

STANDARD TWINNING LIGHT PROJECT FICHE

1. Basic Information

1.1 Programme: IPA 2011

1.2 Twinning Number: HR/2011/IB/FI/02 TWL

1.3 Title: Strengthening capacity for implementation of Regulatory Impact Assessment Strategy 2013 – 2015 (CRO SCIRIAS)

1.4 Sector: Enterprise and Industrial Policy

1.5 Beneficiary country: Republic of Croatia

2. Objectives

2.1 Overall objective:

The overall objective of the project is to increase the quality of primary legislation by using regulatory impact assessment (RIA) thus assisting public administration in becoming an efficient service capable of drafting clear and simple legislation.

2.2 Project purpose:

The project purpose is to strengthen capacities of the Government Legislation Office (GLO) and line ministries in regards to implementation of RIA system into legislation making process with a special focus on building capacities for analysis of economic, environmental and social impacts in drafting legislation.

2.3 Contribution to Accession Treaty/ Relevant national documents:

Following the signature of the **Accession Treaty** on 9 December 2011 by the heads of State or Government of the 27 Member States (MS) and the Republic of Croatia and its ratification procedure, Croatia joined the European Union (EU) on 1 July 2013. According to the Article 36 of the Accession Treaty, the Commission shall closely monitor all commitments by Croatia in the accession negotiations, with the focus on commitments in the area of competition policy.

RIA Strategy for the period 2013 - 2015 presents strategic orientation of the Croatian Government towards increase of the legislation quality in the Republic of Croatia. Purpose of this document is twofold. The first purpose is to present RIA as a tool, to explain why RIA has been introduced and what benefits will bring into legislation making process. The second purpose is to set strategic direction for development of RIA system in the three-year period. This strategic document represents the guarantee for RIA implementation, and improvement of legislative quality.

RIA Action Plan for the period 2013 – 2015 is an accompanying document to RIA Strategy and represents an action plan to support implementation of activities which target defined strategic priority goals. Successful implementation of RIA policy depends on proactive approach from the GLO which coordinates line ministries and work on their capacity building so as to integrate RIA into legislation making process. RIA Action Plan represents guidance to the GLO in monitoring RIA implementation.

This Twinning light project will contribute to the goals and objectives in the abovementioned documents by further strengthening administrative capacities for regulatory initiatives under RIA process, thus contributing to drafting legislation in a transparent and efficient way with focus being put on economic development as well as environment protection and social care.

3. Description

3.1 Background and justification:

In the Croatian legislation RIA is defined as a Government decision-making process on primary legislation, based on relevant data and analyses which serve as an evidence base for decision on the best policy option either through regulatory measures or alternative non regulatory actions. During RIA process positive and negative impacts on the area of economy, social welfare and environmental protection are being analysed, together with review on the fiscal impact, while public consultations are taking place.

The Croatian RIA legal framework is set by the Law on Regulatory Impact Assessment (RIA Law), Regulation on Implementation of Regulatory Impact Assessment Process (RIA Regulation), and Strategy on Regulatory Impact Assessment for 2013-2015 (RIA Strategy) with corresponding action plan (RIA Action Plan). RIA Law is in force as of January 2012, followed by RIA Regulation in June 2012 and RIA Strategy and RIA Action Plan, adopted by the Government in December 2012 (please refer to Annex 2 for more details on RIA legal framework).

RIA process has been embedded into Government legislation making process as of 2012 (please refer to Annex 3 for more details on RIA process). During implementation of RIA process different practices have arisen between line ministries and, as a result, quality of RIA implementation differs. In order to achieve the required level of quality, RIA process should be improved and approaches applied by different stakeholders¹ should be standardised. One possible way of improving RIA process is to target the best Croatian practice, which has been created by civil servants who learned the process while doing it, and standardize RIA methodology accordingly.

RIA guidelines serve the purpose of outlining the best practice and setting the national standards of quality in RIA process in a clear, simple and straightforward way, so that all stakeholders know what is expected and what should be the way of assuring the quality

¹ The most important stakeholders in RIA process are: GLO, line ministries and other central state administration bodies with regulatory powers to propose primary legislation to the Government, business community representatives and civil society representatives (please refer to the point 4. Institutional Framework for more information on RIA stakeholders).

of RIA reports and related documents. RIA guidelines which need to be reviewed and updated, so as to further improve and standardize RIA process are as follows:²

1. RIA guidelines for civil servants – include work processes on drafting RIA documents;
2. RIA guidelines for interested public and stakeholders – present the process as opportunity to interested public and stakeholders to be part of RIA process;
3. RIA guidelines for civil servants of the GLO – contain processes related to quality assurance of RIA documents.

An important role in quality assurance is assigned to the GLO, which as a coordinating body oversees RIA process, ensures application of RIA legislation and quality of RIA reports and related documents. Although GLO staff possesses certain knowledge on RIA methodology, there is still an area of expertise that should be improved. There is need to obtain specific skills on the use of analytical tools (e.g. cost-benefit analysis, risk analysis, cost-effectiveness analysis, root-cause analysis etc.) and improve overall quality of RIA process. Lack of analytical skills is equally present in particular line ministries which have a quality assurance role in RIA process and which provide advice to other line ministries in analysis of impacts on economy, environment and social care.

Successful implementation of RIA process depends on developed administrative capacity of all line ministries involved. As of 2011, RIA coordinators and numerous ministerial staff have been trained on RIA methodology, and a certain level of expertise has been developed. However, most of the civil servants still lack basic knowledge on RIA methodology, whilst those civil servants who actually draft RIA reports need more specific knowledge for analysis of potential impacts. The mentioned shortcomings in RIA implementation should be dealt with continuous trainings and awareness events.

One of important aspects of RIA process is also involvement of general public and interested stakeholders in legislation making process through mandatory public consultations opened by line ministries. General public and interested stakeholders should be more encouraged in creating external pressure to line ministries in drafting primary legislation since their comments, proposals and suggestions may improve the quality of RIA reports and draft laws. RIA reports should be presented as communication documents which serve as a platform for active discussion on a different range of policy options and their potential impacts. Stakeholders should be acquainted with the fact that RIA law ensures their involvement in legislation making process and should be fully aware of RIA benefits in legislative procedure.

Finally, successful implementation of RIA process depends on adequate monitoring and evaluation performed by the GLO. GLO's internal monitoring system needs to be strengthened so that the activities stated in RIA Action Plan are overseen in a way that reflects real situation and provide a solid base for preparation of the monitoring report covering the three-year period of RIA implementation.

² RIA guidelines were produced by the IPA 2007 project “Development of Regulatory Impact Assessment (RIA) System”; Twinning number: HR/2007/IB/FI/02.

3.2 Linked activities:

IPA REGIONAL COMPETITIVENESS 2009-2011 BIZIMPACT II – Improving Information to the Croatian Business Community

Project implementation: March 2013 – March 2015

The overall objective of the project is to improve the business environment, thus enhancing competitiveness in the country. The specific purposes of the BIZimpact II project are to: 1. further develop the capacity of policy-makers and business organisations to identify, analyse and communicate future impact of key regulatory areas for business in Croatia; 2. improve awareness of the business community regarding key regulatory areas; and 3. leverage development of a stronger culture of entrepreneurship specifically focused on regional development. The main beneficiary of the project is the Ministry of Entrepreneurship and Crafts. Other beneficiaries are the Croatian Agency for Small and Medium Enterprises and Investment, the Croatian Chamber of Economy, the Croatian Chamber of Trades and Crafts, the Croatian Employers' Association and the Croatian Association of Co-operatives.

IPA 2007: Development of Regulatory Impact Assessment (RIA) System

Project implementation: January 2011 – July 2012

Twinning number: HR/2007/IB/FI/02

MS Twinning partners: United Kingdom and Estonia

The overall objective of this Twinning project was to assist the Croatian public administration in becoming an efficient, modern service, capable for conducting impact assessment tools as a part of development of a modern regulatory system. The project's aims were to improve implementation of RIA methodology into national policy making process, through capacity building of the GLO and regulatory institutions in public administration and to ensure awareness of stakeholders and wider public about the implementation of RIA coordination system. The project consisted of three components: 1. Further development of RIA legal framework; 2. Development of administrative capacity in RIA; 3. Development and implementation of public relations campaign for RIA public awareness rising.

The project activities and/or results of this Twinning light project fiche will not overlap with the above described IPA 2007 project. Guidelines, training and visibility materials produced under IPA 2007 project will be analysed and further updated through this Twinning light project.

SIGMA 2010: Implementation of a Policy on Impact Assessment in the Government of Croatia

Project implementation: January 2010 – December 2010

The purpose of the project was to assist the GLO in planning activities for implementation of policy on impact assessment. The aim of the project was to develop a strategy, action plan and a draft RIA law. The project included several work sessions with SIGMA experts on strategic issues, drafting RIA law, and three workshops on impact assessment methodology for the GLO staff.

SIGMA 2009 Assistance to Government Office for RIA Coordination System

The aim of SIGMA's technical assistance was to enhance capacities of the Office staff in RIA methodology and to elaborate a RIA guideline for relevant public administration bodies. A preparatory visit was held in June 2009 on which SIGMA experts had been acquainted with overall Croatian regulatory impact assessment system. The Office was revoked in August 2009 by the Croatian Government due to austerity measures.

CARDS 2004: Improving Information to the Croatian Business Community (BIZImpact I)

Project implementation: September 2007 – September 2009

The purpose of this project was to strengthen the capacity of policy makers and business organizations to identify, analyse and communicate future impact of key regulatory areas for business in Croatia and to improve awareness of the business community regarding eight key legislative areas: consumer protection, environmental protection, standards for agricultural products, standards for industrial products, public procurement, state aid, competition policy and intellectual property rights. The principal beneficiaries of this project, which include the Ministry of Economy, Labour and Entrepreneurship, Croatian Agency for Small and Medium Enterprises, Croatian Chamber of Commerce, Croatian Chamber of Trades and Crafts, and Croatian Employers' Association, were key stakeholders in RIA system. This project assisted in developing analytical capacity and consultation mechanisms for RIA process.

3.3 Results:

Component 1: Further development of RIA methodological tools

Result 1.1: Review mission on RIA methodology and RIA process conducted with the purpose of obtaining the best Croatian RIA practices and the review mission report prepared.

Indicators of achievement:

- Review mission on RIA methodology and RIA process in Croatian line ministries prepared (selection of line ministries, document analysis, identification of draft laws from the Annual Legislation Plan, plan/schedule of activities, etc.);
- Review mission conducted by monitoring RIA processes according to the plan/schedule and corresponding report with concrete examples on the best Croatian RIA practices prepared.³

Result 1.2: RIA guidelines for civil servants, interested public and stakeholders and GLO updated in line with the Croatian and EU best practice and presented to RIA coordinators and key stakeholders.

Indicators of achievement:

³ The review mission report will be included as an Annex to RIA guidelines for civil servants prepared through Result 1.2.

- The existing RIA guidelines⁴ analysed and an analysis report with recommendations for improvement prepared;
- RIA guidelines updated in line with the Croatian and EU best practice and published on the GLO website;
- Round table discussion for RIA coordinators and key stakeholders (at least 20 participants in total) conducted in order to present and discuss implementation of the updated guidelines.

Result 1.3: Tool for monitoring of implementation of RIA Strategy and RIA Action Plan with corresponding guidelines for its usage developed.

Indicators of achievement:

- Practical monitoring tool (e.g. Microsoft Excel, Word, Interactive PDF) to cover implementation of activities as set out in RIA Strategy 2013 – 2015 and RIA Action Plan 2013-2015 prepared;
- Guidelines on using the monitoring tool prepared.

Component 2: Strengthening administrative capacities of the GLO and other stakeholders in regard to RIA implementation

Result 2.1: Training programmes and training materials on RIA updated.

Indicators of achievement:⁵

- Questionnaire for training needs analysis (TNA) in regard to RIA implementation prepared, with special focus on RIA methodology and RIA process in analysis of economic, environmental and social impact;
- TNA for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders conducted and TNA report prepared;
- The existing training programmes and training materials on RIA analysed and updated.

Result 2.2: Professional capacity of the GLO and other stakeholders involved in RIA process increased.

Indicators of achievement:

- Trainings on economic impact assessment (EcIA) for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders (4x1 day workshops; at least 15 participants per workshop) conducted;
- Trainings on environmental impact assessment (EnIA) for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders (4x1 day workshops; at least 15 participants per workshop) conducted;

⁴ The analysis will cover three RIA guidelines produced by the Twinning project HR/2007/IB/FI/02: (1) *RIA guidelines for civil servants*, (2) *RIA guidelines for interested public and stakeholders*, (3) *RIA guidelines for civil servants of the GLO*.

⁵ Activities under Result 2.1 will take into consideration relevant outputs produced under the Twinning project HR/2007/IB/FI/02.

- Trainings on social impact assessment (SIA) for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders (4x1 day workshops; 15 participants per workshop) conducted;
- Trainings on quality control of RIA documents for GLO RIA staff and RIA coordinators (3x1 day workshops, at least 15 participants per workshop) conducted;
- Trainings on Guidelines on using the monitoring tool prepared through Result 1.3 for GLO RIA staff and RIA coordinators (2x0,5 day workshops; at least 15 participants per workshop) conducted;
- 5-day study visit for 10 participants (7 from GLO and 3 from line ministries engaged in the review mission under Result 1.1) conducted in order to obtain direct know-how on RIA process in an EU Member State and study visit report prepared.

Component 3: Raising public awareness on RIA benefits in legislative procedure

Result 3.1: Communication tools for raising public awareness on RIA benefits in legislative procedure improved.

Indicators of achievement:⁶

- The existing RIA Communication Strategy and the related Action Plan analysed, updated in line with the current needs for communication and published on the GLO website;
- RIA leaflets⁷ analysed, updated/prepared in line with the current needs for communication and published on the GLO website;
- RIA booklet (up to 5 pages) for general public about the Croatian RIA system prepared and published on the GLO website.

Result 3.2: Recommendations for more active involvement of stakeholders in RIA process prepared.

Indicators of achievement:

- Round-table discussion for key stakeholders from business community and civil society organisations (at least 15 participants in total) conducted with the purpose to discuss stakeholders' engagement and position in RIA process, and determine appropriate actions for their further more active involvement;
- Recommendations for more active involvement of stakeholders in RIA process prepared and published on the GLO website.⁸

⁶ The costs of printing of information materials, the purpose of which is related to the project's visibility, is envisaged to be financed through the project's visibility costs specified in the Twinning light contract budget.

⁷ The analysis will cover two RIA leaflets produced under the Twinning project HR/2007/IB/FI/02: (1) *RIA: good for business and society*, (2) *Alternatives to legislation*.

⁸ Recommendations will be included as an Annex to *RIA guidelines for interested public and stakeholders* prepared through Result 1.2.

3.4 Activities:

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

Two visibility events will be organized in the course of the implementation of the project; the kick-off event at the start of the project implementation and the final event at the end of the project implementation.

3.5 Means/ Input from the MS Partner Administration:

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

3.5.1 Profile and tasks of the Project Leader

Profile of the Project Leader

Requirements:

- University level education or equivalent professional experience of 13 years in public administration
- 5 years of experience in practical application of RIA policy
- Working level of English language
- Computer literacy
- Experience in project management
- Proven contractual relation to public administration or mandated body, as defined under Twinning manual 5.4.5

Assets:

- Experience as a member of EU working group in the field of smart regulation policy
- Experience in implementation of international projects in a field of RIA

Tasks of the Project leader:

- Supervising and co-ordinating all strategic aspects of the project in cooperation with the BC Project Leader
- Providing efficient leadership of the project
- Ensuring sound financial management of the project
- Organization of study visit
- Participation in Steering Committee meetings
- Project reporting
- Co-ordination of MS experts' work and availability
- Project reporting
- Ensuring backstopping and financial management of the project in the MS

3.5.2 Profile and tasks of the short-term experts

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

Profile of the Short-term expert 1 (STE 1) – RIA Methodology Expert

Requirements:

- University level education or equivalent professional experience of 10 years in public administration
- 3 years of experience in practical application of RIA policy
- Experience in developing guidelines on RIA
- Working level of English language
- Computer literacy
- Proven contractual relation to public administration or mandated body, as defined under Twinning manual 5.4.5

Assets:

- Experience in monitoring of RIA process in line with strategic documents
- Experience in performing quality assurance of RIA reports
- Experience in conducting case study related to practical application of RIA policy

Tasks the Short-term expert 1:

- Preparing and conducting the review mission
- Preparing the review mission report
- Analysing, updating and presenting RIA guidelines
- Preparing practical monitoring tool and guidelines on using the monitoring tool
- Close cooperation with the Croatian experts in undertaking all activities
- Participating in all relevant project activities in cooperation with other short-term experts (e.g. activities related to capacity building or raising of public awareness)

Profile of the Short-term expert 2 (STE 2) – RIA Training Expert

Requirements:

- University level education or equivalent professional experience of 10 years in public administration
- 3 years of experience in practical application of RIA policy
- Experience in conducting trainings on RIA
- Working level of English language
- Computer literacy
- Proven contractual relation to public administration or mandated body, as defined under Twinning manual 5.4.5

Assets:

- Experience in conducting training needs analysis
- Experience in preparing training programmes and/or training materials related to RIA
- Experience in performing quality assurance of RIA reports

Tasks of the Short-term expert 2:

- Preparing questionnaire, conducting TNA and preparing TNA report
- Analysing and updating training programmes and training materials
- Conducting trainings
- Close cooperation with the Croatian experts in undertaking all activities
- Participating in all relevant project activities in cooperation with other short-term experts (e.g. activities related to review mission, RIA guidelines or raising of public awareness).

Profile of the Short-term expert 3 (STE 3) – Public Relations Expert

Requirements:

- University level education or equivalent professional experience of 10 years in the field of Public Relations (PR)
- 3 years of experience in implementing PR activities
- Working level of English language
- Computer literacy
- Proven contractual relation to public administration or mandated body, as defined under Twinning manual 5.4.5

Assets:

- Experience in preparing communication strategy or action plan
- Experience in preparing visibility materials related to RIA
- Experience in organising public awareness campaign related to RIA

Tasks of the Short-term expert 3:

- Analysing and updating RIA Communication Strategy and Action plan
- Analysing and updating/preparing RIA visibility materials (leaflets)
- Preparing booklet about the Croatian RIA system
- Organising roundtable discussion and preparing recommendations for more active involvement of stakeholders in RIA process
- Close cooperation with the Croatian experts in undertaking all activities
- Participating in all relevant project activities in cooperation with other short-term experts (e.g. activities related to capacity building).

Note:

The pool of experts should include:

- At least one short-term expert who in addition to the respective profile requirements has experience in applying RIA methodology for economic impact assessment;
- At least one short-term expert who in addition to the respective profile requirements has experience in applying RIA methodology for environmental impact assessment;
- At least one short-term expert who in addition to the respective profile requirements has experience in applying RIA methodology for social impact assessment;

4. Institutional Framework

The main beneficiary institution is the Government Legislation Office (GLO), which is a professional service to the Government of the Republic of Croatia, established by the Law on the Government of the Republic of Croatia (Official Gazette no. 150/11).

GLO is managed by its director who is supported by 3 assistants, 8 advisers and 2 administrative assistants (please note that organigram is enclosed in Annex 4). Among the mentioned staff, 3 employees are directly engaged in RIA, while 9 employees deal with legal affairs and 2 administrative assistants work on various administrative tasks.

According to RIA Law, the GLO is entrusted with RIA system coordination and with overall implementation of RIA legal framework (RIA Law, RIA Regulation, RIA Strategy and RIA Action plan). It is also responsible for professional training and specialization in RIA methodology. The GLO's primary task is a quality control of legislation being proposed by line ministries and other state administration bodies for adoption by the Government and a quality control of RIA documents (Preliminary Assessments, Draft Proposals of Annual Legislative Plans, RIA Reports). Through quality control the GLO ensures that draft legislation is consistent with the Croatian Constitution and other relevant legislation and of appropriate quality. The GLO also guarantees appropriate level of quality of RIA reports.

Other tasks covered specifically by the GLO RIA staff are monitoring of RIA process implementation, proposing additional and corrective measures for further development and improvement of RIA system and reporting since GLO should submit official report on RIA Strategy 2013 - 2015 implementation to the Government in 2016.

Stakeholders in RIA process:

Line ministries and other central state administration bodies with regulatory powers to propose primary legislation to the Government

Croatian central state administration constitutes of 20 line ministries, 4 state offices and 7 state administration bodies. In all of them RIA coordinators have been appointed, who are responsible for internal overseeing of RIA process so that it is properly implemented and internal quality assurance of all RIA documents. For successful RIA implementation it is crucial to have adequate capacities in line ministries and other central state administration bodies since they draft the vast majority of primary legislation.

Business community representatives

Business community is represented by several key business associations: Croatian Employers' Association (CEA), Croatian Chamber of Economy (CCA), Croatian Chamber of Trades and Crafts (CCTC) and Croatian Banking Association (CBA). The goal of all business associations is to be part of legislation making process thus influencing and shaping legislation to be more business friendly. Legislative procedure under RIA process gives opportunity to business community representatives to be actively involved public consultations and provide comments, suggestions, data and additional analysis on draft laws.

Civil society representatives

Civil society is represented by several key civil society organisations (CSO): GONG; Croatian Law Centre (CLC) and the academic community. The goal of all CSOs is to be part

of legislation making process thus influencing and shaping legislation in line with human and civil rights, especially those promoting and protecting rights of minorities and social vulnerable groups. Legislative procedure under RIA process gives opportunity to the CSOs representatives to be actively involved public consultations and provide comments, suggestions, data and additional analysis on draft laws.

Two Steering Committee meetings will be held for the purpose of reviewing the progress made under the project as well as to discuss results achieved and/or problems occurred. The first Steering Committee meeting will be held during the third month of project activities implementation in order to discuss and comment the draft start-up report. The second Steering Committee meeting will be organised during the last month of the implementation period of the Action to discuss the draft final report.

The results of the project will not lead to a change of the institutional framework as described.

It should be noted that the participation of the Member State Project Leader in Steering Committees meetings has to be combined with expert missions in case the Member State Project Leader is also a short-term expert in the twinning light project. If the Member State Project Leader is not short-term expert in the twinning light project then his visits to Croatia, (one visit every three months) as part of his overall task to ensure coordination and political steering of the project, should be organised at the same time as the two Steering Committee meetings of the project.

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

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

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

5. Budget

Strengthening capacity for implementation of Regulatory Impact Assessment Strategy 2013 – 2015 (CRO SCIRIAS)	IPA Community Contribution	National Co-financing	TOTAL
Twinning light contract	90% 202.500,00 EUR	10% 22.500,00 EUR	225.000,00 EUR

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

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

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

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

6. Implementation Arrangements

6.1 Implementing Agency responsible for tendering, contracting and accounting:

Central Finance and Contracting Agency (CFCA)
Ulica grada Vukovara 284
10000 Zagreb, Croatia
Ms Nataša Mikuš Žigman, Director
Phone: +385 1 4591 245
Fax: +385 1 4591 075
E-mail: procurement@safu.hr

Twinning Administrative Office
Central Finance and Contracting Agency
Ulica grada Vukovara 284
10000 Zagreb, Croatia
Ms Nirvana Sokolovski, Twinning NCP
Phone: +385 1 4591 245
Fax: +385 1 4591 075
E-mail: twinning@safu.hr

6.2 Main counterpart in the BC:

Senior Programme Officer / BC Project Leader

Ms Zdenka Pogarčić, Head of Office
Government Legislation Office
Trg sv. Marka 2
10000 Zagreb, Croatia
Phone: +385 1 4569 244
Fax: +385 1 4569 386
E-mail: zdenka.pogarcic@vlada.hr; zakonodavstvo@vlada.hr

6.3 Contracts:

It is envisaged that the project will be implemented through one Twinning light contract with the maximum amount of 225.000,00 EUR.

6.4 Reporting:

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

The Start-up report should:

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

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

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

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

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

6.5 Language:

The working language of the project is English.

7. Implementation Schedule (indicative)

7.1 Launching of the call for proposals: 4Q 2014

7.2 Start of project activities: 1Q 2015

7.3 Project completion: 3Q 2015

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

8. Sustainability

The GLO will be responsible for disseminating the results of this project to other stakeholders involved in RIA process via continuous spreading of knowledge and skills about RIA methodology gained through this Twinning light project. In line with RIA Communication Strategy the GLO will also disseminate information to interested stakeholders and public in general.

All participants of the training activities undertaken through this project will use gained knowledge and skills in applying RIA methodology. In order to assure the project sustainability RIA training program will not be limited to the duration of the project, but will be implemented continuously, based on RIA Strategy and RIA Action Plan, which are envisaged to be evaluated and revised every 3 years.

Based on the outputs of this project, the GLO will continue to improve and facilitate RIA process and propose adjustments to legal framework based on the best RIA practice in Croatia and EU even after the end of the project implementation.

9. Crosscutting issues

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. The project will not have any negative effects on the environment.

10. Conditionality and sequencing

N/A

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format
2. List of relevant strategic documents, laws and regulations
3. RIA process work-flow
4. Organigram of the GLO

Annex 1: Logical framework matrix in standard format

Strengthening capacity for implementation of Regulatory Impact Assessment Strategy 2013 – 2015 (CRO SCIRIAS)		Programme name and number: IPA 2011	
Government Legislation Office of the Republic of Croatia		Contracting period expires: 3 years following the date of conclusion of the Financing Agreement	Disbursement period expires: 4 years following the end date of contracting
		Total budget: 225.000,00 EUR	IPA financing: 202.500,00 EUR (90%) National co-financing: 22.500,00 EUR (10%) ⁹
Overall objective	Objectively Verifiable Indicators	Sources of Verification	
The overall objective of the project is to increase the quality of primary legislation by using regulatory impact assessment (RIA) thus assisting public administration in becoming an efficient service capable of drafting clear and simple legislation.	Increased number of draft laws under RIA process as of 2013 Government Normative Plan. Increased number of RIA reports as of 2013. Decreased number of ad hoc draft laws (unplanned and not included in Government Normative Plan) as of 2013. Increase of undertaken public consultations on primary legislation as of 2013. Increased number of trainings, conferences and awareness raising events on RIA/smart regulation matters.	<ul style="list-style-type: none"> - GLO Annual Report as of 2013 - GLO Report on implementation of RIA Strategy for the period 2013-2015 - Relevant EC or national reports - Report on Public Consultations of Government Office for Cooperation with CSOs 	
Project purpose	Objectively Verifiable Indicators	Sources of Verification	Assumptions
The project purpose is to strengthen capacities of the Government Legislation Office (GLO) and line ministries in regards to implementation of RIA system into legislation making process with a special focus on building capacities for analysis of economic, environmental and social impacts in	Review mission report prepared. RIA guidelines for civil servants, interested public and stakeholders and GLO updated. Monitoring tool developed and guidelines on using the monitoring tool prepared. Enhanced capacities of the GLO, RIA coordinators,	<ul style="list-style-type: none"> - GLO Annual Report as of 2013 - Final Project Report - Twinning light project documentation (review mission report, guidelines, training programmes, training materials, 	GLO RIA staff, RIA coordinators and representatives of other stakeholders available for project implementation and participation at

⁹ The total amounts of the IPA Community Contribution and National Co-financing stipulated in the above table represent the total maximum amounts and therefore, they may be reduced at the level of the Twinning light contract, while the relevant ratio (percentages) should be maintained as fixed. The co-financing requirement foreseen under IPA will be considered fulfilled according to the provision of the relevant Financing Agreement.

drafting legislation.	civil servants in line ministries and representatives of key stakeholders. RIA Communication Strategy and Action Plan updated. RIA visibility materials prepared. Recommendations for more active involvement of stakeholders prepared.	communication strategy with action plan, visibility materials, etc.) - Practical monitoring tool - List of participants on trainings - List of participants on study visit - Study visit report	workshops/discussions. Low turnover of GLO RIA staff. Good cooperation and coordination among project partners and project stakeholders.
Results	Objectively Verifiable Indicators	Sources of Verification	Assumptions
<p>Component 1: Further development of RIA methodological tools</p> <p>Result 1.1: Review mission on RIA methodology and RIA process conducted with the purpose of obtaining the best Croatian RIA practices and the review mission report prepared.</p> <p>Result 1.2: RIA guidelines for civil servants, interested public and stakeholders and GLO updated in line with the Croatian and EU best practice and presented to RIA coordinators and key stakeholders.</p> <p>Result 1.3: Tool for monitoring of implementation of RIA Strategy and RIA Action Plan with corresponding guidelines for its usage developed.</p>	<ul style="list-style-type: none"> • Review mission on RIA methodology and RIA process in Croatian line ministries prepared (selection of line ministries, document analysis, identification of draft laws from the Annual Legislation Plan, plan/schedule of activities, etc.); • Review mission conducted by monitoring RIA processes according to the plan/schedule and corresponding report with concrete examples on the best Croatian RIA practices prepared. • The existing RIA guidelines analysed and an analysis report with recommendations for improvement prepared; • RIA guidelines updated in line with the Croatian and EU best practice and published on the GLO website; • Round table discussion for RIA coordinators and key stakeholders (at least 20 participants in total) conducted in order to present and discuss implementation of the updated guidelines. • Practical monitoring tool (e.g. Microsoft Excel, Word, Interactive PDF) to cover implementation of activities as set out in RIA Strategy 2013 – 2015 and RIA Action 	<ul style="list-style-type: none"> - Twinning project reports. - Documentation prepared under the project. - List of participants on trainings and study visit. - Three RIA guidelines. - The monitoring tool. - Guidelines on using the monitoring tool. - Study visit report. - RIA Communication strategy and the Action plan. - RIA visibility materials. 	<p>GLO RIA staff, RIA coordinators and representatives of other stakeholders available for project implementation and participation at workshops/discussions.</p> <p>Low turnover of GLO RIA staff.</p> <p>Good cooperation and coordination among project partners and project stakeholders.</p>

<p>Component 2: Strengthening administrative capacities of the GLO and other stakeholders in regard to RIA implementation</p> <p>Result 2.1: Training programmes and training materials on RIA updated.</p> <p>Result 2.2: Professional capacity of the GLO and other stakeholders involved in RIA process increased.</p>	<p>Plan 2013-2015 prepared;</p> <ul style="list-style-type: none"> • Guidelines on using the monitoring tool prepared. <ul style="list-style-type: none"> • Questionnaire for training needs analysis (TNA) in regard to RIA implementation prepared, with special focus on RIA methodology and RIA process in analysis of economic, environmental and social impact; • TNA for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders conducted and TNA report prepared; • The existing training programmes and training materials on RIA analysed and updated. <ul style="list-style-type: none"> • Trainings on economic impact assessment (EcIA) for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders (4x1 day workshops; at least 15 participants per workshop) conducted; • Trainings on environmental impact assessment (EnIA) for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders (4x1 day workshops; at least 15 participants per workshop) conducted; • Trainings on social impact assessment (SIA) for GLO RIA staff, RIA coordinators, civil servants from line ministries and representatives of key stakeholders (4x1 day workshops; 15 participants per workshop) conducted; • Trainings on quality control of RIA documents for GLO RIA staff and RIA coordinators (3x1 day workshops, at least 15 participants per workshop) conducted; • Trainings on Guidelines on using the monitoring tool prepared through Result 1.3 for GLO RIA staff and RIA 		
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<p>Component 3: Raising public awareness on RIA benefits in legislative procedure</p> <p>Result 3.1: Communication tools for raising public awareness on RIA benefits in legislative procedure improved.</p> <p>Result 3.2: Recommendations for more active involvement of stakeholders in RIA process prepared.</p>	<p>coordinators (2x0,5 day workshops; at least 15 participants per workshop) conducted;</p> <ul style="list-style-type: none"> • 5-day study visit for 10 participants (7 from GLO and 3 from line ministries engaged in the review mission under Result 1.1) conducted in order to obtain direct know-how on RIA process in an EU Member State and study visit report prepared. <ul style="list-style-type: none"> • The existing RIA Communication Strategy and the related Action Plan analysed, updated in line with the current needs for communication and published on the GLO website; • RIA leaflets analysed, updated/prepared in line with the current needs for communication and published on the GLO website. • RIA booklet (up to 5 pages) for general public about the Croatian RIA system prepared and published on the GLO website. • Round-table discussion for key stakeholders from business community and civil society organisations (at least 15 participants in total) conducted with the purpose to discuss stakeholders' engagement and position in RIA process, and determine appropriate actions for their further more active involvement; • Recommendations for more active involvement of stakeholders in RIA process prepared and published on the GLO website. 		
<p>Activities</p> <p>Activities to be implemented correspond to the activities developed in the selected MS proposal</p>	<p>Means</p> <p>Consultations, analysis, review, preparation of documentation, trainings, workshops, seminars, round table discussions, study visit.</p>	<p>Specification of costs</p> <p>225.000,00 EUR</p>	<p>Assumptions</p> <p>In line with the assumptions for results.</p>
			<p>Preconditions:</p> <p>N/A</p>

Annex 2: List of relevant strategic documents, laws and regulations

- **RIA Law**

Available for download in English at the GLO website via direct link:

[https://vlada.gov.hr/UserDocsImages/Zakonodavstvo/140910 GLO RIA Law EN.pdf](https://vlada.gov.hr/UserDocsImages/Zakonodavstvo/140910%20GLO%20RIA%20Law%20EN.pdf)

- **RIA Regulation**

Available for download in English at the GLO website via direct link:

[https://vlada.gov.hr/UserDocsImages/Zakonodavstvo/140910 GLO RIA Regulation EN.pdf](https://vlada.gov.hr/UserDocsImages/Zakonodavstvo/140910%20GLO%20RIA%20Regulation%20EN.pdf)

- **RIA Strategy and Action plan 2013 - 2015**

Available for download in English at the GLO website via direct link:

[https://vlada.gov.hr/UserDocsImages/Zakonodavstvo/140910 RIA Strategy and Action Plan 2013-2015.pdf](https://vlada.gov.hr/UserDocsImages/Zakonodavstvo/140910%20RIA%20Strategy%20and%20Action%20Plan%202013-2015.pdf)

Annex 3: RIA process work-flow

RIA process, as it is envisaged by RIA Law, starts with planning of the legislation (on a level of primary legislation – only laws) in a current year, for the next year. This has been done primarily with annual planning process of normative activities which takes place in the last quarter of the current year for the following year. In that period, ministries and other state administration bodies start with planning of legislative initiatives which will be drafted as laws in the following year. In this part of RIA process, planned legislative initiatives are subject of preliminary RIA assessment which serves as a filter for legislative initiatives on whether RIA process is needed. Once completed, drafts of annual planning activities with preliminary RIA assessment questionnaire are sent to the GLO for final scrutiny (quality control) and further drafting of a document titled as Annual plan of normative activities. The plan is adopted by the Government and implemented by respective ministries in the following year. The plan ensures the line ministries and other state administration bodies implement RIA process for planned legislative initiatives which will be developed as laws under RIA process and accompanied with a RIA Report. Since the GLO has the coordination role of RIA system, the plan serves as policy planning document regarding RIA system and it serves as a timetable for implementation of RIA process in line ministries and state administration bodies. According to the plan and given deadlines, RIA process is done for the selected legislative initiatives throughout the year. Prior to Government procedure, quality assurance of RIA Reports is given by the GLO, in terms of RIA process and RIA methodology, and prior the Government procedure consent to RIA Reports is also given.

RIA Law defines:

- Primary legislation which will be subject of RIA process;
- RIA documents;
- RIA process:
 - Annual legislative planning process,
 - RIA process steps,
- RIA coordination body and competent bodies;
- Training and capacity building for RIA.

RIA Regulation defines:

- RIA process steps:
 - Problem definition,
 - Goal setting,
 - Definition of policy options,
 - Analysis of significant impacts of all policy options,
 - Public consultation,
 - Preferred policy option,
 - Monitoring and evaluation of preferred policy option;
- RIA templates:
 - Preliminary Assessment template,
 - Annual Legislation Plan template,
 - RIA Report template.

RIA Strategy defines:

- Vision as to ensure development of better and more quality legislation in the manner that the new legislation achieves its goals with the low costs, maximum benefits and without unnecessary obstacles;

- Mission as to ensure development of efficient and independent RIA system by active engagement of all bodies responsible for RIA process with participation of all other state administration bodies and interested stakeholders;
- Ground for further strengthening of RIA implementation with priority objectives that cover areas:
 - o Implementation of RIA legal framework,
 - o Dissemination of RIA related information to stakeholders,
 - o Regular trainings in RIA methodology for civil servants,
 - o Development of monitoring system for RIA implementation.

RIA process work-flow

<i>Deadlines</i>	<i>RIA process steps</i>
June to September of the current year	<p>Legislative initiatives planning and preliminary RIA assessment RIA process starts with drafting of a thesis on regulatory initiative as a subject only on a level of national laws (e.g. objectives and preliminary content of a law) which will be covered in a draft law. The preliminary RIA assessment is done based on the thesis and conducting preliminary RIA assessment form. Based on the results of the assessment (answers to a yes/no questionnaire), a law will be drafted under RIA process.</p>
June to September of the current year	<p>Drafting of annual planning activities After completing the preliminary RIA assessments, all legislative initiatives which are planned to be drafted in the next year are put in a draft of annual planning activities. The drafts of annual planning activities should be published on ministerial websites to inform public in the duration of at least 15 days, in the period from 1st to 30th September of the current year.</p>
September to December of the current year	<p>Drafting of the Annual plan of normative activities The GLO considers all the draft of annual planning activities and reviews all submitted preliminary RIA assessment forms and, if needed, requests supplement. All of the drafts should be harmonised with the GLO until 31st October of the current year for its enlisting in the Annual Plan of normative activities for the next year (the Annual Plan). The Government, based on the GLO's proposal, the Annual Plan in the last trimester of the current year.</p>
During the next year in line with the deadlines adopted in the Annual Plan	<p>Drafting of an Initial RIA Report RIA process continues for those planned legislative initiatives which have significant impacts and are listed in the Annual Plan under RIA process, by drafting an Initial RIA Report. A Respective ministry drafts the Initial RIA Report by defining a problem, goals, possible options and identifying significant impacts. The ministry informally consults on the Initial RIA Report with key stakeholders within public administration, so as with external stakeholders.</p> <p>Formal public consultation Formal public consultation is done by publishing the Initial RIA Report on a ministerial website in the duration of 30 days or longer if it is necessary. The respective ministry should also conduct at least one public event (e.g. a round table event) on this matter to</p>

enhance consultation and discussion.

Opinions of the Competent Bodies

After the public consultation, the respective ministry addresses feedback comments and updates the Initial RIA Report. The report is submitted to the competent bodies (line ministries responsible for economic, fiscal, social, environmental impacts) for opinion on analysis on economic, social or environmental impacts. The competent bodies submit their opinions to the respective ministry within 15 days after receiving the report for an opinion.

Drafting of a Full RIA Report and a draft law

After finalising the consultation and receiving opinions of the competent bodies, a Full RIA Report is drafted based on the previous Initial RIA Report. The respective ministry starts with drafting of a law based on the thesis and results of the Full RIA Report.

Public Discussion on the draft law and the Full RIA Report

The draft law and the Full RIA Report are published on the ministerial website for the public discussion in duration of at least 15 up to maximum of 30 days. The respective ministry should also conduct at least one public event on this matter to enhance public consultation and discussion.

Sending the draft law and the Full RIA Report to the Government regulatory procedure

The draft law and the Full RIA Report are submitted for an opinion to the line ministries and to the GLO. The Full RIA Report is final after it receives opinions of the competent bodies and a consent from the GLO.

Annex 4: Organigram of the GLO

