


I. Cover Page

Country: Croatia

Programme Title: MDGF-1975:
Closing the Chapter: Social Inclusion and Conflict Transformation in War Affected Areas of Croatia

Joint Programme Outcome: Regional Development, Safety and Social Inclusion in War Affected Areas Enhanced

Programme Duration: 24 Months Anticipated start/end dates: 02/09 – 02/11 Fund Management: "Pass through" Managing / Administrative Agent: UNDP	Total estimated budget: \$3,000,000 Out of which: 1. Funded Budget: \$3,000,000 2. Unfunded budget: \$0
Sources of funded budget: <ul style="list-style-type: none"> • MDG-F \$3,000,000 	

Signatures:

On behalf of the United Nations	On behalf of the Government of the Republic of Croatia
Mr. Wilfred Buchhorn Head of Office, UNHCR Croatia Signature: Date & Seal: 16/03/2009	Mr. Slobodan Uzelac, Ph.D. Vice-Prime Minister, Office of the Vice-Prime Minister for Regional development, Reconstruction and Return Signature: Date & Seal: 16/03/2009
Ms. Tanja Radočaj, Head of Office, UNICEF Croatia Signature: Date & Seal: 16/03/2009	
Ms. Lovorka Marinović Head of Mission, IOM Croatia Signature: Date & Seal: 16/03/2009	
Mr. Yuri Afanasiev, UNDP Resident representative Signature: Date & Seal: 16/03/2009	

II. Executive Summary

The UN Programme will tackle the endemic social, economic and political exclusion of returnees, minorities, veterans and economically-disempowered women whose marginalization most jeopardizes peaceful coexistence and sustainable return, and risks cementing the emergence of 'Two Croatias'; one relatively well off, vibrant and Euro-centric; the other home to the poor disempowered and excluded.

The Programme employs a 'root cause' methodology that pioneers the integration of a community decision-making methodology into the socio-economic recovery of war-affected areas through shared needs / interest projects. This will introduce peace-building mechanisms into existing local structures that provide social services, education, community policing, justice, and stimulate job creation. Nationally owned at all levels; coordination will be institutionalized by the Vice Prime Minister (VPM) for Return, Reconstruction and Regional Development, and supported by a Secretariat.

The Programme is directly linked to the achievement of three national Millennium Development Goals, namely:

- The 'Mitigation of Poverty' (N-MDG1), through empowering those groups most likely to be long-term unemployed and through supporting the creation of improved local development conditions and access to basic services in those areas most prone to poverty and conflict;
- 'Education for All' (N-MDG2); supported by UNICEF's 'Protecting children from violence' project that works to ensure children do not enter adulthood as individuals likely to become prejudiced, or socially / economically excluded. This situation is particularly acute for national minorities that face added ethnic intolerance barriers to accessing education; and,
- Gender equality (N-MDG3) will be advanced by supporting relevant legal frameworks, national strategies and substantive projects that target women at high risk of poverty and violence, particularly those in rural areas with lower levels of education and those living in areas of former conflict. This is particularly important given that women – nation-wide - are 20% more likely to be at risk of poverty than men.

The Programme is prefixed around the empirically-supported notion that exclusion from socio-economic life based on identity aggravates conflict and inhibits development. The Government recognizes this challenge, and has recently adopted the Geneva Declaration on Armed Violence and Development, as a sign of its commitment to tackling this problem. The values of the Declaration are further enshrined in a number of sound national and international legal provisions that protect minority and youth rights, advance gender equality and guarantees access to employment and anti-discrimination in public life. As is detailed in this document, clear problems in implementation exist and this Programme directly supports ameliorating identified gaps.

At the national level, the Programme, under the leadership of the VPM, will coordinate all activities related to the recovery of war affected areas and post conflict reconciliation (Output 1) It will also support the integration of peace building activities into existing national development mechanisms. Concurrently, a supporting rule of law component will support adequate access to law and justice for those groups whose current exclusion most risks a deepening of tensions. National level work will directly support existing community-based mechanisms for sustainable reintegration of targeted populations through safer community

plans, violence prevention in schools and issue-based conflict resolution (Output II). This mechanism will, in turn, facilitate the economic recovery of socially excluded and at-risk groups in Areas of Special State Concern (Output III). Taken together, these three concrete and mutually reinforcing levels of support constitute a Programme that will consolidate Croatia's tenuous peace-building gains and help guard against future conflict.

III. Situation Analysis

There are clear statistical links between the incidence of poverty, social exclusion and the areas of former armed conflict in Croatia, which are legally categorised as Areas of Special State Concern (ASSC) as prescribed by Law. The UNCT and the national Government wished to fully understand this troubling correlation and base its Programme and project interventions on associated actionable findings. Accordingly, a thorough social, economic and institutional analysis of the ASSC was commissioned. Simple but striking examples include:

- Gross Domestic Product (GDP) per capita in ASSC is on average, one-third of the national level.
- Rates of people at risk of poverty in ASSC are 19%, with women considerably more 'at risk' than men.
- More than 24% of population in ASSC do not have access to clean drinking water.
- Un-adjusted unemployment in ASSC averages 38%, which is almost three times the national average; unemployment amongst the returnee population is an unsustainable 68%.
- Welfare dependency is sustaining one-third of the population in ASSC.
- Social exclusion (based on identity) is up to 16 times higher in ASSC than in those areas not exposed to armed conflict, with women suffering exclusion more acutely than men.

A number of impediments to national MDG targets and human development consequently emerged. Whilst some factors – such as the structural weakness of the rural economy – are beyond the reach of this Programme, a number of issues emerged that rested on human and institutional factors that could be tackled by UN agencies and local partners at the local and national level, including i) asymmetric access to legal rights (including the provision of law and order, access to justice) based on identity and background; ii) unresponsive local governments that fail to meet basic public needs such as access to drinking water; iii) a woefully inadequate local mechanism for sustainably reintegrating returnees; and iv) the exclusion of women from large sways of public and economic life.

Whilst issues with local governance, service provision, and stakeholder aptitude cause problems, another cause of these communities' relative poverty hinges on the identity-based (nationality, religion, political ideas, cultural differences, gender and war experience) distrust remnant from the armed conflict. A lack of basic trust in divided communities undermines the potential for community-wide projects and investments. The development of conflict resolution skills amongst grassroots groups, women and municipal/county authorities is a crucial community investment that can reduce the polarization and help communities improve development indicators.

Such socio-economic stratification is a recipe for escalating tension even in developed countries. The absence of mechanisms capable of absorbing, managing and resolving such

tension either at the local or national level, is part of the explanation for a year-on-year rise in armed violence every year for the last six. Two of the most prominent trends of this rise have been i) a rise in level of reported domestic violence, jumping seven-fold between 2001 and 2005; and ii) a rise in the instances of armed robbery amongst those in the lower middle class most sensitive to price rises in which otherwise law-abiding individuals have taken to robbery to meet their sustenance needs.

A lack of know-how of local authorities and regional development agencies to plan, prioritize and deliver projects for their communities means they are unable to absorb much of the EU structural assistance that is potentially available to these areas. Equally, a lack of know-how of local level stakeholders (NGOs, private businesses, associations) to jointly identify, prepare and implement development projects and, crucially, raise funds further marginalizes these communities. The Programme is mandated by the National Strategy on the Inclusion of Groups that Suffer Long-Term Unemployment and UN agencies will work with the central and local government and civil society to reverse this situation.

Women face clear disadvantages in the labour market with a nationwide employment rate of just 36%. Women are twice as likely to perceive themselves as socially excluded as men. Women represent 46% of the victims of armed crime; yet constitute less than 1% of perpetrators and are increasingly the victims of domestic violence, for which their ability to access justice is hindered by institutional barriers and societal taboos. Furthermore, women have been largely precluded from acting as peace-builders and agents of local change with under-representation in local governing structures and community decision making forums. As regards women's rights and gender equality, implementation of the national policy for the promotion of gender equality continued. In December 2007, a national strategy for protection against domestic violence (2008-2010) was adopted; however, the Ombudsperson's Office responsible for implementation is weak and largely unsupported, which the UN seeks to reverse.

Returnees suffer the most obvious social exclusion and the most severe barriers to integration resulting in less than 25% of the pre-war minority population returning sustainably and / or permanently. The majority of those who actually returned (58%), find themselves in, isolated communities of less than 500 people, where small land-holdings can guarantee at least basic subsistence living. In small urban centres that are the subject of this intervention, successful return is far more difficult because of a lack of access to adequate housing and social rights; local-level intimidation; a cumbersome bureaucracy; unresponsive local government and very limited employment opportunities. These challenges are amplified due to the advanced age of most returnees which averages 51 years of age. The Constitutional Law on Rights of National Minorities (CLNM) guarantees the right to proportional representation of minorities in the state administration, police and judiciary, but returnees are still faced with significant challenges in securing employment in the public sector. The Programme counters this discrimination through supporting education, security and employment processes that directly underpin the implementation of the CLNM. Whilst the Law on Anti-Discrimination is a robust addition to the Croatian legal framework, the total absence of prosecutions under the law begs serious questions as to its implementation; supported by the fact that 70% of those returnees eligible for free legal aid do not receive it.

War veterans are another group with a high degree of social exclusion, poor employment status and, most worryingly, a high incidence of violence and suicide, often linked to Post Traumatic Stress Disorder (PTSD). Between 2001 and 2005, nearly 1,800 ex-combatants committed suicide, frequently harming others. This crucial segment of society (numbering 350,000) must be enabled to rehabilitate and reintegrate members into their communities in

ASSCs and, as such, a number of innovative veterans NGOs with links to social welfare providers, local government and employers are involved in the Programme.

The role of the Police in combating these trends is crucial and important strides have been taken with the introduction of community policing that has enhanced the Police's ability to connect with their communities and act to prevent crimes before they take place. More needs to be done, however, with more than 50% of the Police continuing to believe their role is more to 'inhibit crime through intimidation' rather than 'preventing crime through protecting society' with 55% of the public unaware of their local community Police Officer, with a further quarter of the population totally unaware that community policing exists.

Much of the rise in violence can be attributable to young people with men under 31 constituting almost half the perpetrators of all armed crime. This violence was 'learnt' and can be attributed in part to a strong post-war 'machismo' culture that manifests in schools with 33% of children exposed to peer violence, and a further 11% of children the victims of 'severe bullying' at school. As the Croatian Ambassador to the UN told the General Assembly in 2008 "Our children were not born with prejudice in their hearts; they were taught to have it". Consequently, the Programme will work to expand the network of Violence-Free Schools and promote tolerance through curricula and learning, particularly focusing on the approximately 10% of the returnee population who are school-aged.

Croatia has made considerable amendments to human rights legislation, especially in the areas of gender equality and the protection of children's rights, for which Ombudspersons were appointed in 2003. Most recently, in July 2008, an Anti-Discrimination Law was controversially introduced which has wide scope for the protection of minorities and can serve as a useful legal platform for tackling the underlying causes of conflict. The resources, visibility and influence of the Ombudspersons, however, remain very limited and the Serb and Roma minority in the country continue to be subject to threats, acts of discrimination, hostility and occasional violence. The national coordinating function under the Vice Prime Minister's Office will help facilitate a joined-up approach to social inclusion, conflict transformation and regional development, which is able to coordinate line ministry work in these areas and in-turn capacitate the Offices of the Ombudsperson by providing high-level policy support.

IV. Strategies, Including Lessons Learned and the Proposed Joint Programme

Background / Context

At the local level, the agencies of the UNCT have always concentrated their work in ASSC where the development indicators are weakest, and post-war legacy strongest. That said, there was often insufficient coordination between agencies on working in particular locations. Under the Joint Programme and across thematic areas, components will coalesce in six counties in ASSC, that meet the following criteria: i) the propensity for violent conflict is high and increasing (based on armed violence data cited in the background); ii) the socio-economic indicators spanning social exclusion, unemployment, access to basic services are least developed; iii) local administrative and partnership capacity is sufficient; and iv) UN agencies have established local expertise, a track-record of delivery, and field offices capable of delivering. The following counties were identified as the most appropriate locations for the Programme, with an emphasis on small urban centres where the aforementioned dynamics are especially aggravated:

- Vukovarsko-Srijemska
- Sisacko-Moslavacka
- Karlovacka
- Licko-Senjska
- Zadarska
- Sibensko-Kninska

As identified in the Situation Analysis, the principal beneficiaries of the Programme intervention will be those excluded and at-risk (of poverty and violence) groups whose predicament most risks peaceful coexistence in Croatia, and whose exclusion jeopardises Croatia's achievement of MDG targets. These groups are:

- Women facing the risk of violence, exclusion and structural unemployment
- Returnees facing institutional and human obstacles to reintegration
- War veterans facing social exclusion and at risk of committing violence
- Children and youth facing exposure to prejudice and intolerance, and at risk of violence

In order to accomplish the ambitious goals of this Programme, the UNCT will engage and reinvigorate a network of partners in those mentioned counties with identified aptitude, relevant experience, and a fundamental understanding of conflict dynamics and the local terrain. Partners will work in support of two existing, accountable and democratic conflict management mechanisms – Community Councils and Community Crime Prevention Councils (CCP) will be supported by local partners to identify and formulate needs for their communities through a series of trainings, capacity building initiatives and especially through learning-by-doing. Communities will be empowered to formulate projects which can then compete for funding and implementation, whether they be services or infrastructure. At the county level, steering committees, chaired by the County Prefects, and including representatives from local NGOs, vulnerable groups and local businesses will approve lists of projects on the basis of pre-set criteria. The National Coordinating body will ensure continuity of projects and provide top-down support to locally-formulated initiatives. This will ensure links between under-developed and developed parts of Croatia can be established to address regional disparities by channeling resources to the disadvantaged. Importantly, the national body will also work to allocate their own and IFI resources in a way that does not discriminate against those municipalities and counties that have had problems attaining state resources in the past.

Gender

At the community level, the Programme directly capacitates women who are already in decision-making positions (Community Police Coordinators, Police Chiefs, Mayors, and County Prefects) and supports these women as agents for change through their chair-ship of Crime Prevention Councils. These are women who can make important changes in male-orientated environments, and support projects that directly capacitate women and support equal opportunities. Project will be selected that discriminate in favour of places where these female decision makers are already in place. This community-level work will be further supplemented by support to women's CSO service providers dealing in DV (women's shelter, counseling services, health checks). At the institutional level, the Programme directly support women's access to security and justice as the Programme supports the creation of dedicated Police Officers responsible for proving support to victims of DV, through the Community Policing cell. Furthermore, the Programme will support the development of Police Protocols for intervening in cases of DV so that an accountable and transparent institutional mechanism is in place (upheld by the Police Ombudsperson) to ensure victims of DV receive

a standardized and appropriate degree of support from their Police Service. This Programme directly supports the Victim and Witness Support Programme by working in all 14 sites where UNDP is supporting municipal and county courts. Therefore there will be a joined-up Police-Court mechanism for victims of domestic violence for the first time. This will be supplemented by prevention activities of awareness raising that help act as a deterrent to men by highlighting the serious nature of DV, and the (increasingly harsh) legal punishments provided for; and by letting women know their rights and so by breaking the taboo surrounding the issue. Awareness raising activities will be coordinated with, for example, March 8th events and the female Ambassadors' Annual Initiative. At the Policy level, the Programme will evaluate and update the Strategy Against DV, as agreed in the MoU between UNDP Croatia and Deputy Prime Minister Kosor and the Office for Gender Equality. This process can only happen because UNDP is seen as working on the ground to prevent DV and support DV victims, and by critically supporting competent national authorities (Police and Courts).

At the national level, conflict prevention has not, until recently, been an explicit Croatian governmental priority; rather the Government has applied a human-rights and rule of law approach to ensuring those grievances which might lead to conflict be addressed within existing state structures. Accordingly, the Vice Prime Minister's Office for Regional Development, Reconstruction and Refugee Return, is charged, along with relevant line ministries, to create the conditions for the management of conflict and the resolution of disputes. These representatives are, in turn, joined by Minority Councils, Ombudsmen, local government and disparate associations in the implementation of legal provisions and Government policies. Following elections in 2007 a new Coalition Government was constituted that recognized that a more coordinated and active conflict prevention mechanism capable of coordinating delivery across line ministries was necessary. Accordingly, the Vice Prime Minister's Office invited the UN Agencies to assist it with the creation of such a mechanism which this Programme directly supports (Output I). In this endeavour, the Programme will assist the VPM and its office with the finalization of a new Regional Development Strategy and Law over the course of the first 18 months of the Programme cycle.

This national coordinating body is charged with ensuring integrated and conflict-sensitive service provision across ASSC, (predicated in EU *Acquis* but currently stalled). This work includes critical policy formulation on sensitive and conflict-prone issues including victims' rights and witnesses support; refugee property rights; the Law on National Minorities and support to vulnerable groups including veterans and women. The coordinating body will informally serve a 'track-two' diplomacy function by promoting issue-based dialogue and supported by developmental funds from UN and governmental sources. The independence of the UN - and the consummate standing the organization enjoys with the Government - means that it can foster the sort of inter-ministerial collaboration that needs to exist for the provision of such crucial assistance.

The UN in Croatia does not operate under an UNDAF, but rather, all four involved agencies work under the mandate of furthering regional development, safety and social inclusion in war affected areas enhanced. The UNCT is composed of seven resident agencies and organizations. The relatively small size of the country team provides incentive and rationale to work together; though the Joint Programme will be the first time this has happened on a structured premise. Inter-agency cooperation with relevance to this Programme hitherto has centred on i) supporting witnesses and victims in judicial cases (UNDP & ICTY); and ii) the socio-economic recovery of ASSC (UNDP & UNHCR) and iii) refugee return and reintegration (UNDP & UNHCR). This limited but productive cooperation provided the

precedent for the much-enhanced cooperation necessary to ensure the Joint Programme can be implemented seamlessly.

Croatia is an EU accession state and the accession process brings with it a large burden of legal and regulatory reforms that have been ongoing for three years and are expected to continue for another three. Despite the volume of *Acquis Communautaire* adherence, transposition alone is not sufficient to guard against the root causes of community and ethnic-based distrust and violence which are particularly apparent in a post-conflict state. The role of the UN agencies in this process is quite clear, as *Acquis* adherence without the types of coordination, empowerment and facilitation envisioned in this Programme runs the risk of creating hollow laws with poor implementation and little tangible benefit to the public. The Croatian Government and the resident UN agencies believe that 2009-2011 represents the last window of opportunity to resolve these long-outstanding issues prior to Croatia's accession to the EU. As recent experience in Bulgaria and Romania demonstrates the failure to resolve endemic problems of other types (organized crime and corruption) removes the impetus once accession has occurred, and creates protracted problems for the country and its population.

Lessons Learned

The Programme has been designed to maximize UN agencies' existing and future resources by mainstreaming peace-building into socio-economic recovery which has been 'core business' areas for UNHCR and UNDP since 1996. Joint assessments by UNDP and the Bureau for Crisis Prevention and Recovery concluded that – mechanistically - in order to mainstream peace-building it is necessary tackle the issue simultaneously from both a top-down and bottom-up approach, respecting on one hand the centralized nature of decision making; and on the other hand, the necessity of instigating change by empowering communities through local, credible partners on the ground.

Another key lesson learnt has been the need to approach peace-building and conflict prevention work through a 'root-cause' methodology that delivers tangible benefits to communities and solves 'vital interest' concerns such as equitable access to employment, justice, law and order and freedom from violence. Considerations relating to the relative weakness of the Ombudsmen for gender and youth; the relatively new willingness of the Government to proactively tackle conflict and the protection of minority rights; and the aforementioned questions regarding the implementation of the Anti-Discrimination Law have all been factors in adapting the Programme design. Accordingly the Programme will support these institutions involvement in central aspects of the coordination and monitoring and evaluating process.

Other 'generic' best-practice principles that have guided the development of this Programme include i) the maintenance of a multi-disciplinary approach combining national-level coordination, the mainstreaming of a peace-building agenda through accountable bodies and the delivery of support of marginalized and at-risk groups; ii) a participatory approach that is able to fully gauge the needs and capacities of all stakeholders; and iii) the application of international best-practice in conflict prevention, made possible by technical support from the Bureau for Crisis Prevention and Recovery (BCPR).

The Proposed Joint Programme

The Joint Programme scales-up and amalgamates the existing work of the resident UN agencies and integrates these formally unrelated components (see below) into one UN

national-level programme that serves new national priorities as reflected in the Coalition Government Agreement of January 2008. Related UN activities that are being amalgamated into the Programme are:

- **UNHCR:** Since 1991, the agency has been supporting the return and sustainable reintegration of refugees, returnees and displaced persons, implemented state-wide through the provision of humanitarian assistance, free legal aid, social counseling and care. Community-building projects in 20 war-affected municipalities include peace-building activities and skills transfer, service provision and micro-financing for community projects.
- **UNDP:** Since 1996, the agency has been supporting local development projects in the six most war-affected counties covering 48 municipalities that stimulate the socio-economic rehabilitation of affected communities. UNDP has been supporting community security and community policing since 2006 and recently scaled-up its support from four pilot sites to more than half of the country. Since 2007, UNDP has been supporting witnesses and victims in courts in order that legitimate grievances (particularly as they pertain to war crimes and domestic violence) may be addressed by the judiciary.
- **IOM:** Since 2005, the agency has been supporting the reintegration of veterans into their communities through vocational schemes, job placements and, as necessary, psycho-social support.
- **UNICEF:** Since 2003, the agency has been supporting the prevention of peer violence in school-aged children through its 'Protecting Children from Violence' Project in over 250 schools, and by the promotion of tolerance in national curriculum at the policy level with the Ministry of Education.

Sustainability of Results

The capacities of community bodies, local authorities, civil society and national government will be supported by the Programme; their legacy intact at the conclusion of the Programme cycle. Joint implementation will result in capacity building through the 'Teaching by doing' approach. At the grassroots level, the facilitated, consensus-driven approach pioneered by the participatory decision making approach means local teams are recognized as credible and reliable partners to the local bodies they serve (Crime Prevention Councils). When the UN Programme ends, these individuals will likely still be living in the same communities, with the associated expertise also remaining. The inclusion of, and co-financing by, local authorities in all aspects of current and future project implementation promotes local ownership and sustainability. At the national level, the empowerment of the VPM's office covering regional development and recovery means that this conflict management mechanism will be sustainably reinforced, as will be the Offices of Ombudsperson which are directly responsible for the implementation of the areas mandated by the VPM's office.

V. Results Framework

The key results associated with each output are summarized here. Further detail on participating agencies, implementing partners, indicative activities and resource allocation can be found in Table I:

At the national level, the UN Programme under the leadership of the VPM will coordinate all activities related to the recovery of war affected areas and post conflict reconciliation, including activities designed to strengthen anti-discrimination. It will also integrate peace-building policy work and activities into the existing work of involved line-ministries and

capacitate the offices of Ombudspersons for Gender Equality and Children's Rights. Concurrently, a supporting rule of law strengthening component will ensure adequate access to law and justice for those groups whose current exclusion most risks a deepening of tensions (Outcome 1). National level work will directly support existing community-based mechanisms for sustainable reintegration of targeted populations through safer community plans, violence prevention in schools and issue-based conflict resolution (Outcome II). This mechanism will, in turn, facilitate the economic recovery of socially excluded and at-risk groups in ASSC (Outcome III). Taken together, these three concrete and mutually reinforcing levels of support constitute a Programme that will contribute to consolidating Croatia's tenuous peace-building gains and help guard against future conflict.

Outcome I: National Policy Coordination on Conflict Prevention, Reconciliation and Recovery Strengthened

This outcome will provide for the establishment of a coordination mechanism, and associated administrative capacity, under the leadership of the Vice Prime Minister for Regional Development, Reconstruction and Refugee Return, including five relevant line ministries, the UN and IFIs. Formally, this will be coordinated through quarterly technical coordination meetings, and supported on an ongoing basis by designated staff with legal expertise that will sit within the VPM's office and assist in all output areas under the VPM's mandate. The coordination mechanism will also assist in the implementation of relevant EU *Acquis*-mandated Government Action Plans including support to the implementation of the Government's Housing Care Program (HCP) for refugees and the Law on National Minorities. In addition, legal services to returnees to resolve housing, property, social welfare and other related issues will be covered, as well as coordination between legal aid providers. In the framework of the UN Geneva Declaration on Armed Violence and Development, this outcome will integrate violence prevention in local development assistance, community policing, schools and in national policy on victims' rights and witness support. This output will provide the necessary senior, national-level steer and legal premise for the effective implementation of Outputs II and III which focus on community-level deliverables.

Outcome II: Enhanced Community Integration, Safety and Social Cohesion

This outcome is designed to ensure all local development and recovery assistance (Outcome III) addresses a peace-building agenda and allows accountable bodies and marginal / vulnerable groups to enhance violence prevention. Activities will capacitate community crime prevention councils in partnership with women's and veterans' organizations and the police to integrate community security and reconciliation into development assistance (including raising awareness on domestic and sexual violence). Complimentary work fostering tolerance and protecting children from peer violence will be carried out in schools where young people often develop prejudices and violent behaviour. Indicative activities will include educating pupils, teachers, parents and communities on how to prevent and/or recognize and react to violence/conflict; tolerance towards differences, prejudices and stereotypes, understanding and preventing conflicts, as well as developing and strengthening the national Network of Violence-free Schools. The reintegration of ex-combatants is envisioned through the delivery of individual vocational training, business support services and counselling. A conflict prevention specialist will deliver community-based conflict resolution skills throughout participating agencies and across local representatives in 20 divided municipalities; these skills will include a focus on women as mediators in conflict resolution and facilitators in shared-interest projects

Outcome III: Enhanced Socio-Economic Recovery of Areas of Special State Concern

In order to stimulate the economic rehabilitation of war affected communities (Outcome III) while strengthening local authorities and assisting vulnerable groups, a series of activities that focus on support for greater entrepreneurial economic activity and investment - mainly in agriculture, rural products, tourism and small-scale manufacturing will be delivered. In parallel, in order to improve the responsiveness of social services, capacity development support will be provided to local authorities, regional development agencies, NGOs and community service providers in order that they can meet the needs of the most vulnerable groups in their communities (women, returnees, the elderly, youth and war veterans). Areas of particular focus will include sensitizing local authorities on psycho-social and economic aspects of war veterans and returnees' issues, primarily in health, social care and employment areas. Outcome III will also provide tailored business development and entrepreneurial assistance (accessing commercial investment capital, vocational training of entrepreneurs and labour, investment promotion) to the same target groups and will finally focus on the reconstruction of small-scale primary community infrastructure to enhance the connectivity of divided communities and associated business development.

<p>1.2. Support to the implementation of fundamental rights for returnees</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - MoJ estimates that the number of beneficiaries will drop in coming years by 30% - More than 50% of returnees not returning sustainably - No prosecutions under the Law on Anti-Discrimination <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - N° of returnees with access to free legal aid - N° of registered refugees from Serbia and Bosnia and Herzegovina enjoying full legal rights in Croatia. - N° of NGOs capable of supporting the implementation of the Law - Number of crimes prosecuted under the Law on Anti-Discrimination 	<p>Regular quarterly coordination meetings established for the implementation of the Law on Free Legal Aid</p> <p>Capacity building provided for NGOs for the provision of legal advice/aid under the Law</p> <p>Improved coordination with UNHCR Serbia for higher return rates</p> <p>Resolved remaining 'open issues' on the Law on Free Legal Aid</p>	<p>UNHCR</p>	<p>Returnees' access to property, housing rights and non-discriminatory access to legal and socio-economic rights</p>	<p>Office of the Vice Prime Minister</p> <p>Ministry of Justice</p> <p>Legal NGOs and legal experts</p>	<p>1.2.1. Facilitate quarterly coordination meetings to monitor and evaluate implementation of the Law on Free Legal Aid.</p> <p>1.2.2. Organize roundtables to analyze, discuss and plan to mitigate the shortcomings of the Law on free Legal Aid.</p> <p>1.2.3. Provide on-the-job training / guidance for NGOs and associated attorneys at law on returnee rights, the Law and free legal aid.</p> <p>1.2.4. Coordinate with UNHCR Serbia on return activities for potential returnees to the project areas; including one-on-one visits, dissemination of educational / rights material; collection of information and analysis for enhanced return,</p> <p>1.2.5. Provide expert assistance to VPM's office in resolving remaining refugees/returnees legal issues</p>	<p>72,800</p>	<p>79,800</p>	<p>152,600</p>
<p>Joint Programme Outcome 2: Enhanced community integration, safety & social cohesion</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - low perception of public safety and police efficiency in conflict-affected areas - inadequate system of institutional support to youth and children, veterans and women in overcoming conflict and violence <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - improved perception of public safety in target areas - institutional mechanisms for conflict resolution and violence prevention fully established 								
<p>2.1. Enhanced ability of local population to plan and realize Safe Community Plans in conjuncture with Community Policing</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - 55% of the public have never seen their community Police Officer. - 25% of the public have never heard 	<p>Crime-tackling projects identified, supported and initiated through Crime Prevention Councils in 40 medium-size urban / semi-</p>	<p>UNDP</p>	<p>Increased level of human and state security provided and a consummate reduction in illicit arms possession, violence</p> <p>An improvement in</p>	<p>Council for Communal Violence Prevention</p> <p>Police Service</p> <p>Local</p>	<p>2.1.1 Development of existing and new Safe Community Plans through a consultative and inclusive approach (UNDP)</p> <p>2.1.2 Capacity building of Community Police in mediation, communication, negotiation, conflict resolution and community dialogue</p>	<p>100,500</p>	<p>100,000</p>	<p>200,500</p>

<p>of Community Policing.</p> <ul style="list-style-type: none"> - More than 50% of Police believe their role is to intimidate rather than protect. - 4% (estimated) of domestic violence cases not reported to Police <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Level of public trust in the police - Level of institutionalization of Community Policing - Level of education, visibility and outreach of Community Police - Level of responsiveness of community police to public's concerns - Level of support, education and visibility of Police in cases of domestic violence 	<p>urban locations with a focus on areas of return and counties with the highest level of armed crime per capita</p>		<p>the perception of security in counties with conflict dynamics</p>	<p>Administration Ministry of Interior Women's NGOs</p>	<p>(UNDP)</p>			
<p>2.2. War veterans' and women's associations enabled to actively support conflict prevention activities, rehabilitate and reintegrate communities in Areas of Special State Concern (ASSC)</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - 40% of veterans unemployment in ASSCs - 3% Suicide rate amongst veterans in ASSC - 5 veterans associations <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Level of provision of psychosocial and economic support to war veterans. - Level of access to labour market and income generation for veterans - Level of participation in NGO and local Government schemes - Improved human-development indicators for women in targeted communities (esp. national minorities, returnees and vulnerable social groups) 	<p>Local level partnerships established to identify appropriate institutional arrangement for delivery of psycho-social and employment services</p> <p>Network of regional/local veterans associations' branches established and trained to provide psychosocial and employment services</p> <p>Women-owned joint projects centered on awareness raising of gender issues and particular needs of marginalized</p>	<p>IOM</p>	<p>Ensure effective social and economic reintegration of ex-combatants into civilian life within their communities,</p> <p>Socio-economic and political empowerment of women as a means of prevention of ethnic, religious, political or gender-based violence and / or forced migration.</p>	<p>Office of the Vice Prime Minister Ministry of Family, War Veterans and Intergenerational Solidarity Regional and local authorities Veteran's NGOs, Youth NGOs Office for Gender Equality & Gender Task Force Local administrations Women's</p>	<p>2.2.1. Facilitate the organization of a system of psychosocial and employment support services for veterans, including to assess the capacities and skills of veterans in target communities; develop vocational profiles and introduce employment opportunities.</p> <p>2.2.2. Support veteran's associations and NGOs through conflict resolution and management training in 6 locations; improved access to business support services, counselling on educational and job opportunities and job-search services</p> <p>2.2.3. Train women in conflict prevention, reconciliation and peace building through a women's NGO. Activities also include workshops and discussions on negotiation and mediation across social and ethnic conflict lines.</p>	<p>149,300</p>	<p>148,600</p>	<p>297,900</p>

	and vulnerable groups; and improved access for women to leadership and decision-making positions in targeted communities	UNICEF	Increased sensitivity amongst children, parents and teachers to the problem of youth violence Increased responsiveness of the education system to the protection of children from violence. Violence prevention and the promotion of tolerance in schools fully integrated in educational system	NGOs	2.3.1 Develop training programme and directly implement in ASSC schools; educating pupils, teachers, parents and communities on how to prevent and/or recognize and react to violence/conflict 2.3.2 Develop and strengthen National Network of Violence-free Schools, with support to five regional branches through intensive work in ASSC schools with exchange and outreach to schools outside the ASSC 2.3.3. School Quality Standards updated by experts to reflect violence prevention in all parts of the curriculum.	142,750	138,150	280,900
<p>2.3. Protection of children & youth from peer violence & bullying in schools</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - 33% of children exposed to peer violence in school - 11% of children are victims of 'severe bullying' at school - 66% of teachers are unable to control violence in schools - No violence prevention and conflict resolution content in school standards <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - N° of schools and communities educated for prevention of peer violence - Quantifiable improvements to the coordination of the 'Violence-Free' Schools network at the national and regional level - Quantifiable improvements to Codes of Conduct and regulations in support areas (violence in schools) 	<p>Training program established and implemented;</p> <p>Teachers and parents educated on prevention, recognition and reaction to violence;</p> <p>National Network of 'Violence-Free' Schools meets annually and regional branches twice a year;</p> <p>Schools implement violence prevention and conflict resolution standards</p>							

<p>2.4. Development of conflict resolution skills amongst grassroots groups, women and municipal/county authorities</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Polarization in ASSC based on nationality, religion, political ideas, cultural differences, gender and war experiences. <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - N° of communities with conflict prevention skills, measured through provision of training and N° of conflict-sensitive projects - Conditions for sustainable return improved and reduced secondary displacement; measured through housing and legal aid uptake; and duration of resettlement. 	<p>Support targeted communities in the development of conflict resolution and leadership skills, and reconciliation mechanisms, linked to projects</p>	<p>UNHCR</p>	<p>Creating sustainable, conflict-free and development-oriented livelihoods as a pre-condition for sustainable return of the remaining refugee population.</p>	<p>Office of the Vice Prime Minister Ministry of Regional Dev. Ministry of Family, War Veterans and Inter-Generational Solidarity, Local administrations</p>	<p>2.4.1 Leadership training for local stakeholders provided and joint definition of small-scale development projects 2.4.2 Assist in technical development of project proposals and implement partnership projects (in direct link to Output 3.4)</p>	<p>292,400</p>	<p>283,600</p>	<p>576,000</p>
---	--	---------------------	--	---	---	-----------------------	-----------------------	-----------------------

Joint Programme Outcome 3: Enhanced socio-economic recovery of areas of Special State Concern

Baseline:

- General socio-economic environment fertile ground for further conflict and violence
 - Returnees face difficulties in (re)integration into conflict-affected communities upon return
- Indicators:
- Socio-economic indicators for the targeted areas improve compared to national average
 - Increased number of actual returns (not mere administrative registration) to conflict affected areas

<p>3.1. Capacity Development of local authorities, communities and regional development agencies to plan, prioritize and deliver projects for their communities</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Poor ability of local level stakeholders to jointly identify, prepare and implement development projects, and raise funds - Poor ability of regional and local authorities to provide social and community services, esp. to vulnerable groups (returnees, veterans, elderly, children, people with disabilities) <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Increased absorption of the available development funds in target areas - Increased participation of vulnerable groups (returnees, veterans) 	<p>UNDP</p> <p>At least 12 training events organized on various aspects of development policy planning, financing and implementation, with special focus on the inclusion of vulnerable groups into the decision making mechanism</p> <p>Direct on-the-job training provided for at least 12 regional and local development institutions provided</p>	<p>Empowering local authorities to plan and implement local development policies and deliver targeted services (linked to Output 1)</p> <p>Improvement of key community support structures in war-affected areas to provide services for the most vulnerable groups in society</p>	<p>Office of the Vice Prime Minister</p> <p>Ministry of Regional Dev.</p> <p>Local and regional Self-Govt.</p> <p>Regional Dev. Agencies</p>	<p>3.1.1 Training for local authorities, communities and regional development agencies in project implementation, management, EU funds; provision of Programme data through DevInfo.</p> <p>3.1.2 Training of local/regional authorities on outsourcing social and communal services (UNDP)</p>	<p>40,700</p>	<p>43,300</p>	<p>84,000</p>
---	--	--	--	---	---------------	---------------	---------------

<p>3.2. Immediate support and provision of services to refugees, returnees and vulnerable populations in remote areas prior to their inclusion in national social protection schemes</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Due to cumbersome administration and underdeveloped infrastructure, social welfare services do not reach the most vulnerable population <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - N° of returnees, refugees and other vulnerable population in remote areas receive immediate help upon arrival. - Community based approach to social services provision strengthened through developed volunteers' networks. 	<p>Local / central coordination of social welfare providers established</p> <p>Support to grassroots volunteer initiatives provided through on-job training and symbolic incentives for their work with most vulnerable</p>	<p>UNHCR</p>	<p>Ensuring equal access to social welfare services for returnees and other vulnerable groups in areas of return.</p>	<p>Office of the Vice Prime Minister Ministry of Regional Dev. Ministry of Health and Social Welfare, Croatian Red Cross Local Govt Care Providers</p>	<p>3.2.1. Regular quarterly meetings on the local level organized to improve coverage of social services providers and identify solutions for vulnerable cases.</p> <p>3.2.2. Training, workshops and coaching for CRC teams and their volunteers' programmes in the areas of return through training workshops and coaching.</p>	<p>105,510</p>	<p>105,510</p>
<p>3.3. Job creation and business development benefiting returnees, women, youth, elderly, war veterans</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Difficult access to employment and income generation mechanisms for vulnerable population in war-affected areas - poor business support services, infrastructure and information on incentives for war-affected areas in Croatia <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Increased N° of co-operatives, their members and established local producers' associations - Increased N° of business support services and improved business infrastructure in target area 	<p>At least 40 co-operatives / associations receive technical assistance and training on business processes and access to market and finance</p> <p>Established or strengthened eight business support services</p> <p>At least 45 SMEs increase employment and demand for local basic products through new investment</p>	<p>UNDP</p>	<p>Improved access to employment and income generation for vulnerable population in former war-affected areas in Croatia</p>	<p>Ministry of Economy and Ministry of Tourism Office of the Vice Prime Minister Ministry of Regional Dev. Regional Dev. Agencies</p>	<p>3.3.1 Training and technical assistance to business development services for local businesses and agricultural cooperatives to scale up core business</p> <p>3.3.2 Competitive financing packages for medium-sized businesses including support for commercial lending, state incentives and guarantees, and 10-15% grants</p>	<p>283,000</p>	<p>211,500</p> <p>494,500</p>

<p>3.4. Community-identified sub-projects implemented to enhance the connectivity of divided communities and associated business development</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Insufficient engagement of local communities (esp. conflict affected) in preparing development projects and mobilization of additional funds (EC, WB, Government) <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Increased N° of project proposals as a result of inter-municipal co-operation in war affected areas - basic infrastructure in return areas improved and re-connected to public networks 	<p>At least 12 new objects of community, social or business infrastructure established or reconstructed</p> <p>At least 40 sets of project (technical) documentation prepared for submission to other sources of funding</p>	<p>UNDP</p>	<p>Improved basic infrastructure in war-affected areas in Croatia, facilitating return and re-integration of returnees and other vulnerable groups (settlers, women, elderly, children, handicapped)</p>	<p>Ministry of Regional Dev. Office of the Vice Prime Minister Ministry of Regional, local and regional self-Govt.</p>	<p>3.4.1 Joint identification and preparation of project and technical documentation in areas of return that could qualify for further funding from other sources i.e. IPA, WB, Government 3.4.2 Small primary community infrastructure and other sub-project interventions for conflict affected communities</p>	263,000	197,390	460,390	
						Programme Cost **	931,400	655,690	1,587,090
						Indirect Support Cost**	60,932	42,896	103,828
						Programme Cost	470,710	363,400	834,110
						Indirect Support Cost	30,794	23,774	54,568
						Programme Cost	149,300	148,600	297,900
						Indirect Support Cost	9,767	9,721	19,488
						Programme Cost	142,750	138,150	280,900
						Indirect Support Cost	9,338	9,038	18,376
						Programme Cost	1,694,160	1,305,840	3,000,000
						Indirect Support Cost	110,833	85,429	196,261

VI. Management and Coordination Arrangements

The management and coordination of the Joint Programme will employ a three-tier system that is in line with Operational Guidance Note for Participating UN Organizations, but is tailored to meet the distinct needs of the Programme and the Government of Croatia. This involves a Programme Manager overseeing the implementation of all outputs; a Programme Implementation Unit ensuring due coordination and a National Steering Committee providing oversight and guidance. Each output of the Joint Programme will be managed by a single designated UN agency (even when that output involves multiple agencies) and will be responsible for that output's timely and cost-effective implementation. Core competencies and remits for each of these bodies will be divided as follows:

Programme Manager (PM): The Programme Manager will ensure the timely day-to-day implementation of activities and reporting according to UNDP PRINCE 2 standards including procurement, finances and human resources procedures. The PM will draw up joint Annual Work Plans, training and procurement plans to ensure coherence, complementarities and sequenced timing between the agencies, their head offices and field personnel. The PM will additionally ensure periodic progress towards the Joint Programme Outcome is being made and have coordination responsibilities with government institutions, civil society representatives and other relevant parties. The PM will manage and oversee delivery of all agencies' outputs and will keep in regular contact with the following component managers:

- **UNDP** Component Manager for Outputs 1.1, 2.1, 3.1, 3.3 and 3.4
- **UNHCR** Component Manager for Outputs 1.2, 2.4 and 3.2
- **IOM** Component Manager for Output 2.2
- **UNICEF** Component Manager for Output 2.3

The PM will in turn report to:

Programme Implementation Unit (PIU): The five-member Programme Implementation Unit will meet on a monthly basis and will comprise one senior operational level representative per agency, plus a rotating seat reserved for a representative of one of the five key Civil Society Organizations (CSOs) involved in the Programme Implementation. This rotating CSO member will be responsible for channelling CSO input into the PIU for a period of three months. The PIU will ensure operational coordination and harmonization across all outputs; will guide the PM in the avoidance of overlap and the existence of cost-savings not envisioned at the stage of programme design; and will agree budget revisions, address management issues and track lessons learned and risks. The PIU will additionally have responsibility for the recruitment of an experienced PM with a track-record of managing inter-agency programmes and assure that the UN Country Teams' track-record of attracting high levels of private sector co-financing may be continued across Programme outputs. Finally, the PIU will have an advisory function in insuring that the selection of project sites under outputs 2.1 and 3.4 are conducted according to the methodologies envisioned and in compliance with UNDP's standard operating procedures.

This PIU will, in turn report to:

A Programme Management Committee (PMC) will be established at the point of the Programme Document being approved in order to ensure operational coordination of the Programme. The Committee will consist of Component managers (or Deputy Heads of Agencies) from each participating UN agency and the Chief of Staff of the Vice Prime Minister's Office. The Committee will meet at least quarterly and will be chaired by the UNDP

Deputy Resident Representative. The Committee will manage programme resources, troubleshoot and ensure outcomes are being achieved and providing leadership in ensuring outputs are met.

This PMC will, in turn report quarterly to:

The National Steering Committee (NSC): The three-member National Steering Committee will meet on a quarterly basis and will comprise i) the UNDP Resident Representative; ii) the Spanish Ambassador; and iii) the Vice Prime Minister. The NSC will provide oversight and strategic guidance to the Programme, and alert the PIU to any politically relevant developments that may affect the Programme. The successful implementation of the Programme will rely on pronounced national ownership; clear lines of accountability and a high level of coordination between the agency headquarters in Zagreb and Development Programme Offices located in the field.

National ownership and accountability: Both ownership and accountability are crucial to the success of the Joint Programme, and in order to build this into the Programme as much as possible, minutes of both the PIU and NSC meetings will be shared on a quarterly basis with designated officials (See Annex of Designated Focal Points) from those key implementing partners listed in the Results Framework. The PM will have the responsibility of airing any concerns that are raised by these partners at the monthly PIU meetings, with necessary feedback shared, if relevant.

Headquarter-Field coordination: As the Programme will rely on field programme offices, it is essential that good coordination is established from the beginning of the Programme cycle. As the agency with an established field presence, UNDP has included all three of its local offices and associated personnel as crucial elements of its programme delivery. These offices can effectively coordinate field operations, logistics and ensure national ownership at the local level in the communities and municipalities. Field personnel will be under the supervision of the PM for those activities that relate to the Joint Programme.

VII. Fund Management Arrangements

The funds of the MDG-F for the implementation of the Joint Programme will be transferred through UNDP as the Administrative Agent (AA) to the participating UN Organizations in line with provisions of the Guidance Note for the Participating UN Organizations.

As the AA, UNDP will be responsible for consolidating UN narrative reports with financial reports; providing these reports to the National Steering Committee and ensuring that all fund management arrangements are adhered to.

Each participating Agency assumes complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the Agency's own applicable regulations.

Each Agency will establish a separate ledger account for the receipt and administration of the funds disbursed by the Administrative Agent. The participating Agencies will provide certified financial reports according to the budget template provided in the MDG-F Operational Guidance Note issued by the MDTF Office. They will deduct their indirect costs on contributions received not exceeding 7 percent of the Joint Programme budget in accordance with the provisions of the MDG-F Memorandum of Understanding signed

between the Administrative Agent and participating Agencies. Instalments will be released in accordance with the annual work plans approved by the NSC.

Transfer of cash to National Implementing Partners: The release of funds is subject to meeting the minimum commitment threshold of 70% of the previous funds released to the participating Agencies combined. If the 70% threshold is not met for the Programme as a whole, funds cannot be released to any Agency, regardless of the agency's performance.

VIII. Monitoring, Evaluation and Reporting

The indicators, baselines, means of verification, collection methods and responsible parties are listed in detail in Table II (the Joint Programme Monitoring Framework), however, they are summarized below, along with the envisioned evaluation and reporting mechanisms which are common to all agencies.

Monitoring

The chief output of the coordination mechanism (Output 1) is strategic planning which will be monitored and evaluated by the number of joint projects and policies deriving from its work; the percentage of minority representation employed in the public sector; the number of beneficiaries/returnees receiving housing care; the number of beneficiaries receiving peace-building training; the number of individuals provided witness and victim support by partner NGOs; the number of community police officers trained in mediation/conflict resolution; and the level of armed violence in targeted areas.

The mainstreaming of the peace-building agenda (Output 2) will be monitored through a diverse means of indicators against established baseline data including: the amount of resources (human and financial) invested in community policing; the number of war veterans in employment and out of institutionalized care; the number of suicides or violent crimes; the number of schools included in the upgraded prevention component; the number of pupils, teachers and parents educated in violence prevention; the number of Violence-Free Schools; the number of war veterans' organizations trained in rehabilitation and reintegration assistance.

The delivery of assistance to marginalized and excluded groups (Output 3) will be measured through: the level of co-financing made available from municipalities and regional development agencies for Programme delivery; the level of parallel financing attracted from the commercial sector and through government incentives schemes; the number of targeted beneficiaries involved in re-training and vocational and education programmes; the number of SMEs and farms/co-operatives which have increased production and/or export volume; the number of new jobs created for the most vulnerable groups; and the number of returnees enrolled into the social-welfare system.

Evaluation

Using the benchmarks and indicators cited in Table 2, the Secretariat will conduct one mid-term evaluation after the first year of the Programme through beneficiary questionnaires and focus groups with stakeholders. At the end of the second year, a full formal evaluation will be conducted by an independent group of evaluators. In order to facilitate this, 1% of the Programme budget has been secured by each agency in their budget breakdown for Monitoring and Evaluation – a pooled resource that will be used jointly by the UNCT.

Additional scrutiny is expected from the national media, which already covers UN events and activities widely. An additional 1% has been secured to ensure professional, transparent visibility and accountability of the Programme to stakeholders, beneficiaries and citizens at large.

Reporting

Progress towards benchmarks will be tracked through quarterly and annual reports, namely:

A Narrative Joint Programme Progress Report will be produced and endorsed by the PIU and submitted to the MDTF Office by 28 February of each programme year. A Financial Progress Report will, likewise, be submitted to the MDTF Office by 31 March of each programme year. Summarizing these two documents, a AA Management Brief consisting of both narrative and certified financial reports will be produced by the PIU and provided to the NSC. As stipulated by the guidelines, 'approximate' quarterly reports will be shared with both the MDTF and the NSC. In addition, field visits will be arranged for both the PIU and (if necessary) for the NSC on an ad-hoc basis and if warranted.

Table 2: Joint Programme Monitoring Framework (JPMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
<p>1. National policy coordination on conflict prevention, reconciliation and recovery strengthened</p> <p>1.1. Establishment of a coordination mechanism for regional development of war affected areas and violence prevention / safety mechanisms under Vice Prime Minister</p> <p>1.2. Support to the implementation of fundamental rights for returnees</p>	<p><u>Baseline:</u></p> <ul style="list-style-type: none"> - No co-ordination mechanism on regional development & conflict recovery; - Not fully developed policies and implementation mechanisms on violence prevention or Witness and Victim Support; - Expected sharp decrease of N° of beneficiaries due to new restrictive norms of Legal Aid Act, despite the real needs; - More than 50% of returnees not returning sustainably - No prosecutions under the Law on Anti-Discrimination <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - N° of coordination meetings held with ministries and shared with line ministries; - N° of returnees with access to free legal aid; - N° of registered refugees from Serbia and Bosnia and Herzegovina enjoying full legal rights in Croatia; - N° of NGOs capable of supporting the implementation of the Law on free Legal Aid; - N° of crimes prosecuted under the Law on Anti-Discrimination - No of witnesses and victims protected state-wide, and in the 6 target counties 	<ul style="list-style-type: none"> - Government official minutes and short term action plans - Court reports on victims and witness support activities - Reports on returnees and refugees using free legal aid - Reports on remaining cases related to returnees legal rights - Official registry of NGOs certified to provide legal aid 	<ul style="list-style-type: none"> - data presented at the Co-ordination for Regional Development, Reconstruction and Return - quarterly - Ministry of Justice Data - annually - Court and Ministry of Justice data - twice a year - Ministry of Regional Development, Forestry and Water Management data, regular publication - quarterly - Office of the Vice-Prime Minister for Regional Development, Reconstruction and Return data 	<p>UNDP</p> <p>UNDP</p> <p>UNHCR</p> <p>UNHCR</p> <p>UNHCR</p>	<p><u>Risks:</u></p> <ul style="list-style-type: none"> - Unclear division of responsibilities for regional development and return of refugees issues due to restructuring of Government institutions resulting in difficulties in decision making - Victim & Witness Support: Delays in enactments of new regulations - Overly strict requirements for access to institutions providing free legal aid - Limited funds available for the implementation of the Free legal Aid act; - Slow implementation not benefiting persons of UNHCR concern. <p><u>Assumptions:</u></p> <ul style="list-style-type: none"> - VPM's Office able to proactively lead the co-ordination and enforce implementation of taken decisions - Continuity of MoJ senior management - Available information and professional capacity for provision of free legal aid - Clear role given to NGO in implementation of Free Legal Aid with continuous provision of free legal aid to returnees.

<p>2. Enhanced community integration, safety & social cohesion</p> <p>2.1. Enhanced ability of local population to plan and realize Safe Community Plans in conjuncture with Community Policing</p> <p>2.2. War veterans' and women's associations enabled to actively support conflict prevention activities, rehabilitate and reintegrate communities in Areas of Special State Concern (ASSC)</p> <p>2.3. Protection of children & youth from peer violence & bullying in schools</p> <p>2.4. Development of conflict resolution skills amongst grassroots groups, women and municipal/county authorities;</p>	<p><u>Baseline:</u></p> <ul style="list-style-type: none"> - 55% of the public have never seen their community Police Officer. - 25% of the public have never heard of Community Policing. - More than 50% of Police believe their role is to intimidate rather than protect. - 4% (estimated) of domestic violence cases not reported to Police - 30% unemployment of veterans in ASSCs - 3% suicide rate amongst veterans in ASSC - 5 veterans associations - No violence prevention and conflict resolution content in school standards; - 33% of children exposed to peer violence in school - 11% of children are victims of severe bullying' at school - 66% of teachers are unable to control violence in schools - No violence prevention and conflict resolution content in school standards - Still present polarization in ASSC based on nationality, religion, political ideas, cultural differences, gender and war experiences. <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Level of public trust in the police - Level of institutionalization of Community Policing - Level of education, visibility and outreach of Community Police - Level of responsiveness of community police to public's concerns - Level of support, education and visibility of Police in cases of domestic violence - Level of provision of psychosocial and economic support to war veterans. - Level of access to labour market and income generation for veterans - Level of participation in NGO and local Government schemes - N° of schools and communities educated for prevention of peer violence - Quantifiable improvements to the coordination of the 'Violence-Free' Schools network at the national and regional level 	<ul style="list-style-type: none"> - Public surveys on quality of police services - Reports on cases handled by community police - Reports on support services to war veterans and associations - Data on employment of war veterans through specific schemes - Reports on school and juvenile violence - Training reports, evaluation forma and media - Shared official minutes - Training reports, officially submitted joint project proposals - Reports on resolved and remaining housing care cases - Social research data on improvement of gender equality in target areas 	<ul style="list-style-type: none"> - Ministry of Interior - annually - Ministry of Interior - quarterly - Ministry of Veterans, Family and Inter-generational Solidarity, Veterans associations - annually - Employment Bureau, national and county level - annually - Ministry of Science, Education and Sports - annually - Local authorities, CSOs, media – occasionally and upon project finalisation - Ministry of Regional Development, Forestry and Water Management (Refugees directorate), Office of the VPM - quarterly - Ministry of Veterans, Family and Inter-generational Solidarity, Government Office for Gender Equality – twice a year 	<p>UNDP</p> <p>UNDP</p> <p>IOM</p> <p>UNICEF</p> <p>UNHCR</p> <p>UNHCR</p> <p>IOM</p>	<p><u>Risks:</u></p> <ul style="list-style-type: none"> - Local elections outcomes create unstable local level administrations - Formation of community crime prevention groups too process-oriented and too lengthy - Reluctance of MoI to form the Community Policing Department - Documentation related to building and reconstruction projects delayed - Reluctance of the MoSES to improve the Codes of Conduct, i.e integrate violence prevention in School Quality Standards <p><u>Assumptions:</u></p> <ul style="list-style-type: none"> - MoSES willing to implement all suggestions to improve the School Quality Standards
--	--	---	--	---	--

<p>3 Enhanced socio-economic recovery of areas of Special State Concern</p> <p>3.1. Capacity Development of local authorities, communities and regional development agencies to plan, prioritize and deliver projects for their communities</p> <p>3.2. Immediate support and provision of services to refugees, returnees and vulnerable populations in remote areas prior to their inclusion in national social protection schemes</p> <p>3.3. Job creation and business development benefiting returnees, women, youth, elderly, war veterans</p> <p>3.4. Community-identified sub-projects implemented to enhance the connectivity of divided communities and associated business development</p>	<ul style="list-style-type: none"> - Quantifiable improvements to Codes of Conduct and regulations in support areas (violence in schools, witness and victim support); - N° of communities with conflict prevention skills, measured through provision of training and N° of conflict-sensitive projects - Conditions for sustainable return improved and reduced secondary displacement; measured through housing and legal aid uptake; and duration of resettlement. - Improved human-development indicators for women in targeted communities (esp. national minorities, returnees and vulnerable social groups) <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Poor ability of local level stakeholders to jointly identify, prepare and implement development projects, and raise funds - Poor ability of regional and local authorities to provide social and community services, esp. to vulnerable groups (returnees, veterans, elderly, children, people with disabilities) - Due to cumbersome administration and underdeveloped infrastructure, the social welfare services do not reach the most vulnerable returnee population - Difficult access to employment and income generation mechanisms for vulnerable population in war-affected areas - poor business support services and infrastructure and information on incentives for war-affected areas in Croatia <p>Insufficient engagement of local communities (esp. conflict affected) in preparing development projects and mobilization of additional funds (EC, WB, Government)</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Increased absorption of the available development funds in target areas - Increased participation of vulnerable groups (returnees, veterans) - N° of returnees, refugees and other vulnerable population in remote areas that receive immediate help upon arrival. 	<ul style="list-style-type: none"> - Signed grant contracts with respective Government institutions - Minutes of Regional and local partnership meetings - Reports on return process, CSOs data - Official minutes and action plans, local and regional authorities, media - Co-operatives registry, signed contracts - Contracts, permits, media - Submitted project proposals, signed grant contracts, media - Contracts, permits, progress reports, media 	<ul style="list-style-type: none"> - VPMs office data, Ministries, Central Financing and Contracting Agency (Ministry of Finance) – regular reports and updates - Ministry of Regional Development, Forestry and Water Management – quarterly - Project teams – reports throughout the progress and final stage of implementation – twice a year - Regular UN agencies’ press clipping - everyday - Relevant ministries and Funds- occasionally 	<p>UNDP</p> <p>UNHCR</p> <p>UNHCR</p> <p>UNDP</p> <p>UNDP</p>	<p><u>Risks:</u></p> <ul style="list-style-type: none"> - Delays in adoption of Regional Development Strategy and Act, affecting the establishment of institutional framework; - Local elections in May 2009 may cause decision-making delays at local level - Local level organisations too weak to be agents for development. - Difficult communities not willing to cooperate in project development and implementation. - Social Welfare system not cooperative and necessary matching funding for sustainable mobile-teams and volunteers operation not available. - Local level organisations too weak to be agents for development. - Difficult communities not willing to cooperate in project development and implementation. - Social Welfare system not cooperative for sustainable mobile-teams and volunteers operation not available. <p><u>Assumptions:</u></p>
--	--	--	--	---	--

	<ul style="list-style-type: none"> - Community based approach to social services provision strengthened through developed volunteers networks. - Increased N° of co-operatives, their members and established local producers' associations - Increased N° of business support services and improved business infrastructure in target area - Increased N° of project proposals as a result of inter-municipal co-operation in war affected areas - Improved basic infrastructure in return areas and re-connected to regional networks 			<ul style="list-style-type: none"> - Positive examples from similar projects motivate communities to participate. - Mobile-teams and volunteers supported through local and central funds ensuring sustainability. Positive examples from similar projects motivate communities to participate. - Mobile-teams and volunteers supported through local and central funds ensuring sustainability;
--	--	--	--	---

IX. Legal Context or Basis of Relationship

The UN Country Team does not have a Resident Coordinator function at present. In lieu of this function, the participating agencies – The Office of the United Nation High Commissioner for Refugees (UNHCR); the United Nations Children’s Fund (UNICEF); the International Organization for Migration (IOM) and the United Nations Development Programme (UNDP) will, upon the approval of this Joint Programme sign a Memorandum of Understanding regarding the Operational Aspects of the Millennium Development Goals Achievement Fund (MDG-F) and, therefore, have agreed that the United Nations Development Programme (UNDP) serves as the Administrative Agent responsible for the administration of the MDG-F.

Each Agency will carry out the Joint Programme activities in accordance with the regulations, rules, directives and procedures applicable to it. Accordingly, personnel shall be engaged and administered, equipment, supplies and services purchased, and contracts undertaken, in accordance with the provisions of such regulations, rules, directives and procedures. On the termination or expiration of this Agreement, the matter of ownership shall be determined in accordance with the regulations, rules, directives and procedures applicable to the participating Agencies, including, where applicable, its basic agreement with the Government concerned.

Each of the participating agencies has an individual legal arrangement with the Government of the Republic of Croatia that serves as a legal basis for operations and relationship with the Government:

Participating UN agency	Agreement
UNDP	Standard Basic Assistance Agreement between UNDP and the Government of Croatia, dated March 12, 1996 and amended on March 26, 2007 (the “SBAA”) “embodies the basic conditions under which the UNDP and its Executing Agencies shall assist the Government in carrying out its development projects, and under which such UNDP-assisted projects shall be executed”.
UNICEF	The United Nations Children’s Fund (UNICEF) Office for Croatia was established in accordance with the Basic Cooperation Agreement between the Government of the Republic of Croatia and UNICEF, signed by the parties on December 17, 1993.
UNHCR	UNHCR’s mandate and operations in Croatia are governed by the Cooperation Agreement between the UNHCR and the Government of the Republic of Croatia, signed on March 17, 2000.
IOM	Legal basis for IOM’s presence in Croatia comes from the Agreement between the Republic of Croatia and the International Organization for Migration on the Legal Status, the Privileges and Immunities of this Organization in Croatia, signed on February 2, 1998.

X. Work Plan for Closing the Chapter: Social Inclusion and Conflict Transformation in War Affected Areas of Croatia

Period (Covered by the WP) April 2009 – April 2010

JP Outcomes:										
- National policy coordination on conflict prevention, reconciliation and recovery strengthened										
- Enhanced community integration, safety & social cohesion										
- Enhanced socio-economic recovery of areas of Special State Concern										
UN organization-specific Annual targets	UN organization	Activities	TIME FRAME				Implementing Partner	PLANNED BUDGET		Amount
			Q 1	Q 2	Q 3	Q 4		Source of Funds	Budget Description	
JP Output 1.1. Establishment of a coordination mechanism for regional development of war affected areas and violence prevention / safety mechanisms under Vice Prime Minister										
At least 4 regional development & conflict prevention coordination meetings held annually, refugees/returnees legal cases resolved	UNDP	<i>Facilitation of regular quarterly co-ordination meetings, legal cases review and assistance provided</i>	X	X	X	X	Vice-Prime Minister's Office	MDGF	Personnel I (staff) Personnel II (legal advisor) – 50% JP manager - 25% Formulation advance	35,000 15,500 53,000 20,000
Victims and witnesses provided support and protection	UNDP	<i>Develop national policy and implementation mechanisms on victims rights and witness support</i>		X	X	X	Ministry of Justice, Ministry of Interior	MDGF	Contracts (Court Administration salaries) Public Awareness services Personnel (travel) NGO training services M&E / Communications	78,000 21,000 2,500 16,200 3,000 Total: 244,200

JP Output 1.2. Support to the implementation of fundamental rights for returnees							
<p>Regular quarterly coordination meetings on the implementation of the Law on Free Legal Aid; capacity building provided for NGOs for the provision of legal advice/aid under the Law; and resolved remaining 'open issues' on the Law on Free Legal Aid</p>	UNHCR	<p>Facilitation of meetings on the implementation and analysis of the shortcomings of the Law;</p> <p>On-the-job training for NGO's providing legal aid;</p> <p>Co-ordination of the cross-border reintegration activities</p>	X	X	X	X	
		Vice-Prime Minister's Office, Ministry of Justice, Legal NGOs and legal experts					
	MDGF						
		Personnel (legal advisor) – 50%					15,500
		Logistics, transport, event mngt. services					8,300
	Personnel (travel)					7,000	
	Training of counterparts					40,000	
	M&E / Communications					2,000	
						Total 72,800	
JP Output 2.1. Enhanced ability of local population to plan and realize Safe Community Plans in conjuncture with Community Policing							
<p>Crime-tackling projects identified, supported and initiated through Crime Prevention Councils in 40 medium-size urban / semi-urban locations with a focus on areas of return and counties with the highest level of armed crime per capita</p>	UNDP	<p>Development and improvement of the Safe Community Plans;</p> <p>Capacity building for Community Police in mediation, communication, negotiation, conflict resolution and community dialogue</p>	X	X	X	X	
		Council for Communal Violence Prevention, Ministry of Interior – police, Local authorities, Women's and Youth NGOs,					
	MDGF						
		Logistics, transport, event mngt. services					2,000
		Contracts (works & services)					96,500
	M&E / Communications					2,000	
						Total: 100,500	

JP Output 2.2. War veterans' and women's associations enabled to actively support conflict prevention activities, rehabilitate and reintegrate communities in Areas of Special State Concern (ASSC)							
Local level partnerships established to identify appropriate institutional arrangement for delivery of psychosocial and employment services; Network of regional/local veterans associations' branches established and trained to provide psychosocial and employment services	<i>IOM</i>	Facilitation of the organization of a system of psychosocial and employment support services for veterans; development of vocational profiles and introduction of employment opportunities; provision of support to veterans' associations and NGOs through conflict resolution and management training; improved access to business support services, counselling and job-search services	X	X	X	Ministry of Family, War Veterans and Intergeneration Solidarity Regional and local authorities Veteran's NGOs	<p>Personnel I (Conflict resolution) Personnel II (Support staff/assistance) Contracts Training Contracts (Counselling services) M&E / Communications</p> <p>15,000 6,000 10,000 18,000 10,000 11,200</p>
Women-owned joint projects centered on awareness raising of gender issues and particular needs of marginalized and vulnerable groups; Improved access for women to leadership and decision-making positions in targeted communities	<i>IOM</i>	Assistance provided in technical development of project proposals and implement partnership projects (in direct link to Output 3.4) Training provided for women (organizations) in conflict prevention, reconciliation and peace building.	X	X	X	Ministry of Family, War Veterans and Inter-Generational Solidarity; Office for Gender Equality & Gender Task Force Regional and local authorities; Women's NGOs.	<p>Personnel I (Gender coordinator expert) Personnel II (assistant) Other direct costs Contracts (Women NGO) Training of counterparts Personnel (Conflict prevention) M&E / Communications</p> <p>15,000 12,000 9,800 12,000 19,300 10,000 1,000 Total: 149,300</p>

JP Output 2.3. Protection of children & youth from peer violence & bullying in schools

	UNICEF	X	X	X	X	Ministry of Science, Education and Sports, Teachers' Training Agency	MDGF	Personnel (Consultants)	13,300
Violence prevention mechanisms introduced, implemented and coordinated									
Training program established and implemented; Teachers and parents educated on prevention, recognition and reaction to violence; National Network of 'Violence-Free' Schools meets annually and regional branches twice a year;	UNICEF	X	X	X	X	Ministry of Science, Education and Sports Education and Teachers Training Agency	MDGF	Personnel I (Edu. program in schools) Personnel II Contracts (design & print services) Contracts (Coordination of Networks of VFS) Supplies & field travel M&E / Communications	40,000 13,000 35,450 38,000 2,000 1,000 Total: 142,750

JP Output 2.4. Development of conflict resolution skills amongst grassroots groups, women and municipal/county authorities;

	UNHCR	X	X	X	X	Vice-Prime Minister's Office; Regional and local authorities;	MDGF	Contracts (leadership training) Contracts (Peace-building forum) Contracts (10 small community projects) M&E / Communications	25,000 35,000 228,400 4,000 Total: 292,400
Targeted communities supported in development of conflict resolution and leadership skills, and reconciliation mechanisms, linked to projects	UNHCR	X	X	X	X	Vice-Prime Minister's Office; Regional and local authorities;	MDGF	Contracts (leadership training) Contracts (Peace-building forum) Contracts (10 small community projects) M&E / Communications	25,000 35,000 228,400 4,000 Total: 292,400

JP Output 3.1. Capacity Development of local authorities, communities and regional development agencies to plan, prioritize and deliver projects for their communities												
<p>At least 12 training events organized on various aspects of development policy planning, financing and implementation, with special focus on the inclusion of vulnerable groups into the decision making mechanism;</p> <p>Direct on-the-job training provided for at least 12 regional and local development institutions provided</p>	UNDP	<p><i>Provision of training for local authorities, communities and regional development agencies in conflict sensitive project development, management, implementation and fundraising for EU funds</i></p> <p><i>Provision of training of local/regional authorities on outsourcing social and communal services</i></p>					X	X	<p>Vice-Prime Minister's Office</p> <p>Ministry of Regional Development, Forestry and Water Management</p> <p>Local and regional authorities</p> <p>Regional Dev. Agencies</p>	<p>MDGF</p> <p>Personnel I (Training activity coordinator) 25%</p> <p>Contracts (trainers)</p> <p>Contracts (events)</p> <p>M&E / Communications</p> <p>Total: 40,700</p>	<p>10,000</p> <p>24,200</p> <p>6,000</p> <p>500</p> <p>Total: 40,700</p>	
	JP Output 3.2. Immediate support and provision of services to refugees, returnees and vulnerable populations in remote areas prior to their inclusion in national social protection schemes											
	<p>Central and local coordination of social welfare providers established;</p> <p>Grass-roots volunteer initiatives strengthened and functional</p>	UNHCR	<p><i>Regular quarterly meetings on the local level organized to improve coverage of social services providers and identify solutions for vulnerable cases.</i></p> <p><i>Training workshops and coaching for CRC teams and their volunteers' programmes in the areas of return through training workshops and coaching.</i></p>	X	X	X	X	X	X	<p>Vice-Prime Minister's Office;</p> <p>Ministry of Regional Development, Forestry and Water Management;</p> <p>Ministry of Health and Social Welfare;</p> <p>Croatian Red Cross;</p> <p>Local and regional authorities;</p> <p>NGOs providing care</p>	<p>MDGF</p> <p>Training of counterparts (social services and care providers)</p> <p>Contracts (Support to operation of CRC mobile teams and local volunteers)</p> <p>Training of counterparts (volunteers)</p> <p>M&E / Communications</p> <p>Total: 105,510</p>	<p>8,800</p> <p>76,000</p> <p>19,710</p> <p>1,000</p> <p>Total: 105,510</p>

JP Output 3.3. Job creation and business development benefiting returnees, women, youth, elderly, war veterans									
<p>At least 40 co-operatives / associations in target area improve their business processes and access to market and finance</p> <p>Established or strengthened eight business support services</p> <p>At least 45 SMEs in target area increase employment and demand for local basic products through new investment</p>	UNDP	<p><i>Training and technical assistance to business development services for local businesses and agricultural cooperatives to scale up core business</i></p> <p><i>Competitive financing packages for medium-sized businesses including support for commercial lending, state incentives and guarantees, and 10-15% grants</i></p>	X	X	X	<p>Ministry of Economy and Ministry of Tourism</p> <p>Vice-Prime Minister's Office</p> <p>Ministry of Regional Dev.</p> <p>Regional Dev. Agencies</p>	MDGF	Personnel (Trainers/experts)	25,000
								Contracts (Small works and equipment contracts)	72,000
								Contracts (Direct support / financing packages)	183,000
								M&E / Communications	3,000
Total: 283,000									
3.4. Community-identified sub-projects implemented to enhance the connectivity of divided communities and associated business development									
<p>At least 12 new objects of community, social or business infrastructure established or reconstructed</p> <p>At least 40 sets of project (technical) documentation prepared for submission to other sources of funding</p>	UNDP	<p>Joint identification and preparation of project documentation in areas of return to qualify for further funding from other sources i.e. IPA, WB, Government</p> <p>Small primary community infrastructure and other sub-project interventions for conflict affected communities</p>	X	X	X	<p>Ministry of Regional Development, Forestry and Water Management</p> <p>Vice-Prime Minister's Office</p> <p>Local and regional authorities</p>	MDGF	Contracts (works and services)	260,000
								M&E / Communications	3,000
Total: 263,000									
Total Planned Budget									
Total UNDP: 931,400									
Total UNHCR: 470,710									
Total IOM: 149,300									
Total UNICEF: 142,750									
Including*									