

TRIALOG Study

**A Decade of EU13
Civil Society Participation
in European Development
Cooperation Projects**

July 2014

TRIALOG

TRIALOG is a project to strengthen civil society organisations (CSOs) in the enlarged EU for active engagement in global development.

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Acronyms:

CfP – Call for Proposals

CONCORD – European NGO Confederation for Relief and Development

CSO – Civil society organisation

DCI – Development Cooperation Instrument

DEAR – Development Education and Awareness Raising

EC – European Commission

EIDHR – European Instrument for Democracy and Human Rights

ENRTP – Environment and Sustainable Management of Natural Resources including Energy

EU – European Union

EU13 – Member States that joined the EU in 2004 (Cyprus – CY, Czech Republic – CZ, Estonia – EE, Hungary – HU, Latvia – LV, Lithuania – LT, Malta – MT, Poland – PL, Slovakia – SK, and Slovenia – SI), in 2007 (Bulgaria – BG and Romania – RO) and in 2013 (Croatia – HR)

EU15 – Member States that joined the EU before 2004

MDGs – Millennium Development Goals

NSA-LA – Non-state Actors and Local Authorities

DG DEVCO – Directorate General of the European Commission Development and Cooperation – EuropeAid

Foreword

This year marks the tenth anniversary of the 2004 ‘big bang’ enlargement when ten new Member States joined the European Union (EU) and took on new roles and responsibilities. A decade later, the anniversary gives us an excellent opportunity to take stock of where we are and what we have achieved.

The people involved in the TRIALOG project have worked tirelessly for the past 14 years supporting development civil society organisations (CSOs) in the newer Member States of the EU to be active at the European level. As well as providing training, opportunities for networking and information sharing and policy support, part of TRIALOG’s mission has been to ensure CSOs from the so-called EU13 can access European Commission (EC) funding for development related projects. At times this has involved advocating towards the EU institutions for more favourable conditions for CSOs from this region; at other times it has meant providing training on project cycle management and EC project proposal writing.

Our partners in the EU13 run numerous development cooperation projects in neighbouring countries and beyond, including in Africa, Asia and Latin America, funded through the bilateral Official Development Assistance of their countries, private donations or other funds. What this study addresses, however, is how engaged EU13 CSOs are in implementing such projects through the available European level funding schemes. TRIALOG provides essential timely information about EC funding opportunities, as well a “Partner Search” online tool, but this is the first time an overview has been put together about how successful EU13 CSOs have been in engaging in EU development cooperation projects.

The prompting for this study came from questions that were posed to TRIALOG from our partners and external development stakeholders, even Member State representatives. They all wanted to know whether we had an overview of the success of EU13 applications for EC funding. Did we know how many organisations had benefited? Could we see the value of our training and support? Should the European institutions be going further to encourage EU13 involvement?

We have attempted to answer these questions, and this study is the second in a series of three. The first focused on NSA-LA Development Education and Awareness Raising (DEAR) grants, and the third will look at involvement in European humanitarian aid, by studying the data published by the European Commission, talking to our partners and analysing the results.

We hope you consider our findings interesting and enriching.

Rebecca Steel-Jasińska,
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1. Introduction

The present study is part of a series analysing the success of civil society organisations (CSOs) from the newer EU Member States (EU13¹) in participating in European Commission (EC) funding programmes. It succeeds a first analysis of EC development education and awareness raising (DEAR) grants under the Non-State Actors and Local Authorities in Development (NSA-LA) programme². Following the EU enlargements in 2004, 2007 and 2013, CSOs in thirteen new countries became eligible to apply for EC funding in order to implement EU's development assistance³. The purpose of this second study is to analyse the success of EU13 CSOs in securing EC funding for development cooperation projects implemented in third countries⁴. The study takes a long-term view, from 2004 onwards, and analyses funding awarded to CSOs during the time their countries were members of the EU.

The European Commission implements external development assistance through a set of geographical and thematic financial instruments and programmes. The present study analyses the following thematic programmes of the Development Cooperation Instrument (DCI)⁵: "Non-State Actors and Local Authorities in Development" (NSA-LA) – Objective 1 Actions in Partner Countries; "Investing in People"; "Migration and Asylum"; "Environment and Sustainable Development of Natural Resources including Energy" (ENRTP). Additionally, the European Instrument for Democracy and Human Rights (EIDHR) is analysed. During 2007-2013 the total budget

¹ Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia, Bulgaria, Romania, Croatia

² TRIALOG, *A Decade of EU13 Civil Society Participation in European Development Education and Awareness Raising Projects*, 2014, Brussels, available at:

<http://www.trialog.or.at/study-a-decade-of-eu13-csos-participation-in-eu-dear-projects>

³ In some cases, CSOs in accession and candidate countries were also eligible to apply for these grants but this study focuses on the grants received as EU CSOs.

⁴ The terms "third countries", "developing countries", "beneficiary countries", as well as "countries in the "Global South" are used interchangeably in this study and refer to countries that are eligible to receive Official Development Assistance (ODA). The official list of ODA recipient countries of the OECD Development Assistance Committee is available at: <http://www.oecd.org/dac/stats/DAC%20List%20used%20for%202012%20and%202013%20flows.pdf>

⁵ The DCI includes other thematic programmes which were not included in the analysis. For a list of EU thematic programmes and instruments during the 2007-2013 financial perspective see: http://ec.europa.eu/europeaid/how/finance/thematic_en.htm

allocated for the thematic programmes and instruments analysed in the study was EUR 5.021 billion⁶.

The choice of these thematic programmes and instruments attempts to show the extent to which EU13 CSOs have become integrated in the EC funding architecture for development cooperation⁷, as development actors in their own right. In contrast to the geographical programmes, EU thematic programmes are more widely open to European and local civil society organisations (CSOs), as well as local authorities and international non-governmental organisations. This choice of programmes, while not exhaustive, covers a variety of themes, notably the Millennium Development Goals (MDGs), which allows the analysis of EU13 CSOs' involvement in the implementation of EC development cooperation projects in different areas. The results of the current analysis may, thus, be compared to the success of EU13 CSOs in implementing European projects funded through the NSA-LA DEAR grants, analysed in the first study of the series. One common denominator of the grant programmes and instruments analysed in this study is that they finance projects which are implemented outside the European Union, notably in developing countries, in contrast to the EC DEAR grants which are implemented within the EU.

The allocation of EC funds to implementing partners under the thematic programmes and instruments may be done through a variety of modalities⁸. However, the study focuses on grants which are direct payments awarded by the EC to beneficiaries based on their participation in selection procedures organised through Calls for Proposals (CfP)⁹. The Directorate-General Development and Cooperation – EuropeAid (DG DEVCO) manages global, multi-country initiatives, i.e. projects that require the implementation of transnational actions involving often partners from several countries. The EU delegations in third countries manage the local, in-country projects, which are usually implemented by local organisations and are aimed at reaching and involving the communities.

As a general rule, grants require co-financing by the

⁶ http://ec.europa.eu/europeaid/how/finance/thematic_en.htm

⁷ The European Neighbourhood and Partnership Instrument would have added to the analysis given the EU13 focus on this region; however it was not included due to time constraints.

⁸ For an overview of EU aid delivery modalities see:

http://ec.europa.eu/europeaid/how/delivering-aid/index_en.htm

⁹ European Commission, *Practical Guide to contract procedures for EC external actions*, 2014, available at: <http://ec.europa.eu/europeaid/pra/>

grant beneficiary, which means that the EC only contributes funds up to a certain percentage of the total cost of the project. Since grants cover a very diverse range of fields, the specific conditions that need to be fulfilled may vary from one area of activity to another. However, grants follow common rules in that they co-finance projects or activities with a limited duration, implemented either by individual actors or in partnership, and which respond to certain specific objectives.

Previous analyses¹⁰ by national development CSOs platforms and TRIALOG experience suggest varying CSOs' experiences in applying for EC funding from one country to another, and across funding programmes. The aim of this study is two-fold:

- taking stock of the EU13 CSOs success in securing EC funding for development cooperation projects since 2004, and;
- contributing to understand the reasons behind the EU13 CSOs' success in applying for these grants or potential obstacles that may hinder their access to EC funding.

This would allow CSOs, national platforms, CONCORD, TRIALOG and other stakeholders to take further measures towards improving EU13 CSOs access to EC funding, such as through more targeted training, but also advocacy towards the European institutions.

The study is structured in five parts: first, an introduction is presented; second, an overview of the analysed EC thematic programmes and instruments is provided; third, the success of EU13 CSOs in securing grants under these programmes is analysed; fourth, the findings, as well as potential obstacles and positive aspects of EU13 CSOs' participation in European development cooperation projects are discussed; and fifth, conclusions are drawn, leading to recommendations.

1.1 Methodology

The analysis was carried out based on data from the public EC Calls for Proposals and Procurement Notices database¹¹. According to the Practical Guide to contract procedures for EC external actions, the lists of

awarded grants for each Call for Proposals must be published once the contracts have been signed. The information published in the lists and analysed by TRIALOG included: the name, address and nationality of the beneficiary organisation, the action location, the size of the grants awarded and the EC co-financing rate. Since information regarding whether the projects were implemented in partnership with other organisations was not available, the analysis provided in this study refers exclusively to grants awarded to organisations in the position of lead applicants. Additionally, only grants awarded to CSOs were counted, thus excluding grants awarded to local authorities and public bodies, as well as international organisations. For the purpose of the analysis, CSOs were counted in four different categories according to nationality and the nature of the project i.e. local or transnational/regional. The four categories include EU13 CSOs, EU15 CSOs, local CSOs and other CSOs. International NGOs (INGOs) and networks were counted in the "EU15 CSOs" category based on the address and nationality provided in the EC documents, except for the local chapters of these organisations in third countries which were counted under the "Local CSOs" category. The "Other CSOs" category included CSOs based in non-EU European countries, such as Norway, Switzerland, the US, Australia, as well as countries from the Global South when the project had a global dimension i.e. was implemented in several neighbouring countries.

The study takes a long-term view, analysing grants awarded through Calls for Proposals from 2004 to 2013 under the five programmes and instruments analysed in the study for which the lists of awarded grants were published¹². The results need to be interpreted with some caution, due to a limited availability of data and inconsistencies¹³ in the published lists of awards. For instance, lists were published only for 438 CfP corresponding to 41% of the total 1065 CfP identified during the search in the EC database and which were organised under the five programmes and instruments¹⁴. Additionally, the lists of grants awarded for countries in the Eastern

¹⁰ FoRS, *The Involvement of Development NGOs from Visegrad Countries in the Financial Instruments of the European Commission*, 2011, Prague, available at: http://fors.cz/user_files/dokumenty/v4verzeweb.pdf

¹¹ European Commission, *Calls for Proposals and Procurement Notices database*, available at: <https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?do=publi.welcome>

¹² No CfP were identified in the EC database under the Migration and Asylum programme in 2010, 2012 and 2013, and under the ENRTP programme in 2004, 2006 and 2007.

¹³ A small number of lists did not provide the address of the beneficiary organisation; however it was possible to identify the missing information on the internet.

¹⁴ Other lists might have been published on decentralised websites; however it was not possible for the authors of the study to identify these and include them in the analysis.

Partnership and Central Asian¹⁵ regions, which are of special interest for numerous EU13 countries and where the participation of EU13 CSOs could be active, were not consistently published. For 64% of the CFP covering these countries no lists of awarded grants were published in the EC database¹⁶. Despite these issues, data remains comparable and the analysis provides general tendencies which contribute to a better understanding of the EU13 CSOs' success in EC funding programmes for development cooperation projects.

One other limitation of the database is that it does not provide disaggregated data by nationality allowing the identification of the step in the application process at which CSOs were unsuccessful. This makes it impossible to analyse how many project applications were submitted to the EC and what was the success rate for securing funding among EU13 CSOs.

In order to complement the quantitative analysis based on the EC Calls for Proposals database, TRIALOG carried out a survey in April-May 2014 among EU13 national development CSOs platforms and their member organisations about their experience in applying for EC Calls for Proposals. The survey yielded 10 responses from the national platforms and 26 responses from the member organisations, making a total of 36 responses¹⁷.

2. Overview of European Commission thematic funding programmes and instruments

2.1. NSA-LA – Actions in Partner Countries

The “Non-State Actors and Local Authorities in development” (NSA-LA) thematic programme encourages civil society organisations and local authorities to take part in development projects. Since

2007, EU support to the NSA-LA programme has its legal basis in the Development Cooperation Instrument (DCI). This programme replaced the former “Co-financing with development NGOs” and the “Decentralised cooperation” funding lines. The NSA-LA programme has three objectives – objectives 2 and 3 are directed at CSOs based in the EU and acceding countries implementing European projects. Objective 1 of this programme focuses on actions proposed both by European and local CSOs and implemented in partner countries which strengthen the participation of local civil society in development.

The study analyses grants awarded under the objective 1 of the NSA-LA programme. It has two parts – in-country projects (1a) and multi-country initiatives (1b). In-country projects can be selected following either global or local Calls for Proposals. Funding for actions under the NSA-LA programme can also be allocated from the European Neighbourhood and Partnership Instrument, for countries in the Neighbourhood region, as well from other financial instruments covering third countries.

Objective 1a of the NSA-LA covers grants for small-scale local development activities aimed at encouraging the participation and strengthening of local CSOs. Objective 1b covers larger-scale projects with a global dimension.

2.2. Investing in People

The thematic programme of the DCI “Investing in People” aims to support actions in the area of human and social development, in particular: education, health, gender equality, social cohesion, employment, childhood and youth, as well as culture. This thematic programme covers nearly all the Millennium Development Goals (MDGs). This programme is addressed to all developing countries, and especially those that are the most in need for assistance to achieve the MDGs.

2.3. Migration and Asylum

The “Migration and Asylum” thematic programme covers cooperation with third countries in the area of migration and asylum. It succeeds the 2004-2006 AENEAS programme, and since 2007, the “Migration and Asylum” programme has been included in the DCI. The programme deals with building the capacity in the countries of origin of migrants, issues of transit and cooperation on working methods and best practices, but it does not directly address the root causes of migration. This programme is funded from the EU

¹⁵ Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan

¹⁶ No lists were published for Moldova and Belarus, despite CFP being organised for these countries (7 and 13 respectively).

¹⁷ All the EU13 CSOs' nationalities were represented among the respondents except for the Romanian CSOs.

budget and is addressed to all the countries covered by the European Neighbourhood and Partnership Instrument (Mediterranean and Eastern Europe), the DCI (Asia and Latin America) and the European Development Fund (African, Caribbean and Pacific countries). The majority of projects funded from this programme are selected through Calls for Proposals.

2.4. Environment and Sustainable Management of Natural Resources including Energy

The thematic programme “Environment and Sustainable Management of Natural Resources including Energy” (ENRTP) of the DCI aims to help developing countries and partner organisations to address environmental and natural resource management issues. The programme addresses areas such as fighting climate change, tackling land degradation and desertification, biodiversity protection and proper management of chemicals and waste. This programme is implemented through a combination of different funding mechanisms in particular Calls for Proposals, direct agreements, joint management and service contracts in response to tenders or existing framework contracts.

2.5. European Instrument for Democracy and Human Rights

The “European Instrument for Democracy and Human Rights” (EIDHR) was launched in 2006 and replaced the “European Initiative for Democracy and Human Rights” (2000-2006). It aims to provide support for the promotion of democracy and human rights in non-EU countries. Due to the sensitive area covered, the EIDHR instrument can provide assistance in countries where no development cooperation is established and without the agreement of the government of third countries. Under certain circumstances, the EIDHR has the possibility to finance not only legally recognised but unregistered organisations. The principal beneficiaries of the EIDHR instrument are CSOs, but support can also be provided to groups or individuals within civil society, as well as intergovernmental organisations.

Assistance under EIDHR may take the following forms: projects and programmes, grants to finance projects submitted by civil society and/or international

organisations; small grants to human rights defenders; grants to support operating costs of the Office of the UN High Commissioner for Human Rights and the European Inter-University Centre for Human Rights and Democratisation (EIUC); human and material resources for EU election observation missions; public contracts.

3. Analysis of EU13 CSOs as implementers of European Commission development cooperation projects

3.1. Analysis of EU13 CSOs as a group

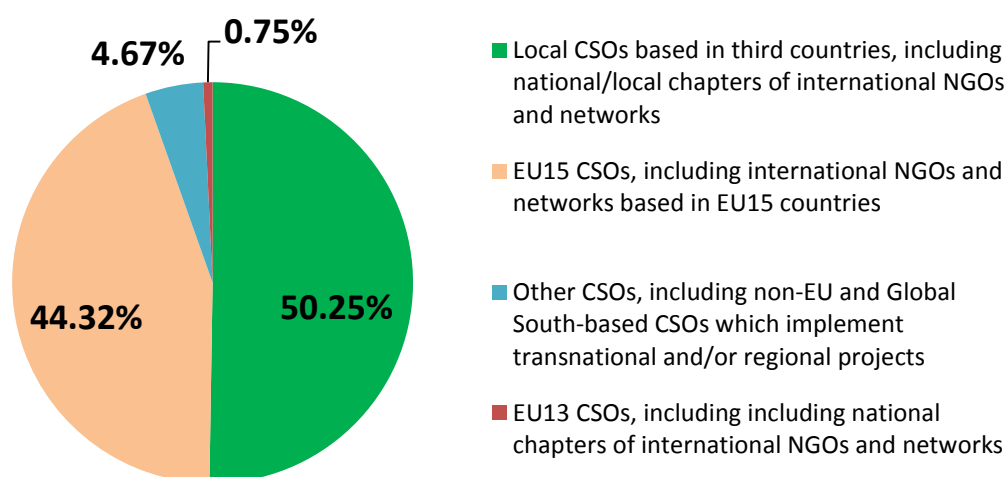
The success of EU13 CSOs in securing grants for development cooperation projects in third countries under the thematic programmes and instruments of the EU has been very limited. The results of the analysis of the grants awarded to EU13 CSOs are summarised in Table 1. Under the five programmes and instruments analysed, EU13 CSOs have been awarded a total of 30 grants during the period 2004-2013. This represents 0.75% of the total number of grants awarded by the EC to civil society organisations over the studied period under the five grant programmes and instruments analysed (Chart 1). The 30 grants were awarded to 19 CSOs from EU13 countries, representing nine nationalities. Five of these grants were for projects with a total cost of more than EUR 1,000,000. The 30 grants awarded to EU13 CSOs corresponded to a total amount of EUR 14 million. The average amount per grants awarded to EU13 CSOs was EUR 460,000. The average EC co-financing rate for the grants awarded to EU13 organisations was 82.13%.

Out of the 30 grants awarded to EU13 CSOs between 2004 and 2013, 18 grants were awarded through global CfP which select actions implemented in multiple countries and are organised by the European Commission in Brussels. 12 grants were awarded through local CfP which select actions implemented in single countries and are organised by the EU delegations.

Table 1. Grants awarded to EU13 CSOs in Calls for Proposals organised under EU thematic programmes (DCI) and instruments (EIDHR) (2004-2013)

Funding programmes and instruments	Total number of published awarded grants	Total number of published grants awarded to EU13	Grants awarded to EU13 out of total (%)	Amount awarded to EU13 CSOs (EUR)	Average size of grants awarded to EU13 CSOs (EUR)	Average EC co-financing rate for EU13 CSOs (%)
NSA-LA - Actions in Partner Countries	1462	8	0.55%	4,785,621	598,203	76.60%
Investing in People	355	6	1.69%	3,288,186	548,031	83.30%
Migration and Asylum	146	2	1.37%	1,522,193	761,097	80.00%
Environment	176	1	0.57%	950,382	950,382	80.00%
EIDHR	1841	13	0.70%	3,492,740	268,672	85.49%
Total	3980	30	0.75%	14,039,122	467,971	82.13%

Chart 1. Grants awarded to CSOs under the DCI (NSA-LA – Actions in Partner Countries, Investing in People Migration and Asylum, Environment) and EIDHR during 2004-2013



EU13 CSOs were able to secure the most grants under the EIDHR instrument with 13 grants awarded, followed by the NSA-LA – Actions in Partners Countries and the Investing in People programmes, with 8 and 6 grants secured, respectively. In terms of the amount received, EU13 CSOs were awarded the most funds under the NSA-LA – Actions in Partner Countries – EUR 4.7 million, followed by the EIDHR and Investing in people, with EUR 3.4 million and EUR 3.2 million, respectively.

It is necessary to note that the funding programmes and instruments analysed in this study are open for proposals from local CSOs in beneficiary countries. Moreover, local CSOs are specifically targeted in the EIDHR instrument, as well as the NSA-LA Objective 1a –

in-country actions. The results of the analysis provided in this study reflect this fact, with 50% of the grants for development cooperation projects awarded to local CSOs during 2004-2013 (Chart 1). There are important differences among the programmes and instruments analysed. For instance, 77% of the total grants awarded under the EIDHR instrument were obtained by local CSOs, whereas only 26% of the total grants awarded under the NSA-LA Actions in Partner Countries were received by local CSOs.

Despite a preference for local CSOs as beneficiaries and implementers of EC development cooperation projects many of the programmes and instruments analysed, EU15 CSOs implemented a large number of European development cooperation projects in third countries, representing 44.32% of the grants awarded.

This is in stark contrast with the very limited occasions in which EU13 CSOs implemented such projects in developing countries, i.e. in 0.75% of the cases.

When comparing these results to the NSA-LA grants for development education and awareness raising (DEAR), the rate of EU13 CSOs in obtaining EC grants for development cooperation projects is still very low. Over the same period, EU13 CSOs were awarded 61 EC DEAR grants representing 17.4% of the total number of DEAR grants awarded by the EC to CSOs¹⁸. These grants totalled an amount of EUR 31.3 million and were awarded to 45 CSOs from the EU13. Moreover, eleven of these grants were for projects with a total cost of more than EUR 1,000,000. On the other hand, the average size of EC DEAR grants awarded to EU13 CSOs is comparable to the average size of grants for development cooperation obtained by EU13 CSOs, EUR 500,000 and EUR 460,000, respectively. The EC co-financing rate was 86.35% on average in the case of EC DEAR grants awarded to EU13 CSOs, whereas the co-financing rate for development cooperation projects awarded to the same was 82.13% on average.

3.2. Analysis by nationality

Grants for development cooperation projects under the five grant programmes and instruments analysed in this study were awarded to CSOs in only nine EU13 countries¹⁹ (Bulgaria, Cyprus, Czech Republic, Hungary, Estonia, Lithuania, Romania, Poland, and Slovenia). According to the analysis of the available published information, no grants were awarded to Croatian, Latvian, Maltese and Slovak CSOs during 2004-2013 under these programmes and instruments²⁰.

These grants were distributed unequally among the nine EU13 nationalities both in terms of the number (Chart 2) and the corresponding amount of grants (Chart 3). Czech CSOs managed to obtain almost half of the number of grants (44%), and a similar share of the total amount awarded to EU13 CSOs (47%).

¹⁸ TRIALOG, *A Decade of EU13 Civil Society Participation in European Development Education and Awareness Raising Projects*, 2014, Brussels, available at: <http://www.trialog.or.at/study-a-decade-of-eu13-csos-participation-in-eu-dear-projects>

¹⁹ The analysis is taking into account only the time when these countries were EU Member States. Therefore, Croatian CSOs had the shortest period of possible participation, since July 2013, and Romanian and Bulgarian CSOs since 1 January 2007.

²⁰ Given the percentage of unpublished lists of grants, CSOs who implemented EC development cooperation projects under the five programmes and instruments analysed in this study and whose projects were not identified in the analysis are welcomed to send this information to TRIALOG. Find the list of identified projects in Annex 1.

Chart 2. Number of grants awarded to EU13 CSOs for development cooperation projects during 2004-2013 by nationality

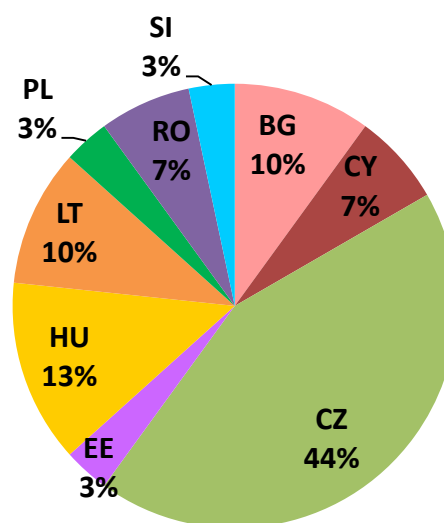
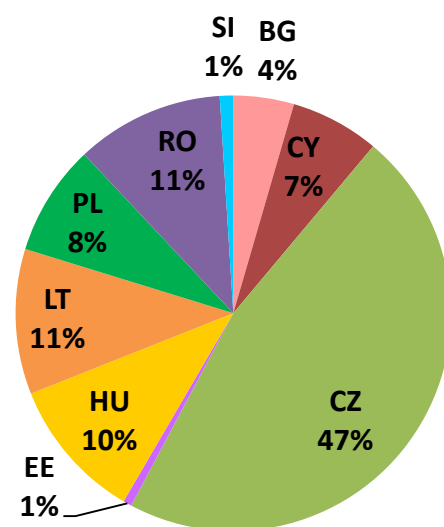


Chart 3. Amount awarded to EU13 CSOs for development cooperation projects during 2004-2013 by nationality



Out of the 13 project grants obtained by Czech CSOs, 11 were awarded to one organisation – People in Need. The success of Czech CSOs may also be explained by the existence in the Czech Republic of a government-supported co-financing scheme for European Commission-funded projects. Since 2005, the Czech Foreign Development Cooperation (FDC) programme – the so-called trilateral cooperation programme – provided financial support for 80% of the projects implemented by Czech CSOs²¹. The

²¹ FoRS, *Survey on the Involvement of the Czech NGOs in the Financial Instruments of the European Commission under Heading*

programme arguably allowed Czech CSOs to apply for higher level of funding than other CSOs from the EU13.

4. Discussion

4.1 Obstacles hindering EU13 CSOs involvement in European development cooperation projects

The low involvement of EU13 CSOs in European development cooperation projects is not due to a lack of interest in this type of activities – only 9% of the respondents to the TRIALOG survey considered that this was the case. This was also confirmed by the responses regarding the grants programmes for which EU13 CSOs have applied – the NSA-LA Actions in Partner Countries programme, as well as the European Instrument for Democracy and Human Rights came joint second, with 17% of the total responses each, after the NSA-LA DEAR. These results suggest that, while there might be an interest among EU13 CSOs to apply for development cooperation projects, notably under these two programmes, there are obstacles that hinder their success in securing grants for this type of projects.

According to the TRIALOG survey, the main reason impeding EU13 CSOs from applying to development cooperation projects is their inability to identify local partners in the countries of implementation (25% of respondents). The second most important reason is that EU13 CSOs do not have local offices in developing countries (24%). These results indicate that the main obstacle for EU13 CSOs involvement in European development cooperation projects is their limited presence in the Global South and their low level of interaction with actors from these countries. TRIALOG, along others, has aimed to address the issue of the limited contact and partnerships between EU13 CSOs and CSOs from the Global South by providing opportunities for global networking²². However, the survey results show that more needs to be done to address this issue.

This limited presence of EU13 CSOs in the Global South is in turn influenced by the low presence of EU13 countries in these regions – 14% of respondents to the TRIALOG survey considered that their low

participation in development cooperation projects was due to a limited number of national embassies in developing countries. This may suggest that EU13 CSOs regard their national embassies as a source of information and support when it comes to obtaining knowledge of the country situation and possibly for finding reliable contacts or partners in the country. In such a situation where EU13 countries themselves have a limited presence in developing countries, EU delegations could fill this gap and provide information and support to EU13 CSOs who should be encouraged to proactively approach EU delegations in such situations. It is possible to assume that having an increased presence in developing countries i.e. through local offices, would help EU13 CSOs not only to identify potential local partners, but also to build their knowledge and expertise of local development issues and priorities, thus to design more relevant projects. According to the survey, 19% of the respondents considered that they lacked the knowledge of Global South countries, the local input and the “field” experience, which prevented them to propose relevant projects.

Another obstacle to successfully applying for the EC development cooperation grants for EU13 CSOs is represented by the restrictive grant conditions, according to 16% of the respondents. Among the responses, the following restrictive conditions were mentioned: the high minimum grant size, the high co-financing rate required coupled with the difficulty to raise these amounts especially in EU13 countries in which there are no government co-financing schemes for EC grants; the lack of capacity of EU13 CSOs to manage such large-scale projects; the application process which is too complicated for smaller organisations; the fact that smaller EU13 CSOs are not eligible in terms of experience and capacity.

Unlike the NSA-LA DEAR grants, there are no preferential grant conditions for EU13 CSOs in the European development cooperation programmes and instruments analysed in the study. For example, for the NSA-LA DEAR grants awarded to EU13 CSOs, the EC provided higher co-financing, and EU13 CSOs could propose projects of a lower amount than normally required, while at the same time they had to prove fewer years of experience²³. The lack of special grant conditions that take into account the EU13 CSOs’ specific needs may contribute to the low participation

4 (In Czech), 2011, Prague, available at: http://www.fors.cz/wp-content/uploads/2012/10/FoRS_pruzkum-financovani-EK_FINAL.pdf

²² <http://www.trialog.or.at/global-networking-list>

²³ Look at the analysis of the EC DEAR grants’ special conditions for EU13 CSOs in the TRIALOG DEAR study, page 7-8, available at: http://www.trialog.or.at/images/doku/trialog_study_eu13_ec_dear_final.pdf

of these organisations in European development cooperation programmes.

While the size of projects and the EC co-financing rate were mentioned as some of the most restrictive conditions by the CSOs who answered the TRIALOG survey, the analysis of the grants awarded to EU13 CSOs showed that the average size of grants was EUR 460,000, and the average EC co-financing rate was 82.13%. These averages are not significantly different from the ones for DEAR grants awarded to EU13 CSOs over the same period – EUR 500,000 and 86.35%, respectively. This might suggest that, as in the case of EC DEAR grants, EC funding for development cooperation projects remains difficult to access for smaller EU13 CSOs. This may also be suggested by the results regarding the analysis of the individual grant programmes and instruments in this study. Notably, the EU13 CSOs secured most of the grants for development cooperation projects under the EIDHR instrument (13) which also had the lowest average amount per grant (EUR 260,000).

Insufficient information about the EC grant opportunities was not mentioned as an obstacle to applying for EC funding for development cooperation projects by the EU13 CSOs. This may be explained by the regular communication provided by the EU institutions, as well as CONCORD and national development CSO platforms that widely disseminate funding opportunities through their communication tools.

Capacity building for EU13 CSOs related to project proposal writing for EC development cooperation projects has been addressed by numerous civil society actors over the years, including TRIALOG, national development CSO platforms, as well as the CONCORD Funding for Development and Relief working group. The lack of capacity to write project proposals was not mentioned as an obstacle to apply for the EC development cooperation grants by the respondents of the TRIALOG survey.

4.2 Possible positive effects of EU13 CSOs' bigger involvement in EC development cooperation projects

There are numerous reasons for which a higher involvement of EU13 CSOs in EC development cooperation project implementation would be welcomed. Firstly, this could have positive effects concerning the EC NSA-LA programme objective 2 which supports actions in the EU aiming at raising

public awareness of development issues and promoting education for development, to mobilise greater support for actions against poverty and fairer relations between developed and developing countries. Having more first-hand experience in implementing development cooperation projects and addressing development challenges in the Global South by EU13 CSOs could positively feed into and strengthen the EU13 CSOs' work on development education and awareness raising (DEAR). Often different departments of the same organisation implement actions in the Global South and engage in DEAR activities in their country. Alternatively, the organisations implementing DEAR activities in Europe and development cooperation projects in third countries have close contact through, for example, belonging to the same national platform of development CSOs where they work together on a number of issues. This close cooperation and interaction between national CSOs enables first-hand development cooperation experience to be reflected in DEAR activities.

Results of previous Eurobarometer surveys have suggested that citizens in the newer EU Member States have a general interest in development aid issues, but lack awareness of the role of the EU in this domain²⁴. This larger information gap among citizens in the newer EU Member States concerning EU development assistance was also attributed to the lower trust of citizens from these countries towards EU development cooperation²⁵. Higher EU13 CSOs' participation in implementing EU development cooperation projects could have a positive impact on these countries' citizens' and trust towards the EU as a development cooperation actor and increase their awareness and ownership of EU's development cooperation policies.

Secondly, the EU13 CSOs' participation in EC development cooperation project implementation might also support the NSA-LA programme objective 3 which supports actions aiming at, among others, to foster synergies between civil society networks. Greater synergies between actors and organisations implementing EC development cooperation projects in third countries and organisations implementing EC DEAR projects might be achieved.

²⁴ Eurobarometer, *Citizens of the new EU Member States and Development Aid*, 2007, available at:

http://ec.europa.eu/public_opinion/archives/ebs/ebs_286_en.pdf

²⁵ Eurobarometer, *Europeans, development aid and the Millennium Development Goals*, 2010, available at:

http://ec.europa.eu/public_opinion/archives/ebs/ebs_352_en.pdf

5. Conclusions

This study analysed EU13 CSOs' success in securing EC grants for development cooperation projects implemented in third countries under four thematic programmes of the DCI (NSA-LA - Actions in Partner Countries, Investing in People, Migration and Asylum and ENRTP) and the EIDHR instrument. The analysis took a long-term view, from 2004 to 2013 when these countries were EU Member States. The results show that EU13 CSOs have been successfully awarded such grants in a very limited number of cases. Out of the 3980 grants awarded that were analysed in this study, only 30 went to EU13 CSOs, representing 0.75% of the grants analysed. EU15 CSOs implemented European development cooperation projects much more frequently, namely in 44.32% of the projects awarded.

Among the EU13 CSOs, most grants for development cooperation projects were awarded to Czech CSOs (44%), followed by Hungarian (13%), and Bulgarian and Lithuanian CSOs (each 10%). As many as 11 grants out of the total of 30 grants that were awarded to EU13 CSOs were obtained by one Czech organisation – People in Need.

The implementation of EU development cooperation grants by EU13 CSOs under the programmes and instruments analysed in the study is very low despite interest and available information about these grant opportunities among EU13 CSOs. The main obstacles for EU13 CSOs to implement EU development cooperation projects awarded through Calls for Proposals identified in the study were the following: EU13 CSOs' inability to identify partners from the Global South; a lack of EU13 CSOs country offices in developing countries; a limited knowledge of the Global South countries and the limited "field" experience among EU13 CSOs.

EC grant conditions for development cooperation projects were also regarded as restrictive by numerous respondents to the TRIALOG survey. The minimum grant size and necessary co-financing rate were regarded as restrictive conditions among others. Unlike the NSA-LA DEAR grants, the EC development cooperation grants do not provide preferential conditions for EU13 CSOs.

There are various reasons for which a higher participation of EU13 CSOs in European development assistance implementation would be beneficial. This could have a positive impact on the EC DEAR projects outcomes and the development education and awareness raising work implemented by EU13 CSOs in

their own countries and in Europe. Also, it might increase networking and synergies among CSOs and increase EU13 citizens' knowledge about the EU as a development cooperation actor.

5.1 Recommendations

- EC to encourage and open up opportunities for EU13 CSOs to partner with EU15 and non-European CSOs for implementing joint development cooperation projects in third countries e.g. through junior partner schemes with more experienced CSOs.
- EC to support pilot projects through European development cooperation Calls for Proposals in order to allow those organisation that do not have running projects in third countries to compete in the CfP.
- EC to make consistently data available in a centralised public database concerning development cooperation projects' grant allocations and grant beneficiaries to allow better analysis and access to information.
- Civil society and other actors to continue providing capacity building for EU13 CSOs in terms of the functioning and implementation of European development cooperation projects.
- EU13 national governments to provide reliable and consistent support to CSOs for development cooperation projects, e.g. through co-financing programmes.
- Different stakeholders, including civil society, European institutions and national governments to have a multi-stakeholder dialogue on the role and participation of EU13 CSOs in implementing European development cooperation projects with the view to find solutions to the current extremely low involvement of EU13 CSOs in these programmes.

Annex 1 – List of EU13 CSOs beneficiaries of European development cooperation projects, 2004-2013

No.	Call year	Beneficiary	Nationality	Action location	Amount awarded	EC co-financing rate
DCI – NSA-LA – Actions in Partner Countries – In-Country/ Multi-Country and Specific countries						
1	2006	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Afghanistan	666,171	75.00
2	2007	MAGYAR OKUMENIKUS SZERETETSZOLGALAT	HU	Uzbekistan	159,000	74.93
3	2008	THE MANAGEMENT CENTRE OF THE MEDITERRANEAN LTD	CY	Azerbaijan	227,561	75.00
4	2010	GLOBALI INICIATYVA PSICHIATRIJOJE	LT	Azerbaijan	164,359	90.00
5	2011	MINORITY RIGHTS GROUP EUROPA	HU	Eastern Partnership (EaP) countries	736,255	75.00
6	2011	CEE BANKWATCH NETWORK	CZ	Neighborhood South and East	994,000	74.46
7	2012	HUMANA PEOPLE TO PEOPLE BALTIC	LT	China	700,000	73.43
8	2012	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Cambodia	1,138,275	75.00
DCI – Investing in People						
1	2008	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Ethiopia	539,748	90.00
2	2008	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Armenia	403,609	90.00
3	2010	VIESOJI ISTAIGA CENTRINES IR RYTU EUROPOS ZALOS MAZINIMO TINKLAS (EURASIAN HARM REDUCTION NETWORK – EHRN)	LT	AM, AZ, BY, GE, MD, RU, UA	649,500	79.82
4	2010	NEXT PAGE FOUNDATION LJUBEN	BG	Armenia, Georgia, Ukraine	448,034	80.00
5	2010	ASOCIATIA PENTRU TRANZITIA URBANA - ATU	RO	Armenia, Moldova, Ukraine	593,825	80.00
6	2010	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Georgia, Armenia and Azerbaidjan	653,470	80.00
DCI – Migration and Asylum						
1	2007	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Armenia	696,057	80.00

2	2011	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Armenia	826,136	80.00
DCI – Environment						
1	2009	ASOCIATIA WWF PROGRAMUL DUNARE CARPATI ROMANIA	RO	Romania, Ukraine, Moldova	950,382	80.00
European Instrument for Democracy and Human Rights (EIDHR)						
1	2005	EUROPEAN ROMA RIGHTS CENTER	HU	Turkey	360,957	80.00
2	2006	LAKE PEIPSI PROJECT	EE	Russia	88,995	89.80
3	2008	INSTITOUTO NEUROEPISTIMON KAI TECHNOLOGIAS KYPROU	CY	Cyprus, Israel and Palestine	699,890	80.00
4	2008	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Lebanon	185,216	80.00
5	2010	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Georgia	94,750	94.75
6	2010	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Russia	93,614	93.44
7	2011	DRUŠTVO KULTURNO, INFORMACIJSKO IN SVETOVALNO SREDIŠČE LEGBITRA	SI	Kosovo	139,972	94.98
8	2011	FOUNDATION CENTER FOR ECONOMIC DEVELOPMENT - CED	BG	FYROM	71,620	67.22
9	2011	CARITAS CZECH REPUBLIC	CZ	Mongolia	150,000	83.79
10	2011	CLOVEK V TISNI OPS (PEOPLE IN NEED)	CZ	Mongolia	110,000	83.00
11	2011	MINORITY RIGHTS GROUP EUROPA	HU	Russia	229,008	94.37
12	2012	HELSINSKA FUNDACJA PRAW CZLOWIEKA	PL	Tajikistan	1,156,690	80.00
13	2013	CENTER FOR THE STUDY OF DEMOCRACY ASSOCIATION	BG	FYROM	112,028	90.00