fondacija Mozaik pokriva područja u kojima često predstavljaju jedinu aktivnu NVO te uspješno provodi javne kampanje.

7. **Organizacije koje se bave pitanjem ranjivih kategorija: *Oblast jednakosti spolova*:** Nekoliko organizacija se istaklo u oblasti jednakosti spolova i jačanju žena i njihovih organizacija (Žene ženama, BiH Fondacija žena, Amica Educa, Prijateljice, Udruženje žena BiH, itd). Aktivnosti ovih organizacija pokrivaju aktivno učešće u zagovaranju javnih politika, kao npr. Zakona o ravnopravnosti spolova na bh. nivou i uspostavljanje opštinskih gender komisija (Žene ženama, BH fondacija žena,), učestvovanje u kampanjama javnog zagovaranja, pripremi i monitoringu strateških dokumenata kao npr. MTD (Amica Educa), podrška ženama u obrazovanju (Udruženje žena BH iz Mostara), itd. *Mladi*: Omladinska informativna agencija (OIA) je dobar primjer organizacije koja se bavi pitanjem mladih sa reputacijom u BiH. Promotivne kampanje koje je ova organizacija provodila su npr.: Rezolucija mladih 2002. g., preporuke za uspostavljanje centra za mlade 2003., preporuke za Zakon o omladinskom organizovanju u RS, i sl. Sa značajnim uticajem na ostale omladinske organizacije širom BiH. *Manjine: Udruženja manjina*: Ukupno postoji oko 40 Romskih udruženja od kojih su najuspješnija Udruženje Roma, SAE Roma, Resursni Centar Tuzla, Vijeće Roma (mreža 9 Romskih udruženja koji predstavljaju Savjetodavni odbor Roma). Akcije Romskih udruženja se mogu sublimirati u zagovaranje usvajanja Nacionalnog plana za pitanja Roma. *Udruženja osoba sa posebnim potrebama*: Koordinacioni odbor invalida RS, Informativni centar LOTOS.

NVO sektor nudi prostor za humanizaciju društva, razvijanje inovativnih metoda i dijalog sa javnim sektorom u svim fazama ciklusa planiranja politika. Jasno je da civilno društvo može biti partner javnom sektoru tamo gdje on ne može doprijeti svojim politikama. Međutim, civilno društvo i NVO sektor u BiH svoje uporište i djelovanje trebaju razvijati na univerzalnim vrijednostima i zajedničkom interesu građana.

5. Strategija socijalnog uključivanja i NVO sektor – mogući modaliteti angažovanja

5.1. Ocjena mogućnosti NVO sektora u kontekstu učešća u implementaciji, monitoringu i evaluaciji SSU

Imajući u vidu važnost uključivanja nevladinog sektora u procesu socijalnog uključivanja, naročito uzimajući u obzir obaveze iz procesa integracija koje prethode BiH, Fondacija za socijalno uključivanje (FSU) u BiH nameće se kao logičan korak koji će omogućiti jačanje:

- uloge NVO-a u boljem pristupu socijalnom uključivanju kao i njihov razvoj i bolje fokusiranje na stvarne potrebe isključenih grupa,
- finansijske održivosti NVO sektora u BiH,
- jačanje profesionalizma i kvalitete NVO-a, jačanje kapaciteta i podizanje nivoa obrazovanja u okviru NVO sektora u skladu sa stvarnim potrebama NVO-a, razvijanje profila za rad u NVO sektoru,
- i promovisanje inovativnog pristupa u skladu sa EU standardima u oblasti socijalne politike i zakonodavstva vezanog za NVO-e (istraživanja zasnovana na aktivnosti, dokumenti politika, izgradnja kapaciteta, itd.).

Obzirom da postoji opšta saglasnost o slabosti uticaja civilnog društva na stvarne društvene tokove, umrežavanje na nivou Fondacije predstavlja logičan korak koji može doprinijeti jačanju civilnog društva kao važnog partnera. U skladu sa ranijim iznesenim tvrdnjama u tekstu, uloga Fondacije za socijalno uključivanje u implementaciji Strategije socijalnog uključivanja zasniva se prije svega na mogućnosti Fondacije da mobilizira sredstva iz raznih izvora, te da ta sredstva preko NVO-a udruži sa dostupnim vladinim sredstvima ili nekim drugim. Vrlo važna uloga u procesu implementacije je uloga "sufinansijera" i mogućnosti sufinansiranja projekata NVO-a koji apliciraju na vladine programe i sl. Značajan broj projekata (vidi raniji tekst) zbog neusklađenosti finansijskih izdvajanja, naročito na lokalnom nivou, sa potrebama NVO-a, često zapadne u finansijske poteškoće što onemogućava implementaciju projekta. Time su potrošena i sredstva i krajni cilj projekta je upitan. Osim toga, umrežavanje sa NVO-ima u jednoj specifičnoj temi kao što je "socijalno uključivanje" omogućava da se na jednom mjestu stvara banka znanja i dobrih praksi koje se mogu transferirati i kroz druge projekte u druga područja. Sve ovo naravno doprinosi kvaliteti monitoringa, dostupnosti, prije svega, kvalitativnih podataka, ali i omogućavanje više formalne uloge u procesu monitoringa i evaluacije.

5.2. Fondacija za socijalno uključivanje (FSU) kao akter podrške angažovanja NVO-a u implementaciji Strategije socijalnog uključivanja (SSU)

Fondacije, globalno, postaju sve bitnije na području prikupljanja i angažovanja sredstava te predstavljaju važne partnere budžetskim sredstvima nacionalnih vlada ali i EU u implementaciji socijalnih politika prije svega. Sa godišnjom potrošnjom između 83-150 milijardi EUR[73] na području Evrope svakako predstavljaju važan izvor razvoja ključnih EU politika ali i EU društva u cjelini.

Evropska komisija je 2001. g. (White paper) predložila stvaranje zakonodavstva, koje promoviše povećanje fondacija u EU prepoznavajući ih kao strateške partnere u razvoju jakog i održivog civilnog društva, nakon čega je objavila i dugo očekivanu Studiju izvodljivosti o statutu evropskih fondacija u 2009. g. koji se trenutno nalazi u procesu javnih konsultacija. Promjene u definisanju uloge fondacija u Evropi nisu bez razloga. Fondacije dobivaju sve veći značaj u borbi protiv siromaštva i socijalne isključenosti. Naročito u području istočne i srednje Evrope dolazi do povećanja broja fondacija. U Mađarskoj npr. u zadnje 4 g. broj fondacija povećao se za više od 6.300[74] fondacija.

IBHI je, zajedno sa 22 partnerske organizacije, pokrenuo inicijativu za uspostavljanje Fondacije za socijalno uključivanje u BiH koja je, kroz aktivnosti NVO sektora, usmjerena ka implementaciji Strategije socijalnog uključivanja, odnosno politika socijalnog uključivanja, a u partnerstvu sa vladom. Ova inicijativa svakako doprinosi glavnom elementu dobrog upravljanja, a to je stvaranje partnerstva u pripremi i implementaciji strateških dokumenata.

[73] European Foundation Center. (2009.). Breaking through. Foundation pushing forward the fight against poverty. Effect magazine. Vol 3, Str. 12. Pogledaj http://www.efc.be/ftp/public/Communications/EFFECT/Spring2009/effect_2009_spring.pdf

[74] Catherina Pharoah. (2003.). "Foundations and Global Change," The Intenational Foundation Directory, 12. izd., Europa Publications, London, str. 15.-18.

Inicijativu je podržao veliki broj nevladinih organizacija koje su bile uključene u proces konsultacija tokom 2008. i 2009. godine.

Fondacija za socijalno uključivanje bi svakako mogla predstavljati snažnog promotera principa na kojima se zasniva socijalna politika u EU, promotera jednakih mogućnosti, poštivanja ljudskih prava, mobilizatora značajnog izvora sredstava koji bi kroz udruživanje (matching princip) pokrenuo projekte većeg obima.

Ciljevi Fondacije su usmjereni ka sljedećim aktivnostima:

- Doprinijeti sprječavanju i smanjenju uzroka i posljedica socijalne isključenosti u BiH kroz promociju partnerstva aktera iz vladinog, nevladinog, javnog i privatnog sektora u implementaciji SSU,
- Podržati NVO-e koji pružaju direktnu pomoć identifikovanim socijalno isključenim kategorijama stanovništva,
- Olakšati razmjenu znanja, iskustava i ekspertize za aktivnosti vezane za socijalnu uključenost te samim tim i socijalnu zaštitu, obrazovanje, zdravstvenu zaštitu, zasnovanu na punom ostvarivanju, zaštiti i poštivanju ljudskih prava,
- Unaprijediti kvalitet rada NVO-a i prilagoditi ga određenim standardima tj. profesionalizaciji. U tom kontekstu, u saradnji sa NVO-ima, biće razvijeni dokumenti koji će osigurati unapređenje kvaliteta rada (Priručnik za aktivnosti u socijalnom uključivanju, Software za finansijski menadžment, itd.) i specifični oblici certifikacije NVO-a za ove aktivnosti (NVO Povelja ili Certifikacija kvalitete rada, itd.) Iz tog razloga, treninzi i istraživanja, kao i monitoring i evaluacija, predstavljat će važan dio aktivnosti FSU,
- Povećati dostupnost sredstava NVO-ima iz budžeta lokalnih vlada kroz njihovu finansijsku podršku Fondaciji,
- Efektivno primjenjivati pristup *matching* sredstava kojim će projekti biti dijelom finansirani od strane Fondacije a dijelom iz lokalnih (opštinskih, kantonalnih...) budžeta sa tendencijom povećanja finansijskog učešća opština,
- Poboljšati pristup građana informacijama, a vezano za pitanja lokalne zajednice,
- Povećati transparentnost procesa donošenja odluka, uključujući kako se donose opštinski budžeti s ciljem uspostavljanja fer i transparentnog sistema NVO finansiranja, koje je oslobođeno ličnih, subjektivnih i nepotističkih implikacija.

Pitanje od najveće važnosti za FSU je biti aktivan dio procesa usmjerenog ka boljoj socijalnoj uključenosti u BiH, to jeste, implementaciji Strategije socijalnog uključivanja, i njenoj integraciji i usklađivanju sa ključnim partnerima i strateškim razvojima koji proizlaze iz pozicije BiH u evropskim integracijama.

6. Preporuke o modalitetima i mehanizmima uključivanja NVO-a u implementaciji SSU

U tekstu koji je naveden, možemo izvući neke glavne preporuke koje bi potakle razmišljanja o mehanizmima uključivanja NVO-a u implementaciji Strategije socijalnog uključivanja.

Mogućnosti implementacije su brojni i vežu se za ciklus kreiranja politika (priprema, implementacija i monitoring javnih politika, programa, projekata i slično) te se zasnivaju na partnerstvu, okosnici i principima EU procesa socijalnog uključivanja. U daljem tekstu prikazane su preporuke koje se mogu iskoristiti za definisanje akcionih planova javnog i civilnog sektora, zatim preporuke usmjerene ka javnim institucijama na različitim nivoima vlasti koje u ovom tekstu nismo striktno razdvajali jer pojedine preporuke obuhvataju sve nivoe vlasti i na kraju preporuke koje se odnose na nevladine organizacije. Ovim preporukama dajemo prijedloge koji mogu doprinijeti razvoju prakse dobrog upravljanja u BiH što je osnov saradnje javnog i civilnog sektora.

6.1. Preporuke za Akcione planove implementacije SSU

Preporuka 1: Poticati razvoj partnerstva javnog i civilnog sektora kroz oblike socijalnog poduzetništva.

Preporuka 2: Razmotriti i unaprijediti porezno zakonodavstvo, na osnovu međunarodnih iskustava i praksi, u saradnji sa NVO-ima koje bi stimulativno djelovalo na rad i razvoj NVO sektora (udruženja i fondacija), povećanu saradnju NVO i privatnog sektora, te povećanja stepena samofinansiranja NVO-a, naročito za one NVO-e koji djeluju u javnu korist (npr. poticati privatne donacije za neprofitne aktivnosti putem porezne politike).

Preporuka 3: Pripremiti prijedloge izmjene poreskog zakonodavstva koji će povećati stimulaciju privrednih subjekata za uspostavljanje suradnje sa NVO sektorom i za osiguranje većeg obima ulaganja u ovaj sektor.

Preporuke 4: Omogućiti stvaranje stabilnog finansiranja NVO-a koji podrazumijeva oslanjanje na različite izvore finansiranja uključujući i samofinansiranje kroz ekonomsku aktivnosti (ekonomska aktivnost ne mora nužno značiti narušavanje neprofitnosti NVO sektora).

Preporuka 5: Razvijati programski, odnosno projektni pristup prema NVO sektoru, čime se podrška usmjerava prema onim NVO-ima koji pokazuju sposobnost da na učinkovit način sudjeluju u identificiranju potreba zajednice čime bi se otvorio proces profesionalizaciji NVO sektora usmjerenog ka potrebama građana.

Preporuka 6: Razvijati ulogu fondacija u promoviranju politika i aktivnosti koje su usmjerene ka suzbijanju siromaštva i socijalne isključenosti. Ova preporuka je naročito relevantna ako se uzme u obzir da su javna sredstva za finansiranje mjera usmjerenih ka suzbijanju siromaštva sve više nedovoljna.

6.2. Preporuke za Direkciju za ekonomsko planiranje BiH (DEP)

Direkcija za ekonomsko planiranje BiH (DEP) kao glavna koordinirajuća institucija za pripremu državnih razvojnih dokumenata u domenu ekonomskog i socijalnog razvoja, aktivnostima može doprinijeti boljoj informisanosti, uključivanju organizacija civilnog društva u procese dobrog upravljanja, te time imati i neposredan uticaj u kvaliteti implementacije javnih politika.

Preporuka 1: Osigurati implementaciju okvirnih EU ciljeva socijalnog uključivanja koji se odnose na principe transparentnosti procesa pripreme Strategije razvoja i Strategije socijalnog uključivanja i dobrog upravljanja. Osigurati veću vidljivost strategije u javnosti, kreatorima politika i drugim akterima. Iz iskustva drugih zemalja, nedostatak transparentnosti procesa i definisanih prioritetnih područja može značajno uticati sa sam rezultat implementacije.

Preporuka 2: Razvijati model dobrog upravljanja socijalnih politika, te u tu svrhu koristiti iskustva dobrih praksi u BiH ali i iskustva EU članica s ciljem da se iskoriste postojeći resursi za implementaciju strateških dokumenata (SPAG-ovi, SPUG-ovi, LAG-ovi, itd.).

Preporuka 3: Osigurati veću mobilizaciju aktera, prije svega predstavnika civilnog društva u fazi pripreme strateških dokumenata (državnih strategija razvoja i socijalnog uključivanja i akcionih planova, državnih dokumenata EU integracija npr. Memorandum o zajedničkom uključivanju (JIM), Operativnih planova i sl.).

Preporuka 4: Objavljivati rezultate procesa koordinacije, strateška dokumenta, izvještaje o implementaciji na web stranici Direkcije s ciljem bolje informisanosti nižih nivoa vlasti i civilnog društva o strateškim prioritetima BiH.

Preporuka 5: Osigurati veću promociju procesa socijalnog uključivanja s ciljem jačanja svijesti nižih nivoa vlasti o procesu socijalnog uključivanja i obavezama i mogućnostima koji će slijediti iz tog procesa u narednom periodu.

Preporuka 6: Poticati razvijanje monitoring aranžmana Strategije socijalnog uključivanja i odgovarajućeg/odgovarajućih Operativnih planova za njenu implementaciju, uzimajući u obzir značajne resurse civilnog sektora u oblasti monitoringa.

Preporuke 7: Definisati *Kod prakse rada sa civilnim društvom*.

6.3. Preporuke za Vlade BiH/FBiH/RS/Kantone i Opštine

Preporuka 1: Definisati status NVO-a koji rade za opšte dobro, i u javnu korist, posebno status NVO-a koji rade isključivo u interesu svoga članstva, te na taj način uzimajući u obzir status organizacije definisati modele njihovog finansiranja.

Preporuka 2: Poticati prelazak sa finansiranja administrativnih troškova NVO-a, što je praksa prije svega na lokalnom nivou, na finansiranje aktivnosti NVO-a koje su usmjerene ka zadovoljavanju određenih potreba građana.

Preporuke 3: Pripremiti prijedlog "mjera i kriterija" raspodjele budžetskih sredstava (prije svega iz lokalnih budžeta) i dodjele koncesija od kojih će se prvi zasnivati na principima kvalitete usluge, učinkovitosti i krajnjem efektu koje ta usluga ima na krajnju grupu korisnika a s ciljem povećanja transparentnosti potrošnje budžetskih sredstava.

Preporuka 4: Jačanje saradnje i partnerstva između NVO-a i javnog sektora uključujući NVO-e u sve faze odlučivanja i kreiranja javnih politika (npr. koristiti

ekspertizu NVO-a u razvoju, implementaciji i evaluaciji socijalnih programa).

Preporuka 5: Podržati razvoj SPUG-ova na regionalnom ili kantonalnom nivou (npr. u skladu sa statističkim teritorijalnim jedinicama NUTS[75]) s ciljem stvaranja partnerstava na ovim nivoima koji će omogućiti bolju implementaciju politika socijalnog uključivanja

Preporuka 6: Definisanje i razvoj sistema uticaja NVO-a i civilnog društva na usvajanje odluka i strategija te uspostavljanje sistematičnog dijaloga i saradnje između nacionalnih, regionalnih i lokalnih zajednica te civilnog društva.

Preporuke 7: Vlade na svim nivoima bi se trebale fokusirati na razvoj kulture "participativne decentralizacije" sa aktivnim uključivanjem civilnog društva u proces kreiranja i implementacije javnih politika što bi uključivalo državni nivo finansiranja za jačanje kapaciteta civilnog društva.

Preporuka 8: Unaprijediti porezno zakonodavstvo koje bi poticalo rad NVO sektora kroz organizovanje stručnih nevladinih grupa na području poreznog zakonodavstva, analizu međunarodnih slučajeva i dobrih praksi, te pripremu osnove koja će prikazati aplikacije poreskih modela i finansijskih olakšica za potrebe izmjene poreskih zakona.

6.4. Preporuke za NVO-e

Preporuka 1: Osigurati veću informisanost NVO sektora o procesu pristupa Evropskim fondovima s ciljem povećanja mogućnosti alokacije sredstava iz EU fondova uzimajući u obzir najbitnija raspoloživa dokumenta koja su dostupna od strane nacionalnih/regionalnih vlada ili Evropske komisije a tiču se EU smjernica, EU pravila, Nacionalnih strategija razvoja i socijalnog uključivanja, Operativni programi, NDP-e, IP-s, itd.

Preporuka 2: Promovirati proces i principe socijalnog uključivanja u javnosti s ciljem jačanja svijesti o važnosti procesa socijalnog uključivanja posebno prema ranjivim kategorijama.

Preporuka 3: Razvijati i povećavati profesionalizaciju NVO sektora kroz oblikovanje novih profesionalnih profila za rad u NVO-u i povećanje stručnosti članova NVO-a, te povećanje broja profesionalnog osoblja koje radi u NVO-ima.

Preporuka 4: Pripremiti nacionalni program razvoja NVO sektora, te oblikovanje osnovnih standarda djelovanja NVO sektora.

Preporuka 5: Unaprijediti statusno zakonodavstvo NVO sektora kroz organiziranje odgovarajućih nevladinih stručnih grupa na području statusnog zakonodavstva, uključivanje istih u rad komisija i tijela za suradnju sa NVO-ima, analizu međunarodnih slučajeva dobrih praksi na području statusnog zakonodavstva, te kroz pripremanje osnove za potrebne izmjene statusnog zakonodavstva.

75 NUTS – Nomenklatura prostornih jedinica za statistiku

Preporuka 6: Promovisati NVO sektor u privrednom sektoru, predstavljanjem mogućnosti uzajamne saradnje.

Preporuka 7: Razviti metodologiju praćenja implementacije javnih politika za cijeli NVO sektor s ciljem jačanja kredibiliteta NVO sektora.

Preporuka:8 Pripremiti pregled slučajeva dobre prakse samofinansiranja NVO-a, analizirati i promovirati kako bi se obezbijedili veći izvori sredstava kroz samofinansiranje.

Preporuka 9: Analizirati mogućnost crpljenja sredstava za NVO-e iz Evropskih fondova, te sagledati mogućnosti koje NVO-i imaju na raspolaganju.

Preporuka 10: Pripremiti strategiju razvoja NVO sektora.

Preporuka 11: Osigurati diseminaciju najboljih praksi koje bi se, kroz transparentnost procesa, primjenile i u drugim oblastima i područjima djelovanja.

Literatura

Brian Harvey. 2008. EAPN structural funds manual 2009-2011. Ed. 3rd. Europan antipoverty network.

Berto Šalaj. 2009. Socijalno povjerenje u BiH. Friedrich Ebert Stiftung.

Catherina Pharoah. (2003.). "Foundations and Global Change," The Intenational Foundation Directory, 12. izd., Europa Publications, London, str. 15.-18.

Caritas. The European social inclusion process. Pogledaj http://www.caritas-europa.org/module/FileLib/CONCEPT-TheEuropeanSocialInclusionProcessENWeb.pdf

Žeravčić, G. 2008. Analiza institucionalne saradnje između vladinog i nevladinog sektora u BiH. Kronauer Consulting

Hadzi M., Katerina. (2008.). Legal and Institutional Mechanisms for NGO-Government Cooperation in Croatia, Estonia, and Hungary. The International Journal of not for profit law. Volume 10, Issue 4.

IBHI (2008.). Izdvajanja vladinog sektora za nevladin sektor u BiH za 2007. g.

IBHI (2009.). Šta da se radi? Socijalna uključenost i civilno društvo - praktični koraci.

IBHI (1998.). Lokalni NVO sektor u BiH – problemi, analize, preporuke .

IBHI (2009). 118 miliona koraka do saradnje - Izdvajanja vladinog sektora za NVO sektor u BiH za 2008. g.

UNDP/IBHI (2007.). Izvještaj o humanom razvoju (NHDR) "Socijalno uključivanje u Bosni i Hercegovini", Sarajevo.

Centar za pomociju civilnog društva (CPCD). (2008.). Izvještaj o stepenu razvijenosti civilnog društva u BiH za 2007. g.

Resursni centar Civilnog društva BiH. (2009.). Učešće građana u procesu odlučivanja u lokalnoj zajednici.

Fond otvoreno društvo. (2006.). Democracy Assessment in BiH

Kronauer Consulting. (2009.). Analiza stanja civilnog sektora u BiH.

Vijeće Evrope. CARDS. Social Institution Support program.

European Commission. 2001. White paper on European governance.

European Commission. 2007. Corporate social responsibility. National policies in the European Union. Directorate General for Employment, Social Affairs and Equal Opportunities.

European commission. Uredba Vijeća (EC) br. 718/2007 (12. juni 2007.) o implementaciji Uredbe Vijeća (EC) br. 1085/2006 o uspostavljanju Predpristupnih instrumenata (IPA), Član 151.

European Commission. (2008.). Joint report.

European Commission. (2007.). Joint report.

European Commission. (2007.). Joint inclusion memorandum (JIM). Hrvatska.

European Commission. European Social Fund Regulation 5.4.

European Commission. The guidelines for social inclusion. Pogledaj: http://ec.europa.eu/employment_social/spsi/docs/social_inclusion/2008/080207_guidance_note_nsrs_cln_en.pdf

European Commission. Communication from the Commission to the European parliament, the Council, The European economic and Social Committee and the Committee of the region.

European Commission. (2006.). New common objectives from 2006. http://ec.europa.eu/employment_social/spsi/common_objectives_en.htm

European Commission. (2008.). Communication from the Commission to the EU Parliament, The Council, The EU economic and social committee and the Committee of the regions: A renewed commitment to social Europe: Reinforcing the Open Method of Coordination for Social Protection and Social Inclusion, p.9

European Commission. DG Employment and Social Affairs and Equal opportunities. National strategic reports for all 27 EU members. National Action Plan on Social Inclusion for 2003-2005. Ireland

European Commission. CARDS 2004. (2007.). Local Employment Partnerships – phase 2.

Svjetska Banka. Dobre prakse partnerstva u EU. Pogledaj: http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTURBANDEVELOPMENT/EXTLED/0,,contentMDK:20199126~isCURL:Y~menuPK:402642~pagePK:148956~piPK:216618~theSitePK:341139,00.html

European Foundation Center (EFC). (2009.). Breaking through. Foundation pushing forward the fight against poverty. Effect magazine. Vol 3, Str. 12. Pogledaj http://www.efc.be/ftp/public/Communications/EFFECT/Spring2009/effect_2009_spring.pdf

USAID. (2007.). NGO sustainability Index

USAID. (2004.). Procjena građanskog društva u BiH.

OECD. Pogledaj http://www.oecd.org/dataoecd/25/14/35979412.pdf

UNDP. The silent majority speaks.

Ured za reviziju Institucija BiH. (2007.). Izvještaji revizije o poslovanju institucija BiH za 2007. godinu. www.revizija.gov.ba/bs/audit-rep/arhiva07.asp

Non state actors final Report mapping study in BH

Analiza institucionalne suradnje vladinog i nevladinog sektora u BiH

Analiza stanja civilnog društva u BiH.

Tomislav Tadić. (2008.). 'Jedno udruženje na 129 stanovnika', (16-17/02/08), www.vjesnik.hr/pdf/2008/02/16/06A6.PDF

Ministarstvo finansija Vlade Federacije. (2007.). Budžet vlade Federacije BiH.

ww.fbihvlada.gov.ba/bosanski/budzet/2007.php

Ministarstvo finansija Vlade RS. (2007.). Budžet Vlade RS.

www.vladars.net/sr-SP-Cyrl/Vlada/Aktivnosti/Documents/Budzet%202007.pdf

Analysis of NGO Sector from the Perspective of Social Inclusion

Mirela Ibrahimagić, MSc

TABLE OF CONTENTS

Foreword. 67

Introduction. 69

1. Social Inclusion and its Social Character. 70
   1.1. Need to involve all factors in society 71
   1.2. Role of civil society (NGOs, trade unions, media, employers, academic community) in social inclusion. 72
   1.1. Strengthening of social capital and ”awakening” of human resources 74

2. EU experiences – social inclusion policies and role of civil society, NGOs in particular 75
   2.1. Role of civil sector in development of JIMs and NSRs (NAPs inclusion) 79
   2.2. Role of civil sector in implementation of social inclusion policies 85
   2.3. Role of civil sector in monitoring of JIM/NAP Inclusion documents 87
   2.4. Partnership of public and NGO sector – best practices 90
   2.5. Experience in funding of NGOs in implementation of social inclusion policies 92

3. Social inclusion strategy in BiH 96
   3.1. Key vulnerable groups, poverty and exclusion situation 97
   3.2. Role of civil society in development of Social Inclusion Strategy 98
   4. Illustration of NGO sector in BiH. 99
   4.1. Size of NGO sector and structure of activities of NGOs 99
   4.2. Funding of NGOs from local sources and analysis of structure of activities supported 101
   4.3. Experiences of partnership between public and NGO sector 106
   4.4. Level of organisation of NGOs, existing networks and their efficiency 111

5. Social Inclusion Strategy and NGO sector – possible modes of involvement. 115
   5.1. Assessment of potential of NGO sector in terms of participation in implementation, monitoring and evaluation of SIS 115
   5.1. Social Inclusion Foundation (SIF) as a stakeholder in support to involvement of NGOs in implementation of Social Inclusion Strategy . . . 116

6. Recommended models and mechanisms of involvement of NGOs in implementation of the SIS 117
   6.1. Recommendations for Action Plans for implementation of SIS 118

6.2. Recommendations for the Directorate for Economic Planning of BiH (DEP) 118
6.3. Recommendations for governments of BiH/FBH/RS/cantons and municipalities 119
6.4. Recommendations for NGOs 120

References. 123

Foreword

Social inclusion is a process that allows persons in poverty and other social needs, as well as socially excluded, to gain the opportunity, means and support necessary for full inclusion into economic, social and political life and to enjoy standard of living and welfare that are essential in the society in which they live. This, at the same time, means inclusion in decision-making process and development of policies that support social inclusion.

Therefore, the process of social inclusion requires engagement of citizens and their organisations in developing policies and their implementation. Thus, the process itself must correspond to the logic of social inclusion, in other words, be inclusive because the character of the goal also sets the means of its realisation.

More specifically, social inclusion requires a partnership of governments and public institutions at all levels and civil society, especially NGOs which organise citizens for activities in the social sector.

Social inclusion, as a concept, is the basis of social policies in EU countries, as well as their mutual coordination at EU level.

In the context of the process of EU integrations, the Social Inclusion Strategy of BiH is being prepared in BiH for medium term period. The Strategy emphasises the importance and role of NGOs in strengthening social inclusion and implementation of the Strategy itself. It is important to note that nongovernmental organisations are included in preparation of the Strategy, especially those that support excluded groups and persons in social need through their practical activities.

In this respect, even the Strategy emphasises the need to develop mechanisms that would support NGOs in strengthening social inclusion and implementation of the Strategy itself. The Social Inclusion Foundation in BiH, whose establishment is underway, is actually the realisation of this recommendation of the Strategy while its character and mode of action are defined with full involvement of NGOs, socially excluded persons, public institutions and

authorities at all levels, in other words, all future stakeholders and users of the Foundation activities.

A part of preparations for future activities of the Foundation is the *"Analysis of NGO Sector from the Perspective of Social Inclusion"*, prepared by Mirela Ibrahimagić, MSc. The Analysis is, in fact, the support to strengthening of the role of nongovernmental organisations in social inclusion.

Based on very serious analyses, this publication presented and elaborated suggestions and recommendations on modalities and mechanisms of inclusion of NGOs in strengthening social inclusion and implementation of the Social Inclusion Strategy.

By publishing this Analysis we wish to show the capabilities and strengthen the role of NGO sector in social development of BiH, and set analytical basis for work of the Social Inclusion Foundation in BiH.

We are in the process, and everything around us is a process.

Ninković-Papić Ranka

Ranka Ninković-Papić
Independent Bureau for Humanitarian Issues (IBHI)

Introduction

Analysis of NGO Sector from the Perspective of Social Inclusion aims to inform about the main challenges and the role of civil society in the process of implementation of social inclusion policies. It emerged as a result of a new approach introduced in late 2007, during the course of the process of development of the Social Inclusion Strategy.

This Analysis attempted to:

- Convey experiences from European countries relating to the process of development of their national social inclusion and social protection strategies, the so-called NSRs (previously referred to as National Action Plans for Social Inclusion – NAP Inclusion).
- Present experiences of involvement of civil society in European processes of social inclusion, or, in other words, present experiences of involvement of civil society in all phases of the process of development of public policies in European region, primarily referring to the process of development of strategic documents in the domain of social inclusion during the pre-accession phase of EU integration, as seen from the perspective of acceding states, as well as from the perspective of EU member states, in addition to the process of consultation with civil society, the process of implementation of social inclusion policies based on partnership and the process of monitoring and evaluation.
- Present institutional arrangements which enable higher level of involvement of civil society in these processes.
- Present information on the current stage of development of the Social Inclusion Strategy and the level of cooperation with civil society, detailing within the following chapters of the Analysis of NGO Sector, capacities of the sector and sources of funding and outlining the overall level of organisation of the civil sector.

Considering the need to strengthen partnership and ensure better cooperation between public and civil sector and taking into account the process of establishment of the Social Inclusion Foundation, which is underway, aiming at the same time to ensure successful implementation of social inclusion policies which should have positive impact on lives of vulnerable citizens, recommendations were made in the end of this Analysis for main stakeholders in the process of social inclusion, specifically, the coordinating body in the process of development of the Social Inclusion Strategy (Directorate for Economic Planning operating within the Council of Ministers of BiH), public (governments at all levels) and civil sector.

1. Social inclusion and its social character

When it comes to the public sector, the existing practice of "addressing" the problems of the poor in BiH was mainly based on allocation of amounts within budgets to be directed to the poorest citizens, in the form of social transfers. On the other hand, civil society was driven by the funding of the International Community, employing different practices which were more successful in reaching out to vulnerable groups of citizens. Bearing in mind that substantial funds were expended in the effort to decrease poverty in BiH, results of such actions of public and civil sector, according to the latest data, did not bring about significant improvement. It is obvious that a clearly defined approach will be necessary to accomplish that goal, given the long term effects of decrease of poverty and social exclusion.

The process of stabilisation and accession into the EU represents a foundation for strengthening of social inclusion in BiH and its importance is not reflected in adoption of different European standards which will make an integral element of the process of social inclusion, but rather in the fact that it highlights the importance of reform of institutional and legal structure of the country, to ensure it becomes a country which creates equal opportunities for social inclusion. Social inclusion represents a foundation of the EU social model and an important element of the vision of the Community, through strengthening of social cohesion. The instrument for implementation of the social dimension of Lisbon goals is supported through the European Social Agenda and the Strategy to Combat Social Exclusion employing the "Open Method of Coordination", which includes five key elements, specifically: common goals; National Action Plans for Social Inclusion (NAPs); Joint Inclusion Memorandum (JIM); joint social inclusion reports, jointly agreed indicators of social exclusion (Laeken indicators); and exchange of lessons learned.

Social inclusion involves a large array of activities which are fully based on the principle of partnership between public and civil sector at community level. The main elements of the process of social inclusion, which represent the tools, define the process of making positive changes at community level and largely imply active contribution of the civil sector, are:

- Joint Inclusion Memorandum (JIM) precedes the process of social inclusion and it is a mandatory document for accession into the EU. JIMs reflect the situation of social exclusion (vulnerable groups, policies addressing the issues of vulnerable groups, etc.), identify key challenges, provide an overview of effectiveness of the existing policies and aim to prepare candidate countries for membership in the EU and participation in the Open Method of Coordination, following accession.
- National Action Plans for Social Inclusion (NAP Inclusion, now referred to as the NSRs) are the main channels the EU member states use to realise jointly agreed goals. NSRs analyse causes and scope of poverty and social exclusion and identify main trends and challenges, defining appropriate further action, to be taken through public policies.
- Monitoring of the process of social inclusion which entails building capacities of statistics institutions for monitoring of poverty and social exclusion using the so-called "Laeken indicators", which represent primary indicators of social inclusion which allow countries to be ranked in terms of the level of social inclusion. They

entail three levels, namely: (1) ten primary indicators of financial poverty and material deprivation, employment, healthcare and education, (2) secondary indicators, which complement primary set of indicators and elaborate them further, (3) indicators chosen by member states to be included in their NAPs, helping them to reinterpret primary and secondary indicators and/or clarify specific features of individual areas.
- Open Method of Coordination represents a way of exchange of experiences between EU member states and candidates for accession into the EU, encourages member states to critically evaluate their policies, emphasises activities undertaken resulting in good and bad practices and creates a forum for participation of the community, including civil and private sectors.

Following signing and implementation of the Stabilisation and Accession Agreement (SAA), BiH will be able to receive support for strengthening of social inclusion efforts from the pre-accession financial instruments (IPA Fund). Once it becomes a candidate, additional opportunities to receive support to fund social inclusion policies will become available. The process of development of the aforementioned policies will introduce novelties in the area of cooperation between public and civil sector, in particular, in the area of development and implementation of policies, thus contributing to strengthening of the social capital and higher level of social cohesion and serving as a foundation for further development of BiH.

1.1. Need to involve all factors in society

Given the magnitude of ”exclusion” of individuals and groups, BiH faces a big challenge of how to address the issue of improvement of position of vast majority of population found to be in the state of poverty and social exclusion (about 50% of the population of BiH is excluded in some way). On the one hand, the process of European Integration mandates social inclusion and development of public policies ”in the European way”, in order to accomplish equal opportunities, decrease marginalisation based on gender, ethnic background, place of residence, level of education, etc, while on the other hand, it contributes to building democratic society, requiring civil society to play stronger role in these processes. Pre-accession processes will require stronger involvement of civil sector in BiH, since BiH will be required to meet the goals of good governance in the process of social inclusion. Over the coming period, when it is to be expected of the European Union to undertake the role of the biggest ”foreign” donor in the area of development of civil society, since it was determined that it became necessary for the civil society to start playing a more dynamic role in democratic society, the time will inevitably come for the authorities of Bosnia and Herzegovina to define their attitude to civil society.

To ensure understanding of importance of involvement of all relevant stakeholders, let us first clarify the term of social exclusion, that is, the term of social inclusion:

Social inclusion is defined as a process which enables persons at risk of poverty and social exclusion to gain opportunities and necessary resources for full involvement in economic, social and cultural life of society and accomplish the standard of living and wellbeing acceptable to society they live in. The process of integration into the EU requires the countries undergoing transition to harmonise their policies with the EU concept of social inclusion.

Social exclusion, observed as a phenomenon wider then the phenomenon of poverty, is the process which pushes certain individuals or groups at the margin of society preventing them from participating in society on the grounds of their ethnic origin, age or gender difference, disability, financial issues, lack of education or employment. That further prevents them from accessing healthcare and social services as well as social networks. The "excluded" almost have no access to power and decision making processes and are therefore unable to influence decisions of importance to their everyday lives.

Poor persons or households are those whose income, measured on the basis of consumption, is inadequate to such extent that it prevents them from accomplishing acceptable standard of living.

Due to complexity of the issue of poverty and social exclusion, it is unreasonable to expect that changes would occur through isolated activities undertaken by government institutions or activities implemented by civil or private sector. Considering the fact that the issue of poverty is related to individuals who, for instance, live in economically underdeveloped regions, have low level of education, are unemployed and/or disabled, subsequently the policies aiming at their reintegration into society are much more costly and require approach different from the standard approach, which primarily calls for understanding of causes of their poverty. Therefore, using the example of positive experiences, which will follow further in the text, the purpose of this effort is to involve all relevant stakeholders capable of contributing to accomplishment of common goals in the process of social inclusion (for instance, decrease the rate of early termination of education of young persons in primary and secondary education, increase chances of employment of persons who were unemployed over a long period of time, increase the rate of employment of persons with disabilities and ensure higher level of participation of these persons in social activities, enable higher rate of school attendance by children from certain groups, for instance, ethnic minorities, etc.).

1.2. Role of civil society (NGOs, trade unions, media, employers, academic community) in social inclusion

Looking into the role of civil society in the process of social inclusion, one should start from the premise that the process of social inclusion does not have a long history in the EU (*EU leaders initiated the process of social inclusion in 2002 with the view of decreasing poverty by 2010*). The first step in introduction of the process of social inclusion was to introduce the term of "social exclusion" into the preamble of the European Social Charter (1989) and its amendments (1996), when a new right was introduced, namely the "right to protection against poverty and social exclusion".

In BiH, the theme of social inclusion was opened when UNDP/IBHI announced the analysis of situation of social exclusion in BiH, within their "National Human Development Report (NHDR)" for 2007, the findings of which "astonished" the public as they presented devastating data testifying to social exclusion of citizens of BiH. Despite the fact that, to date, a number of round table discussions and conferences were organised on the subject, social inclusion is still insufficiently understood concept and inadequately promoted as a

theme of discussion in the media of BiH, among civil society organisations (CSO), but also within the government institutions themselves, where the lower levels of the government, despite being physically closer to this population, are not sufficiently aware of the process of social inclusion which is to be initiated over the coming years. Daily media reports dedicate time on air to reporting on social and psychological state of significant number of citizens, however, the process of social inclusion remains a mystery to many.

To that end, within the process of development and implementation of the Medium Term Development Strategy (PRSP), BiH strongly promoted civil society, as a partner capable of reaching the most vulnerable and the poorest categories of citizens. However, the real role and contribution of civil society in the process was reduced to a sporadic involvement, restricted to the process of consultation (mainly within the framework of topics such as: youth, environment, social protection, healthcare and education), allowing much less room for involvement in the process of monitoring and implementation. Interestingly enough, findings of some studies indicated that despite strong media campaign, over 80%[1] of different groups (elderly population, school children, students, etc.) were not aware of the existence of the PRSP in BiH.

Therefore, the role of civil society, as promoter of the process, good practice of public policies and models of integrated management of social inclusion policies, may be of vital importance to the overall process of social inclusion, making a significant contribution to its implementation. In addition to the role of a promoter, civil society has a much bigger role to play in ensuring contribution to making positive changes at community level.

The European process of social inclusion has promoted mobilisation of all relevant stakeholders in different ways (through guidelines, fund regulations etc.), but the experience indicates that much better results can be accomplished at community level if different stakeholders combine their efforts and work together towards accomplishment of the common goal. The role of civil society in developmental processes in BiH is observed quite superficially, primarily due to lack of understanding of the developmental processes themselves, and the importance of civil society and the changes it can trigger. In the European Community, the role of civil society in the process of social inclusion is defined quite broadly and (in line with the social inclusion guidelines of the EU), it primarily refers to good governance practices, with civil society being involved in the process of development, implementation, monitoring and evaluation of public policies, but also as a partner within the support of the European Social Fund (and other European funds). Generally speaking, in order to support policies targeting socially excluded categories, such as persons with disabilities, minorities, inactive citizens, children etc., it becomes vital to have strong civil society organisations capable of informing governments and their programmes, when necessary. Furthermore, it means that civil society becomes involved as a partner in the process of management and the partner in implementation of projects (in line with the guidelines of the European Social Fund), which defines the role of civil society in the process of consultation for the purpose of development, implementation and monitoring of support of the ESF but also the role in promoting partnership, pacts and networking with relevant stakeholders.

[1] Democracy Assessment in BiH – Open Society Fund 2006

The role of civil society in the process of social inclusion can be briefly summarised as follows:

- Partner to public sector in the process of development of strategic documents (e.g. Social Inclusion Strategy, Joint Inclusion Memorandum, etc.),
- Partner in the process of monitoring of implementation of public policies, programmes and projects supported by European structural funds,
- Partner in the process of monitoring and evaluation of public policies, due to proximity to vulnerable groups of citizens, which makes it an important resource to public sector in dissemination of information on good and bad experiences in implementation of strategies and policies,
- Promoter of best practices of partnership between public, civil and private sectors, the role and importance of social inclusion to social development (e.g. joint actions aiming at accomplishment of the common goal of employment of vulnerable categories of citizens),
- Promoter of new models of social policy management based on best practices,
- Force of mobilisation of important sources of funding that could be combined to make significant positive impact at local community level, etc.,
- Promoter of democratisation of society and strengthening of social capital.

1.1. Strengthening of social capital and ”awakening” of human resources

Over the past two decades, Bosnia and Herzegovina underwent important political, social and economic changes triggered by the war, displacement of population, destruction of residential facilities, community property, changes of relations at community level and marginalisation of a large part of the population. On the basis of results of studies and projects, society of BiH, as a result of war and the process of transition, was described as the one in which the low level of trust and reluctance to cooperate prevail, which has a negative impact on the ability to use the scarce resources available, which in turn has negative impact on the high percent of socially excluded population.

For instance, the results of a prior research conducted by the World Bank[2] pointed to several indicators of low level of trust and low social capital, such as: low level of bridging capital, negative trend of confidence in public institutions, alienation of politicians from the real needs and interests of citizens, limited confidence in civil society organisations, increased rate of corruption, etc.

As a concept, social capital is based on definition of mutual relations in society, relations and networks which have certain values and enable the individual to partake in society on everyday basis and fulfil his/her personal goals. The main elements of social organisation which make up the social capital[3] are **confidence**, **norms** and **networks** which can improve the efficiency of society and social cohesion. For instance, confidence, in social community, was expressed by only 7% of the population of BiH, according to the research conducted by

[2] World Bank, 2002, BiH Local Level Institutions and Social Capital Study,

[3] Council of Europe, CARDS Social Institution Support programme.

UNDP in 2007, which suggests that 93% of the interviewed persons believe that most people cannot be trusted. However, the foundation for development of social cohesion is precisely building of trusts both inside and outside the social environment, by opening channels for better flow of information. The social capital can be understood and defined using:

a) Norms and values,
b) Social networks, and
c) Action – common goods and resources produced on voluntary basis.

There are also certain differences in definition of the social capital. For instance, the so-called: "**bonding social capital"**[4] unites people of similar age, gender, ethnic background and social status, thus excluding others, while the so-called: "**bridging social capital**" relates to social networks which unite or bring closer people who do not share much in common, creating higher rate of inclusion in society.

The level of social capital in BiH (World Bank, 2002[5]), where networks, norms and values enable people to act as a collective, rather then individually, in order to gain certain social benefits, is key to building peace and sustainable return, decrease of poverty and sustainable development. This further reinforces the notion that building of social capital, primarily at local level, represents an important precondition for sustainable development of BiH. Level of social trust[6] in BiH is low, but it fits into the average of other post-communist European countries. That means that the problems we have is the problem also experienced by other societies undergoing transition.

If we take into account the fact that partnership, which relates to close cooperation between public/NGO and private sector in order to realise common national goals, lies in the core of development and use of financial instruments of the EU, then we can understand the importance of its role in these processes. Strong social capital represents a foundation for building networks and establishing cooperation, but partnerships can also contribute to strengthening of social capital.

2. EU experiences – social inclusion policies and role of civil society, NGOs in particular

The need to understand social inclusion as a process resulted from the need to make an important step forward in addressing the issue of poverty and social exclusion of certain groups of citizens, which led to definition of long term goals of combat against poverty and social exclusion, determined for the period of ten years. The European Union created a framework (the so-called: Open Method of Coordination) for development of national strategies of social inclusion and coordination of policies among member states, where participation of different stakeholders (NGOs, social partners, governments at local and regional level) become an important element of the entire process. Partnership between

4 Berto Šalaj. 2009. Social Confidence in BiH
5 World Bank, 2002 Social Capital - Local Level Institutions, Conclusions and Recommendations, Vol. 2
6 Ibid

governments at different levels, social partners and civil society is a key to successful implementation of the EU policies, which is why the Community has called member states to establish the so-called "Partnership for change"; back in 2004.

Open Method of Coordination (OMC)[7] for social protection and social inclusion represents a framework for development of national social inclusion strategies and Joint Inclusion Memorandums in the process of integration into the EU (agreement of members of the Council of Europe made in 2000 in Nice) which determine the **common objectives**[8] of the Community, in line with the agreement of the European Council from Lisbon and Santa Maria da Feira, but do not stipulate any legal responsibilities of member states. That way, member states were encouraged to reform their social protection systems and implement policies to decrease social exclusion, on the basis of exchange of experiences among them. Common objectives represent the central element of the **EU Social Model**[9]**,** and the Community has different instruments available to implement its social agenda (legislation, social dialogue and financial instruments, primarily the European Social Fund (ESF) which provides support for implementation of policies of EU member states in the area of employment, within the framework of the EU employment strategy and goals and the theme of social inclusion and the PROGRESS programme).

Experiences in implementation of the open method of coordination were described by member states as positive and useful as well as innovative instrument of governance of the social policy (EU social governance)[10]. Key challenges in the area of social inclusion, as agreed at the level of the EU are:

- Eradication of poverty of children inside the vicious circle of intergenerational heritage of poverty and exclusion,
- Creating inclusive labour markets,
- Ensuring acceptable housing conditions for all,
- Overcoming discrimination and increase of the rate of integration of persons with disabilities, ethnic minorities and immigrants,
- Undertaking steps toward prevention of financial exclusion and excessive debt.

Furthermore, the common objectives of the open method of coordination relate to three domains of action (poverty and social exclusion, health care and long term health protection and pension policy), which reflect the entire process of social inclusion[11]:

---

[7] Guidelines for development of national social inclusion strategies, See: http://ec.europa.eu/employment_social/spsi/docs/social_inclusion/2008/080207_guidance_note_nsrs_cln_en.pdf

[8] Common objectives revised in 2006

[9] European social model was confirmed through the Social Agenda of 2005, which relies upon two strategies. On the one hand, it underlines its role in building confidence of citizens, which is important for the purpose of management of the process of change and plays an important role in encouraging economic growth. The Agenda explains the combination of instruments of the Community designed to improve its implementation and points to the three main conditions for success, namely: the intergenerational approach, the partnership for change and the need to recognise the opportunities of globalisation.
http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0033:FIN:EN:PDF

[10] EC. (). Communication from the Commission to the European parliament, the Council, The European economic and Social Committee and the Committee of the region

[11] OMC objectives. (2006). http://ec.europa.eu/employment_social/spsi/common_objectives_en.htm

1. **Goals of eradication of poverty and social exclusion** are defined through:
   a. Enabling access to all resources, rights and services required for participation in society, prevention and addressing of exclusion and combat against all forms of discrimination that could lead to exclusion,
   b. Ensuring active social inclusion for all, through promotion of participation in the labour market and combat against poverty and social exclusion,
   c. Enabling good coordination of social inclusion policies involving all levels of the government and all relevant stakeholders as well as persons experiencing poverty and ensuring that policies are efficient and mainstreamed into all relevant public policies, including economic, budgetary and educational policies and programmes of structural funds.

2. **Goals** in the area of **pension policy**, in the interest of relevance and sustainability of pensions, are defined through:
   a. Appropriate income from pension for all and access to pension which allows persons to keep the acceptable level of the standard of living after retirement, in the spirit of intergenerational solidarity,
   b. Financial sustainability of public and private pension schemes, considering the pressure on public finances as well as aging of the population, in the context of the three pillars of the strategy to remedy budgetary implications of aging, primarily through supporting longer term of employment and active aging, balancing contributions and benefits in appropriate and socially fair manner as well as through promoting access to and reliability of funds and private schemes,
   c. Transparency of pension systems, adapted to needs and desires of women and men and requirements of modern society, demographic aging and structural changes, to ensure that persons get the information they need to be able to plan retirement and that the reform is initiated on the basis of the broadest consensus possible.

3. **Goals of healthcare and long term health protection**, in the interest of accessible, high-quality and sustainable healthcare and long term health protection, are defined through:
   a. Enabling access to adequate healthcare and long term health protection for all, ensuring that the necessity of healthcare does not lead to poverty and financial dependence and that inequalities in approach to care and health services are addressed,
   b. Quality of healthcare and long term health protection and adaptation of protection, including development of preventive health protection, changing needs of society and individual, especially through development of quality standards reflecting the best international practices as well as through strengthening of accountability of healthcare workers and patients,
   c. Accessibility of high-quality and adequate, financially sustainable healthcare and long term health protection through promotion of rational use of resources, especially through certain incentives to beneficiaries and service providers, good governance and coordination between the system of protection and public and private institutions. Long term sustainability and quality require promotion of health and active life style and good human resources in the healthcare sector.

The following goals reflect the essence of the process of social inclusion and they refer to:

1. Social cohesion, gender equality, equal opportunities for all through adequate, accessible, financially sustainable, adaptable and efficient system of social protection and social inclusion policies,
2. Efficient correlation with the **Lisbon objectives** (higher rate of economic growth, higher quantity and quality of jobs, higher rate of social cohesion) and with the **EU Sustainable Development Strategy,**
3. **Good governance,** transparency and involvement of all stakeholders in the process of development, implementation and monitoring of policies.

Good governance, which represents a vital element of the process and refers to the **responsibility** of member states, to demonstrate within their reports (NSR), through structural dialogue in all policy making processes (*development, coordination, mobilisation, involvement of stakeholders, mainstreaming and monitoring and evaluation)* their efforts to involve broad circle of stakeholders, such as: *local and regional authorities, public and private sector, NGO sector, service providers including providers of healthcare services, NGOs representing vulnerable and excluded categories of citizens, social economy stakeholders, professional associations working in relevant sectors and social partners.*

Countries candidates in the process of integration into the EU are preparing the Joint Inclusion Memorandum and are required, just as much as member states are, to demonstrate within their NSRs their institutional arrangements which enable fulfilment of goals of good governance and involvement of stakeholders in different areas of the process of public policy making. These arrangements highlight the importance of regional and local level and refer to the four components of good governance, specifically:

1. Involvement of all relevant stakeholders, networking them both vertically and horizontally, through all levels in the process of development of NSR or JIM documents,
2. Coordination of social inclusion policies with arrangements for their integration in all relevant policies,
3. Mobilisation and involvement of stakeholders and arrangements which ensure involvement of broader circle of stakeholders, including vulnerable categories of citizens, through the process of development, implementation and evaluation,
4. Mainstreaming: arrangements which enable mainstreaming of social inclusion policies in public policies as well as in structural funds.

Social inclusion policies, despite being based on the common objectives, differ substantially from one country to another, since the OMC itself leaves member states a lot of room to define their own manner and method of accomplishment of the common objectives. Some of them focus their attention, in line with their priorities, on the labour market and social security net, while others opt to encompass much broader area, depending on their internal political and institutional organisation.

2.1. Role of civil sector in development of JIMs and NSRs (NAPs inclusion)

Common objectives set the framework for action in the process of social inclusion; they also emphasise the role of civil society in the process. The social inclusion guidelines, as a framework for development of national social inclusion strategies, require reporting on the subject of mobilisation of relevant stakeholders and institutional arrangements made in support to involvement of civil society organisations in the dialogue with the government sector. The role of involvement of civil society is also underlined through the European Social Fund (ESF) and its regulations, since it represents the main source of funding for support to implementation of social inclusion policies and highlights the importance of partnership in development, implementation and monitoring of social inclusion policies. The ESF, within the framework of operational planning, encourages partnership between the government and the civil sector, with the following two distinct types of partnerships:

- **Partnership in management mechanism**[12]: where member states are expected to ensure involvement of and consultation with social partners in the process of development, implementation and monitoring of support provided by the ESF,
- **Partnership in projects**[13]: which promotes partnership, pacts and initiatives, through networking of stakeholders (social partners and NGOs) at trans-national, national, regional and local level, for the purpose of reform of the area of employment and inclusion in the labour market. Particular attention is dedicated to projects of social partnership, with the view of capacity building (under the goal of convergence, a certain amount of ESF's funding is allocated to capacity building, including training, networking, strengthening of social dialogue, as well as joint activities undertaken by social partners …ESF Reg. Art 5)

The level of implementation of the European principles in consultations and dialogue during the decision making and policy making processes represents an indicator which demonstrates how serious the governments are and points to recognition of the third sector as a partner. It refers to[14] the right of NGOs to access information on the process of policy making and development of draft legislation and the right to active participation in defining processes and policies or laws.

Although significant progress has been made in some member states in the area of involvement of civil society in the process, the European Council (Report dating 2008)[15] suggests necessity of further strengthening of one of the most important instruments in support to social development, that is, the OMC method, among other things, in the area of involvement of relevant stakeholders. The involvement of regional and lower levels of the government in the process, according to the prior practice, was assessed as limited in

[12] ESF Reg., Art 5

[13] ESF Reg. Art 3

[14] Institutional mechanisms of government and civil society cooperation in Central and Eastern Europe and South Eastern Europe. Comparative analyses for development of strategy for BiH.

[15] EC. (2008). Communication from the Commission to the EU Parliament, The Council, the EU Economic and Social Committee and the Committee of the Regions: A renewed commitment to social Europe: Reinforcing the Open Method of Coordination for Social Protection and Social Inclusion, p.9

most member states, which has impact on civil society organisations, which implement their operations locally in most cases. The areas of the OMC that need further strengthening are:

- Strengthening of political support as well as visibility of the process (transparency),
- Strengthening of positive correlation with other EU policies (cross cutting),
- Strengthening of analytical tools, with the view of defining quantifiable goals and improvement of fact based policy making.

The example of Ireland, as one of the most successful countries in the area of social inclusion, demonstrated notable results after about five years of implementation of social inclusion policies. The challenges that Ireland[16] underlined relate to coordination between the central government and the local authorities. Lack of communication, coordination and understanding between the central government and the local authorities was noted in the area of social inclusion. This situation is certainly not isolated to Ireland; it also applies to administrative structures of other countries as well. Local service providers, for instance, local governments and local partnerships, do not see themselves as "involved" in the process of policy making. At the same times, the initiatives come from the central government, without regard for the inputs made at the local level, which does not encourage partnership. For this cooperation to improve, local governments need to establish mechanisms of communication to integrate their local experiences. Further challenges which occur related to correlation between local and central priorities (due to conflicting nature of those priorities), too many structures, programmes and partnerships which tend to cover up problems in implementation of policies, etc.

On the basis of experiences of member states presented within their NSR reports, involvement of civil society in partnerships is most notable and most intensive during the stage of development of strategies and programmes, and it is based more on intense **consultations** rather then on formal arrangements. Civil society in the EU is in most cases consulted at the very beginning of the process (on the subject of challenges in the area of decrease of poverty and social exclusion); but these consultations are made on different grounds and in different ways.

The principle of cooperation between governments and civil sector on the territory of Europe differs from one country to another, depending on the level of development of a particular member state, although some common trends may be noted, relating to group of member states. For instance, on the Mediterranean territory (***Croatia, Cyprus, Italy, Malta***) civil sector is mostly actively involved within the process of consultation in the area of development and implementation of NSR/JIM, which is due to lack of correlation between a particular NSR and local action plans. More notable progress is observed in older member states, the so-called Atlantic group (***France, Ireland, Holland, Portugal, Spain and the UK)*** which have accomplished quite good results in cooperation with the civil sector, with their challenges being reflected in cross European issues of civil society development. A novelty in the process of cooperation with civil sector is certainly the establishment of the **Council of Social Partners**. In central Europe (***Austria, Belgium, Germany, Luxemburg***) cooperation

[16] Combat Poverty Agency. 2007. Linking local and national structures: Tackling poverty and promoting social inclusion.

with civil sector has contributed significantly to capacity building of the entire community of public policy makers, thus enabling civil sector to provide its broader civic contribution by, for instance, giving recommendations on updating the SILC Survey (specifically, by including groups in the SILC survey, such as the homeless, the elderly, children in foster institutions etc.), introduction of EU threshold of poverty based on the common consumer basket and defining the European guaranteed minimum income. Northern Europe ***(Estonia, Latvia, Lithuania and Sweden***) are characterised on the one hand by high level of development of the system of social protection and the practice of involvement of civil society (as for instance in Sweden, where civil society made significant contribution to improvement of the substance of NSR), while on the other hand, early stages of development of the mixed system are observed in these countries (***as for instance in Baltic countries***).

Development of JIMs and NAPs Incl. and corresponding actions plans represents a challenge for every country, because it primarily suggests vertical networking of different levels of the government (given the fact that policies aiming to decrease poverty and social exclusion primarily act locally, which makes involvement of lower levels of the government in the process of development of documents quite relevant), but also better coordination with civil society, due to its proximity to the target population. For that reason, the contribution of civil society in the process of development and defining of social inclusion policies depends on the existing **institutional arrangements**, which may involve representatives of civil society, ensure involvement of the lower levels of the government in the process of development, but also **formalise relationship** between the government and the civil sector.

For instance, policy coordination for the purpose of development is usually conducted by one or more relevant ministries and sometimes, also through special committees, councils and similar bodies which include representatives of NGOs or umbrella NGO organisations. In this regard, a challenge certainly exists, which led to initiative to define international projects dealing with this issue, such as, for instance, the project under the title: *"Creating Methodology for Development of Regional and Local Action Plans*", funded through the Programme of Community Action, which led local communities in countries such as, for instance the Czech Republic, to develop social inclusion plans on their own.

Strengthening of relations with civil society is, based on experiences of EU member states, quite varied and some countries define this relationship formally, developing codes and standards for the process of consultation (*Austria - Standard of public involvement; UK Code of Consultation*), legislative strengthening of cooperation (Bulgaria), definition of rules of procedure (*Finland defined the rules which guarantee equal representation of civil society organisations in public policy making*), while in others, cooperation was established under more flexible terms. The tables below illustrate examples of different actions taken by civil society organisations in development of two documents, the first being JIM, which reflects the pre-accession process, and the second being NSR, which reflects the membership.

Table 1: Examples of implementation of OMC goals in terms of involvement of relevant stakeholders in the stage of development of NSRs (NAP Inclusion documents)

Bulgaria	State and municipal administrations are required under the law to create conditions for active involvement and consultation of civil society organisations and social partners in the process of development, which means that without their participation in the process of consultation it is not possible to adopt any document in the domain of social protection and social inclusion.
Finland	Having a long standing practice of partnership between the government and the civil sector, Finland regulated its principles of good governance by passing the Administrative Procedure Act.
Estonia	The Ministry of Social Policy acts as a coordinator of the process of development and implementation of NAPs. The steering committee was appointed to ensure higher level of involvement of relevant partners (ministries and social partners). NGO sector is involved in the process of consultation through seminars which address issues of relevance to public policies. Each ministry is responsible for implementation of the plan as well as for involvement of relevant partners. Several civic associations are directly involved in activities of decrease of poverty and exclusion while other associations predominantly focus on provision of services. In Estonia, the process of development of the NSR was governed by the principle of the so-called "good engagement practice (GEP)" adopted by the government to promote it as a foundation of partnership. The GEP represents partnership document which presents eight principles which reflect clarity of goals, openness of communication and dedication to fulfilment of objectives. It is implemented in all areas of development of laws, regulations, strategic documents etc.
Latvia	The main interlocutor of the government in the process of public policy making in the domain of social inclusion is the Secretariat of the network of NGOs which acts as a mediator between the state, local administrations and the general public. In some way, this cooperation represents social partnership that serves as a forum for exchange of information, dissemination of best practices and establishment of cooperation in development of independent and current situation overviews.
Poland	Involvement of civil society is ensured through the so-called Public Benefit Work Council which consists of representatives of civil sector and NGOs and operates as a consultative and advisory body, serving, in addition, as the main forum for civic dialogue.
Ireland	The process of development is coordinated by the Department for Social Inclusion of PWDs (the ministry). Institutional arrangements for involvement of NGOs are defined at national, regional and local level[17]. The relevant role is attributed to the social partnership agreement. The main channel at national level for involvement of vulnerable groups and representatives of the NGO sector and civil society is the Social Inclusion Forum (SIF), which convenes annually through the National Economic and Social Forum. The role of the SIF is reflected in its involvement in the process of development, which enables its involvement in defining of key policies, as well as involvement in implementation and monitoring. At local level, representatives of local communities work through the Community and Volunteers Forum. The process of development of NAP Inclusion document relies on working groups the members of which include representatives of relevant ministries, social partners, local communities and civil sector covering six thematic areas (education, health, employment, rural poverty, housing).

Source: Estonia, NAP Inclusion, 2004.

[17] NAP Inclusion, 2003-2005 Ireland.

Table 2: Example of development of JIMs during the course of the pre-accession process

Croatia	The process of development of JIM was implemented through coordination between working groups which included representatives of civil society and the Ministry of Health and Social Welfare. In the interest of development of partnership, attention was focused to development of partnership between local government and civil society organisations through appointment of the Government Office for NGOs, the National Foundation for Civil Society Development, the Council for Civil Society Development and the Programme of Cooperation between the Government and the Non-governmental, Non-profit Sector. For the purpose of development of social dialogue, the government has signed the social agreement under the title: "Partnership for Development" with employers and trade unions, outlining the main common goals of partners in economic and social development. In addition, Croatia has also developed institutional arrangements for promotion of social dialogue, specifically: Economic and Social Council, which operates as an advisory body of the Government at national/regional level, the Government Office for Social Partnership, representatives of social partners serving as members of parliamentary working bodies, etc.
Bulgaria	Civil sector involvement in the process of development of JIM was organised during the process of consultation through expert working groups, while during the course of the decision making process, it was organised through the National Council for Rehabilitation and Social Integration. For the purpose of strengthening of partnership, the so-called group of "**Data users**" was established with the view of defining the threshold of poverty through broader social consensus. The group of Users includes representatives of NGO sector, trade unions, etc. and provides support in development of the system of monitoring and analysis of poverty, which contributes to better coordination of dialogue.
Slovenia	Institutional arrangements which supported the process of development of JIM reflect the role of civil sector, relying upon several bodies, namely: the National Council for Prevention of Poverty and Social Exclusion, the working groups and the NGO Centre. The National Council and working groups have mixed membership, including representatives of ministries, NGOs, trade unions, association of municipalities, municipalities and the media. The social dialogue is established at all levels (signing of the social agreement by the government, the trade union and the association of employers). Establishment of the NGO Centre by NGOs was recognised by the government of Slovenia as an important element in the process of its integration into the EU, which is why the Government funded this Centre's specific, jointly defined activities.
Czech Republic	Important support in the process of development of JIM as a part of establishment of institutional structure for the process of social inclusion was provided through the twinning project under the PHARE programme. The main coordinator of the process of social inclusion was the **Council for Social Inclusion** initiated and appointed by the Ministry of Labour and Social Policy. Five other bodies were responsible for key areas of social inclusion, specifically: the Council of Economic and Social Agreement, the Government Council for Non-governmental Non-profit Organisations, the Government Council for Roma Communities, the Government Board for Disability Issues and the National Minority Council. At regional level, 14 administrative regions at the level of the established NUTS 3 regions constitute working groups and NGOs, social partners and vulnerable groups get involved in their activities. The contribution of NGOs to the process of development of documents was also ensured through email communication, within the "European Gate" forum.
Estonia	Under the coordination of the Ministry for Social Policy, JIM was prepared by the central government. No specific bodies were created for the purpose of development of the documents and consultations. There was a significant degree of correlation between the process of development of JIM and the process of development of application for structural funds funding. Engaging in thematic working groups, the NGO sector represented the vulnerable groups and presented its views of recommendations, as well as took part in defining public policies in certain areas (for instance in the area of the issue of children at risk of social exclusion).

Source: JIM, Slovenia/Czech Republic/Estonia (2003), Bulgaria (2005), Croatia (2007)

The above tables illustrate different roles of civil sector in the process of development of JIM/NAP Inclusion documents, which varied from being formal to being informal. The European Union leaves it up to the member states to find their own way, in line with their internal social and political organisation, to ensure cooperation with the civil sector. Therefore, it is impossible to demonstrate the best practice, or the best way to involve the civil sector. The practice of other countries should serve as a guiding idea.

One of the elements that could restrict the involvement of civil society in the process of development of social inclusion documents is **lack of transparency of the process** and **lack of promotion of social inclusion.** One of the main objections to or weaknesses of NAP Inclusion[18] documents is precisely the lack of transparency and promotion, with public often being unaware of the existence of these processes. That has particularly negative impact on groups affected by social exclusion. Ensuring maximum **transparency**, different activities were undertaken ranging from publication of comments of stakeholders made during the course of the process of development of the first draft of NSR (NAP Inclusion) to involvement of the media and development of the media strategy of outreach activities focusing on public documents of national importance in the area of social policy, including national reports on the subject of social inclusion, Lisbon Strategy, Open Method of Coordination and the like. These activities strongly contribute to the process, but they do not necessarily have to be organised at the expense of the government. Romania, for instance, turned to the Twinning Light Project under the title: "Assistance in Monitoring and Implementation of JIM", during the course of development of JIM, precisely for the purpose of promotion of social inclusion, which was the effort co-funded by the government.

Participation of representatives of civil society in the process of development of social inclusion policies (this can also apply to public policies in general) can be significantly improved through implementation of the following activities:

- Dissemination of information on commencement of the process, plans/strategies and timelines;
- Distributing early versions of draft plans/strategies to NGOs or umbrella NGO organisations and other relevant stakeholders or posting early drafts on the Internet;
- Including NGOs into active bodies, such as working groups which create draft public policies, monitoring arrangements, etc;
- Promotion of the process of social inclusion through coordinating institutions and informing the public of the process of social inclusion, its benefits to vulnerable categories, possibilities of social inclusion for development etc;
- Participation in the decision making process at parliamentary level, through involvement of NGOs in discussions of parliamentary committees;
- Development of report on the process of consultation which reflects inputs received from NGOs and from other stakeholders.

[18] http://www.eapn.ie/publications/40

2.2. Role of civil sector in implementation of social inclusion policies

The role of civil society in the process of social inclusion is important to the entire cycle of public policy making. The issues of development and reintegration of persons into society is complex in nature, especially when they need to be implemented in the field, and the sources of funding keep dwindling. The experiences of EU member states indicate that the system of negotiation, consultation and coordination of relevant stakeholders and partners in development has significant impact on possibilities of absorption of financial instruments of the EU and implementation of national priorities. The European Social Fund, the main financial instrument for implementation of social inclusion policies directs the funds towards underdeveloped economic regions through operational programmes[19] (OPs), according to the defined priorities of national social inclusion strategies and employment strategies. The operative programmes are planned by EU member states in cooperation with the European Commission and implemented by a wide array of organisations within private, civil and public sector, which include national, regional and local levels of the government. Partnership represents a vital element of structural funds. However, with introduction of the principle of subsidiarity[20], each member state became responsible for establishment of partnership at national level. Therefore, how open any given state is to civil society and how involved associations are in the process differs from one state to another.

The argument that should motivate states to develop partnerships at all levels is that through association of material (financial and other) and non-material (experience, knowledge, networks, etc.) resources and development of policies and activities, they will be better equipped to respond to their territorial needs. In addition, partnership becomes extremely important in the context of absorption capacities of the EU which depend not only of the financial capacities of absorption, which is proportionate to state's capacity to co-finance certain undertakings, but also on administrative, that is, institutional capacities of absorption. The latter refers to "abilities and skills of central and local governments to prepare necessary plans, programmes and projects on time, to allocate funds for co-funding, to respond to reporting requirements, to oversee implementation and avoid irregularities".[21]

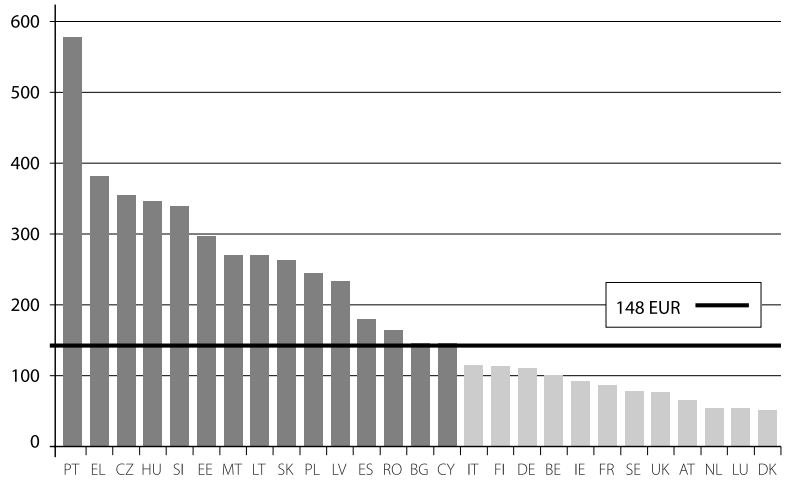
European funds represent the source of opportunities for economic development, social cohesion and development of human resources. However, the capacities for absorption of funding, which affect capacities for implementation and fulfilment of planned priorities, depend on many factors (See table 4 for illustration of the rate of absorption of the European Social Fund).

[19] http://ec.europa.eu/social/main.jsp?catId=325&langId=en

[20] The principle of Subsidiarity is an "organizing principle that matters ought to be handled by the smallest, lowest or least centralized competent authority". In the used context, the principle of subsidiarity was introduced in the Treaty of Maastricht and it means that the European Commission may take action in the areas which are not under the competency of the Commission only if member states themselves are unable to accomplish goals of the proposed activities.

[21] Mojmir Mrak. 2009. Presentation under the title: "Absorption of EU Structural Funds, the Case of Slovenia", Ljubljana

Chart 1: Use of funding from the European Social Fund per capita, for the period between 2007 and 2013 (in EUR per capita)



Source: Dominique Be, European Commission, European Social Fund, March 2009, Brussels

The chart clearly suggests that the main users of the European Social Fund are predominantly less affluent areas of the EU, in most cases new member states of the EU. For instance, Romania, which is placed at the bottom of the ladder (if we observe new member states) managed to absorb about 30% of the requested funds in 2007 (out of total of 0.23 million €, allocated for different projects from the ESF in 2008, only about 0.07 million € were actually used). Important factors which have impact on the level of implementation of social inclusion strategies include: "democratic articulation of needs and priorities, national ownership over structural funds as well as partnership between the central government, municipalities, NGOs and private businesses".[22] The efficient partnership requires competent partners, which means that well organised and informed NGO sector is of key importance.

The example of Portugal: ESF Programme through use of partnership for the purpose of professional reintegration of persons with disabilities (ESF priority area: Social inclusion)

CRPG (the Gaia Vocational Rehabilitation Centre) is a partnership of the following stakeholders: the Institute for training and employment, a government agency, and two private agencies managed by persons with disabilities. The CRPG provides services in the area of set up of teleworking business, by providing premises and technical support, training in the area of business management, establishment of contacts and making arrangements with clients. Wide array of training activities are available, tailored to individual needs and plans of rehabilitation. Over the period of 11 years, 770 persons have completed the training and about 70% of them either got employment or started their own businesses. (For more information, see: http://ec.europa.eu/employment_social/esf/projects/projects_en.htm).

[22] Marinov, V., Bahloul, H., Slay, B. 2006. Structural funds and the new member states: lessons learned. Development in transition, London School of Economics (LSE)

2.3. Role of civil sector in monitoring of JIM/NAP Inclusion documents

Civil society organisations usually monitor national policies, but that does not suggest that they monitor implementation of social inclusion policies, or in other words, perform monitoring of implementation of NAP Inclusion documents. In those member states where civil society does take part in the process of monitoring of NSRs, the monitoring itself, usually takes one of the following forms[23]:

- Specific events and projects related to monitoring,
- Partnership arrangements,
- Broader coalition of NGOs.

Monitoring represents a continuous process which goes hand in hand with implementation of policies in real time. For the purpose of monitoring implementation of social inclusion policies, it is quite common to establish bodies or comities for monitoring, the purpose of which is to monitor inputs and outputs, or in other words, to verify whether the funds were expended in line with the original purpose and intent, and then to report on whether the funds invested in programmes and project have actually yield effect and made impact on the target population. For that reason, bodies for monitoring have strategic role to test whether programmes contribute to fulfilment of strategic goals. However, truth is that in practice, more attention is focused to monitoring of "inputs and outputs" in terms of the financial indicators, and less to specific results and impacts of programmes.

Member states have different experiences in the domain of method and level of involvement of civil society in the process of monitoring of implementation of NAP Inclusion. In most cases, these experiences suggest rather formal presence in monitoring bodies, such as, for instance the monitoring committee, which are in most cases appointed in line with the operative programmes of the ESF, at national or regional level.

Most member states have less then 5 OPs, while the majority of them have only one. The exceptions are Germany, Spain and Italy, which operate with 18, 22 and 24 OPs[24] respectively. Operational programmes function in line with geographic principle (at national, regional level), but also in line with the principle of division among different sectors. In small countries, such as Estonia and Lithuania, partnership in OPs is established at national level, while for instance in Austria, strong emphasis was put on regions (through territorial pacts for employment in all nine regions). In addition to ESF OPs, it is also important to note that there are a number of ERDF OPs which function concurrently with ESF OPs. In most countries, rules of partnership apply to different operational programmes which involve a number of stakeholders such as: trade unions, employment agencies, associations of employers, government institutions at national, regional and local level, NGOs, private businesses and educational institutions. For example, in France representatives of civil society were involved in EFS monitoring through a regional level committee covering a region in which over 85% of resources of the fund were invested.

[23] Caritas. The European social inclusion process. See http://www.caritas-europa.org/module/FileLib/CONCEPT-TheEuropeanSocialInclusionProcessENWeb.pdf

[24] Cross Country Analyses.

The majority of member states took important action to meet three main criteria for better project management, in line with the rules of the EC which relate to: involvement of the relevant stakeholders in the process of development, implementation and monitoring of the ESF support, building capacities of social partners and creating partnerships, pacts and networks. In ***Belgium***[25], the Committee for Monitoring of Operational Programmes consists of representatives of government institutions, social partners, NGOs, local government and educational institutions and it makes decisions on OPs and their implementation, monitoring and evaluation on the basis of consensus. In ***Ireland***, participation of social partners in management of OPs is promoted through their participation in the Monitoring Committee which reflects the structure of the national social partnership in Ireland. In ***Spain,*** the emphasis is put on promotion of partnership through networking of relevant stakeholders at trans-national, national, regional and local level, in order to mobilise resources for reform processes in the area of employment and involvement in the labour market.

Table 3: Example of involvement of NGOs in the process of monitoring

Finland:	40 NGOs are represented in monitoring committees.
Estonia:	9 NGOs are represented in monitoring committees.
Czech Republic:	NGOs are involved in a number of committees for monitoring as well as in the INTERREG programme of cross-border cooperation, as observers.
France:	Umbrella NGO organisation for issues of social protection and health (UNIOPSS) as well as NGO addressing the issues of homeless persons (FNARS) are represented in the national ESF monitoring committee. Regional FNARS organisations participate in regional ESF committees, where about 85% ESF funds is allocated.
Great Britain:	NGOs are involved as equal partners in all existing monitoring committees and they focus on a wide array of topics, such as evaluation, sustainable development, trans-national programme, etc.
Germany:	Voluntary agency for social protection is represented in ESF/ERDF monitoring committees in each province and also at national level. NGOs operating in the area of social inclusion, environment and gender equality are represented in monitoring committees of operational programmes, as well as in the monitoring committee of the NSRF.
Slovenia:	NGOs operating in the area of social inclusion are involved, through their representatives, in the work of monitoring committee for the operational programme under the title: "Development of human resources".
Ireland:	Several NGOs are represented in monitoring committees, such as, for instance, the monitoring committee for the operational programme under the title: "Investment in Human Capital", in which representatives of Irish national organisation of unemployed take part.
Poland	Consultations of NGOs with the monitoring committee (SOP HRD) of the operational programme of development of human resources have contributed to needs of NGO sector to be included into this operational programme.

[25] Cross Country Analyses.

Strengthening of good governance practices, especially in regions of convergence[26], was recognised through the ESF programme cycle and ERDF regulations, but it was also recognised in regions, within goals of regional competitiveness and employment[27]. One of the areas in which ESF contributes to promotion of "good governance" is "**development of mechanisms for development, monitoring and evaluation of social inclusion policies at national, regional and local level**". For instance, during the current period, Hungary plans to develop standards and protocols as well as mechanisms of monitoring of social services. Slovakia, for instance, is introducing the system of quality management in public administration and in NGO sector in the area of social policy and employment, while the Czech Republic and Malta, are planning to implement the reform of the system of social services, within "promotion and development of social services" domain.

Involvement of civil society in monitoring of social inclusion policies does not have to imply membership in monitoring committees. This function implies other activities as well, for instance:

....participation in events and projects: in the **UK**, coordinating institution responsible for development of the NSR (NAP Incl.) is organising a conference, which includes participants from NGOs and persons who personally experienced poverty. This event was described by participants as a good way to get feedback on what is going on locally, get information on project results in pilot regions and their results or the local level outcomes of strategies funded from structural funds. In **Sweden**, the network of NGOs is one of organisers of a conference, which promoted the entire NGO sector as an important participant in the debate on poverty and social exclusion.

....through partnership: NGOs active in providing services (such as Caritas, for instance) usually have strong bilateral relationship with the relevant ministries, which creates opportunities for more detailed monitoring of the process of service provision, which is the case in **Germany**. In **Ireland**, NGO sector is a stakeholder in the process of social partnership, which aims to ensure efficient monitoring of implementation of social inclusion policies. Within the social partnership, representatives of NGOs serve as members in the management body, which represents an element of the system of monitoring as well.

....through NGO coalition: in **the Netherlands**, social coalition consists of about 40 national level and local level organisations with a secretariat, which operates on voluntary basis and organises meetings with relevant ministries once every two years, to discuss national policies within the NSR (EU policy and links with the Lisbon Strategy). For instance, in **Italy** there is no formal arrangement between civil society and local governments in the process of monitoring of implementation of the NSR; there is instead, a rather informal arrangement used to address many of the current social issues.

[26] Regions in which GDP is below 75% of the EU average.

[27] Three goals were defined through funds, specifically: convergence, regional competitiveness and employment (other regions) and EU territorial cooperation (cross-border areas)

2.4. Partnership of public and NGO sector – best practices

Experiences demonstrate that employment and social inclusion policies turn out to be rather complex, when attempt is made to implement them in practice, and sometimes their implementation turns out to be impossible when one institution or a limited number of institutions are involved in it. Social inclusion issues encompass a number of themes which require a broad approach in their definition and implementation. For that reason, multi-sectoral, integrative approach which not only encompasses different sectors horizontally, but also different levels of the government and civil sector is the approach capable of mobilising resources and bringing about changes in implementation of employment and social inclusion policies.

Considering the fact that the ESF is the main catalyst of initiatives and implementation of social inclusion policies, examples of good practice can also be reviewed through implementation of European Social Fund. Involvement of many "unconnected" groups into a partnership may primarily result in activities of these groups to complement one another, but it can also lead to creating a common vision, thus contributing to implementation of larger number of successful programmes and projects.

The ESF supports partnership through promotion and funding of activities which:

- Promote networking of stakeholders, including social partners and NGOs at supranational, national, regional and local level in the area of employment and inclusive labour market,
- Encourage involvement of social partners and NGOs in EFS funded projects, particularly in the area of social inclusion, gender equality and equal opportunities.

Example of partnership in the process of implementation of employment policies:

There are many examples of partnership of public and NGO sector in implementation of social inclusion policies. One such example in the area of employment is certainly reflected in territorial pacts which involve all relevant stakeholders in public and private sector in implementation of employment policies.

Territorial pact for employment on the territory of Voralberg province, Austria[28].

The area of partnership through territorial pact for employment geographically covers the canton/province of Voralberg with the population of 380,000 residents. Territorial pact represents a think-tank with strong advisory competences and it includes the following partners: cantonal government, employment agency, cantonal social policy office, chamber of trade, trade union association, industrial association and association of towns and municipalities of Vorarlberg canton.

The aim of the pact is to define advantages and potentials of regional stakeholders, improve coordination in the area of employment and improve efficiency of employment measures. In addition, the pact serves the purpose of creation of jobs and ensures constant inflow of

[28] European Commission. CARDS 2004. (2007). Local Employment Partnerships – phase 2.

EU funding in the region. During the course of 2005, the programme of implementation included the following activities:

- "Poorly qualified business sector": study of industrial potential of Voralberg in order to determine whether some services could be agreed towards creating of regional programme of creating employment opportunities, and what services would be the most appropriate;
- Organisation of regional conference under the title: "Optimum number of jobs – guidelines of employment and regional demand";
- At the same time, the Pact defines recommendations for public policies for each of the priority areas of the Pact.

What contributed to territorial employment pact to become so valuable is certainly development of employment policies through participation of all relevant stakeholders capable of making contribution towards implementation of the process and ensure realisation of policies. The main source of funding of the partnership is the European Social Fund.

BEST Project, Berlin: Encouraging employment through social entrepreneurship[29]

The project was focused on specific areas of Berlin, where new forms of local enterprises operating as social cooperatives and local district enterprises were established in pilot phase. The aim of the project is to implement local developmental strategy focusing on local population. It was supported by local developmental agencies, the so-called BEST ("*Berliner Entwicklungsagentur für soziale Unternehmen und Stadtteilökonomie*").

The project aims to mobilise creative abilities of the local workforce, encourage income earning, provide assistance to those who require it as well as to improve the living and working conditions of people populating the area. The project aims to accomplish these goals through establishment of social enterprises and encouragement of networking, development of new partnerships and cooperation between local entities and improvement of professionalism within the existing partnership. The final result of BEST project is model of developmental agency for social entrepreneurship and local economy which would promote and applied at national level and even at the level of the EU, following the experience in implementation of the project in three regions of eastern Berlin.

Example of partnership and cooperation between NGO and public sector in Hungary

Hungary is perceived as a leader on the territory of Eastern and South-Eastern Europe, in the area of development of mechanism of partnership between public and NGO sector. Over the past two decades, the cooperation between public and NGO sector in Hungary was institutionalised both horizontally and vertically, through public administration. At first, the cooperation was based on cooperation between the individual ministries and NGOs, and within some specific ministries (social sector and employment) councils or working groups were established to address specific issues of importance to NGOs.

Civil Society Liaison Office operating within the Ministry of Labour and Social Policy (initially within the cabinet of the Prime Minister) was established under the government

[29] Ibid

decree of 1998. The office is headed by a director, who is a representative of the NGO sector. Competencies of the Office relate to initiation and development of draft laws for development of civil society, provision of information on EU funds and monitoring of implementation and operation of the National Civil Fund Program[30]. To date, almost each ministry in Hungary has either an office or a focal point responsible for cooperation with civil society[31].

At **parliamentary level**, Human Rights, Religion and Minorities Committee was established (which combined two institutions with their competencies, specifically, the Parliamentary Committee for Support to Civil Society, which was established back in 1990 and the National Civil Society Fund), to provide grants to national associations. It is responsible for the process of adoption of laws of relevance to civil sector, dissemination of information to civil society, coordination of participation of NGOs in different meeting of councils/ committees etc.

At **local level**, local governments developed different mechanisms to work with NGOs, through, for instance, different forms of local legislative committees, officers for cooperation with civil society, and in some cases also through establishment of offices for relations with civil society. Lately, changes in cooperation moved towards adoption of professional norms and attempts to introduce changes in order to improve the partnership.

2.5. Experience in funding of NGOs in implementation of social inclusion policies

Funding of social inclusion policies primarily relies on capacities of European funds, as the major source of funding in the pre-accession phase of the process of integration into the EU or within the membership in the EU.

Hundreds of NGOs in the EU and across the world use the EU funds and, according to the estimate of the Commission[32] over 1,000 million € was allocated annually to NGOs implementing projects of service provision. European policies cover wide variety of areas of interest to NGO sector such as: prevention of social exclusion, consumer protection, research, education, training, consumer protection, healthcare and similar areas, which encourages many NGOs to adapt their strategies to these areas of interest. Activities of NGOs can also be funded through co-funding arrangements (with NGOs applying for funding from, for instance, the ESF, on the basis of co-funding, or under some of many community programmes and budget lines opened for NGOs), contracting (NGOs as contractors of EU institutions, applying through public procurement tenders for research, implementation of EU policies etc.), involvement in partnership with NGOs in the EU to implement EU projects etc.

[30] Hadzi-Miceva, Katerina. Legal and Institutional Mechanisms for NGO-Government Cooperation in Croatia, Estonia, and Hungary. The International Journal of Not-for-Profit Law. Volume 10, Issue 4, August 2008.
[31] Ibid.
[32] European Commission, 2000, Discussion paper on Non governmental organizations.

Information on European funds and opportunities to use them represents a key to successful fundraising. However, despite large number of information on funding opportunities being posted on web pages of the European Commission, the information is mainly scattered on different pages and dedicated to different organisational sections of the Commission, which obscures the picture. That illustrates the negative side of European funds, which is predominantly the result of complex administrative system of the Commission, based on cumbersome paperwork. This can represent an obstacle to associations (NGOs), who are, due to their own underdeveloped capacities, often unable to use opportunities provided within EU funds. In addition, financial rules of the EU often set requirements to organisations applying for funds expecting that the applying organisations would ensure co-funding as well as guarantees from financial institutions, where failure to provide such assurances of co-funding and guarantees may represent a ground for automatic rejection of application. For that reason, caution is advised in addition to skills in the area of development of project proposal documentation and ability to run projects and finances. However, this does not necessarily suggest a negative connotation. Filling out applications can be laborious, but at the same time useful work which encourages associations to look for partners thus expand their networks to other regions and even to other countries and other types of organisations but also to build their own internal capacities.

Three funds are at disposal to EU member states for implementation of social inclusion policies, namely: **the EU Social Fund** (ESF), **the Cohesion Fund** (CF) and **the European Regional Development Fund** (ERDF). EU Social Fund (ESF) represents a main instrument at disposal to the European Union within the framework of one programmatic cycle of seven years (current programme cycle covers the period between 2007 and 2013) aiming to contribute to fulfilment of common objectives of social and employment policies. Resources of funds, in line with the principle of co-funding, complement national, regional and local sources of funding of social protection and social inclusion policies. The main focus of the ESF is on social inclusion of vulnerable categories with the view of their sustainable integration in the labour market, promoting measures of employment, social entrepreneurship, approach to professional education and life-long learning through EU VET programme, health protection and other measures and services contributing to improving opportunities for employment. In addition, the ESF supports good governance goals, transparency and involvement of all stakeholders of relevance to NGO sector in the convergence region.

During the course of programme period of 2007 to 2013, the ESF has allocated a total of 76.2 billion € within the framework of 117 operation programmes (OPs). 10 billion € or 12.4%[33] of the total value of the fund was allocated for social inclusion priority.

[33] Joint report 2008.

Table 4: ESF Fund allocations

Amount allocated from the ESF Fund	Funds used for the purpose of:
16.8 billion €	Development of social infrastructure in the most underdeveloped areas
0.2 billion €	OP for improvement of social inclusion of vulnerable categories of citizens
Over 1 billion €	OP for improvement of human capital
0.4 billion €	OP for support to reform in the area of employment and inclusion
1 billion €	OP for increase of adaptability of workforce, businesses and entrepreneurs

Source: European Social Fund (es.europa.eu/employment_social/esf)

In addition to the ESF, the EU Regional Development Fund promotes public and private investment with the view of decrease of disparity among regions. By providing support to regional development and creating higher quantity and quality of jobs, it directly contributes to higher rate of employment of vulnerable categories. The ERDF is a fund which primarily invests into social infrastructure (education, healthcare, child protection, housing, etc.) in convergence regions. For the same programme period of 2007 to 2013, the ERDF has allocated a total of 267.8 billion €, distributed to a total of 314 operational programmes.

Most of the resources of the Fund go to poor regions, predominantly in new EU member states. 75% of the ERDF fund was allocated during the period between 2007 and 2013 to convergence regions. Allocations for the same regions from the ESF totalled 82% of the total available within the Fund, while the Cohesion Fund was fully dedicated to convergence regions. For that reason, in the interest of successful allocation of funds, it is recommended to all NGOs involved in the area of social inclusion to obtain the most essential documents available (from national or regional governments and/or the European Commission), namely: the EU Guidelines, the EU regulations, the NSRF document, operational programmes, IPs and NDPs.

ERDF and ESF investments are designed to complement each other; however they do not represent all of the sources of funding of EU member states in these areas. Several OPs support **development of social entrepreneurship** which represents an important source of employment in the areas where traditional businesses often cannot be sustainable. Social entrepreneurship is, for instance, supported through funds in Bulgaria, Poland, Luxembourg and Italy, as well as through agencies providing support to this sector in the form of advisory, training, legal and financial services. In Romania, for instance, the support is provided to development of necessary mechanisms for full implementation of the concept of social entrepreneurship.

NGOs compete with other stakeholders, including municipalities, private businesses, public organisations and other institutions for funding from the European Social Fund, which is the most important source of funding of social inclusion policies. The rules of structural funds do not predetermine the body that will implement programmes of structural funds. The OP

management body should encourage adequate participation and access of NGOs in activities of funding in the domain of social inclusion, gender equality and equal opportunities.[34]

Good practices[35] in the area of funding of NGO activities of social inclusion:

Estonia: "Multi-regional programme to combat discrimination" commenced in 2000, with the view of bringing about improvement in the area of active involvement of vulnerable categories of citizens. The programme was based on integrated approach, mobilising all relevant stakeholders in the intent to offer flexible and individualised options for integration of vulnerable categories of citizens. According to the report produced through the monitoring system, over the period of five years, about 64,000 employment agreements were signed, 620 businesses set up, 45,000 persons trained, etc. The project contributed to strengthening of network of NGOs working with this category of citizens.

Italy: Through the project under the title: "Use of ESF funding for the purpose of promotion of integration of vulnerable categories of citizens in the labour market, through non-profitable organisations", small grants totalling between 10,000 and 50,000 € were disbursed to non-profitable organisations for projects of promotion of integration of vulnerable categories of citizens into the labour market, primarily through promotion of entrepreneurship and self-employment. Supporting bodies organised support and training. Another aim of the programme was to strengthen the network of non-profitable organisations in the northern region of Italy.

In **Germany,** social work centres have provided 40 million €, through ESF programmes for: a) social entrepreneurship, and b) social integration of persons excluded from the labour market, in cooperation with the management body operating within the federal level association of voluntary organisations active in the area of social protection in Berlin. In Lower Saxony (Germany), a total of 91.3 million € was provided for programmes of support for persons with disabilities and integration into labour market. In the same province, six large NGOs, in cooperation with the EU office for voluntary agencies operating in the domain of social protection, created a budget for development and improvement of project models in the area of social inclusion.

Portugal[36]: An NGO from Portugal, under the name: EAPN, proposed a project within the framework of the OP "Human Capacity Development" within the ESF priority: "Professional management and training". Three applications totalling 1.3 million € were approved for training and social entrepreneurship programmes under the name: QUAL-IS, while the fourth was approved under the name: SIQ. That way, 89 organisations became involved in training of NGOs in order to improve the quality of their services, hiring 10 new staff for the period between 2008 and 2009.

Slovenia: Two new measures of social inclusion are designed to provide funding for NGOs, within the framework of the "Human Capacity Development" OP. Measure 1: "**Equal opportunities in the labour market and strengthening of social inclusion**" and Measure

[34] ESF. Reg. 5.4.
[35] Joint Report 2007.
[36] EAPN Structural funds manual 2007-2013.

2: "**Increasing chances for employment of vulnerable categories of citizens in the area of culture and support to their social inclusion**", combined, total 58 million €. Measure 1 is focused on projects and campaigns tailored for the benefit of persons unemployed over long period of time, older then 50, young persons at risk, persons looking for employment for the first time, persons with disabilities, ethnic minorities etc. It is expected that projects would include social entrepreneurship initiatives, services of care for children and elderly persons, on the job training and activities aiming at creating jobs.

3. Social Inclusion Strategy in BiH

Social inclusion is a process initiated in the EU in 2000. In BiH, the problems of social exclusion first entered into debate following publication of the Human Development Report (UNDP/IBHI, 2007), which presented indicators of social exclusion as well as groups at risk of social exclusion. Having learned a valuable lesson through the Poverty Reduction Strategy Paper, the implementation of which did not have effect on decrease of poverty of the population of BiH, BiH had to look for a different approach to be able to make a progress in the long run in terms of the quality of living of its citizens. Certain number of factors contributed to decision of the Council of Ministers to commence development of the Social Inclusion Strategy, specifically:

1) Poverty and social exclusion situation in BiH (See Chapter 3.1.),
2) Resolution of the issue of poverty through passive social policies, or to be more specific, through social transfers, turned out to be ineffective (comparative poverty data from 2004 and 2007 indicated that there were no changes and that neither decrease nor increase of poverty occurred),
3) Requirements resulting from the process of integration into the EU, during the course of which, upon becoming a candidate, BiH will be required to prepare the Joint Inclusion Memorandum (JIM) which is expected to discuss challenges experienced by the country in addressing the issues of social exclusion as well as the ways in which those issues will be addressed, taking into account the EU guidelines in the area of social inclusion,
4) Capacity to absorb funds (at the moment only two components of IPA funds are available, specifically, for institutional development and cross-border cooperation, with additional two components to become available upon becoming a candidate),
5) Government sector capacity building, which requires certain time and funding.

These factors make the Social Inclusion Strategy an important document to BiH, representing a step in right direction in the process of harmonisation of social development in BiH with the EU standards. Development of the Social Inclusion Strategy is underway and the process is coordinated by the Directorate for Economic Planning, which operates within the Council of Ministers of BiH. For the purpose of development of the draft Strategy, six working groups were appointed to cover six thematic areas, or strategic objectives, as follows:

- Social policy as a vehicle of employment,
- Improvement of position of families with children,

- Improvement of education,
- Improvement of health protection,
- Improvement of pension policy,
- Improvement of position of persons with disabilities.

During the course of appointment of members of working groups, special emphasis was put on involvement of relevant representatives of public and civil sector. Non-governmental organisations nominated their representatives in working groups through the NGO Council and the Network for Issues of Elderly Persons. In line with the defined procedure of development of documents, their members will work towards defining priorities, measures and activities. During the process of document development, EU guidelines in the area of social inclusion were taken into account, in addition to addressing relevant issues of key importance for strategy implementation, such as, for instance, establishment of good governance system.

Overview of the process structure of development of the Social Inclusion Strategy:

1. Defining proposed goals, on the basis of analysis of the existing entity level and state level strategic documents, in line with the method of "cooperative planning",
2. Adoption of objectives by the advisory board of the Project,
3. Development of situation and SWOT analysis with proposed priorities and measures (overview of the situation and positioning of BiH in regional and EU context),
4. Early consultations with public and civil sector with the view of verification of findings of situation and SWOT analyses,
5. Laying groundwork for working groups (Manual for strategy development, ToR),
6. Nomination and appointment of members and moderators of working groups by the relevant institutions,
7. Development of the first draft of the document with defined priorities and measures for each of the six objectives, through two to three cycles of workshops,
8. Action plans which encompass defining activities, assessment of their financial expenditures, establishment of monitoring system,
9. Ex-ante evaluations, with the view of assessment of capacities for implementation of specific policies,
10. Adoption of document,
11. Development of operational programmes focusing on EU funds.

3.1. Key vulnerable groups, poverty and exclusion situation

According to the National Human Development Report (UNDP/IBHI, 2007), which formally introduced the term of "social exclusion" in the public debate in BiH, the percentage of socially excluded persons in BiH was calculated using the social exclusion index (to be more specific, three indexes of social exclusion were calculated, namely: human social exclusion index, index of extreme social exclusion and index of long term social exclusion). **The Human Social Exclusion Index (HSEI)** is found to be at 50.32%. It was calculated on the basis of five categories of exclusion and seven indicators which refer to:

- **Standard of living**
  Indicator1: citizens living below the poverty threshold
  Indicator 2: long term unemployment
- **Education**
  Indicator 3: persons older then 15 who have not completed elementary education
- **Health status**
  Indicator 4: persons without health insurance coverage
- **Participation in society**
  Indicator 5: persons who do not vote
  Indicator 6: persons who do not participate in organised social events
- **Access to services**
  Indicator 7: households without telephone connection.

In addition, according to **the Index of extreme social exclusion (HSEI 1),** 21.85% of the population is excluded from the basic processes and needs. The differences between the FBiH (24.53) and the RS (20.01) are notable; the same applies to differences between urban (19.75) and rural (23.57) population. Expressed in percentage, rural population is by 19% more extremely socially excluded then urban population. The third index, **the Index of long term social exclusion (HSEI 2)** of BiH population is found to be at 47%. There are no major variances between rural (47.14) and urban (47.54) population in this regard, nor between entities (FBiH 47.14 and RS 47.32). This index differs compared with the other two, because it measures the segment of the population of BiH which is exposed to risk of long term exclusion, due to lack of opportunities for self-advancement.

The social exclusion situation is further illustrated by the poverty data (HBS, 2007) which is based on consumption. It indicated that 17.8% of the population lives below the poverty threshold (2,857.31 KM per year) while additional 30% of the population is placed immediately above the poverty threshold. Food makes only 34% of the total consumption of the poor, which suggests the importance of other components in survival. The current circumstances focusing on decrease of poverty are passive in their nature, unsustainable in the long run and they relate exclusively to social protection transfers. Not only experiences, but also the EU social policy guidelines suggest inefficiency of such measure and necessity of reform of the system of social benefits.

Key vulnerable categories are: minorities, elderly persons, children at risk of poverty, youth without adequate education, displaced persons and refugees, persons who are unemployed over extended period of time and persons with disabilities.

3.2. Role of civil society in development of Social Inclusion Strategy

The process of social inclusion commenced in late 2007, when the Council of Ministers made a decision on methodology of development of the Development Strategy and the Social Inclusion Strategy, based on the method of the so-called ”cooperative planning”. The first step in the process required development of an analytical basis or a study reflecting the current situation in the area of employment, social policy, health protection, pension policy

and education, which takes into account the position of vulnerable groups such as persons with disabilities, families with children, elderly persons, minorities, youth without adequate education, refugees and displaced persons, persons unemployed over extended period of time, etc.

Civil society was involved in the process of early consultation at the very beginning, through round table discussions, and debate on the current situation in areas addressed within the Social Inclusion Strategy. This step reflected to need to reach an agreement between the government and the civil sector, including the NGO sector, about the current situation and verify the finding of the situation overview and SWOT analysis which encompassed the following elements: positioning of BiH in regional and EU contexts, analysis of legal and institutional framework, analysis of human and financial resources, analysis of domestic policies and key challenges, SWOT matrix and proposed priority measures for each of six objectives of the Social Inclusion Strategy. The process of early consultation was followed by appointment of working groups the members of which were nominated from among representatives of NGO networks, trade unions, associations of employers and other civil society stakeholders to serve in working bodies with the view of defining challenges of social inclusion and determining priorities and measures as a foundation for development of action plans.

What is missing at the moment is stronger promotion of the social inclusion concept, the importance of development of the Social Inclusion Strategy and its importance to the process of integration into the EU as well as its importance to vulnerable categories of citizens and the process of raising awareness of lower levels of the government of the ongoing processes in BiH.

4. Illustration of NGO sector in BiH

4.1. Size of NGO sector and structure of activities of NGOs

According to the IBHI Study (2005) official data, the number of registered NGOs in BiH was 9,095, but has increased significantly to 12,189 NGOs[37] in 2008 (approx. 1 NGO to 280 citizens in 2008). Out of total number of registered NGOs, 50% are active (in 2005, according to the same IBHI Study, 4,629 NGOs were active), although according to some sources, (USAID) the actual number of operational NGOs is much lower. For the sake of comparison, 34,149 NGOs are registered in the Republic of Croatia (how many are active is not known)[38], which amounts to about one NGO to 130 citizens[39], while the number of NGOs registered in the Republic of Serbia is much lower (2,000).[40] During the course of 2004, NGO sector employed 2.3%[41] of active workforce of BiH on full time basis, with additional 5.36% of active workforce working as volunteers. However, how can this ratio

[37] Kronauer Consulting. (2009), Civil Sector Analysis in BiH.

[38] Tomislav Tadić, "One association to 129 citizens", (16-17/02/08), www.vjesnik.hr/pdf/2008/02/16/06A6.PDF

[39] JIM. (2007). According to 2004 census data, the population of Croatia totals 4.439 million citizens

[40] Non-profitable Sector Development Centre, See: www.crnps.org.yu

[41] USAID, (2004), Civil Society Assessment in BiH

between the number of NGOs and the number of citizens be interpreted and is this number sufficient in the case of BiH or not, are questions that remain to be answered. Growth of NGO sector should be observed as a positive trend, since it indicates higher level of social awareness and desire of citizens to get involved in community dialogue through NGOs and contribute to higher level of democratisation of our society.

Considering the fact that there is no unique register of associations in BiH, it is practically impossible to engage into more detailed analysis of the sector. Civil sector[42] is largely dominated by sport associations, followed by associations of different interest groups (for instance, associations of persons with disabilities, employers, pensioners, citizens, etc.), while the fewest among them deal with employee rights, civil society promotion and development, peace initiatives etc. Only small number of active associations (NGOs) can be considered professional organisations representing a critical mass of the NGO sector[43].

The NGO sector is structured as follows: In terms of *type of organisation*[44] the majority of the sector consists of associations (66.5%) working for the benefit of their members (sport, specific interest, leisure activities, professional, returnee and other types of associations), while 33.5% associations work for the common good of society. Associations predominantly operate at local/cantonal level, and in most cases they are also registered at the same level. Only 21.4% of associations are registered at the level of BiH, by the Ministry of Justice, with smallest number of the total being registered at entity level (5.4%) and the majority (56.3%) are registered at cantonal level. The structure of civil society indicates that the majority of registered associations operate in small towns populated by less then 100,000 residents, while fewest associations (6.7%) operate in rural settlements with less then 1,000 residents. When it comes to associations undertaking research wok, the primary area of interest for most of them is sport, youth issues and protection of rights and interests of veterans. We have not identified a single association dealing primarily with struggle against corruption. The most common **areas of interest of associations** are education, local community actions, counselling, lobbying and advocacy work, while they are least engaged in public policy monitoring and operation of state institutions. Among associations who were successful in their attempts to attract EU funding, the most dominant are the associations working for the common good (80%), and these are predominantly associations of women, associations addressing issues of youth and children, protection of human rights and environment protection. It is interesting to note that associations with strongest technical and professional capacities, experienced in implementation of projects funded by the European Commission, see lack of highly skilled staff and lack of necessary financial resources for development of project proposals as the main obstacle to applying for EU funding and identifying opportunities for co-funding. That could represent a serious problem to NGO sector in applying for community programmes which require co-funding ranging between 10% and 20%. Only negligible number of associations has funding ranging between 100,000 and 200.000 € available to be used for the purpose of co-funding of serious project initiatives.

[42] Analysis of Civil Society Situation in BiH

[43] USAID, (2004), Civil Society Assessment in BiH,

[44] Kronauer Consulting. (2009). Civil Sector Analysis in BiH.

The areas in which the NGO sector has somewhat developed skills represent the areas where further professionalization of the sector is also needed (Kronauer Consulting, 2009). These areas include strategic planning, project proposal writing, budgeting, organisational/ financial and project management, fundraising, philanthropy, public relations and public policy analysis, monitoring and evaluation.

4.2. Funding of NGOs from local sources and analysis of structure of activities supported

To date, activities of NGO sector have in most cases been dependent on international community funding, with smaller share of funding being provided from budgets, private contributions and other activities. Although local sources fund activities of civil society organisations, that certainly still does not represent a significant factor to sustainability of this sector, especially having in mind the fact that financial support of the international community is dwindling and that abilities of local budgets to provide funding have been compromised due to the effect of the global economic crisis. Therefore, civil society, and especially NGO non-profitable sector faces the challenge of survival, having no alternative to pursuit of new models and sources of funding, primarily through establishment of partnership with public and private sector and through individual donations (philanthropy). UMCOR promoted individual philanthropy[45] in BiH in order to develop local sources of funding of NGO sector, which is expected to create certain value through its contacts with citizens, interest groups and communities. However, success in identifying local sources of funding will greatly depend on further legal, fiscal and tax reform and on economic growth in general.

When it comes to sources of funding for activities of non-governmental organisations, the highest percentage (49.44%) of associations are funded by **local/regional administration,** which is confirmed by the result of the research conducted by Kronauer Consulting[46] and Independent Bureau for Humanitarian Issues (IBHI)[47] in 2008. Associations mainly funded from these sources include sport, cultural/artistic, humanitarian and associations addressing issues of local economic development, civic initiatives and social associations (62.56%). **Membership fees** (36.7%) as a source of funding are predominantly collected by common interest, professional and sport associations. About 36% of associations are funded through **international donor organisations** and these are mainly involved in civic initiatives, humanitarian and social work, economic activities, gender equally and youth issues. About 36% of associations are **self-funded**. These associations are in most cases active in the area of environment protection, animal rights, education issues, protection of children, sport and leisure activities. **Ministries at state, entity and cantonal level** in BiH provide funding to about 31% of associations involved in civic initiatives, local economic development, gender equality, youth issues, sport, culture etc. Government funding is in

[45] The United States Agency for International Development (USAID), (2004), Civil Society Assessment in BiH

[46] Analysis of institutional cooperation between the government and the non-governmental sector in BiH, Kronauer Consulting, 2009

[47] IBHI, Government Allocations for the Non-governmental Sector in BiH in 2008, IBHI, 2008

most cases provided by ministries (79%), for culture, sport and social issues. **Voluntary contributions** account for 17.22% of the funding of associations (as a source of funding), predominantly provided to associations involved in activities of protection of women, rural and agricultural development, social issues and culture and leisure activities.

In addition to sources of funding listed here, the majority of associations is funded through **project activities** (65.6%). Associations applying to EU funds for funding to implement their projects perceive co-funding requirements as the biggest problem. The majority of associations (35.2%) find that the most common problem they are confronted with in implementation of their projects is reflected in the fact that local donors (municipalities, cantons and entity ministries) tend to provide partial funding for implementation of proposed projects, which leads these associations to commence implementation of project activities only to find themselves unable to complete them due to shortage of funding (some associations were even forced to get loans from banks to be able to meet their contractual responsibilities). For instance, clear procedures and criteria for selection of projects to be funded from cantonal and even from municipal budgets are not available. The only exception is the **Decision to determine criteria for co-funding of programmes and projects of citizens' associations** enacted at cantonal level, which specifies criteria and principles used by member of selection committee when selecting projects to be funded. Funding from the budget of the RS government is provided to organisations declared to be "of special interests", but it needs to be added that unique methodology for allocation of funding to NGOs is not in place.

Table 5: Overview of revenue of NGOs in 2008.

Amount of Income (KM)	Percentage of Associations
Less then 3,000	19.0%
3,000 – 30,000	39.3%
30,000 – 100,000	13.5%
100,000 – 500,000	19.02%
500,000 – 1,000.000	6.12%
More then 1,000,000	3.06%

In 2008, the majority of associations operated with income ranging between 3,000 and 30,000 KM (see the table above).

Economic potential of the NGO sector in 2004 was estimated to **552.7 million KM** or **4.5% of GDP** (annual income of the NGO sector[48]) with annual expenditures of 300.6 mil KM or 2.4% of GDP. Total funding planned within budgets at all levels for the NGO sector in 2008,

[48] Annual income of NGO sector in 2004 was estimated to 552,709,876 KM, which equals 4.5% of GDP, while the annual expenditures are estimated to 300,673,358 KM (2.4% of GDP). These numbers indicate that NGO

amounted to **118.03 million KM**[49] (107.22 million KM[50] in 2007). Broken down by entities, the Federation allocated a total of **61.8 million KM**[51] (70.72 million KM in 2007), while the RS allocated a total of **41.6 million KM** (35.8 million KM in 2007). Lower amount of allocations for the NGO sector in 2008 in the RS is questionable, since the Ministry of Family, Youth and Sport within the Government of Republika Srpska did not participate in the survey made during the course of 2008, despite having allocated substantial amount for the NGO sector a year before. Furthermore, according to the budget of the RS Government for 2008, the Ministry planned to allocate about 6.5 mil KM more for funding to associations of citizens in 2008, compared to 2007, which means that 666.400 KM more was planned to be allocated at the level of the RS Government for funding of associations, compared with 2007.

Governments in BiH (see the table 6) approximately allocate between 0.5 and 1% of their total budgets for support to implementation of activities of the NGO sector. Table 7 illustrates the amount of planned allocations for the non-profitable sector, as reported by interviewed institutions, compared with budget allocations of the governments of BiH, FBiH and the RS in 2007.

Table 6: Amount of planned budget allocations for support to NGO sector in 2007 (interviewed institutions)

	Planned allocations for support to NGO sector (KM)	Budget (KM)	Share of planned funding in the total budget
BiH Government	2,392,000.00	479,642,174.006[52]	0.50%
FBiH Government	14,805,847.00	1,548,311,236.007[53]	0.96%
RS Government	6,406,855.00	1,250,000,000.008[54]	0.51%

sector in BiH mobilises substantial resources of the country and has an important impact on the economy of BiH.

[49] IBHI, SDC, (2008), Research conducted by IBHI in 2007 and 2008 included 76% of government institutions (214 out of 280) including ministries at BiH/FBiH/RS level and the level of cantons in the FBiH and municipalities in the FBH/the RS.

[50] IBHI, SDC, (2008), Allocations of Government for Non-governmental Sector in BiH in 2007

[51] Entity assessments include data obtained from the study done for entity ministries, cantonal ministries in the FBiH and municipalities. According to the data available to the Government of the FBiH, allocations for grants to non-profitable organisations in 2007 totalled **46,375,920.44 KM**. This amount corresponds to allocations of all institutions within the Government of the Federation of BiH, which is why it exceeds the number reported within the survey covering the level of the Government of the FBiH, (14,805,847.00 KM) which relates to Federal institutions directly responsible for support to the social system in BiH. www.fmf.gov.ba/budzet-07/izvjestaj%20o%20izvrs%20budžet.htm

[52] Audit Office of Institutions of BiH, Reports on Audit of Institutions of BiH in 2007, www.revizija.gov.ba/bs/audit-rep/arhiva07.asp

[53] Budget of the Federation of BiH, Government of the Federation of Bosnia and Herzegovina, www.fbihvlada.gov.ba/bosanski/budzet/2007.php

[54] Government of Republika Srpska, New Budget, Budget for 2007, www.vladars.net/sr-SP-Cyrl/Vlada/Aktivnosti/Documents/Budzet%202007.pdf

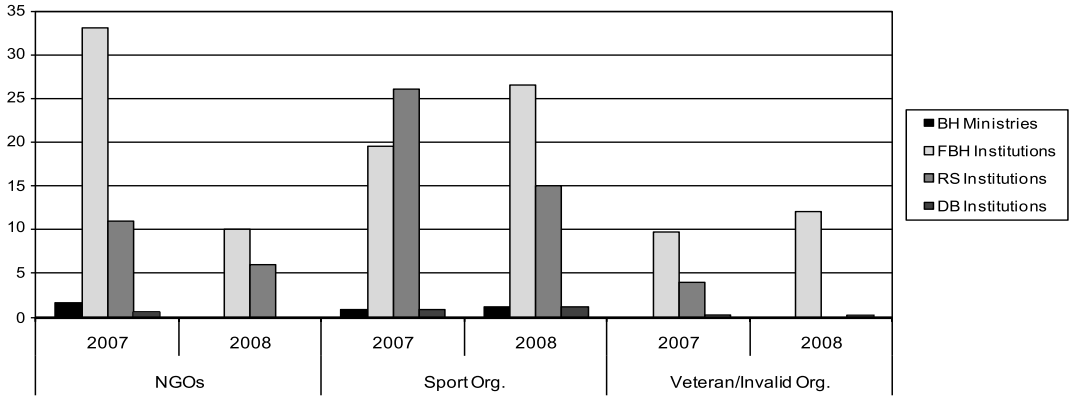
Table 7: Funding allocated to non-governmental sector in BiH

Administrative level	Total (KM)	Associations (KM)	Sport orgs. (KM)	Associations of veterans and disabled veterans and similar assoc. (KM)
BiH ministries	2,392,000.00	1,542,000.00	850,000.00	0.00
	2,392,000.00	**1,542,000.00**	**850,000.00**	**0.00**
FBiH ministries	14,805,847.00	11,648,247.00	1,628,800.00	1,528,800.00
RS ministries	6,406,855.00	2,459,323.00	3,339,000.00	608,532.00
Brčko District institutions	1,425,000.00	325,000.00	800,000.00	300,000.00
	22,637,702.00	**14,432,570.00**	**5,767,800.00**	**2,437,332.00**
FBiH municipalities	24,230,911.29	10,584,595.49	9,490,777.80	4,155,538.00
RS municipalities	35,205,070.76	8,793,762.24	23,046,146.48	3,365,162.04
	59,435,982.05	**19,378,357.73**	**32,536,924.28**	**7,520,700.04**
Una-Sana Canton	3,912,650.00	2,638,650.00	729,000.00	545,000.00
Posavina Canton	592,000.00	291,455.00	238,545.00	62,000.00
Tuzla Canton	1,793,800.00	907,800.00	60,000.00	826,000.00
Zenica-Doboj Canton	2,293,824.00	784,324.00	1,007,500.00	502,000.00
Bosnian Podrinje Canton	709,508.00	100,208.00	443,300.00	166,000.00
Central Bosnia Canton	1,641,000.00	630,000.00	611,000.00	400,000.00
Herzegovina-Neretva Canton	992,000.00	695,000.00	297,000.00	0.00
Western Herzegovina Canton	1,159,600.00	563,800.00	273,500.00	322,300.00
Sarajevo Canton	9,244,750.00	3,834,100.00	4,315,650.00	1,095,000.00
Canton 10	414,500.00	272,500.00	100,000.00	42,000.00
	22,753,632.00	**10,717,837.00**	**8,075,495.00**	**3,960,300.00**
TOTAL	**107,219,316.05**	**46,070,764.73**	**47,230,219.28**	**13,918,332.04**

Having in mind the total annual income of the NGO sector of 552.7 million KM from different sources (*international donations, local budgets, membership fees, etc.*) and the number of active NGOs of 4,629 (in 2004) the **average annual income** of NGOs in 2007 amounted to **119,402 KM**. Following the same logic, **budget allocations per association** would amount to **23,163 KM** or 19.4% of the total income provided from different sources. In allocation of public funds to NGOs in 2007, only 20.5% of government institutions used tender procedures, while other institutions either award funding using public invitation (38.7%) or did not use tender procedure at all (40.8%). A total of 27.1 million KM was

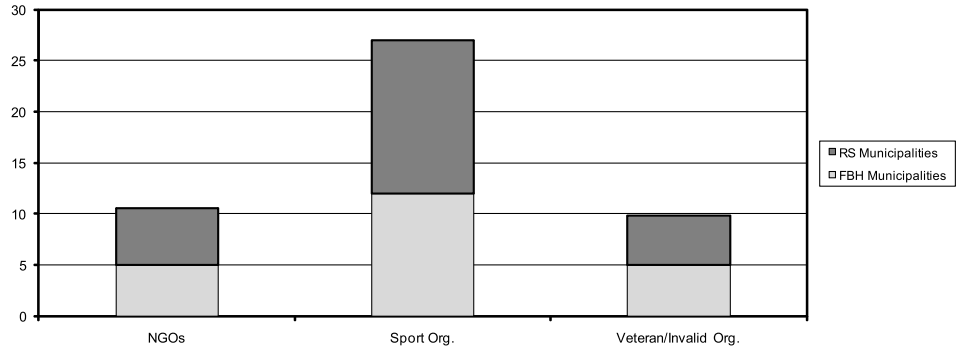
awarded without tender procedures (for instance, on the basis of programmes of work), while 3.8 million KM was awarded without any requirement to recipient NGO to present any financial or narrative reports.

Chart 2: Allocations by categories of NGOs (in millions of KM)



Of the total amount allocated by municipalities to the NGO sector, more was allocated in the Federation of BiH then it was in the RS. In the **Federation of BiH**: 44% was allocated to associations, 39% to sport organisations and 17% to organisations of veterans and disabled veterans; in the **RS:** 25% was allocated to associations, 65% to sport organisations and 10% to organisations of veterans and disabled veterans.

Chart 3: Allocations by categories of NGOs made at municipal level in 2008 (in millions of KM)



Certain conclusions may be drawn about allocations made at cantonal level. The highest amount of funding provided at cantonal level to the NGO sector was provided by Sarajevo Canton (41% of the total amount of allocations made at cantonal level), followed by Una-Sana Canton (17%) and Zenica-Doboj Canton (10%). Least was allocated by Canton 10 (2%).

Chart 4: Allocations by categories of NGOs made by cantonal governments in 2008 g. (in millions of KM)

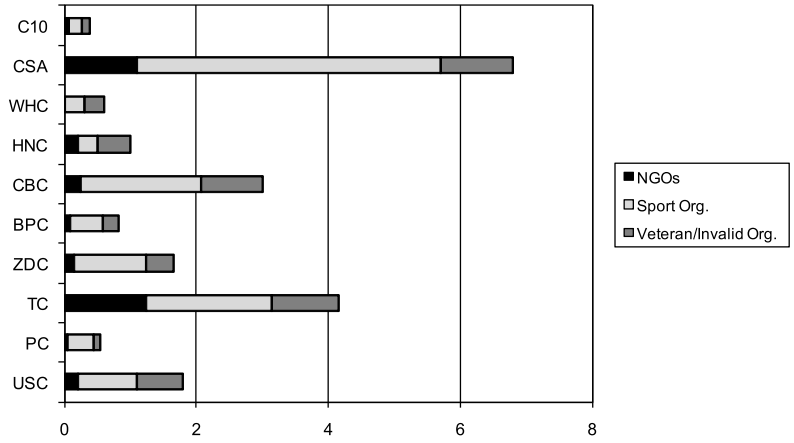


Chart 4 illustrates allocations of cantons to activities of NGOs. It shows that Una-Sana Canton allocates more to associations then it does to sport organisations and associations of veterans and disabled veterans, while Sarajevo Canton, which provides highest allocations for the NGO sector, awards nearly equal amount to associations (41%) and to sport organisations (47%).

4.3. Experiences of partnership between public and NGO sector

Neither partnership between public and NGO sector in BiH nor influence of civil society on the process of development and implementation of government policies has long tradition. Over the period of 14 years that elapsed since the war, strengthening of partnership between public and civil sector in BiH has largely been determined by the current **political climate**, which slowed down the process of development of civil society to date. Political climate was such that key public functions were placed at entity level and even government institutions have until recently had little influence on the process of adoption of major decisions, which have in most cases been imposed by the international community (*through decisions of the High Representative*). Domestic authorities at state level in BiH played predominantly coordinating role, entity/cantonal levels failed to embrace the option of cooperation with the NGO sector, while local level, due to shortage of funding and vaguely defined competencies of local administration, involved civil society in public policy making[55] to a very limited degree. Until 2000, only very few NGOs had the opportunity to partake in the decision making process, and even when they did, they got involved at the local level only, under close observation of the international community, which encouraged development of such cooperation.

[55] Report on the Level of Development of Civil Society, (2007), p. 65

Since 2000 there has been increase of the opportunities for greater degree of involvement of civil society organisations and strengthening of partnership. Specific example is illustrated in involvement of and cooperation with the NGO sector during the course of the process of development of the first developmental document of BiH, the so-called Medium Term Development Strategy of BiH, the development of which, (in line with the model of the World Bank's Poverty Reduction Strategy Paper) was based on participatory approach to all relevant stakeholders in the process, including significant role played by the NGO sector and civil society in general. This period was significant to development of the NGO sector, since it initiated development of partnership between the public and the NGO sector in the process of public policy making and later, in the process of monitoring of implementation of those public policies. However, the role of monitoring of implementation of public policies related to the initiatives of the NGO sector to establish cooperation with key government institutions, such as, for instance the Directorate for Economic Planning and ensure publication of reports on the subject of implementation of the Medium Term Development Strategy, through the NGO network. Cooperation with civil society during the period after 2000 was intensified primarily at local level, through cooperation of associations with various municipal departments (for instance, cooperation of association of minorities with municipal department in Tuzla municipality, appointment of advisory bodies for social policy at entity (SPAGs) and cantonal level, (SPUG in Tuzla Canton) etc.). Decisive role in this area was played, primarily at local level, by international institutions which supported implementation of public sector institutional reform and building partnership with the local authorities. One example of such cooperation, which could serve as an example of good practice, is reflected in the project of DFID, described below:

Example of good practice 1: Building partnership between public and NGO sector in BiH

DFID project[56] "Reforming the Systems and Structures of Central and Local Social Policy Regimes in BiH"

One of positive experiences in building partnership between civil society and public sector through harmonisation of domestic and international financial resources is certainly reflected in DFID's project under the title: "Reforming the Systems and Structures of Central and Local Social Policy Regimes in BiH", implemented by Birks Sinclair & Assoc. Ltd. UK (BSAL) and the Independent Bureau for Humanitarian Issues (IBHI) over the period between 2001 and 2005 in four municipalities (Gornji Vakuf-Uskoplje, Zenica, Banja Luka, Trebinje). The goal of the project was to strengthen systems of management of social policy as well as involvement of all relevant stakeholders at all levels, specifically: the state of BiH, entities, cantons in the FBiH, municipalities, social work centres and civil society.

[56] IBHI (2009), "What is to be Done? Social Inclusion and Civil Society – Practical Steps"

The project introduced an innovative approach in terms of development and implementation of community activities taking into account needs of beneficiaries and their active participation in cooperation with the relevant stakeholders at community level. Out of three cycles of the Community Action Projects (CAPs), the first cycle was fully funded through DFID's project, while during the following stages municipalities/cities became involved in provision of funding as well (for instance, in the second cycle, the project was funded according to the 50:50 ratio by municipalities/cities and DFID, while in the third cycle municipalities/cities provided 64% of the funding only to fully take over the funding responsibility at the end of the project). As many as 277 organisations took part in implementation of the project, including 150 NGOs, 107 public institutions and 20 private entrepreneurs, while 20,703 persons directly benefited from the project. The project resulted in established network of partnership between public institutions, NGOs and private sector, which remained effective after completion of the project.

During the period until 2005, on the basis of the experience gained through implementation of DFID's project, certain number of NGOs built their capacities for active participation in partnership with local authorities in the process of public consultation and public policy making. At national level, the influence of the NGO sector was primarily reflected in its influence to policies of limited political importance, such as gender equality, domestic violence prevention, respect of human rights, etc.

At the beginning of 2006, civil society made significant progress in determining the direction of engagement in the area of public policy making, through the so-called GROZD platform, requesting of the governments to integrate into their programmes 12 urgent issues defined by civil society in order to make sure that ills of society start being addressed, rather then just working for the benefit of the government agenda. This initiative gained broad support of the public, which was soon to become the support of the majority of political parties. This event marked the beginning of serious public advocacy of policies serving the interest of the public.

Example of good practice 2:

World Bank[57], Community Development Project-CDP

Community Development Project (CDP) was initiated in 2002. It was funded by the World Bank and the governments of the FBiH and the RS, through the Development and Employment Fund. The aim of the project was to improve basic services and facilities in poor communities and municipalities. Contribution of the project is primarily reflected in institutionalisation of the decision making process to enable citizen involvement in selection of project investments (for instance, water supply networks, installation of central heating systems in schools, construction of youth centres, local roads, bus stops, etc.), which directly contributes to higher degree of social cohesion and strengthening of capacities of service provision through strengthening of partnership between underdeveloped communities and municipal authorities during the course of identification of investments and making decision about them. Furthermore, the project provides support to the local authorities and citizens'

[57] www.worldbank.org

associations in provision of funding for investment project in local communities (local communities and municipalities participate in provision of funding of projects up to as much as 80%[58]). So far, the project supported about 400 sub-projects in 80 most underdeveloped municipalities of BiH, where over one million beneficiaries directly benefited, or about 25% of the population of BiH. In addition to municipalities, entity governments also recognised strong impact of the CDP project and decided to invest funds from their budgets for the purpose of its implementation.

Partnership between public and NGO sector primarily implies responsibility of both partners to act towards creating environment in which such partnership can be accomplished. This primarily related to structured relationship (legally[59] and institutionally speaking), from development of regulations to provision of funding for programmes and projects. In addition to examples of good practice listed above and the progress noted in strengthening of partnership between civil and public sector, this partnership has not yet become fully effective, as originally intended. For the sake of illustration, let us note that between 2004[60], and the present day, some progress can be noted. In 2004, only 25% of the strongest NGOs could claim they cooperate with the public sector, still adding that such cooperation was rather weak, while the remainder of organisations had no practice of such cooperation. In 2008[61], most NGOs (76.7%) cooperate with the local authorities (*sport, cultural, artistic, leisure activities organisations and associations addressing youth issues, civic initiatives as well as associations of pensioners, veterans etc.*) while only 11.7% of NGOs cooperate with State-level institutions, which corresponds to previously presented data on registration of NGOs predominantly at local level. Cooperation was primarily based on exchange of experience and information (41.8%), involvement in implementation of project activities (54%) and provision of consultancy services (10.6%).

In that context, both state and local authorities should provide more substantial funding for NGO sector and identify solutions to encourage private donations for non-profitable activities, primarily using the **tax policy** instruments. It could be argued that there are still no regulations to set forth benefits for NGOs who share the workload of municipal or central governments, implementing activities falling under their competencies.

Cooperation between public and NGO sector at **municipal level** is still developing, despite examples of good practice (**Trebinje, Tuzla and municipalities involved in implementation of DFID's project**). In 31 municipalities[62] formal "mixed" body is in place consisting of representatives of municipal authorities and local NGOs. The body is involved in defining priorities to be used to determine activities of local NGOs to be supported from municipal

[58] Civil Society Resource Centre, (2009), Citizen participation in community decision making,

[59] In BiH, there is still no clear vision or understanding of the importance of civil society and its potential to contribute to the general development. The Constitution and the laws on associations and foundations (in effect at state and entity level) guarantee the right to free association, but the provisions detailing cooperation between public and NGO sector are missing.

[60] USAID, (2004)

[61] Kronauer Consulting, (2008).

[62] Ibid

budget funding. Close to half of municipalities in BiH (47%[63]) signed agreements/protocols on cooperation with NGO sector, which represents a significant progress. However, their relationship is still quite superficial, because it is common belief of local administration officials that establishment of dialogue and cooperation between public and NGO sector should be triggered upon initiative of NGO sector, which requires its professionalization, better coordination among NGOs, better transparency of operations of NGOs and more municipal funding allocated for implementation of NGO projects.

Despite signed agreements, the cooperation is still largely reduced to distribution of funding to NGOs, and the process of allocation of funding from municipal budgets (common in most municipalities) does not require professional and transparent assessment of needs of local residents and local communities to be taken into account, in addition to lack of understanding of the nature of cooperation between public and NGO sector. A study (Kronauer 2008) indicated that only a few among the interviewed municipalities, 5.1%, fully understand the issues involved in establishment of cooperation between government and NGO sector. Although most municipalities noted that **monitoring and evaluation mechanisms (M&E)** were in place, in most cases that suggested having very limited understanding of the process of M&E, which was restricted to control of income and expenditures (monitoring of outputs), but never involved assessments of impact on the final beneficiaries.

Example of good practice 3: Building partnerships by establishment of local level NGO coordinating bodies

Establishment of coordinating body under the name "The Reference Group Tuzla"

One of examples of good practice in establishment of a coordinating body is certainly "The Reference Group Tuzla", which represents a network of local NGOs capable of taking into account different interests, engaging with local authorities as a partner in defining priorities to be funded from municipal budgets. Although there were attempts to establish similar bodies in other municipalities, the results accomplished were nowhere near the results accomplished by the Reference Group Tuzla. In conclusion of the study (Kronauer 2008) it was noted that there was political will and interest in establishment of cooperation between government and NGO sector, but one of the main reasons why such cooperation is not established is **insufficient understanding of issues involved in development of society of BiH as well as absence of clear vision of development of BiH,** in other words, understanding of values advocated by society of BiH. Influence of local NGOs on defining municipal strategies is negligible.

Example of good practice 4[64]: Local Actions Groups (LAGs) in 2005

Local Action Groups (LAGs) were initiated in 2005, by the UN Development Programme (UNDP) under its SUTRA II project. LAGs represent local partnerships which network local government institutions, civil society organisations and private sector. The importance of

[63] Ibid

[64] See http://www.oecd.org/dataoecd/25/14/35979412.pdf

return of refugees and displaced persons in BiH to their pre-war places of residence is one of preconditions for sustainable peace and implementation of basic human rights in BiH. The purpose of Local Action Groups is to build and develop community capacities (and capacities of public and civil sector) in identifying developmental needs of communities in sustainable way. The main goal of LAGs is to improve public and private partnerships in BiH, involve local partners in the process of decision making at municipal level and build capacities of NGOs and private businesses by involving them as partners in local development issues. The project accomplished the following results: 12 LAGs were established in BiH in underdeveloped areas, covering 12 municipalities in two entities and Brčko District of BiH (8 LAGs in the FBiH, 3 in the RS and one in BD), covering the population of about 500,000 citizens.

At **cantonal level** in the Federation of BiH, there is no institutional cooperation with NGO sector in any form[65], in addition to no kind of mixed body consisting of representatives of government and non-governmental sector, with a single exception of SPUG (Social Policy User Group) in Tuzla Canton. At e**ntity level,** although there is still no understanding of the essential importance of cooperation with NGOs, some attempts at establishing partnership emerged through establishment of Social Policy Advisory Groups (SPAGs), which include representatives of public and civil sector (SPAGs are chaired by entity ministries responsible for social policy) and have the potential to get involved in the process of consultation for development and implementation of the Social Inclusion Strategy. At **state level,** in May of 2007, the Council of Ministers of BiH signed the **Agreement on Cooperation between the Council of Ministers of BiH and NGO Sector** upon the initiative of the CPCD and the "Living and Working Together" Coalition. Although it is declarative in nature (Memorandum of Understanding), it still represents a step forward in institutional cooperation between the Council of Ministers of BiH and NGO Sector. To that end, both parties agreed to engage into establishment of a body to be responsible for the process, the so-called **State Office for Cooperation with NGO Sector** (to operate as a department set up within the Ministry of Justice of BiH), and the **Civil Society Council**, while signatories of the Agreement representing NGO Sector pledged to establish the **Civil Society Board** (established in 2007) to act as a main catalyst in establishment of institutional cooperation between the Council of Ministers of BiH and NGO Sector.

4.4. Level of organisation of NGOs, existing networks and their efficiency

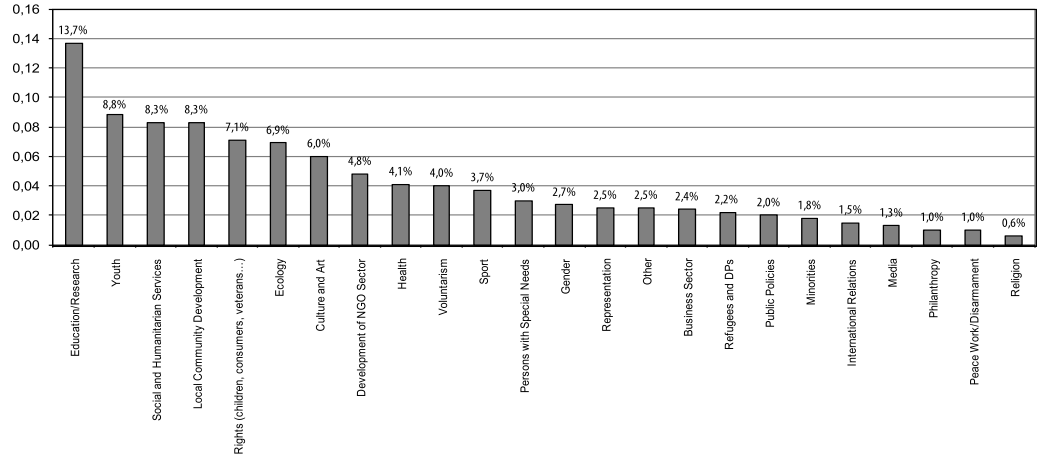
In early 1990s, development of NGO sector in BiH started with commencement of activities of most NGOs as humanitarian organisations providing support to the most vulnerable categories of citizens. With time, NGOs directed their attention to other activities, establishing different modes of operation, getting involved in sustainable development and socio-economic issues such as poverty and social exclusion of marginalised groups. The process of development of NGO sector opened a number of issues, such as: need to define and formalise the role of NGOs as partners to institutional system, need for identification of mutual benefits and possibilities of provision of efficient services, need to define unique and

[65] Kronauer Consulting (2008).

recognisable mission of civic initiatives, and so on, and all of these opened issues made it important to identify ways to ensure financial sustainability. There are many success stories of NGOs providing assistance to vulnerable citizens (support to persons with disabilities, substance abuse patients, victims of domestic violence, etc.).[66]

Although orientation of NGO sector was initially imposed through programmes and agendas of donors, it remains to be answered to what extent are those programmes harmonised with "common interest" of individuals, networks and institutional programmes in BiH and to what extent can civil society respond to real needs of society. What have emerged from the process of strengthening of civil society and how is NGO sector organised today to be able to face the challenges of the present time?

Chart 5: Structure of civil society organisations by areas of interest (%)



Source: Civil Society Development Report (2007)

In BiH, there are several resource centres (NGO networks) the majority of which is established with the assistance of international organisations, working with and serving a limited number of NGOs. However, information and communication technologies are underutilised for the purpose of mobilisation of large number of NGOs into these centres, thus countering the effect of geographic distribution and lack of coverage of large number of NGOs. In addition, vertical and horizontal networking of NGO sector represents one of its weaknesses[67]. Duplication of activities is by no means a rare occurrence. Due to poor organisation and networking of NGO sector, independent initiatives often occur which prevents the sector in effectively accessing information, exchanging experience, managing resources etc.

[66] UNDP/IBHI, Human Development Report 2007 – Social Inclusion in Bosnia and Herzegovina (Sarajevo: UNDP BiH, 2008).

[67] USAID. (2004). Assessment of Civil Society in BiH.

Despite large number of NGOs operating on the territory of BiH and a broad range of interests (See Image 1), **the structure of organisation of NGO sector** can be demonstrated on the basis of example of organisations operating in the area of **democratic stabilisation** (strengthening of NGO sector, promotion of civic involvement in public policy making, etc.), and in the area of **economic and social development[68].** There are too many non-governmental organisations in operation and it is impossible to include them all, therefore selected number of relevant and successful initiatives will be presented, as follows:

1. **The Reference Group Tuzla (RGT)[69]:** Initially organised as an informal network in 1996, it later evolved into one of the most successful NGO networks in BiH. It represents an example of good practice as it developed an efficient model which supports regional development of NGOs and organises its members into different sub-sectors, depending on the area of their interest. Using the experience of RGT, 16 reference groups have been established across BiH. RGS includes about 70 organisations, distributed into nine working groups (WG for psycho-social support; youth issues; media and networking; legal issues; sustainable economic development; issues of persons with disabilities; Roma issues; issues of elderly persons and rural development). In the opinion of its members, the Reference Group represents an information resource centre for its members enabling them to get accurate and up to date information on possible sources of funding, tenders, training opportunities, public policy debates, etc. Working through its working groups, the Reference Group takes part in a multitude of public advocacy campaigns (for instance, development of the PRSP covering the period from 2004 to 2007).
2. **Centre for Promotion of Civil Society (CPCS),** which is a member of the RGT, is engaged in the area of influence of civil society in the course of policy making processes. Activities of the centre include publication of a magazine under the title: "Local Self-Governance", conceived for the benefit of local level civil servants, management of the civil society resource centre, publication of reports, etc. CPCS, together with CCI represent example of NGOs which developed contacts with political parties (for instance, through the project funded by the Council of Europe, for political school in BiH). Effectiveness of CPCS can also be illustrated through its active involvement in coordination of project of establishment of "Working and Succeeding Together" Coalition (KRUZ – Koalicija "Raditi i uspjeti zajedno"), participation in development and finalisation of the agreement signed between the Council of Ministers of BiH and NGO sector in BiH (including Annex under the title: "Standards of Quality of Services"), development of cooperation with private sector through implementation of the project under the title: "Corporate Social Responsibility", initiation of Developmental Strategy for Non-profitable Sector in BiH and the Code of Conduct for NGO Sector in BiH. The KRUZ coalition includes over 300 organisations divided into 15 reference groups (including the RGT).
3. **ICVA:** Organisation which perhaps has the longest presence in NGO Sector in BiH, registered at state level in 2002 (formerly ICVA represented local office

[68] NSA Final Report mapping study in BH

[69] www.rgtuzla.org

operating under the name: "International Council of Voluntary Association", which coordinated meetings of NGOs). Activities of ICVA included publication of analytical reports (Report of NGOs on the subject of implementation of the Medium Term Development Strategy (PRSP), Report of NGOs on the subject of implementation of the EU Social Charter, development of Directory of NGOs, etc.). Lately, its activities included successful development of capacities of NGOs to engage in dialogue with governments in the area of strategic issues and public policies.

4. **NGO Council** is a network of 70 local and international NGOs. NGO Council convenes monthly and disseminates information on latest developments in NGO sector to its members and other interested parties. Through its designated representatives, serving as members of working groups, NGO Council participates in the process of development of strategic documents of BiH (Development Strategy and Social Inclusion Strategy).
5. **Centre of Civic Initiative (CCI):** is NGO engaged in strengthening of civil society through increase of citizens' participation in decision making. Its team of 35 employees covers eight municipalities. At first, CCI engaged in monitoring of elections, developing its capacities and skills necessary for mobilisation of a large number of associations of citizens, realisation of public campaigns (direct election of mayors in the Federation of BiH and appointment of school principals in Tuzla Canton) and participation in the process of development of draft laws and regulations.
6. **Foundation Mosaic** is engaged in local community building activities by providing support to small local civil society organisations in selected communities and coordination of strategic reports of relevance to the process of integration into the EU (internal market, competition and state support, energy, etc.). Foundation Mosaic covers the areas in which it is often the only active NGO and successfully implements public campaigns.
7. **Organisations addressing issues of vulnerable categories of citizens: *Gender equality*:** Several organisations distinguished themselves in the area of gender equality and empowerment of women and their organisations (Žene ženama, BiH Fondacija žena, Amica Educa, Prijateljice, Udruženje žena BiH, etc.). Activities of these organisations include active participation in public policy advocating work for instance, during the process of adoption of the Gender Equality Law at state level and establishment of municipal gender commissions (Žene ženama, BH fondacija žena,), participation in public advocacy campaigns, development and monitoring of implementation of strategic documents, such as MTDS (Amica Educa), support to women in education (Association of Women of BiH from Mostar), etc. **Youth:** Youth information agency (OIA) is a good example of organisation addressing the issues of the youth, which earned good reputation across BiH. Promotional campaigns implemented by this agency include: Youth Resolution, in 2002; Recommendations for establishment of youth centre in 2003; Recommendations to adopt the Law on Youth Association in the RS, etc. It made significant impact on other youth organisations across BiH. **Minorities: Associations of Minorities:** There are a total of 40 Roma associations, the most prominent of which are: the Association of Roma, SAE Roma, Tuzla Resource Centre, the Council of Roma (network of nine Roma

associations represented in Roma Advisory Board). Activities undertaken by Roma associations include advocacy for adoption of the National Action Plan for Roma Issues. **Associations of persons with disabilities:** Coordinating Board of Persons with Disabilities in the RS, LOTOS Informative Centre.

NGO sector creates opportunities for humanisation of society, development of new, innovative methods and establishment of dialogue with public sector in all phases of policy making cycle. It is clear that civil society may play the role of a partner to public sector, working in areas beyond the reach of public sector and its policies. In addition, civil society and NGO sector in BiH develop their activities on the foundations of universal core values and common interests of citizens.

5. Social Inclusion Strategy and NGO sector – possible modes of involvement

5.1. Assessment of potential of NGO sector in terms of participation in implementation, monitoring and evaluation of SIS

Having in mind the importance of involvement of non-governmental sector in the process of social inclusion, especially taking into account the requirements entailed in the process of integration ahead of BiH, the Social Inclusion Foundation emerges as a logical step which will enable strengthening of:

- The role of NGOs in better approach to social inclusion as well as their development of stronger focus on real needs of excluded groups;
- Financial sustainability of NGO sector in BiH;
- Professionalism and quality of NGOs, capacity building and improvement of level of education within the NGO sector in line with the real needs of NGOs, development of professional skills necessary for involvement in the NGO sector;
- Promotion of innovative approach in line with EU standards in the area of social policy and legislation of relevance to NGOs (research based on activities, policy documents, capacity building, etc.).

Considering the fact that there appears to be general agreement about weak influence of civil society on social development, networking at the level of foundation seems as a logical choice which could contribute to strengthening of civil society as an important partner. In line with claims presented earlier in the text, the role of the Social Inclusion Foundation in implementation of the Social Inclusion Strategy is primarily based on ability of the Foundation to provide funding from different sources and combine them, through NGOs, with available government or other funding. Very important role in the process of implementation is precisely the role of a ”co-funding” and its ability to provide co-funding of projects of NGOs applying for support under different government programmes. Significant number of projects, (see above) often get into serious financial difficulties, due to inability to harmonise financial allocations, especially at local level, with needs of NGOs, which creates a big obstacle to project implementation. Such situation exhausts financial resources leaving

the final goal of the project unfulfilled. In addition, networking with NGOs engaged in specific area, such as social inclusion, enables establishment of a databank of knowledge and good practice available to be applied in implementation of other projects in other areas. All of these factors certainly contribute to high quality of monitoring and availability of reliable data and create foundation for a more formal role in the process monitoring and evaluation.

5.2. Social Inclusion Foundation (SIF) as a stakeholder in support to involvement of NGOs in implementation of Social Inclusion Strategy

Globally speaking, foundations are gaining in importance in the area of fundraising and use of funding and they represent important partners to national governments and the EU competing for funding for implementation of social policies. With annual expenditures ranging between 83 and 150 billion €[70] on the territory of Europe, they certainly represent an important vehicle of development of key EU policies and society of the EU at large.

In 2001, the European Commission proposed development of regulations to promote increase of the number of foundations in the EU (White paper), recognising them as strategic partners in development of strong and sustainable civil society. Later on, it published Feasibility Study on European Foundation Statute in 2009. This document is currently the subject of public consultations. Changes in defining the role of foundations in Europe were made for a good reason. Foundations are gaining in importance in combat against poverty and social exclusion. The region of eastern and central Europe notes a particular rise in the number of foundations. In Hungary, for instance, over the past four years, the number of foundations increased by more then 6,300[71].

Together with 22 partner organisations, IBHI started initiative to establish the Social Inclusion Foundation, to focus on implementation of the Social Inclusion Strategy, and social inclusion policies, in cooperation with the government, through activities of the NGO sector. This initiative certainly contributes to the central element of good governance, which is about establishing partnership in development and implementation of strategic documents. The initiative was supported by a large number of non-governmental organisations involved in the process of consultation in 2008 and 2009.

The Social Inclusion Foundation could certainly represent a strong promoter of the founding principles of the social policy in the EU, promoter of equal opportunities and respect of human rights and significant subject in fundraising activities raising substantial funding to be matched for the purpose of initiation of large scale projects.

Goals of the Foundation correspond with the following activities:

[70] European Foundation Centre, (2009), Breaking through. Foundation pushing forward the fight against poverty. Effect magazine. Vol 3, Str. 12. See http://www.efc.be/ftp/public/Communications/EFFECT/Spring2009/effect_2009_spring.pdf

[71] Catherina Pharoah, (2003), "Foundations and Global Change," The International Foundation Directory, 12. edition., Europa Publications, London, str. 15.-18.

- Contribute to prevention and decrease of causes and consequences of social exclusion in BiH through promotion of partnership of stakeholders in government, non-governmental, public and private sector in implementation of the SIS,
- Support to NGOs in providing direct assistance to identified socially excluded categories of citizens,
- Encourage exchange of knowledge, experience and expertise in activities of relevance to social exclusion and social protection, education, health protection, based on unrestricted fulfilment, protection and respect of human rights,
- Improve quality of work of NGOs and adapt it to certain standards, in other words, ensure professionalization. To that end, documents will be developed, in cooperation with NGOs, to ensure improvement of quality of work (Manual for Social Inclusion Activities, Financial management software, etc.) and implementation of specific forms of certification of NGOs for these activities (NGO Charter or Quality Certificate). For that reason, training and research activities, as well as monitoring and evaluation activities, will represents an important part of activities of the SIF,
- Improve availability of funding for NGOs from budgets of local administrations, by ensuring their financial support to the Foundation,
- Effectively implement the approach of *matching* of funds to ensure that projects are co-funded by the Foundation and by local (municipal, cantonal…) budgets, with tendency of increase of financial participation of municipalities,
- Improve access to information of relevance to local communities to citizens
- Increase transparency of decision making processes, including the processes of adoption of municipal budgets, with the view of establishment of a fair and transparent system of provision of funding for NGOs, free of any personal, subjective and nepotistic bias.

The issue of greatest importance to the SIF is to play an active role in the process focusing on accomplishment of higher rate of social inclusion in BiH, in other words, focusing on implementation of the Social Inclusion Strategy and its integration and harmonisation with key partners and strategic developments resulting from the position of BiH in the process of European integration.

6. Recommended models and mechanisms of involvement of NGOs in implementation of the SIS

The above text outlines main recommendations to inspire conception of mechanisms of involvement of NGOs in the process of implementation of the Social Inclusion Strategy. There are many possibilities for implementation, and they all correspond to policy making cycles (development, implementation and monitoring of public policies, programmes, projects etc.), based on partnership, which is the backbone of the process of social inclusion in the EU. We shall proceed by presenting recommendations to be used for the purpose of development of action plans of public and civil sector, followed by recommendations meant for public institutions at different levels, treated collectively in this text, since some

recommendations apply to all levels, and finally recommendations to non-governmental organisations. These recommendations should stimulate contribution to development of good governance practice in BiH, which represents a foundation for cooperation between public and civil sector.

6.1. Recommendations for Action Plans for implementation of SIS

Recommendation 1: Encourage development of partnership between public and civil sector, through different forms of social entrepreneurship.

Recommendation 2: Review and improve tax legislation, on the basis of international experiences and practices, in cooperation with NGOs, to provide stimulus to operation and development of NGO sector (associations and foundations), encourage greater level of cooperation between NGO and private sector and increase the level of self-funding of NGOs, especially those NGOs working for the public good (for example, encourage private donations for non-profitable activities, through tax policy).

Recommendation 3: Prepare draft amendments of tax legislation to increase stimulus to businesses establishing cooperation with NGO sector and ensure higher level of investment in this sector.

Recommendation 4: Enable provision of reliable funding for NGOs which implies reliance on different sources of funding including self-funding through economic activities (involvement in economic activities does not necessarily have to compromise the non-profitable nature of NGO sector).

Recommendation 5: Develop programmatic, or in other words project oriented approach to NGO sector, thus directing support to those NGOs which demonstrated ability to effectively engage in identifying community needs, which would create opportunities for professionalization of NGO sector focusing on needs of citizens.

Recommendation 6: Develop role of foundations in promoting policies and activities focusing on prevention of poverty and social exclusion. This recommendation is particularly relevant considering the fact that public funding for measures focusing on prevention of poverty has a tendency of steady decline.

6.2. Recommendations for the Directorate for Economic Planning of BiH (DEP)

The Directorate for economic planning of BiH (DEP), as the main coordinating institution in the process of development of state developmental documents in the domain of economic and social development, may contribute to better understanding and involvement of civil society organisations in good governance processes, thus making direct impact to quality of implementation of public policies.

Recommendation 1: Ensure implementation of the general EU goals of social inclusion which pertain to the principle of transparency of the process of development of Development Strategy and Social Inclusion Strategy and good governance. Ensure better visibility of the strategy in public, among policy makers and other stakeholders. Based on experiences in other countries, problems with transparency and problems in identification of priority areas may have significant impact on outcome of implementation.

Recommendation 2: Develop good governance model for social policies and use experiences and good practices in BiH and in EU member states for that purpose, to ensure that the existing resources for implementation of strategic documents are fully utilised (SPAGs, SPUGs, LAGs, etc.).

Recommendation 3: Ensure higher level of mobilisation of stakeholders, primarily civil society stakeholders, in the process of development of strategic documents (state level development and social inclusion strategies and action plans, state level documents of relevance to EU integration, as for instance, the Joint Inclusion Memorandum, operational plans, etc.).

Recommendation 4: Announce results of the process of coordination of development of strategic documents, post reports on implementation on the web site of the Directorate to ensure better understanding of strategic priorities of BiH among lower levels of administration and civil society.

Recommendation 5: Ensure stronger promotion of the process of social inclusion for the purpose of raising awareness of lower levels of the government of the process of social inclusion and requirements and opportunities to emerge from the process in the coming period.

Recommendation 6: Encourage development of monitoring arrangements for the Social Inclusion Strategy and appropriate operational plans for its implementation, taking into account significant resources of civil society in the area of monitoring.

Recommendation 7: Define the *Code of Practice for cooperation with civil society*.

6.3. Recommendations for governments of BiH/FBH/RS/cantons and municipalities

Recommendation 1: Define status of organisations working for the common good and public benefit and separate their status from status of NGOs working exclusively for the benefit of their members and define models of their funding.

Recommendation 2: Encourage transition from the practice of funding of overheads of NGOs, which is quite common at local level, to funding of activities of NGOs focusing on meeting certain needs of citizens.

Recommendation 3: Prepare draft of ”measures and criteria” for allocation of funds from the budget (primarily at local level) and award of concessions, with former being based on the principle of quality of service, efficiency

and the final impact of the service on end beneficiaries for the purpose of increase of transparency of use of budgetary resources.

Recommendation 4: Strengthening of cooperation and partnership between NGOs and public sector and involvement of NGOs in all stages of decision and policy making (for example: use expertise of NGOs in development, implementation and evaluation of social programmes).

Recommendation 5: Support development of SPUGs at regional or cantonal level (for instance, in line with statistical NUTS[72] units) with the view of establishing partnership at these levels to ensure better implementation of social inclusion policies.

Recommendation 6: Define and develop a system to enable NGOs and civil society to influence decision and strategy making activities and establish systematic dialogue and cooperation between national, regional and local communities and civil society.

Recommendation 7: Governments at all levels should focus on development of the culture of participatory decentralisation, actively involving civil society in the process of development and implementation of public policies, including state level funding for civil society capacity building.

Recommendation 8: Improve tax regulations to encourage engagement of NGO sector through organisation of professional government groups in the area of tax regulations, analysis of international best practices and development of basic documents to demonstrate application of different tax models and financial benefits to effect amendments to tax regulations.

6.4. Recommendations for NGOs

Recommendation 1: Ensure better understanding within NGO sector of the process of application for funding to European funds with the view of creating opportunities for allocations of EU funding taking into account the most essential documents available to national/regional governments or the European Commission about EU guidelines, EU regulations, national development and social inclusion strategies, operational programmes, NDPs, IPs, etc.

Recommendation 2: Promote process and principles of social inclusion in public with the view of raising awareness of importance of social inclusion to vulnerable categories of citizens.

Recommendation 3: Develop and increase the level of professionalization of NGO sector by defining new professional profiles for professional engagement in NGOs and increase professionalism of staff of NGOs, also increasing number of professional staff working in NGOs.

Recommendation 4: Prepare national programme of development of NGO sector and define basic standards of operation of NGO sector.

72 NUTS – Nomenclature of Territorial Units for Statistics

Recommendation 5: Improve status regulation of NGO sector through organisation of appropriate non-governmental professional groups in the area of status regulation, involvement of these groups in work of commissions and bodies responsible for cooperation with NGOs and analysis of international best practices in the area of status regulations and through development of basic documents required to effect amendments of status regulations.

Recommendation 6: Promote NGO sector in business sector by presenting opportunities for mutual cooperation.

Recommendation 7: Develop methodology of monitoring of implementation of public policies for the entire NGO sector with the view of improving credibility of NGO sector.

Recommendation 8: Prepare an overview of examples of good practice of self-funding of NGOs, analyse and promote it to ensure funding alternatives through self-funding.

Recommendation 9: Analyse opportunities for access to European funding for NGOs and analyse alternatives available to NGOs.

Recommendation 10: Prepare NGO sector development strategy.

Recommendation 11: Ensure dissemination of best practices to be transparently applied in other domains and areas of interest.

References

Brian Harvey, 2008, EAPN structural funds manual 2009-2011. Ed. 3rd. European antipoverty network

Berto Šalaj, 2009, Social Confidence in BiH. Friedrich Ebert Stiftung

Catherina Pharoah, (2003), "Foundations and Global Change," The International Foundation Directory, 12. Publisher: Europa Publications, London, p. 15-18

Caritas, The European social inclusion process. See: http://www.caritas-europa.org/module/FileLib/CONCEPT-TheEuropeanSocialInclusionProcessENWeb.pdf

Žeravčić, G. 2008, Analysis of Institutional Cooperation between Government and Non-governmental Sector in BiH, Kronauer Consulting

Hadzi M., Katerina, (2008), Legal and Institutional Mechanisms for NGO-Government Cooperation in Croatia, Estonia, and Hungary. The International Journal of not for profit law. Volume 10, Issue 4

IBHI (2008), Allocations of Governments for Non-governmental Sector in BiH in 2007

IBHI (2009), What is to be Done? Social Inclusion and Civil Society – Practical Steps

IBHI (1998) Local NGO Sector in BiH – Problems, Analyses, Recommendations

IBHI (2009), 118 Million Steps to Cooperation, Allocations of Governments for Non-governmental Sector in BiH in 2008

UNDP/IBHI, (2007), National Human Development Report (NHDR) "Social Inclusion in Bosnia and Herzegovina", Sarajevo

Centre for Promotion of Civil Society (CPCS), (2008), Report on Level of Development of Civil Society for 2007

Civil Society Resource Centre in BiH, (2009), Citizen Participation in Local Community Decision Making

Open Society Fund, (2006), Democracy Assessment in BiH

Kronauer Consulting, (2009), Civil Sector Situation Analysis in BiH

Council of Europe, CARDS, Social Institution Support program

European Commission, 2001, White Paper on European Governance

European Commission, 2007, Corporate social responsibility. National policies in the European Union. Directorate General for Employment, Social Affairs and Equal Opportunities

European commission. Council Regulation (EC) No. 718/2007 (12 June 2007) on Implementation of the Council Directive (EC) No. 1085/2006 on establishment of pre-accession instruments (IPA), Article 151

European Commission, (2008), Joint report

European Commission, (2007), Joint report

European Commission, (2007), Joint inclusion memorandum (JIM), Croatia

European Commission, European Social Fund Regulation 5.4.

European Commission, The guidelines for social inclusion. See: http://ec.europa.eu/employment_social/spsi/docs/social_inclusion/2008/080207_guidance_note_nsrs_cln_en.pdf

European Commission, (), Communication from the Commission to the European parliament, the Council, The European economic and Social Committee and the Committee of the region

European Commission, (2006), New common objectives from 2006, http://ec.europa.eu/employment_social/spsi/common_objectives_en.htm

European Commission, (2008), Communication from the Commission to the EU Parliament, The Council, The EU economic and social committee and the Committee of the regions: A Renewed Commitment to Social Europe: Reinforcing the Open Method of Coordination for Social Protection and Social Inclusion, p.9

European Commission, DG Employment and Social Affairs and Equal opportunities. National Strategic Reports for all 27 EU members. National Action Plan on Social Inclusion for 2003-2005. Ireland

European Commission, CARDS 2004, (2007), Local Employment Partnerships – phase 2

The World Bank Group, Good Practices in Partnership from the European Union, See: http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTURBANDEVELOPMENT/EXTLED/0,,contentMDK:20199126~isCURL:Y~menuPK:402642~pagePK:148956~piPK:216618~theSitePK:341139,00.html

European Foundation Centre (EF), (2009), Breaking Through. Foundation Pushing Forward the Fight against Poverty. Effect Magazine. Vol 3, p. 12. See: http://www.efc.be/ftp/public/Communications/EFFECT/Spring2009/effect_2009_spring.pdf

USAID, (2007), NGO Sustainability Index

USAID, (2004), Civil Society Assessment in BiH

OECD, See: http://www.oecd.org/dataoecd/25/14/35979412.pdf

UNDP, The Silent Majority Speaks

Audit Office of the Institutions of BiH, (2007), Report on Audit of Institutions of BiH for 2007, See: www.revizija.gov.ba/bs/audit-rep/arhiva07.asp

Non State Actors: Final Report Mapping Study in BH

Analysis of Institutional Cooperation of Government and Non-governmental Sector in BiH

Civil Society Situation Analysis in BiH

Tomislav Tadić, (2008), 'One association to 129 citizens', (16-17/02/08), www.vjesnik.hr/pdf/2008/02/16/06A6.PDF

Ministry of Finance of the Government of the Federation of BiH, (2007), Budget of the Government of the Federation of BiH, ww.fbihvlada.gov.ba/bosanski/budzet/2007.php

Ministry of Finance of the RS Government, (2007), Budget of the RS Government,

www.vladars.net/sr-SP-Cyrl/Vlada/Aktivnosti/Documents/Budzet%202007.pdf