



REPORT
NATIONAL CAPACITY SELF-ASSESSMENT AND DRAFT
NATIONAL ACTION PLAN FOR IMPLEMENTATION
OF UN CONVENTIONS

APRIL 2005.



CROATIAN
ENVIRONMENT AGENCY

GEF NCSA GF/2740-03 (GF/3010-03) Project
National Capacity Self-Assessment for Global Environmental Management –
NCSA

Republic of Croatia



Report

NATIONAL CAPACITY SELF-ASSESSMENT AND DRAFT NATIONAL ACTION
PLAN FOR IMPLEMENTATION OF:

- **United Nations Framework Convention on Climate Change**
- **United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly Africa**
- **United Nations Convention on Biological Diversity**



Zagreb, April 2005

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PROJECT: **GEF NCSA GF/2740-03 (GF/3010-03):**
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DOCUMENT: **JOINT REPORT AND DRAFT NAP**

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Note: Additional three documents on each of the Conventions are detailed reports.

Acronyms and abbreviations

AFC – Agriculture and Forestry Committee of the Croatian Parliament
APN – Administration for Protection of Nature, Ministry of Culture of the Republic of Croatia
CASA – Croatian Academy of Sciences and Arts
CBD – United Nations Convention on Biological Diversity
CCC – United Nations Framework Convention on Climate Change
CCoC – Croatian Chamber of Commerce
CCD - United Nations Convention to Combat Desertification
CDM – Clean Development Mechanism
CEA – Croatian Environment Agency
CFA – Croatian Fire-fighters Association
COAF – County Office of Agriculture and Forestry
DPPEPCPR – Department of Physical Planning, Environmental Protection, Construction and Property-Rights
EPEEF - Environmental Protection and Energy Efficiency Fund
ESCO – Energy Service Company
ET – Emission Trading
EU – European Union
IEA – International Energy Agency
JI – Joint Implementation
L – Local level
LT – Long-term
MAFWM – Ministry of Agriculture, Forestry and Water Management of the Republic of Croatia
MC – Ministry of Culture of the Republic of Croatia
MC – FP Ministry of Culture – Focal Point
MELE – Ministry of the Economy, Labor and Entrepreneurship of the Republic of Croatia
MEPPPC– Ministry of Environmental Protection, Physical Planning and Construction of the Republic of Croatia
MF – Ministry of Finance of the Republic of Croatia
MFAEI – Ministry of Foreign Affairs and European Integration of the Republic of Croatia
MI – Ministry of the Interior of the Republic of Croatia
MJ – Ministry of Justice of the Republic of Croatia
MSES – Ministry of Science, Education and Sports of the Republic of Croatia
MSTTD – Ministry of Sea, Tourism, Transport and Development of the Republic of Croatia
MT – Mid-term
N – National level

NAP – National Action Plan/Programme
NCC – National Convention Council
NCS – National Convention Secretariat
NGO – Non-Governmental Organization
NSAP – National Strategy and Action Plan
OECD – Organization for Economic Co-operation and Development
PI NP/NP – public institutions managing protected areas of national parks and nature parks
PPEPC – Physical Planning and Environmental Protection Committee of the Croatian Parliament
PR - Priority
R – Regional level
SI – Scientific institutions (universities, institutes, academies)
SINC - State Institute for Nature Conservation
SOSM – State Office for Standardization and Metrology
TC - Technical Committee
TCNCS – Technical Council of the National Convention Secretariat
TI – Technical institutions (agencies, institutes, offices)
TU – Thematic unit
UNDP – United Nations Development Programme
UNFCCC – United Nations Framework Convention on Climate Change
WB – World Bank

1. INTRODUCTION

Project Objective

National Capacity Self-Assessment for Global Environmental Management (NCSA) is a project aimed at determining needs and priorities in building of capacities of the Republic of Croatia to implement activities provided for under three United Nations conventions:

1. **United Nations Framework Convention on Climate Change** (hereinafter Convention on Climate Change)
2. **United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly Africa** (hereinafter Convention to Combat Desertification)
3. **United Nations Convention on Biological Diversity** (hereinafter Convention on Biological Diversity)

National capacity assessment is used to prepare a proposal of a sustainable institutional framework for systematic, ongoing and comprehensive building of national capacity to perform activities specified in a convention, in particular: to ensure efficient use of the existing capacities, ensure support to the existing capacities through international projects, and build new capacities for enhancement of efficiency.

The Project preparation went on in parallel with the most intensive activities for the Croatian accession to the European Union (EU) in line with the Stabilisation and Association Agreement. Since 2001, the European Union has been encouraging, through its programme of comprehensive technical and financial support offered in form of numerous projects, reaching of the European standards in different aspects of the environmental protection and nature conservation. The most important projects were those dealing with harmonization of the national legislation with the EU legislation.

Project Implementation Structure

The National Executing Agency is the **Croatian Environment Agency**.

The supervision of the Project contents, goals and objectives, and timeframe was performed by the Project Steering Committee, which also ensured the necessary political support for the Project implementation.

Project Steering Committee Members:

Dr. Boška Miloš - Institute for Adriatic Crops and Karst Reclamation, Split

Dr. Damir Viličić – College of Natural Sciences, University of Zagreb

Karmen Cerar – Ministry of Agriculture, Forestry and Water Management

Irina Zupan – State Institute for Nature Conservation

Dr. Krešo Pandžić – Meteorological and Hydrological Service
Vjekoslava Zagotta – Water Management Directorate
Alan Cibilić – Water Management Directorate

Leta Ltd. Zagreb, lead by Dr Mensur Mulabdić, participated in the Project implementation as a technical contractor, organizer, coordinator and performed the expert activities.

Thematic Working Teams by conventions:

Convention on Biological Diversity:	Dr. Ivan Martinić Dr. Melita Mihaljević
Convention on Climate Change:	EKONERG Ltd. experts Leader: Davor Vešligaj
Convention to Combat Desertification:	Dr. Željko Vidaček Dr. Nikola Pernar

Project Implementation Process

The Project was implemented in stages. During the first stage, the teams were set up, technical coordination established, the Terms of Reference analyzed, and a concept of the Project implementation in the next stages developed focusing on teams' work division by conventions.

During the second stage, the members of the Project teams prepared their First Report by conventions, including the Convention implementation status presentation. The Report was divided into the following sections: Convention - General; Analysis of Convention Requirements; Overview of Major Activities; Overview of the State of Legislation Focusing on Existing and Lacking Regulations; Existing and Lacking Individual/Institutional Capacities; Funding of Convention Implementation. The First Report preparation activities included the SWOT analyses of the convention implementation, defining the strengths, weaknesses, opportunities, and threats in the process. Such analyses may also be used as a criterion for monitoring of task performance and progress.

During the third stage, the State and Capacity Needs Analysis was performed and presented in the Second Report. This Report contains an analysis of implementation of the requirements of each convention, and evaluation of capacities with assessment of capacities needed for implementation of the conventions. The Third Report was prepared under a working title 'Setting up a Framework for Efficient and Sustainable Implementation, with Draft NAP'.

When the presentation and analysis of the current state that will be used as a background for elaboration of the National Action Plan had been finished, workshops were organized in order to involve as many stakeholders and non-governmental organizations as possible.

The workshops were held in Osijek, Split and Zagreb (see the attachment), so the complete Croatian territory was covered. Summaries for the workshops had been prepared by the Thematic Working Team members, and detailed reports were presented at the workshops. The workshops were attended by key stakeholders, governmental organizations, public companies and other national institutions (Croatian Waters, Meteorological and Hydrological Service, Environmental Protection and Energy Efficiency Fund, State Institute for Nature Conservation, national parks and nature parks, institutes, universities and academies, chambers and professional associations and non-governmental organizations dealing with nature conservation and the environmental protection) who actively participated in the workshops. The workshop participants filled out questionnaires giving their suggestions and proposals for the NAP elaboration, and their answers were used by the Thematic Working Teams as input for the Third Report.

An outcome of the fourth Project stage was preparation of individual and a consolidated report on each of the conventions with the National Capacity Self-Assessment with Draft National Action Plan. The Report was organized in the following sections: Introduction; Priorities by Conventions; State of the Convention Implementation in Croatia (capacity constraints and need for capacity building); Possible Synergy between Capacities, National strategy and Action Plan for Capacity Building for Global Protection, Organization of the Convention Implementation at the National Level; Monitoring and Evaluation of the NAP Implementation.

Below, a consolidated assessment is given of the Croatian capacity to implement the three Conventions, along with the Draft National Action Plan.

2. PRIORITIES BY CONVENTIONS

2.1. Priorities under the Convention on Climate Change

The Republic of Croatia became a party to the United Nations Framework Convention on Climate Change in 1996 by a decree of the Croatian Parliament on its ratification (Official Gazette 55/1996). By the same resolution, in compliance with Article 22 of the Convention, as the country with economy in transition Croatia assumed its responsibilities from Annex I to the Convention.

The ultimate objective of the United Nations Framework Convention on Climate Change and any related legal instruments that the Conference of the Parties may adopt is to achieve, in accordance with the relevant provisions of the Convention, stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. Such a level should be achieved within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner.

In their actions to achieve the objective of the Convention, the Parties shall be guided by the following principles and commitments.

Principles

1. The Parties should protect the climate system for the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities. Accordingly, the developed country Parties should take the lead in combating climate change and the adverse effects thereof.
2. The specific needs and special circumstances of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change, and of those Parties, especially developing country Parties, that would have to bear a disproportionate or abnormal burden under the Convention, should be given full consideration.
3. The Parties should take precautionary measures to anticipate, prevent, or minimize the causes of climate change and mitigate its adverse effects. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing such measures, taking into account that policies and measures to deal with climate change should be cost-effective so as to ensure global benefits at the lowest possible cost. To achieve this, such policies and measures should take into account different socio- economic contexts, be

comprehensive, cover all relevant sources, sinks and reservoirs of greenhouse gases and adaptation, and comprise all economic sectors. Efforts to address climate change may be carried out cooperatively by interested Parties.

4. The Parties have a right to, and should, promote sustainable development. Policies and measures to protect the climate system against human-induced change should be appropriate for the specific conditions of each Party and should be incorporated into the national development programmes, taking into account that economic development is essential for adopting measures to address climate change.
5. The Parties should cooperate to promote a supportive and open international economic system that would lead to sustainable economic growth and development in all Parties, particularly developing country Parties, thus enabling them better to address the problems of climate change. Measures taken to combat climate change, including unilateral ones, should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade.

Commitments

1. All Parties, taking into account their common but differentiated responsibilities and their specific national and regional development priorities, objectives and circumstances, shall:
 - Develop, periodically update, publish and make available to the Conference of the Parties, in accordance with Article 12, national inventories of anthropogenic emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol, using comparable methodologies to be agreed upon by the Conference of the Parties;
 - Formulate, implement, publish and regularly update national and, where appropriate, regional programmes containing measures to mitigate climate change by addressing anthropogenic emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol, and measures to facilitate adequate adaptation to climate change;
 - Promote and cooperate in the development, application and diffusion, including transfer, of technologies, practices and processes that control, reduce or prevent anthropogenic emissions of greenhouse gases not controlled by the Montreal Protocol in all relevant sectors, including the energy, transport, industry, agriculture, forestry and waste management sectors;
 - Promote sustainable management, and promote and cooperate in the conservation and enhancement, as appropriate, of sinks and reservoirs of all greenhouse gases not controlled by the Montreal Protocol, including biomass,

- forests and oceans as well as other terrestrial, coastal and marine ecosystems;
- Cooperate in preparing for adaptation to the impacts of climate change; develop and elaborate appropriate and integrated plans for coastal zone management, water resources and agriculture, and for the protection and rehabilitation of areas, particularly in Africa, affected by drought and desertification, as well as floods;
 - Take climate change considerations into account, to the extent feasible, in their relevant social, economic and environmental policies and actions, and employ appropriate methods, for example impact assessments, formulated and determined nationally, with a view to minimizing adverse effects on the economy, on public health and on the quality of the environment, of projects or measures undertaken by them to mitigate or adapt to climate change;
 - Promote and cooperate in scientific, technological, technical, socio-economic and other research, systematic observation and development of data archives related to the climate system and intended to further the understanding and to reduce or eliminate the remaining uncertainties regarding the causes, effects, magnitude and timing of climate change and the economic and social consequences of various response strategies;
 - Promote and cooperate in the full, open and prompt exchange of relevant scientific, technological, technical, socio-economic and legal information related to the climate system and climate change, and to the economic and social consequences of various response strategies;
 - Promote and cooperate in education, training and public awareness of climate change and encourage the widest participation in this process, including that of non-governmental organizations; and
 - Communicate to the Conference of the Parties information related to implementation, in accordance with Article 12.
2. The developed country Parties and other Parties included in annex I commit themselves specifically as provided for in the following:
- Each of these Parties shall adopt national policies and take corresponding measures on the mitigation of climate change, by limiting its anthropogenic emissions of greenhouse gases and protecting and enhancing its greenhouse gas sinks and reservoirs. These policies and measures will demonstrate that developed countries are taking the lead in modifying longer-term trends in anthropogenic emissions consistent with the objective of the Convention, recognizing that the return by the end of the present decade to earlier levels of anthropogenic emissions of carbon dioxide and other greenhouse gases not controlled by the Montreal Protocol would contribute to such modification, and taking into account the differences in these Parties' starting points and approaches, economic structures and resource bases, the need to maintain

strong and sustainable economic growth, available technologies and other individual circumstances, as well as the need for equitable and appropriate contributions by each of these Parties to the global effort regarding that objective. These Parties may implement such policies and measures jointly with other Parties and may assist other Parties in contributing to the achievement of the objective of the Convention and, in particular, that of this subparagraph;

- In order to promote progress to this end, each of these Parties shall communicate, within six months of the entry into force of the Convention for it and periodically thereafter, and in accordance with Article 12, detailed information on its policies and measures referred to in subparagraph (a) above, as well as on its resulting projected anthropogenic emissions by sources and removals by sinks of greenhouse gases not controlled by the Montreal Protocol for the period referred to in subparagraph (a), with the aim of returning individually or collectively to their 1990 levels these anthropogenic emissions of carbon dioxide and other greenhouse gases not controlled by the Montreal Protocol. This information will be reviewed by the Conference of the Parties, at its first session and periodically thereafter, in accordance with Article 7;
- Calculations of emissions by sources and removals by sinks of greenhouse gases for the purposes of subparagraph (b) above should take into account the best available scientific knowledge, including of the effective capacity of sinks and the respective contributions of such gases to climate change. The Conference of the Parties shall consider and agree on methodologies for these calculations at its first session and review them regularly thereafter;
- The Conference of the Parties shall, at its first session, review the adequacy of subparagraphs (a) and (b) above. Such review shall be carried out in the light of the best available scientific information and assessment on climate change and its impacts, as well as relevant technical, social and economic information. Based on this review, the Conference of the Parties shall take appropriate action, which may include the adoption of amendments to the commitments in subparagraphs (a) and (b) above. The Conference of the Parties, at its first session, shall also take decisions regarding criteria for joint implementation as indicated in subparagraph (a) above. A second review of subparagraphs (a) and (b) shall take place not later than 31 December 1998, and thereafter at regular intervals determined by the Conference of the Parties, until the objective of the Convention is met;
- Each of these Parties shall:
 - coordinate as appropriate with other such Parties, relevant economic and administrative instruments developed to achieve the objective of the Convention; and
 - identify and periodically review its own policies and practices which encourage activities that lead to greater levels of anthropogenic

- emissions of greenhouse gases not controlled by the Montreal Protocol than would otherwise occur;
- The Conference of the Parties shall review, not later than 31 December 1998, available information with a view to taking decisions regarding such amendments to the lists in annexes I and II as may be appropriate, with the approval of the Party concerned;
 - The Parties other than the Parties included in annex I may in their instrument of ratification, accepting, approving and acceding to the Convention submitted to the to the Depositary advise the Depositary of their willingness to be bound by the subparagraphs (a) and (b) above. The Depositary shall inform other signatories and Parties thereof.
3. In the implementation of their commitments under paragraph 2 above, a certain degree of flexibility shall be allowed by the Conference of the Parties to the Parties included in annex I undergoing the process of transition to a market economy, in order to enhance the ability of these Parties to address climate change, including with regard to the historical level of anthropogenic emissions of greenhouse gases not controlled by the Montreal Protocol chosen as a reference.
 4. The Parties shall, in accordance with Article 10 take into consideration in the implementation of the commitments of the Convention the situation of Parties, particularly developing country Parties, with economies that are vulnerable to the adverse effects of the implementation of measures to respond to climate change. This applies notably to Parties with economies that are highly dependent on income generated from the production, processing and export, and/or consumption of fossil fuels and associated energy-intensive products and/or the use of fossil fuels for which such Parties have serious difficulties in switching to alternatives.

2.2. Priorities under the Convention to Combat Desertification

The Croatian Parliament ratified the Convention to Combat Desertification in 2000, and it entered into force early in 2001. According to the Act on Ratification of the Convention, implementation of the convention is responsibility of the Ministry of Environmental Protection, Physical Planning and Construction, and the most important actor in the process is the Soil Protection Section of the Directorate for Environmental Protection.

The objective of the UN Convention to Combat Desertification is to combat desertification and mitigate the effects of drought in countries experiencing serious drought and/or desertification, particularly in Africa, through effective action at all levels, supported by international cooperation and partnership arrangements, in the framework of an integrated approach which is consistent with Agenda 21, with a view to contributing to the achievement of sustainable development in affected areas.

Land is the terrestrial bio-productive system that comprises soil, vegetation, other biota, and the ecological and hydrological processes that operate within the system; land degradation means reduction or loss, in arid, semi-arid and dry sub-humid areas, of the biological or economic productivity and complexity of rainfed cropland, irrigated cropland, or range, pasture, forest and woodlands resulting from land uses or from a process or combination of processes, including processes arising from human activities and habitation patterns, such as:

- (i) soil erosion caused by wind and/or water;
- (ii) deterioration of the physical, chemical and biological or economic properties of soil; and
- (iii) long-term loss of natural vegetation;

This Convention is elaborated in more detail in five regional implementation annexes. Croatia participates in activities within the framework of Annex 4 - Regional Implementation Annex for the Northern Mediterranean, and Annex 5 - Regional Implementation Annex for Central and Eastern Europe.

Combating desertification and soil/land degradation, and mitigating the effects of drought includes activities which are part of the integrated development of land in arid, semi-arid and dry sub-humid areas for sustainable development which are aimed at prevention and/or reduction of soil/land degradation, rehabilitation of partly degraded soil/land and reclamation of desertified land. This Convention is increasingly being recognized as a global document on conservation of land and soil. According to the definition from the

Convention, "desertification" means soil/land degradation in arid, semi-arid and dry sub-humid areas.

Purpose of the Convention is to recognize the factors and processes causing desertification and to set up an administrative and legislative system towards minimization of such degradation. More generally, activities in this area are aimed at offering support to prevention and control of land degradation. The focus is primarily set on degradation in arid, semi-arid and dry sub-humid areas resulting from various factors, including climatic variations and human activities.

The priority in implementation of the Convention to Combat Desertification is elaboration and adopting of the National Action Plan (NAP) with clearly defined measures, priorities, financial indicators and time frame relating to:

- legislation regulating soil/land conservation;
- soil/land state stocktaking;
- elaboration and adopting of plans and programmes for supplementary irrigation, sustainable soil and water use, monitoring of state and changes in relevant components of the environment;
- improvement in fire prevention and fighting efficiency;
- encouraging and introducing the environmentally sound technologies in agriculture and forestry;
- strengthening of public awareness of land degradation and drought-related problems;
- proposing funding sources for projects and plans;

dissemination of information for general public, and involving of NGOs.

2.3. Priorities under the Convention on Biological Diversity

An Act on Ratification of the Convention on Biological Diversity was adopted by the Croatian Parliament in 1996, and Croatia became a party to the Convention in January 1997. In 1999, the National Strategy and Action Plan for the Protection of Biological and Landscape Diversity of Croatia were prepared. Recent evaluation of the state of biological diversity is presented in the Report on the State of the Environment in Croatia and the National Environmental Action Plan (Official Gazette 46/02, 2002).

According to the provisions of the Convention, the parties shall:

1. develop national strategies, plans and programmes for the conservation of biological diversity and its components
2. incorporate the conservation and sustainable use of biological diversity into relevant sectoral plans and regulations
3. pursue permanent activities related to identification, stocktaking, and monitoring of biological diversity
4. create the biological diversity information system
5. establish an efficient system of protected areas
6. perform sustainable conservation of biological diversity through implementation of laws and regulations
7. ensure conservation of components of biological diversity by management plans
8. carry out *ex-situ* conservation and reintroduction
9. create incentives for conservation of biological diversity
10. ensure sustainable use of biological resources through strategies of sectors using them
11. ensure training and public education for sustainable use of biological diversity
12. introduce mechanism for biological diversity impact assessment of projects
13. introduce instruments for compensation for biological diversity losses
14. ensure access to genetic resources and technology
15. carry out data exchange and technical and scientific collaboration
16. ensure financial resources from international funds
17. regulate relations with other international conventions.

An analysis of a degree of fulfillment of individual requirements of the Convention revealed that: (i) NSAP has been prepared as an essential technical and planning document for implementation of the Convention; (ii) new Nature Conservation Act has been adopted, harmonized with the EU regulations, setting up the principles and mechanisms for implementation of the Convention; (iii) development of the most important technical documentation and programmes related to stocktaking and

sustainable use of biological diversity (Habitats Mapping, Preliminary Ecological Network, Register of Protected Natural Resources, National Biological Diversity Monitoring System, and the like) has been under way or finished; iv) a concept has been developed of the EU accession strategy with regard to conservation of biological diversity (harmonization of legislation, preliminary activities for setting up of the Natura 2000 network); v) a nature conservation system has been upgraded on a national level through strengthening of organization and human resources in APN, establishing of SINC, setting up a system of 18 PI NP/NP; (vi) further specialization and pro-active involvement of non-governmental organizations (NGO) into numerous activities and tasks has happened; (vii) international collaboration and aid have considerably intensified.

Further, it has been determined that the following Convention requirements have not been adequately met: (i) measures for conservation of biological diversity have only partly been integrated in the sectoral legislation; (ii) no planned stocktaking of biological diversity has been carried out, and setting up of the biological diversity information system and national biological diversity monitoring system have only reached a design stage; (iii) the system of protected areas is only randomly successful, and often only formal; (iv) implementation of the Convention has almost been blocked in individual segments because of delays in preparation of necessary regulations due to lack of specific knowledge and professional staff (lawyers drafting laws and regulations); (v) methodology for development of a protected area management plan has still not been adopted, and no such plan has been passed for any of 18 NP/NP areas; (vi) approval and implementation of action plans for threatened species according to the international guidelines is in initial stage (only the plans for wolf and lynx have been prepared); (vi) recording and preservation of native cultivars of cultivated plants and breeds of domestic animals is still inadequately regulated, and there are no complete lists of native cultivars of cultivated plants and breeds of domestic animals; (vii) with exception of reintroduction of lynx and beaver no other systematic efforts in that direction were made; (viii) legally established incentives for conservation of biological diversity are not implemented; (ix) although the regulations that guard activities using biological resources take into account the need for sustainable management of natural resources, in practice the economic component of harvesting is more prominent than implementation of the protective measures (a positive exception is forestry, state-owned forests management in particular, which is based on sustainable use principles and principles of forest certification including clear criteria of environmental acceptability); (x) although awareness of the importance, activities and ways of acting towards conservation of biological diversity is on increase, active support from the state is lacking in education and awareness raising of all the aspects of biological diversity, and there is no integrated system of information dissemination and encouragement of a pro-active participation in conservation of biological diversity; (xi) effort is lacking towards improvement in cross-sectoral

communication and communication with local population and NGOs; (xii) the acceptability assessment of projects regarding nature is not carried out in practice.

Based on the analysis of the implementation of the Convention requirements, the priorities for its sustainable implementation are:

- setting up of institutional and organizational framework for support to the implementation of the Convention
- harmonization of legislation and its incorporation into the sectoral regulations and policies
- starting the implementation on regional and local level
- education, information dissemination and capacity building for participation and partnership
- capacity building and professional work improvement
- setting up of national programme and mechanisms for its stable financing.



3. STATE OF THE CONVENTION IMPLEMENTATION IN CROATIA (capacity constraints and need for capacity building)

3.1. State of Implementation of the Convention on Climate Change

The activities related to the capacity building for implementation of the Convention on Climate Change started within the scope of activities on preparation of The First National Communication of the Republic of Croatia to the United Nations Framework Convention on Climate Change submitted to the Convention Secretariat in February 2002. The activities described in the National Communication represent a framework action plan for mitigation of climate change, or rather background documentation for preparation of that plan.

The provisions of the Convention should be implemented through the National Action Plan setting up a framework for systematic addressing of climate change issues, pursuant to the defined objectives. The Plan will be an institutional and organizational framework for partnership of all the stakeholders, governmental institutions, public institutions, local authorities and services, scientific community, private businesses, non-governmental organizations and the civil sector, which will contribute to the climate change mitigation. The climate issue is to be resolved on a global level and through the international collaboration, it is specifically inter-sectoral in nature, and that asks for a framework that will stimulate synergy among all participants.

The National Climate Change Mitigation Programme (hereinafter Programme) consists of two parts: (a) Capacity Building Programme and (a) Implementation Programme.

CAPACITY BUILDING PROGRAMME (KLIMAKap)

This Programme will establish institutional, legislative, organizational and scientific capacities, enhance human resources and raise general public awareness of the issues related to the climate and development. This Programme needs to be dynamic and best tailored to the requirements of the Implementation Programme by creation of different legal, incentive and economic tools. The objective is to build a system that will be sustainable and self-supporting, and economically effective.

The main features of the Capacity Building Programme include:

Emission monitoring

- building the national emission calculation system, inclusive of the inventory of the emission sources and technologies;

- improvement in methods and procedures for increase in quality of emission calculation and measurement;

Support to building, maintenance and evaluation of policy and measures

- planning and building an information collection system necessary for planning of the policy and measures;
- setting up the systems of planning, reporting, monitoring and evaluation of realization of programmes and plans;
- development and implementation of methods for emission abatement analyses, projections and scenarios;
- development of strategies, programmes and plans on different levels;
- drafting of legislation, and economic and other incentives;
- recording and evaluation of the climate Programme implementation capacities (technology, experience and expertise);
- removal of barriers to efficient Programme implementation;
- studies supporting project preparation;
- building and monitoring project financing mechanisms;
- collaboration with similar programmes on national and local level;
- development and fostering of approaches, methods and knowledge for planning of sustainable development;
- building of incentives and other measures for implementation of demonstration and pilot projects and programmes;
- development of and support to the demonstration and pilot projects and programmes;
- setting up the system for implementation of the mechanisms for joint implementation (JI), clean development mechanisms (CDM) and emission trading (ET);
- international collaboration on climate issues;
- networking of institutions and programmes;

Support for impact and adaptation issues

- development and implementation of methods for assessment of impact, sensitivity and vulnerability to climate change;
- development of methods and measures for adaptation to climate changes;

Observation, systematic monitoring and research

- joining the Global Climate Observing System (GCOS);
- research into the climate change, new technologies and solutions;

Education and public awareness raising

- access to information;
- education and public awareness raising;

- other activities supporting the setting up of the system for implementation of policy and measures and reporting pursuant to the Convention.

IMPLEMENTATION PROGRAMME (KLIMAprö)

The Implementation Programme (KLIMAprö) will encompass preparation and implementation of projects, and all necessary implementation support such as regulations, manuals, auxiliary services, incentives, and supervision and control of the project implementation. The Implementation Programme should simplify preparation, organization of the project implementation and accelerate transfer of activities from national and public institutions onto the private sector, businesses and civil sector.

The Programme will encompass the following measures:

- use of renewable energy resources;
- energy efficiency measures;
- technical and other measures in the transport sector;
- fuel conversion into low-carbon energy forms;
- increase in emission removal by sinks by sequestration with forest biomass;
- measures for emission reduction and increase in removal by sink in agriculture;
- measures for waste management emission reduction;
- measures in industry and cleaner production;
- international projects based on joint implementation (JI) and clean development mechanisms (CDM) pursuant to Kyoto provisions;
- integrated sustainable development projects;
- other projects contributing to the climate change mitigation.

Some of the KLIMAprö activities overlap with the KLIMAp programme since it was not possible and there is no need to cut strict boundaries. Preparation of the demonstration projects, regulations, manuals, public promotional campaigns are those areas where the boundaries need to be flexible. The KLIMAprö programme uses these activities directly for implementation, while all other activities on the level of the overall system or interaction with other sectors need to be incorporated in the KLIMAp programme.

Programme Implementation Risk Areas

The Programme implementation risks are numerous, since there are numerous barriers to be removed. The risks are mainly related to the financial resources,

attitudes and expertise, and to a smaller degree to the technical conditions. Croatia will face difficulties in realization of the objectives set out, particularly with defining of the programmes, without international financial support. In the initial stage, special attention should be paid to the education and raising of public awareness.

Since the proposed Programme is mostly based on outsourcing from public authorities, the rights and duties of individual actors need to be carefully regulated, and care should be taken of maintaining the built capacities, values and expertise.

For the Programme to be permanently sustainable, its financial aspect must be based on the market principles to the maximum degree, with minimum use of incentive financing. General environment, including the pace at which the Croatian economy and energy sector will adopt market principles, and willingness of the Croatian commercial banks to share risks, shall assess the success of the climate Programme.

This document points to some of the existing barriers, which are identified and systematically analyzed within preparations of the project *Removing Barriers for Implementation of Energy Efficiency in Households and Services Sectors* carried out by the Government of the Republic of Croatia and UNDP/GEF, and within the preparations for and implementation of other projects. These include lack of regulations for fostering of measures and self-initiative, low prices of energy sources, lack of information on and accessibility of technology, insufficient information on costs, lack of knowledge about market and financing mechanisms and implementation of measures, lack of interest of the banking sector, poor information accessibility and low interest at the local level, insufficient knowledge about the potentials (e.g. wind and biomass), nontransparent ownership relations in service sector (hotels), lack of technical standardization and verification of new technologies, lack of trust between the public sector and NGOs.

The modalities of restructuring, liberalization and privatization of the energy sector will largely affect the use of renewable energy sources and energy efficiency. Thus, it will be necessary to permanently develop new incentive mechanisms adjustable to the changes leading to decentralization of systems and free energy market.

Performance Indicators

The Programme implementation indicators need to be defined from the onset. The basic performance indicators include:

- reduction of emission and increase of removal by sink;
- investments into climate change mitigation projects;
- number of climate change mitigation projects, national and international (finished, ongoing, under development);
- number of new jobs created through the measures implementation;
- local/foreign component ratio in the projects;
- transferred over and newly developed technologies;

- conservation of energy and other resources achieved by the measures implementation;
- other positive effects of the measures implementation (reduction of local pollution, improvement in international cooperation, and the like);
- interest of media and professional community in the climate issues;
- public awareness of the climate issues;
- other measure-specific indicators.

Costs and Funding

The costs of planned establishment of the capacity building programme (KLIMAKap) are estimated at USD 1.5-3 million in the next three years. During that period, it will be necessary to complete a system that will provide for the measures implementation. The costs include engagement of experts, either with the public authorities or outside them.

In planning the measures, the evaluation has been made of additional marginal costs and the so-called national emission reduction curve was constructed. The determined costs are the difference between the costs of the technical solutions with the measures and those without the measures. The technical solutions without undertaking the measures are based on implementation of the "business-as-usual" scenario.

The emission reduction costs indicate that the most profitable is the energy efficiency increase measure applied to demand of the household and service sectors and the option that includes selection of the "gas scenario" for building of the power generation capacities. Cost estimates show that emission reduction of 20 percent of the baseline (business-as-usual) scenario, which assumes implementation of nearly all adopted measures, would demand USD 120 mil. in the year 2010. Presently, there is no cost estimate for energy from biomass, the cost of which might range from highly cost-effective solutions to the comparatively expensive options. For these costs to be determined, additional detail analyses need to be made in which all other environmental and socio-economic effects will be accounted for.

Four basic programme-funding sources are planned: national budget, greenhouse gases emission charges, commercial bank loans and international bilateral financial and technical aid.

The KLIMAKap implementation programme should be funded from the national budget, emission charges and international grants, particularly from the financing programmes under the Convention (GEF). The major part of this Programme could be implement through the bilateral technical assistance. The GEF support within a

new programme, the Capacity Building Initiative, is expected for the initial stage of the capacity building.

The KLIMApró Programme is planned to be financed from the greenhouse gases emission charges. The incentives should cover the difference in costs between the "climate-friendly" and referenced technology. The implementation projects should be a combination of funding from the incentives and different forms of soft commercial loans, or from the commercial loans only. In the initial stage of the measures implementation, the assistance from GEF and other international funds could be expected for the demonstration projects and programmes aimed at creating positive environment. A good example of the latter are the projects: Removing Barriers to Energy Efficiency which has been approved for co-financing (UNDP-GEF), the Energy Efficiency Programme based on implementation of the ESCO programme at the HEP (WB-GEF), and the Croatian Project for Renewable Energy Resources (WB-GEF).

Priority Steps

The policy priority steps include:

- **setting up a stable funding mechanism based on emission charges (within the Environmental Fund)**
- **setting up the Programme based on an adequate political decision.**

The capacity building for implementation of the climate Programme asks for the following actions to be undertaken during the next 1-2 years:

- Necessary capacities and Programme implementation assessment study;
- Implementation strategy with operational plan;
- Legal grounds, technical and other instructions;
- Building of a national emission calculation system and emission inventory (priority is determination of emission by the year 2000);
- creation of inventory of possible projects, projects in preparation and those in implementation;
- defining "basic" solutions and rules of engagement in joint implementation (JI) projects and emission trading (ET);
- support to development of sectoral plans and programmes pursuant to National Climate Change Mitigation Programme objectives;
- detailed evaluation of potentials and mapping of biomass, wind and small hydro capacities;

- development of the basic studies necessary for preparation of design documentation and programmes (feasibility studies, socio-economic analyses, generic environmental impact studies, preliminary studies);
- identification of projects, their prioritization and preparation for implementation alternatives;
- realization of international collaboration;
- public promotion of Programme implementation (2 years);
- preparation of the Local Agenda 21 for Croatia;
- additional education on policy and measures planning (professional education, technical excursions, planning models, climate impact models, climate scenarios, observation system);
- sea level increase effect analysis;
- support to the project documentation development;
- starting the development of the Second National Climate Change Communication

It is planned to apply for funds from GEF and other potential donors for setting up of the climate Programme. The capacity building must not cause delays in the implementation, thus the maximum support is necessary for already started activities while concurrently searching for new projects. The study research should specifically focus on the biomass projects on which the available information is insufficient.

To encourage implementation, the demonstration projects and programmes and pilot projects should be used, which asks for creation of incentives to support the National Energy Action Plans and other measures in industry, forestry and agriculture. The climate Programme implementation plan shall detail the implementation method. The support is given to urgent realization of the projects in preparation or those nearing realization, such as the projects planned to be co-funded by GEF, the Project for Removing Barriers for Implementation of Energy Efficiency in Households and Services Sectors, the Renewable Energy Resources Project and the Energy Efficiency Project.

Table 3.1.1. SWOT analysis of the Convention on Climate Change implementation

Strengths	<ul style="list-style-type: none"> ▪ systematic monitoring of GHG emission in Croatia ▪ climate research by impact sectors ▪ considerable share of renewable and clean energy sources ▪ sustainable forest management policy ▪ construction of coal-fired thermal power plants on hold ▪ shutting down of large GHG emission sources in 90-ties
Weaknesses	<ul style="list-style-type: none"> ▪ no strategy and implementing laws for commitments under the Convention ▪ insufficient institutional, organizational and human capacities for the Convention implementation ▪ unresolved issue of the baseline year for Croatia ▪ no national climate change mitigation programme available ▪ no national strategy/action plan for adaptation to climate change ▪ no coordinated collecting and use of data on all climate system components ▪ inadequate development and use of technology, practice and procedures for control/prevention of GHG emissions, including transfer of technology ▪ inadequate presentation in educational curricula and poor public awareness of climate change ▪ no market and financial mechanisms for implementation of measures, including costs of the Convention implementation ▪ no knowledge of realistically achievable GHG emission reduction ▪ no possibility to use flexible mechanisms of Kyoto Protocol (emission trading, joint implementation, clean development mechanisms) ▪ inadequate level of international cooperation
Opportunities	<ul style="list-style-type: none"> ▪ comparatively good conditions for development and application of “climate-friendly” technologies ▪ tradition in development and use of methods for energy planning on national level ▪ optimization of energy supply of larger urban areas ▪ planning of electric power system development ▪ promulgation of regulations on energy efficiency and renewable energy resources use in the near future ▪ establishment of the Environmental Protection and Energy Efficiency Fund
Threats	<ul style="list-style-type: none"> ▪ sensitivity of Croatia to climate changes, particularly in its coastal area and agricultural sector ▪ commitment to further decrease of emission by 5 % relative to the baseline year in case of the Kyoto Protocol ratification and entry into force

	<ul style="list-style-type: none"> ▪ socio-economic consequences of the commitment to reduce GHG emission ▪ limitation to planned economic growth ▪ no political decision on the Convention implementation
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3.2. State of Implementation of the Convention to Combat Desertification

The Convention to Combat Desertification was ratified by the Croatian Parliament in 2000, and it entered into force early in 2001, which made Croatia the 169th party to the Convention. According to the Act on Ratification of the Convention (Official Gazette, International Treaties 11/00 and 14/00) its implementation is responsibility of the Ministry of Environmental Protection, Physical Planning and Construction, and the most important activities are carried out by the Soil Protection Section of the Directorate for Environmental Protection.

The Convention has not yet been officially incorporated in any legislation since desertification poses no serious problem for Croatia, and there are no NGOs that would address this issue.

So far, a person has been nominated as a focal point, the National Commission to Combat Desertification was established in 2002, and elaboration of the National Action Plan in line with the provisions of the Convention started. Considering frequent droughts during the recent years, and occurrence of desertification in Croatia, elaboration of the National Action Plan for mitigation of drought effect and combating land degradation was initiated.

The NAP elaboration is financed from the national budget.

Working Groups were set up for agriculture, forestry, climate, soil and water, which prepared the NAP feasibility studies for each of the specific areas. They are currently preparing the text of the NAP.

The National Action Plan is aimed at identification of factors that contribute to soil/land degradation caused by desertification and drought.

The NAP considerably relies on numerous research projects which are difficult to use because of their fragmentation.

One of essentials requirements of the Convention is relation with other conventions and their synergistic effect.

Although implementation of the Convention is lagging behind and the system of support for the implementation is not developed, the most important step forward was

when preparation started of the NAP to combat desertification, which is to be finished in 2005.

The main weaknesses, threats and opportunities related to the implementation of the Convention are shown in the SWOT analysis results (Table 3.2.1.).



Table 3.2.1. SWOT analysis of the Convention to Combat Desertification implementation

<p>Strengths</p>	<ul style="list-style-type: none"> ▪ incorporating results of the ongoing projects in order to prepared a satisfactory NAP ▪ existing good legal framework ▪ a number of companies and institutions with good human resources ▪ experience with preparation of quality sectoral plans
<p>Weaknesses</p>	<ul style="list-style-type: none"> ▪ difficulties with and poor implementation due to lack of structures for the CCD implementation ▪ lack of funds and human resources, unavailability of incentive instruments for combating desertification ▪ presently only local funding sources (national budget) available ▪ insufficient international collaboration and connections ▪ the topic not attractive and wording of the Convention too general
<p>Opportunities</p>	<ul style="list-style-type: none"> ▪ increase in degree of protection and conservation of potentials and resources addressed in the Convention; ▪ maintaining high environmental rating of Croatia ▪ higher contribution to development of eligible sectors (tourist industry, agriculture), etc. ▪ attracting overall social and political support for implementation ▪ better opportunity for access to international funds ▪ higher level of international cooperation ▪ setting up an integrated environmental monitoring system and encouraging collaboration projects ▪ start implementation of integrating measures to combat desertification and mitigate effects of drought in some sectoral plans (e.g. Water Management Plan for Croatia)
<p>Threats</p>	<ul style="list-style-type: none"> ▪ generating costs that will not easily be covered from the national budget ▪ issues resolved on a lower level than provided for in the Convention ▪ loss of credibility in implementation compared to other parties ▪ possible political implications because the Convention is not in implementation

Table 3.2.2. Capacities, capacity constraints, need for implementation of the Convention to Combat Desertification

Capacities	Capacity constraints	Implementation requirements
Organization	<ul style="list-style-type: none"> ▪ No central implementation institution 	<ul style="list-style-type: none"> ▪ Establish National Convention Secretariat for CCD implementation
Legislation	<ul style="list-style-type: none"> ▪ No consistent enforcement of some laws ▪ No uniform treatment of air, water and soil <p>No adequate laws and bylaws available</p>	<ul style="list-style-type: none"> ▪ Adopt Soil Protection Strategy, Sustainable Land Management Strategy ▪ Promulgate Soil Conservation Act
Scientific and/or professional community	<ul style="list-style-type: none"> ▪ Inadequate or non-existent coordination in planning thematic national projects 	<ul style="list-style-type: none"> ▪ Coordinate planning at relevant ministries, universities, CASA, CCoC, PPEPC ▪ Organize integrated collecting of available data
Funding	<ul style="list-style-type: none"> ▪ Lack of financing sources and irregular funding 	<ul style="list-style-type: none"> ▪ National budget ▪ International and national funds, grants
Information	<ul style="list-style-type: none"> ▪ Information sources and flow, uniformity related information ▪ No monitoring of either the environment or the state and changes of soil/land degradation and drought occurrence 	<ul style="list-style-type: none"> ▪ Determine present state of land degradation and drought effects ▪ Stipulate indicators of soil/land degradation and drought occurrence ▪ Setting up TU for soil/land conservation pursuant to TC190

The following contents are proposed for the National Action Plan to combat land degradation and mitigate drought effects in Croatia in line with the Convention:

Contents of NAP for implementation of the Convention to Combat Desertification:

1. GLOBAL SITUATION

2. SITUATION IN NORTHERN MEDITERRANEAN AND CENTRAL EUROPE

3. SITUATION IN CROATIA

3.1. Climate

3.2. Natural resources – soil/land, surface water, groundwater

3.3. Agriculture

3.4. Regionalization – bioclimate regions, agroecological region, water districts

3.5. Land use - agricultural land, forests and forest land, unproductive land

4. CURRENT LAND DEGRADATION AND DROUGHT

4.1. Principal causes – climate change, agriculture, forestry, water resources management, industry, tourism and recreation, land-use change, wildfires

4.2. Processes – erosion, salinization/alkalinization, acidification, dehumification, soil contamination

5. CONSEQUENCES OF LAND CONTAMINATION AND DROUGHTS

Forestry, Agriculture, Water Resources Management, Industry, Tourism, Quality of Living, Biological Diversity, Socio-economic Aspect

6. MEASURES TO COMBAT LAND DEGRADATION AND MITIGATE DROUGHT EFFECTS

6.1. International commitments under e.g. UN conventions, EU policies...

6.2. National policy – legislation, plans, strategies and action plans

6.3. Priority measures by economic sectors - Forestry, e.g. forestation, fire protection, preference of natural forests; Agriculture, e.g. irrigation and/or drainage, organic agriculture; Tourism; Industry and Transport; Water Resources Management, e.g. canal network, reservoirs, harnessing surface and ground water

8. ACTION PLAN AND IMPLEMENTATION TIMETABLE

9. COST ESTIMATE

3.3. State of Implementation of the Convention on Biological Diversity

The extent and quality of fulfilled requirements of the Convention on Biological Diversity define the extent of its implementation and achieved objectives. The extent of the implementation is closely related to the capacities available for support to the implementation. Generally, these are institutional, human resources and financial capacities. On the other hand, it seems most acceptable to relate the state of the capacity with each of the Convention requirements, since it enables the state of available capacities to be objectively evaluated, constraints defined, and need for capacity building considered, as demanded for sustainable implementation of the Convention.

Capacities of Public Authorities Responsible for the Convention Implementation:

Pursuant to the act on ratification of the Convention on Biological Diversity, the Convention implementation is responsibility of the Croatian Government, Ministry of Culture – Administration for the Protection of Nature, other relevant public authorities, and State Institute for Nature Conservation. However, no experts have been engaged so far in the relevant bodies that would exclusively focus on issues and tasks related to the implementation of the Convention and NSAP; no mandatory elements have been determined of a standard implementation structure for the Convention on Biological Diversity, i.e. National Convention Secretariat, National Convention Council, Implementation Committee with Thematic Working Groups. These bodies are expected to encourage implementation of the Convention through long-term and annual action plans and raising funds for their implementation. They would also ensure coordination between the responsible public authorities and their consensus on all relevant issues (prioritization of activities, application of projects for international funding, etc.) in the Forum on Biological Diversity which includes all interest groups (stakeholders, scientific, educational and professional institutions, NGOs, etc.).

The capacity building process is about accelerated building of lacking capacities, primarily those in the fundamental Convention implementation bodies which are to take over the activities on defining concepts, initiating and coordinating of all activities related to the implementation of the Convention and NSAP. This primarily means recruitment of staff for the National Convention Secretariat (minimum three persons), and appointing of minimum five regional Secretaries, appointing of members of the National Convention Council, appointing of Principal Coordinator and the Thematic Working Groups coordinator as a core of the future Implementation Committee. In creating the structure for the Convention on Biological Diversity, an integration principle should be respected in order to achieve conformity with interests established by other conventions.

The major barriers to intensive implementation of the Convention on Biological Diversity is **lack of regulations** that should have been enacted on the basis of the Nature Conservation Act and slow incorporation of the biological diversity conservation measures into the sectoral regulations, particularly those relative to the sectors using biological resources to pursue their activities.

Respecting the volume of normative work to be done and current capacities of the legal departments in public institutions with mandate and powers to implement the Convention on Biological Diversity, this is considered to be the crucial lack of capacities which significantly limits taking of further steps towards the Convention implementation.

Faster passing of sectoral regulations that would include the biological diversity conservation measures are hindered by insufficient knowledge of both principles and practical measures for conservation of biological diversity and methods of their incorporation in the regulations in order to establish conditions for their implementation.

Guidelines for building of necessary capacities focus on prompt strengthening (staff recruitment and training) of legal services in public authorities responsible for implementation of the Convention on Biological Diversity, and defining of coordinating function of the Government Legislation Office in monitoring of the preparation and promulgation of regulations in order to avoid overlapping and conflicting areas in legislation, and achieve integrated implementation where and when possible and acceptable.

Efforts to building the institution organization capacities should focused on establishing of the National Convention Secretariat, with Secretary and supporting staff, and appointing of five regional Secretaries, having in mind that the experts from public institution for nature conservation can be appointed as regional Secretaries. It is necessary to define the organizational chart showing all the participants in the implementation of the Convention on Biological Diversity. It is equally important to build capacities in scientific and professional institutions by recruitment of experts in those areas of biological diversity which are currently not covered.

State of financial capacities is characterized by lack of target funding of the implementation of any segment of the Convention and nontransparent control of funding of individual activities related to the Convention and funding of regular activities and programmes performed by the public authorities and public institutions from the national budget. Necessary financial capacities are defined as target funds needed to ensure functioning of structure necessary for implementation of the Convention (National Convention Secretariat, National Convention Council,

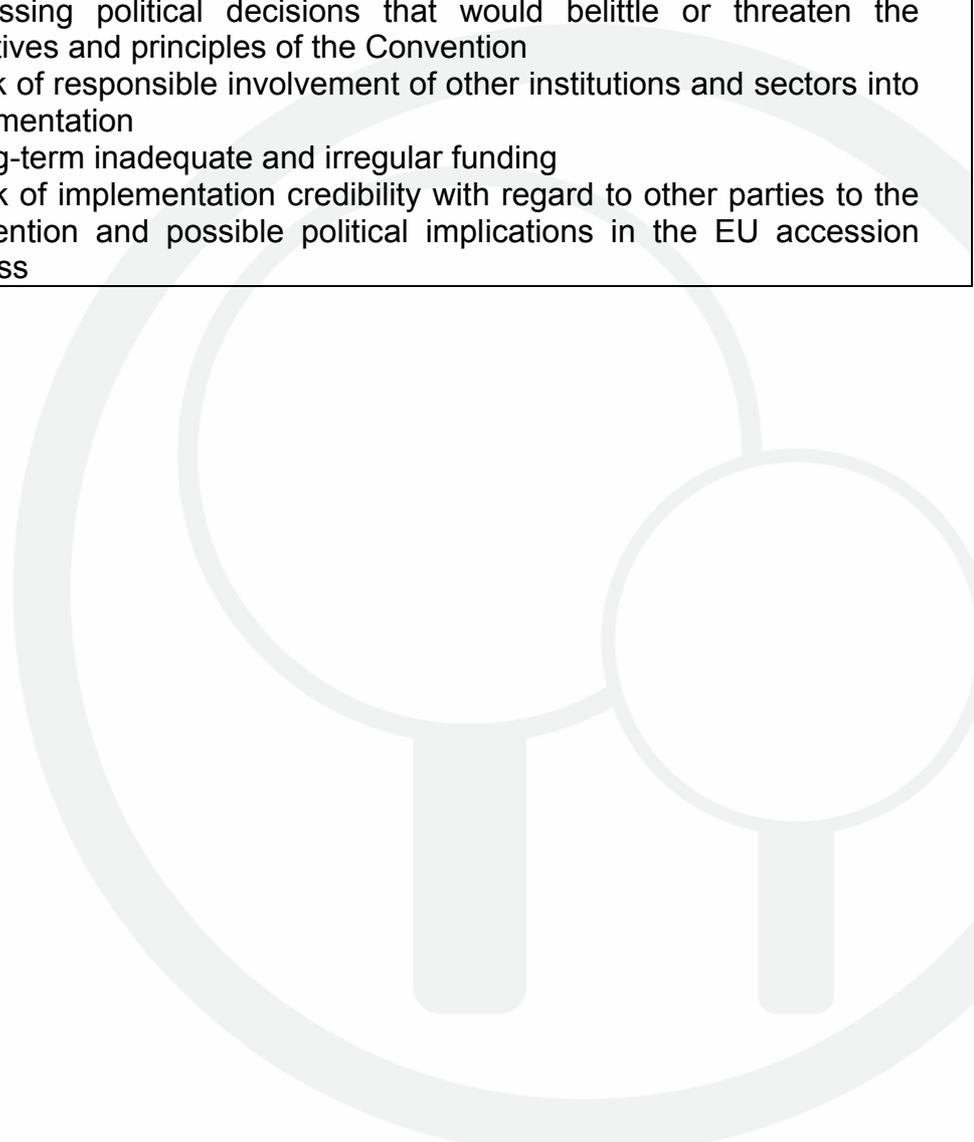
Implementation Committee, focal point,...), for monitoring of priority activities from the annual programme for implementation of the Convention on Biological Diversity, and the resources allocated to the ministries for their participation in implementation of the Convention on Biological Diversity. The main guidelines for the financial capacity building highlight the need for determination of legal regulation mechanism for permanent financing of the Convention and development of a model for interconnecting the fiscal instruments for implementation of all conventions that have sustainable development of Croatia as their common aim. A The Environmental Protection and Energy Efficiency Fund should play an important role in this process.

State of capacities in education and information dissemination as an important objective of the Convention is affected by lack of specific knowledge and inadequate qualifications on all educational levels, lack of interconnected system for access, use and exchange of information, and poor communication between the interest groups, institutions and sectors. Lack of human resources qualified for implementation of the biological diversity strategy on the local level is critical. In consideration of capacities needed, priority is given to building of capacities necessary for development of an interdisciplinary education curriculum, creation of an information and communication system for access to and exchange of information for successful decision-making, and setting up of an internationally comparable information system on the state of biological diversity accessible to general public.

Table 3.3.1. SWOT analysis of the Convention on Biological Diversity implementation

Strengths	<ul style="list-style-type: none"> ● Croatian Parliament's adopting of the <i>National Strategy and Action Plan for the Protection of Biological and Landscape Diversity of the Republic of Croatia</i> (NSAP) as a long-term concept and key document for implementation of the Convention in Croatia ● promulgation of the <i>Nature Conservation Act</i>, harmonized with relevant European regulations, ratification of the Protocol on Biosafety, and starting activities for setting up a national institutional framework for biological safety ● building central administrative and professional institutions for nature conservation and setting up of an efficient management system for protected Croatian areas (18 national and 7 county institutions) ● launching a number of projects aimed at improvement of conservation of biological diversity (Habitats Mapping, Review of List of Endangered Species, Croatia Ecological Network, National Biological Diversity Monitoring System, etc.)
Weaknesses	<ul style="list-style-type: none"> ● difficulties with development of a support to implementation of the Convention and low level of all implementation aspects because of the lack of a standard implementation structure for the Convention on Biological Diversity (National Convention Secretariat; National Convention Council, Implementation Committee, and working groups) ● lack of legislation and gaps in harmonization with the EU legislation ● undefined conditions, methods and models for involvement and participation of other public authorities, institutions and other implementation entities ● low level of communication between the interest groups, institutions and sectors ● insufficient capacities in administrative and technical services of relevant bodies and institutions and lack of specific knowledge and insufficient qualifications on all education levels ● insufficient funds and human resources and lack of incentives for conservation of biological diversity ● lack of networked system for access, use and exchange of information, and insufficient international collaboration and relations
Opportunities	<ul style="list-style-type: none"> ● higher direct and indirect benefits resulting from efficient conservation and planned harvesting of biological resources and genetic sources ● maintaining high environmental rating of Croatia (extraordinary biological and landscape diversity, unpolluted and healthy environment), and consequently higher contribution to the

	<p>development of acceptable sectors (tourism and agriculture).</p> <ul style="list-style-type: none"> ● overcoming of some unresolved difficulties with implementation of the Convention on Biological Diversity, particularly with regard to funds, expertise, human resources and equipment ● gaining extensive social and political support important for implementation of capacity building and cross-sectoral coordination and activities ● awareness raising and involving general public into resolving and achieving good effects related to other environmental issues ● intensification of international collaboration and better opportunities for raising of funds from international sources for the implementation-related activities
<p>Threats</p>	<ul style="list-style-type: none"> ● further delays in setting up of the standard implementation structure of the Convention ● passing political decisions that would belittle or threaten the objectives and principles of the Convention ● lack of responsible involvement of other institutions and sectors into implementation ● long-term inadequate and irregular funding ● lack of implementation credibility with regard to other parties to the Convention and possible political implications in the EU accession process



4. POSSIBLE CAPACITY SYNERGIES

Interrelated implementation of the UN conventions included in the NCSA Project (Convention on Climate Change, Convention on Biological Diversity, Convention to Combat Desertification) has synergistic effect as a result of undertaking the following activities:

- **Integrated methodology for organization and development of convention implementation support system.**

The requirements of the conventions imposed on the Parties (signatories) are mostly uniform as regards their content and extent (e.g. adopting of strategies and action plans, establishing implementation structure, education and reporting, integration into the sectoral policies, etc.). In conceiving and later creating of the implementation structure, a principle of integration is to be respected, i.e. an implementation organization model should be developed such that it can be applied to any of the three conventions. In particular, the National Convention Councils for all three conventions should work within a single global body, e.g. a National Sustainable Development Committee or a National Environmental Protection Committee and/or the like. The same applies to a joint Forum, as a stage for discussion on all principal issues ensuing from the convention implementation.

- **Integrated information flows and cross-linked data banks.**

Having in mind that the data on implementation of the conventions are highly related, particularly considering the methods and timetable for data collection, monitoring and reporting, consolidation of information and coordination of their flows is a must rather than an option. Thus initiative to set up the CEA information system where data would be collected by specific thematic areas by applying a uniform methodology was born.

- **Collective training of all participants for the convention implementation.**

Analysis of state, particularly of capacities for implementation of each of the conventions, revealed that the implementation relies on a large number of same mandatory participants (public authorities, public institutions, etc.), technical support (universities, institutes, agencies, offices) and voluntary groups (NGOs, formal and informal interest groups, etc.). Consequently, synergistic effect can be achieved by centralized networking of such 'common' participants, even more so since their roles in implementation of particular conventions are identical. On the other hand, lack of knowledge, skills and cooperation mechanisms noticed for all the participants in the implementation could be improved through joint training in workshops, on internet forums, and the like.

- **Joint research and technical activities.**

Although each of three conventions demands some specific data, a significant portion of the programme and data is shared by all three of them. The programmes are also implemented, and data frequently collected and processed by the same scientific and specialized institutions. The same data needed for all the conventions are frequently researched (acquisition) and processed within separate research projects and procedures. The organization of the research system resulting in coordinated staff activities and joint programmes (including research, collecting, processing and monitoring of the same data) would considerably contribute to uniformity of such data and probably incur lower costs. It is particularly important considering capacity constraints and logistics to scientific and professional work in Croatia.. The initial effect of such pooling could be gained at the already initiated projects setting up the national network of monitoring stations, and the national biological diversity monitoring system.

- **Joint funding.**

The synergistic effect can be achieved by establishing a joint fund dedicated to support the implementation of all conventions. Such fund would receive money, today and tomorrow, directly from the national budget, fiscal income, incentives, international financial aid, etc. It would be available for the implementation of all conventions under equal conditions (annual programmes, national priorities, etc.). This group of conventions could be serviced by the recently established Environmental Protection and Energy Efficiency Fund. Such an approach would result in cost-efficiency (financing of same activities from several sources would be prevented), and the need for funding of the convention implementation could be more transparently presented to relevant domestic and foreign forums.

As regards the Convention on Biological Diversity , the synergistic effects could be additionally enhanced by connecting its implementation with the implementation of related conventions, primarily:

Convention on Wetlands of International Importance especially
as Waterfowl Habitat (Ramsar, 1971.g.)

Convention on International Trade in Endangered Species of Wild Flora and
Fauna (CITES)

Convention on the Protection of European Wildlife and Natural Habitats

Convention on the Conservation of Migratory Species of Wild Animals

European Landscape Convention (Florence, 2000.)

Therefore, pooling of capacities in a National Convention Council is recommendable. Most Thematic Working Groups can also be common for all the conventions.

The similarity of topics the three conventions are covering is manifested through issues—indicators similar and/or equal to those dealt with in the Rio Conventions, so it would be justified to anticipate the synergistic effect of their implementation, Fig. 4.1.

We could take plant fires as an example. The fires are destructive for biological diversity, they create conditions for different erosion processes, and emission of gasses into atmosphere contributes to climate changes. Therefore, quality fire prevention presents a collective interest of all three conventions. A good example is deforestation due to the forest land use change into building or infrastructural sites, change in water regime in streams, construction of facilities releasing hazardous gases into the atmosphere or generating hazardous waste. In such interaction, the most vulnerable variable is biological diversity.

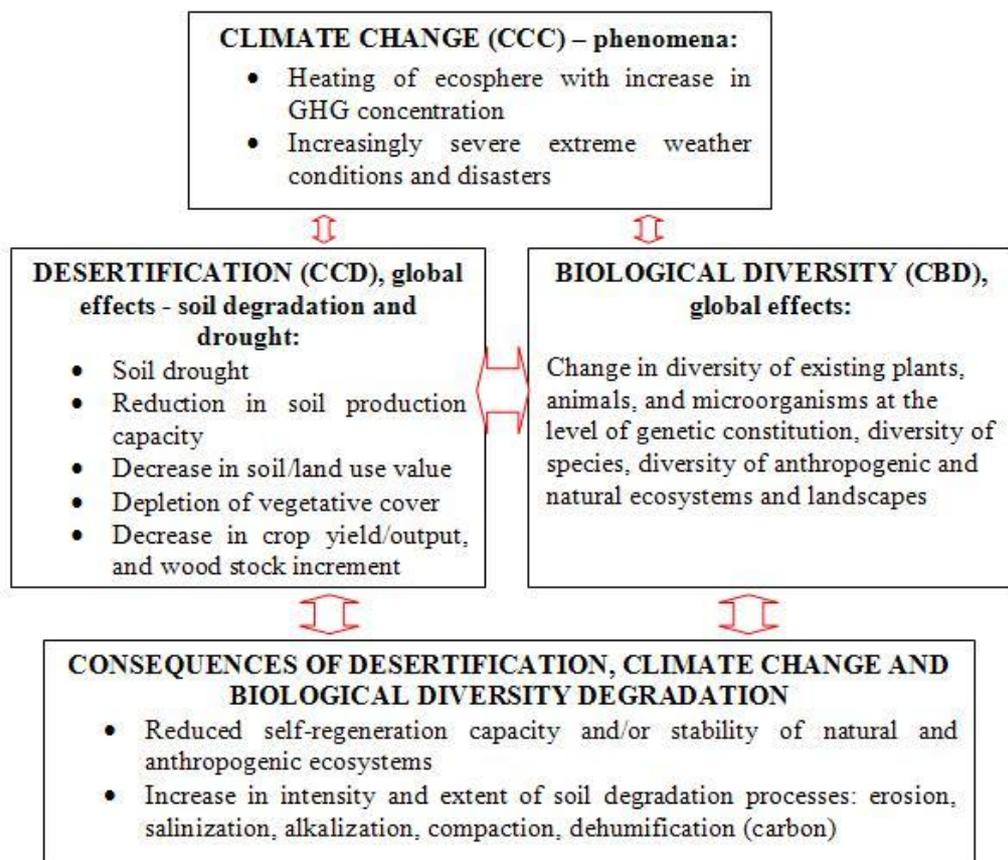


Figure 4. 1: Thematic/sectoral correlation of climate change, desertification and biodiversity

5. NATIONAL STRATEGY AND ACTION PLAN FOR CAPACITY BUILDING FOR GLOBAL PROTECTION

5.1. National Action Plan for Implementation of the Convention on Climate Change

Objectives of the National Action Plan for Implementation of the United Nations Framework Convention on Climate Change are:

- O1: In-depth analysis of need for setting up of the Convention implementation system
- O2: Preparation of the National Strategy and Action Plan
- O3: Drafting of laws and regulations
- O4: Drafting technical guidelines for preparation of operational sectoral programmes
- O5: Setting up mechanisms for the Convention implementation monitoring
- O6: Implementation of the Kyoto Protocol flexible mechanisms
- O7: Education and public awareness raising

Below, targets are defined within each of the said objectives, the realization of which should result in fulfilling the objectives.

O1: In-depth analysis of need for setting up of the Convention implementation system

- In-depth analysis of institutional, legal, organizational, human, and financial needs for setting up of the Convention and Kyoto Protocol implementation system.
- Convening key stakeholders and discussion on barriers to implementation of the Convention and Kyoto Protocol.
- Collecting information on good practices in countries with economies in transition and developed EU countries that have already adopted their strategies and action plans for the Convention and Kyoto Protocol implementation, which Croatia could use as benchmarks.

Measures:

- Organization of initial consultations and a kick-off meeting with stakeholders, including the public authorities, Croatian Environment Agency, manufacturing sector, scientific and financial institutions, who are to be presented and invited to discuss the objectives, work volume and expected results.
- Organization of additional workshops/meeting to analyze current situation and barriers, and to assess improvements and activities needed for removal of barriers.

- Organization of a visit to a country with economy in transition and a developed EU country in order to collect information on experience and good practices in implementation of the Convention and Kyoto Protocol.
- Preparation of study Analysis and Assessment of Needs for Setting up of the Croatian System for Implementation of the UNFCCC and Kyoto Protocol.

O2: Preparation of the National Strategy and Action Plan

- Preparation of the National Strategy with short-term, mid-term, and long-term objectives and targets for implementation of the Convention and Kyoto Protocol as a framework for adopting of the Action Plan.
- Preparation of the Action Plan which is to define instruments, measures for mitigation of climate change, organizational chart, responsibilities, costs, fiscal instruments for implementation of the measures and timetable for implementation of the Strategy and Action Plan.
- Discussion on strategic goals and action plan with interested parties and adopting objectives of common interest.

Measures:

- Organizing a Working Group for preparation of the National Strategy and Action Plan
- Making decisions on key elements and principles of the strategy creation and implementation.
- Organization of the Working Group meeting to discuss key elements and principles of creation and implementation of the strategy and defining of strategic goals.
- Preparation of the National Strategy and Action Plan
- Organization of meetings with stakeholders and presentation of strategic goals.

O3: Drafting of laws and regulations

- Drafting Regulation on CO₂ Emission Charges
- Drafting Regulation on Emission Allocation
- Drafting Regulation on Use of the Kyoto Protocol Flexible Mechanisms
- Drafting Rules on Joint Implementation Projects
- Drafting Rules on Cleaner Development Mechanisms
- Drafting Rules on Emission Trading
- Drafting Regulation on Waste Disposal

Measured:

- Constituting Working Groups for drafting of laws and regulations.
- Preparing draft bills and regulations.
- Drafting bills and regulations.
- Initiation of legislative procedure

O4: Drafting technical guidelines for preparation of operational sectoral programmes

- Technical guidelines for energy sector
- Technical guidelines for transport sector
- Technical guidelines process industry sector
- Technical guidelines for agriculture
- Technical guidelines for forestry
- Technical guidelines for waste management

Measures:

- Constituting Working Groups to draft technical guidelines for preparation of operational sectoral programmes.
- Analyzing current situation by sectors with regard to the state of technology, organizational and financial capacities.
- Drafting of guidelines elaborating methodology for emission calculations and projections, overview of possible technical/technological measures for emission abatement, methodology for analysis of measure implementation costs, defining prioritization criteria.

O5: Setting up mechanisms for the Convention implementation monitoring

- Setting up efficient mechanism for monitoring of anthropogenic emission of greenhouse gases and effects of policy and measures for mitigation of such emissions as defined by the National Strategy and Action Plan
- Timely reporting to the Convention Secretariat on greenhouse gas emissions and removal by sinks, emission projections, effects of policy and measures in accordance with the guidelines and format determined by the Convention.
- Updating and application of new requirements for monitoring and reporting stipulated by the Convention

Measures:

- Analyzing requirements for setting up of mechanisms in compliance with the Council Decision 93/389/EEC and amendment 1999/296/EC, and of UNFCCC documents FCCC/CP/1999/7 and FCCC/CP/2002/8.
- Setting up organization and relations between institutions in charge of monitoring of implementation of the Convention and Kyoto Protocol.
- Creating an information system for monitoring and evaluation of projects/programmes dealing with application of policies and measures for mitigation of climate change as an integral part of the environmental information system being developed by the Croatian Environment Agency.
- Drafting *National Inventory Reports* in compliance with the guidelines from FCCC/CP/2002/8.
- Drafting *National Communications* in compliance with the guidelines from FCCC/CP/1999/7.

O6: Implementation of the Kyoto Protocol flexible mechanisms

- Analyzing possibility of implementation of the Kyoto Protocol flexible mechanisms in order to meet emission quotas provided for under the Kyoto protocol.
- Analyzing EU emission trading chart and possibilities and limitations for Croatia as the future EU member.
- Preparation of a strategic plan for implementation the Kyoto protocol flexible mechanisms
- Setting up institutional, organizational, and legal framework for implementation of the Kyoto Protocol flexible mechanisms
- Creating a National Register for monitoring of implementation of the Kyoto Protocol flexible mechanisms
- Drafting guidelines necessary for preparation and implementation of projects

Measures:

- Organizing a Working Group for the Kyoto Protocol flexible mechanisms
- Creating strategies for implementation of the Kyoto Protocol flexible mechanisms
- Participating in meetings of the annex I Expert Group of the UNFCCC (OECD/IEA)
- Specifying the National Register requirements.
- International collaboration

O7: Education and public awareness raising

- Strengthening knowledge and awareness of causes and consequences of climate change in Croatia among the following groups: the young – elementary and secondary schools in Croatia, public authorities and local/regional administration and self-government, manufacturing sector as a large source of greenhouse gas emissions
- Creating the first educational tool and carrying out a climate change campaign during the period 2005-2006.

Measures:

- Creating the first multimedia tool for education on climate change in Croatia (CD, video, manual).
- Carrying out the initial educational campaign in schools, public authorities and local/regional administration, and in business companies.

Table 5.1.1. Objectives of the National Action Plan for Implementation of the Convention on Climate Change considering objective achievement level, deadlines and actors.

Objective	Level	Deadline	Actors and collaborators
O1: In-depth analysis of need for setting up of the Convention implementation system	National	01/2005 – 08/2005	A: MEPPPC, C: EKONERG
O2: Preparation of the National Strategy and Action Plan	National	02/2005 – 12/2005	A: MEPPPC, C: EKONERG
O3: Drafting of laws and regulations	National	01/2004 – 09/2007	A: MEPPPC, C: EKONERG
O4: Drafting technical guidelines for preparation of operational sectoral programmes	National	01/2005 – 01/2006	A: MEPPPC, C: EKONERG
O5: Setting up mechanisms for the Convention implementation monitoring	National	04/2004 – 04/2007	A: MEPPPC, CEA C: EKONERG
O6: Implementation of the Kyoto Protocol flexible mechanisms	National	01/2006 – 01/2007	A: MEPPPC, CEA C: EKONERG
O7: Education and public awareness raising	National, regional, local	01/2005 – 01/2007	A: Ivo Pilar Institute C: MEPPPC, EKONERG

5.2. National Action Plan for Implementation of the Convention to Combat Desertification

Considering complexity of the activities and measures necessary for performance of the actions planned for implementation of the Convention to Combat Desertification, the measures and tasks are tabulated below (Table 5.2.1.) according to the level at which activity is carried out, priorities, responsible actors and collaborators for the following activities:

1. setting up institutional and organizational framework
2. harmonization of legislation and its incorporation into sectoral regulations and policies
3. preparation of technical documentation,
4. advancement of scientific and technical work
5. strengthening cross-sectoral coordination and collaboration
6. implementation at local and regional level
7. information dissemination, education and collaboration
8. establishing the Convention implementation funding system

Table 5.2.1. National Action Plan for implementation of the Convention to Combat Desertification**Objective 1: Setting up institutional and organizational framework**

Measures and tasks	Level	Priority	Actors	Participants
Set-up complete implementation structure	N	PR	MEPPPC	Government
Establish National Convention Secretariat for implementation	N	MT	MEPPPC	MAFWM, CEA
Capacity building and staff recruitment for Technical Council	N	MT	MEPPPC	Other relevant ministries
Establishing a technical sub-committee for soil/land conservation within TC190	N	MT	MEPPPC, SOSM	MAFWM, CEA

Objective 2: Harmonization of legislation and its integration in sectoral regulations and policies

Measures and tasks	Level	Priority	Actors	Participants
Promulgation of the Soil Conservation Act	N	PR	MEPPPC	MAFWM, Government, AFC, PPEPC, CEA
Drafting bylaws to the Agricultural Land Act, Waters Act and future Soil Conservation Act	N	PR, MT	MEPPPC, MAFWM, AFC, PPEPC	MEPPPC, MAFWM, AFC, PPEPC, CEA
Harmonization of sectoral laws and regulations related to the Convention implementation (laws and bylaws regulating the environment, agriculture, water management, industry, transport, tourism)	N	MT	MEPPPC	MELE, MSTTD, MAFWM, AFC, PPEPC, CEA

Objective 3: Preparation of technical documentation

Measures and tasks	Level	Priority	Actors	Participants
Preparation of National Plan for Mitigation of Effects of Droughts and Combating Land Degradation	N	PR	MEPPPC	Government, AFC, PPEPC, CEA
Preparation and promulgation of National Sustainable Land Management Strategy	N	MT	MEPPPC,	MAFWM, Government, PPEPC, CEA
Preparation of National Programme for Soil/Land State Monitoring	N	MT	MEPPPC, MAFWM	CEA, SI
Preparation of plans and programmes for supplementary / irrigation and maintenance of drainage systems	N, R, L	MT	MAFWM	MEPPPC, SI
Preparation of programmes for fire prevention and combating	N, R	MT	MAFWM	MEPPPC, CFA
Setting up an information system and creation of national soil/land register	N	MT	MEPPPC	MAFWM, CEA, SI
Preparation of catalogue of priority measures to combat land degradation and mitigate drought		PR	MEPPPC	SI
Preparation of Soil Conservation Strategy for Croatia	N	MT	MEPPPC	MAFWM

Objective 4: Advancement of scientific and technical work

Measures and tasks	Level	Priority	Actors	Participants
Establishing co-ordination in planning thematic national research projects	N	PR, MT	MEPPPC, SI	MSES, CASA
Determining present state of land degradation and drought effects	N, R	MT	MEPPPC	CEA and all other national and regional authorities
Preparation of programmes for building of technical capacities by levels (national, regional, local), number and type of staff, professional training	N, R, L	MT	MEPPPC, MSES	SI
Setting up system for professional training about soil/land conservation	N, R, L	MT	MEPPPC, SI	MSES, MAFWM, NGO

Objective 5: Strengthening cross-sectoral coordination and collaboration

Measures and tasks	Level	Priority	Actors	Participants
Coordination of obligations related to implementation of measures to combat land degradation and mitigate drought by economic sectors	N	MT	MEPPPC	MAFWM, MELE, CCoC
Encouraging and introducing environmentally sound technologies in agriculture, forestry, tourism, land-use planning, construction, water management, industry, etc.	N, R,	MT	MAFWM, MEPPPC, MELE	MEPPPC, CCoC, NGO

Improvements in fire prevention and protection	N, R, L	PR, MT	MAFWM, MELE	CFA, NGO
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Objective 6: implementation at local and regional level

Measures and tasks	Level	Priority	Actors	Participants
Decentralization of CCD implementation to regional level – establishing regional technical and administrative offices	N	MT	MEPPPC,	MAFWM COAF DPPEPCR
Active collaboration with individual land users on implementation of programmes and measures for sustainable land management and soil conservation	N	MT, LT	MEPPPC	MAFWM, NGO, COAF, DPPEPCR
Preparation of regional programmes for sustainable land management	N, R	MT	MEPPPC	MAFWM, CEA, SI, COAF
Defining and implementation of regional priority measures for sustainable land management	R	LT	MEPPPC	CEA, MAFWM, COAF

Objective 7: Information dissemination, education and collaboration

Measures and tasks	Level	Priority	Actors	Participants
Setting up soil/land information system	N, R	PR, MT	MEPPPC	CEA, MAFWM, SI
Public awareness raising of land degradation and drought occurrence issues	N	MT	MEPPPC, CEA	NGO
NGOs education and involvement in the Convention implementation	N, R	MT	MEPPPC	NGO

Strengthening international collaboration and relations towards joint implementation of the CCD activities	N	MT	MEPPPC	SI, NGO
Setting up public information system on soil/land conservation	N	MT	MEPPPC	COAF, CEA
Preparation and distribution of promotional material and brochures on sustainable use of soil/land	N	MT	MEPPPC	NGO, COAF

Objective 8: Establishing the Convention implementation funding system

Measures and tasks	Level	Priority	Actors	Participants
Ensuring funding from budget for the National Commission for CCD, Expert Teams, Convention Secretariat, Technical Council	N	PR	Government, MEPPPC	PPEPC
Prepare model of integrating all fiscal instruments for implementation of all conventions on sustainable development	N	PR, MT	MEPPPC	EPEEF
Prepare CCD implementation funding programme based on co-funding from sectoral programmes for protection and development	N	MT	MEPPPC, MELE	EPEEF
Coordinate control of projects funding from international funds and grants	N	MT	MEPPPC, MF	EPEEF

5.3. National Action Plan for Implementation of the Convention on Biological Diversity

An integral part of the final document, the National Capacity Self-Assessment, is the Draft National Action Plan presented as tabulated lists of activities. The Action Plan is prepared using a standard pattern, indicating the proposed actors, deadlines and priorities. The Plan is broken down by objectives, and recommendations are given on the measures and tasks important for sustainable and effective implementation of the Convention.

Some measures and tasks from the NAP are repeated on purpose, sometimes as a solution proposed within several measures. The intention was to show that numerous activities are interrelated, and that taking of steps in one segment can contribute to improvement in another.

Priority activities are those that need to be started immediately and finished within maximum two years, mid-term activities are those to be finished within maximum five years, and long-term activities are those expected to be completed beyond a five-year time frame.

Table 5.3.1. National Action Plan for Implementation of the Convention on Biological Diversity

Objective 1: Setting up institutional and organizational framework

Measures and tasks	Level/ Priority	Actors	Participants
<p>Setting up organization for implementation of the Convention, taking into account existing responsibilities and organization, and current difficulties and commitments under the EU accession programme</p> <ul style="list-style-type: none"> • prepare proposal for integration of activities related to nature conservation, environmental protection and regional planning among the MEPPPC responsibilities (PR) • prepare model of organization of the Convention implementation integrated with other parties, according to the objectives of the conventions and programmes (PR) • define operational chart of participants in the Convention implementation 	N / PR	MC – FP, SINC MEPPP C– CEA	MJ, Government, PPEPC

<p>Setting up lacking implementation structure bodies for the Convention on national and local levels; drafting regulation stipulating organization, activities, authorities and funding</p> <ul style="list-style-type: none"> • prepare proposal for implementation structure with description of tasks, internal organization and costs of each body (PR) • establish National Convention Secretariat, Implementation Committee and the Thematic Working Groups, National Convention Council (PR) • establish the NCS Technical Council (PR) • Organize Forum on Biological Diversity (PR) 	<p>N / PR, MT</p>	<p>MC – FP, SINC MEPPP C- CEA</p>	<p>MJ, Government, PPEPC, NGO, CCoC</p>
<p>Preparing of an integrated nature conservation and environmental protection system for Croatia</p> <ul style="list-style-type: none"> • determine timetable for capacity building by establishing new administrative and technical bodies on national and regional level, with description of tasks, internal organization and costs (PR) • define commitments of public agencies and bureaus regarding the Convention implementation (PR) • define role of national technical bodies (e.g. National Sustainable Development Committee) and particularly of the Environmental Protection and Physical Planning Committee of the Croatian Parliament within the Convention on Biological Diversity implementation chart (PR) 	<p>N, R / MT</p>	<p>MC, MEPPP C Government</p>	<p>Government, MSES, PPEPC, NGO, CCoC</p>
<p>Institutional strengthening of the nature conservation and environmental protection departments on all levels, including significant reinforcement of inspections and monitoring</p> <ul style="list-style-type: none"> • organize nature conservation inspection system functionally connected with the environmental protection, water resources, forestry, mining and other inspections (MT) • build capacities of initial actors in implementation of the Convention on Biological Diversity on regional level (PR) 	<p>N / MT</p>	<p>MC, MEPPP C, Government</p>	<p>MAFWM, MELE,</p>
<p>Strengthening of research activities and technical support to the biological diversity conservation policy by networking the existing scientific and expert capacities</p> <ul style="list-style-type: none"> • prepare plan for individual capacity building in scientific and specialized institutions for thematic 	<p>N</p>	<p>MC MSES</p>	<p>PI NP/NP SI, TI CASA SINC</p>

<p>areas not covered (PR)</p> <ul style="list-style-type: none"> • prepare plan for stimulation of scientific research and publication of papers in the Convention implementation priority areas • prepare plan for capacity building of technical departments in public institutions NP/NP (PR) • introduce systematic collecting, storing and processing of data on biological diversity in Croatia (PR) 	/		
	MT		

Objective 2: Harmonization of legislation and its integration in sectoral regulations and policies

Measures and tasks	Level/ Priority	Actors	Participants
<p>Starting enforcement of the Nature Conservation Act</p> <ul style="list-style-type: none"> • <u>draft bylaws in accordance with the Nature Conservation Act (PR)</u> • stipulate systematic funding of the existing legal obligations under the Convention from stable sources (national budget) (PR) • integrate economic instruments from sectoral and other regulations which are directly or indirectly focused on satisfying the requirements of the Convention, primarily conservation and sustainable use of biological diversity. (MT) 	N / PR	MC MEPPP C MF	Government MFAEI
<p>Harmonize and complete national legislation and coordinate sectoral laws and regulations related to the Convention implementation</p> <ul style="list-style-type: none"> • review complete national legislation on conservation and use of biological resources (MT) • increase capacity of the Government Legislation Office (PR) • adopt models of information exchange and coordination of public authorities in promulgation of regulations (PR) • define models for participation of specialized institutions, NGOs and business community in drafting of regulations and involvement of their representatives in working groups for promulgation of regulations (PR) 	N / PR, MT	MC/ MEPPP C	MFAEI, MAFWM , MELE, MSTTD, CCoC, SI, TI, TCNCS

<ul style="list-style-type: none"> • define initial level at which the commitments under the related conventions are integrated in drafted regulations (PR) • intensify international collaboration and exchange of solutions for promulgation of regulations (PR) 			
<p>Improve compliance with and implementation of the biological diversity conservation standards and environmental protection and nature conservation action plans with the existing international commitments and the EU accession programme</p> <ul style="list-style-type: none"> • insist that the authorities fulfill their commitments under the Programme for Harmonization of the Croatian Legislation in the EU Accession Process (PR) 	N	MC/MEPPP C	MFAEI
<p>Integration of the Convention requirements in sectoral regulations</p> <ul style="list-style-type: none"> • analyze level of legislation integration in sectoral regulations and determine whether the of implementation of measures for biological diversity conservation in sectoral activities using or significantly affecting the state of biological diversity was successful (PR) • <u>analyze legislation overlaps and conflicting areas (PR)</u> • define coordinating role of the Government Legislation Office in drafting and promulgation of regulations (PR) • stipulate manner of communication and coordination of public authorities in integrating the Convention requirements in the sectoral regulations and policies (PR) • encourage preparation of catalogues of practical solutions and practical measures for integration of the Convention requirements in the sectoral regulations and policies (MT) 	N / PR, MT	MC/MEPPP C	MFAEI, MAFWM, MELE, MSTTD, CCoC, TI, SI, TCNCS

Objective 3: Implementation at local and regional level

Measures and tasks	Level/ Priority	Actors	Participants
<p>Decentralization the Convention implementation by delegating technical and administrative activities to regional and local levels</p> <ul style="list-style-type: none"> • define scope of activities, responsibilities and commitments of local administration in the Convention implementation and funding (MT) • establish Regional Convention Secretariats and appoint regional coordinators (PR) 	<p>N, R / PR, MT</p>	<p>MC – SINC, NCS, NCC</p>	<p>Government, MJ</p>
<p>Capacity building in regional and local administration to fulfill the Convention requirements</p> <ul style="list-style-type: none"> • general and targeted education of local authorities on basic tasks of the Convention implementation (PR) • encourage stakeholders towards resolving local issues (MT) • encourage and create conditions for preparation of regional and local programmes for biological diversity conservation (MT) • educate general public on participatory mechanisms for discussions important for biological diversity conservation on national and local levels (e.g. public discussion on procedures for adopting regional plans, strategies, environmental impact studies, etc.) (MT) 	<p>N, R, L / PR, MT</p>	<p>MC – SINC, NCS, NCC</p>	<p>TI, SI, PI NP/NP, NGO</p>
<p>Capacity building of human resources for implementation of the Convention on regional local levels</p> <ul style="list-style-type: none"> • create conditions for recruitment of staff essential for performance of the basic tasks set up by the Convention (stocktaking, monitoring, cross-sectoral coordination, etc.) (MT) • staff recruitment and equipping of inspections (PR) • find methods for involvement of different participants in the Convention implementations (schools, forestry management, hikers, hunters, offices for the economy, NGOs, etc.) (MT) 	<p>N, R, L / PR, MT</p>	<p>MC – SINC, NCS, NCC</p>	<p>Government, MF, PI NP/NP, NGO</p>

<p>Implementation of programme for conservation of biological and landscape diversity in local communities</p> <ul style="list-style-type: none"> • prepare system for general public information, education, reporting on conservation and sustainable use of biological diversity (MT) • introduce programme of interdisciplinary training of all potential participants in biological diversity conservation (PR) • set up biological diversity information and public communication system (MT) • promote and encourage entrepreneurship in sectors contributing to biological diversity conservation (MT) • encourage all forms of education about conservation of biological and landscape diversity on all educational levels (MT) 	<p>N, R, L / PR, MT</p>	<p>MC – SINC, NCS, NCC</p>	<p>MSES, PI NP/NP NGO</p>
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Objective 4: Education, informing and capacity building for participation and partnership

Measures and tasks	Level/ Priority	Actors	Participants
<p>Development of information system as support to the implementation</p> <ul style="list-style-type: none"> • prepare programme for integration of the existing separate information systems into an integrated biological diversity information system (PR) • stipulate mechanisms for exchange and transfer of data between public authorities and institutions (PR) • <u>set up a Thematic Center for Biological Diversity at NCS/SINC (MT)</u> • encourage more intensive development of thematic center for biological diversity as part of CEA activities (PR, MT) 	<p>N / PR, MT</p>	<p>MC – SINC, NCS, MEPPPC - CEA</p>	<p>MSES TI, SI, PI NP/NP,</p>

<p>Creating conditions for information accessibility and general public participation</p> <ul style="list-style-type: none"> • develop a model of <i>ad hoc</i> expert teams for specialized education in information technologies, preparation and development of projects, participation and partnership, etc. (MT) • develop a communication system for access to and exchange of information needed for quality decision-making on biological diversity (MT) • prepare provisional central register of projects related to the coverage of the Convention (SINC) (MT) 	<p>N, R, L / PR, MT</p>	<p>MC – SINC, NCS, NCC MSES</p>	<p>TI, SI, PI NP/NP, NGO</p>
<p>Development of education and training system for decision-making and practical protection</p> <ul style="list-style-type: none"> • prepare system for general public information, education, reporting on conservation and sustainable use of biological diversity (MT) • encourage all forms of education about conservation of biological and landscape diversity on all educational levels (PR) • develop a network of local volunteers for general public education outside regular institutions (MT) • publish manuals for education of non-professionals (MT) • educate and ensure funding of practical activities for biological diversity conservation and environmentally sustainable use of individual species, habitats and areas in local communities (MT) 	<p>N, R, L / PR, MT</p>	<p>MC – SINC, NCS, NCC</p>	<p>Government, MF, PI NP/NP, NGO</p>
<p>Development of collaboration between Croatia and countries in the region towards transboundary joint implementation of the activities from the national action plans</p> <ul style="list-style-type: none"> • determine common interest in international collaboration (PR) • analyze the existing forms of international collaboration on the activities from the Convention coverage at the level of national institutions, specialized institutions, agencies, 	<p>N, R, L / PR,</p>	<p>MC – SINC, NCS, NCC</p>	<p>MSES, PI NP/NP</p>

<p>etc. (MT)</p> <ul style="list-style-type: none"> • determine operational programme for international collaboration need for application for international technical and financial aid (PR) • set up a mechanism for international exchange of data on biological diversity (PR, MT) 	<p>MT</p>		
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Objective 5: Capacity building and advancement of scientific and technical work

Measures and tasks	Level/ Priority	Actors	Participants
<p>Capacity building in staff numbers</p> <ul style="list-style-type: none"> • prepare and adopt the Capacity Building Programme with defined locations (public authorities, institutions, agencies..), levels (national, regional, local), staff recruitment (number and profile), necessary training; cost estimate and timetable (PR) • staff recruitment for legal services within public authorities and public institutions responsible for the Convention implementation (MC, SINC, PI NP/NP) (PR, MT) • staff recruitment for scientific institutions, specialized scientists for particular thematic areas of biological diversity not covered so far (PR) • increase number of staff in SINC specialized departments (PR, MT) • increase number of staff in technical and supervision services in PI NP/NP (PR, MT) • prepare plan for establishment of and staff recruitment for regional nature conservation institutions (pursuant to the Nature Conservation Act) (PR) 	<p>N, R, L</p> <p>/</p> <p>PR, MT</p>	<p>MC – SINC, NCS, NCC MSES</p>	<p>TI, SI, PI NP/NP, NGO</p>
<p>Setting up technical training system</p> <ul style="list-style-type: none"> • organize interdisciplinary postgraduate studies for nature conservation with emphasis on biological diversity conservation 	<p>N, R, L</p>	<p>MC – SINC, NCS, NCC ,</p>	<p>MSES, TI, SI, PI NP/NP, NGO</p>

<ul style="list-style-type: none"> • organize staff training for comprehensive standardization work and ongoing administrative activities with emphasis on cross-sectoral coordination of solutions • encourage specialized training in information technology and communications, project preparation and implementation, participation and partnership (MT) 	<p>/</p> <p>PR, MT</p>	<p>TCNCS MSES</p>	
<p>Improvement of situation with technical documentation for the Convention implementation</p> <ul style="list-style-type: none"> • finish preparation of the State of the Nature Report for Croatia, Report on Implementation of the Convention on Biological Diversity, reports on NSAP implementation with review of priority action plans (PR) • adopt a five-year Workplan and budget for implementation of the Convention, and a five-year budget for NSAP implementation broken down by contents, scope, timetables and financial resources on annual basis (PR) • <u>prepare Croatian National Biological Diversity Monitoring Programme (PR)</u> • give more prominent position to the principles for conservation of biological and landscape diversity in the environmental impact study assessment process (MT) • prepare national landscape register with capacities • review evaluation of space considering biological and landscape diversity and integrate the results in the land-use plans (MT) • prepare catalogue of measures for biological diversity conservation with mechanisms for resolving of conflicts of interest in conservation of biological diversity by sectors (PR, MT) • prepare plan for integrated management of karst ecosystems • prepare plan for integrated management of aquatic ecosystems (MT) • prepare plan for integrated management of wetland ecosystems (MT) 	<p>N, R L</p> <p>/</p> <p>PR, MT</p>	<p>MC – SINC, NCS, NCC , TCNCS</p>	<p>TI, SI, PI NP/NP, NGO</p>

<ul style="list-style-type: none"> • prepare comprehensive plan for management of the Adriatic Sea and coastal zone (MT) • encourage urgent preparation of plans for management of protected areas (MT) • prepare national guidelines for good agricultural practice and environmentally acceptable forest management (MT) • prepare guidelines for sustainable development of tourism intended for local communities (MT) 			
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Objective 6: Establishing national programme and mechanisms for stable funding

Measures and tasks	Level/ Priority	Actors	Participants
<p>Establishing National Action Plan for efficient implementation of the Convention</p> <ul style="list-style-type: none"> • define in detail contents, actors and participants, level of implementation, costs and funds with detailed priorities (PR) • define needs for institutional and human resources and requirements for training of participants (PR) • determine adopting and review procedures (PR) • define authorized implementation institutions (PR) • determine concept of IT support to implementation (PR) • create models of partnership with NGOs and modes of public involvement and informing (PR) • define models of communication and linking of participants (PR) • define implementation monitoring (PR) • determine overall implementation organizational chart (PR) 	<p>N</p> <p>/</p> <p>PR</p>	<p>MC – SINC, NCS MEPPPC-CEA</p>	<p>Government, MF, MAFWM ; MELE, MSTTD</p>

<p>Creating conditions for stable funding of the Convention implementation</p> <ul style="list-style-type: none"> • create a separate cost item in national budget (Convention Implementation) in order to ensure funds needed to maintain the basic Convention implementation structure (work of NCS, committees and Working Groups, Technical Council) (PR) • <u>initiate amendments of the Act on Environmental Protection and Energy Efficiency Fund to provide for direct obligation of the Fund to finance the Convention requirements, primarily implementation of NSAP and other priorities from the national action plan/programme for the Convention (PR)</u> • provide target funds for work of the National Convention Council and Forum on Biological Diversity in the budget of responsible ministry (PR) • prepare model for combining fiscal instruments for implementation of all conventions dealing with sustainable development (MT) • coordinate funding of projects from international (co)funding sources (PR) 	<p>N</p> <p>/</p> <p>PR, MT</p>	<p>MC – SINC, NCS MEPPPC, EPEEF</p>	<p>Government, MF</p>
<p>Introducing indirect economic instruments</p> <ul style="list-style-type: none"> • determine legal obligations for actors carrying out activities that use biological resources for commercial purposes to co-fund annual programme for the Convention implementation, particularly on the regional and local level (MT) • prepare Programme for application for grants supporting biological diversity conservation and the Convention implementation (MT) • develop new instruments for economic support to business programmes focused on decrease in burdens resulting from use of biological and natural resources, e.g. development of different forms of sustainable agriculture and environmentally acceptable tourism, etc. (MT) 	<p>N, R</p> <p>/</p> <p>MT</p>	<p>MC – SINC, NCS MEPPPC, EPEEF</p>	<p>Government, MF</p>

6. ORGANIZATION OF THE CONVENTION IMPLEMENTATION AT THE NATIONAL LEVEL

6.1. Organization of the Convention on Climate Change Implementation

The proposed institutional and organizational framework for implementation of the conventions is shown in Figure 6.1. Below, the bodies responsible for implementation of the Convention are enlisted.

- **Ministry of Environmental Protection, Physical Planning and Construction** is responsible for implementation of the entire programme. It defines strategic policy, coordinates and monitors the programme, carries out administrative work, and gives technical support. Operatively, the Climate and Ozone Layer Protection Section, Department for the Protection of Atmosphere is in charge of the Programme implementation.
- **National Commission for Climate Change** is an advisory body monitoring and evaluating the programme results, making decisions on and assessment of key issues of strategic importance, supporting information exchange, and networking institutions and stakeholders. The Committee has 17 members, representatives from the relevant ministries, Hrvatska Elektroprivreda (national energy company), INA Oil Industry, Croatian Chamber of the Economy, Academy of Science, Meteorological and Hydrological Service and two representatives of non-governmental organizations. The chairman of the National Commission for Climate Change comes from the Ministry of Environmental Protection, Physical Planning and Construction, ranking not less than the Assistant Minister.
- **Executive Coordination Committee** is a body implementing the Programme, composed of leading experts and representatives of the Ministry of Environmental Protection, Physical Planning and Construction, Ministry of the Economy, Ministry of Sea, Tourism, Transport and Development, Ministry of Agriculture, Forestry and Water Management, and Ministry of Finance. The Executive Committee is accountable to the Ministry and through the Ministry to the National Commission for Climate Change.
- **Technical Council** helps in resolving technical and methodology issues related to the programme. Upon request of the MEPPPC, National Commission for Climate Change or Executive Committee, the Technical Council gives its opinion on specific issues, during the project preparation, implementation and control of both activities. The Technical Council is composed of leading experts, some of which may also be members of other Programme bodies.

- **Working Groups** are composed of representatives of stakeholders in individual sectors. Coordinators and members of the working groups for the KLIMAp Programme are appointed by the Ministry of Environmental Protection, Physical Planning and Construction, in agreement with the Executive Committee. Coordinators and members of the KLIMAp Working Groups are appointed by the relevant ministry in agreement with the MEPPPC. Energy efficiency, renewable energy sources, and industry are responsibility of the Ministry of the Economy, transport is the responsibility of the Ministry of Sea, Tourism, Transport and Development, agriculture and forestry is responsibility of the Ministry of Agriculture, Forestry and Water Management, and waste management and joint projects are responsibility of the MEPPPC. The coordinators of individual working groups are the members of the programme Working Groups.
- **Projects and subprogrammes** are individual tasks relating to the climate change issues with fixed timeframe and scope. They may be responsibility of individual ministries, public corporations, local authorities, scientific institutions, private businesses, non-governmental organizations and the like. The projects interconnect institutions and other programmes of which they are constituent parts. The Project Leaders or their representatives are the members of the Working Groups. **Each project or programme funded or supported by the state, public companies, local self-government bodies or from international grants and loans, is considered a part of the climate programme and has to cooperate in manner which is to be stipulated by operation instructions.**
- **Programme WEB site** is maintained by the Ministry within its WEB domain.
- **Relations with other programmes and projects** are maintained at all hierarchical programme levels, namely at the levels of the project, Working Groups, or the Executive Committee and National Commission for Climate Change, for example, national energy programmes, scientific programmes or compulsory education programmes which need to have their representatives in adequate KLIMA Programme bodies.

The structure set up in this way enables maximum use of both human and technical resources. This model networks a number of existing institutions, and the need for permanent staff in public institutions is minimum, which makes it flexible to accommodate necessary changes. The model also enables quick transfer of know-how and activities from the private sector to the public and civil sector, which is the ultimate requirement for any programme to be efficient in implementation and strong partnership.

The structure of the planned programme is particularly adaptable to changes, and therefore sustainable since it interrelates and synergistically integrates capacities from different sectors and actors. After the Croatian Environment Agency was

established, specific areas that require permanent staff and involve routine work were assigned to the Agency. The Agency took over preparation and operating coordination of programmes. Due to interdisciplinary and numerous stakeholders, a large portion of activities will be covered by different institutions, experts and representatives outside the public authorities.

Such a structure of the Programme is tailored to different funding sources and actors. The capacity building programmes are mostly paid from public funds, grants, and international funds or through technical aid. The KLIMApró projects are funded only in their smaller share from the national incentives and international funds, and in their larger share from the so-called incentive and commercial loans. The main actors in implementation of the KLIMApró will be the administration supported by the scientific research institutions, while KLIMApró shall pool design companies, businesses, and non-governmental organizations. In projects where capacity building components are present at the project level, such components should be in harmony with the general climate programme, and the segments related to general capacity building should be related to the KLIMApró.

It should be emphasized that the proposed institutional organization framework is state-of-the-art and in some aspects genuine. It complies with the new strategic objectives and criteria for building of national capacities within the framework of the Convention and GEF mechanisms for funding of the capacity building which are in preparation (UNDP/GEF Building Capacities Assessment Report). In this form, the Programme has a number of desirable characteristics reiterated herein: flexibility to changes, networking of institutions, use of resources outside public institutions (outsourcing), transfer of initiative to sectors in their respective areas of action, vertical and horizontal integration of activities, building from available resources, orientation towards different funding modalities, stimulation of synergy among all actors. The programme does not set up formal relations between the actors. It engages them on resolving of climate issues, which is the primary condition for successful implementation of the Programme. Such a framework communicates with those which are to implement the Programme, with the highest possible level of autonomy, while guided and supported by public authorities.

Today, the diagram in Fig. 6.1 is mostly functional and successful in implementation. The boxes 2, 4, 7, 8, 9 and 10 are functional, and were developed during preparation of this national communication. The boxes 12, 13 and 15 need to be formed by teaming up from the existing energy programmes. The boxes 3, 5, 6, 11, 14, 16 and 17 are to be established in the future.

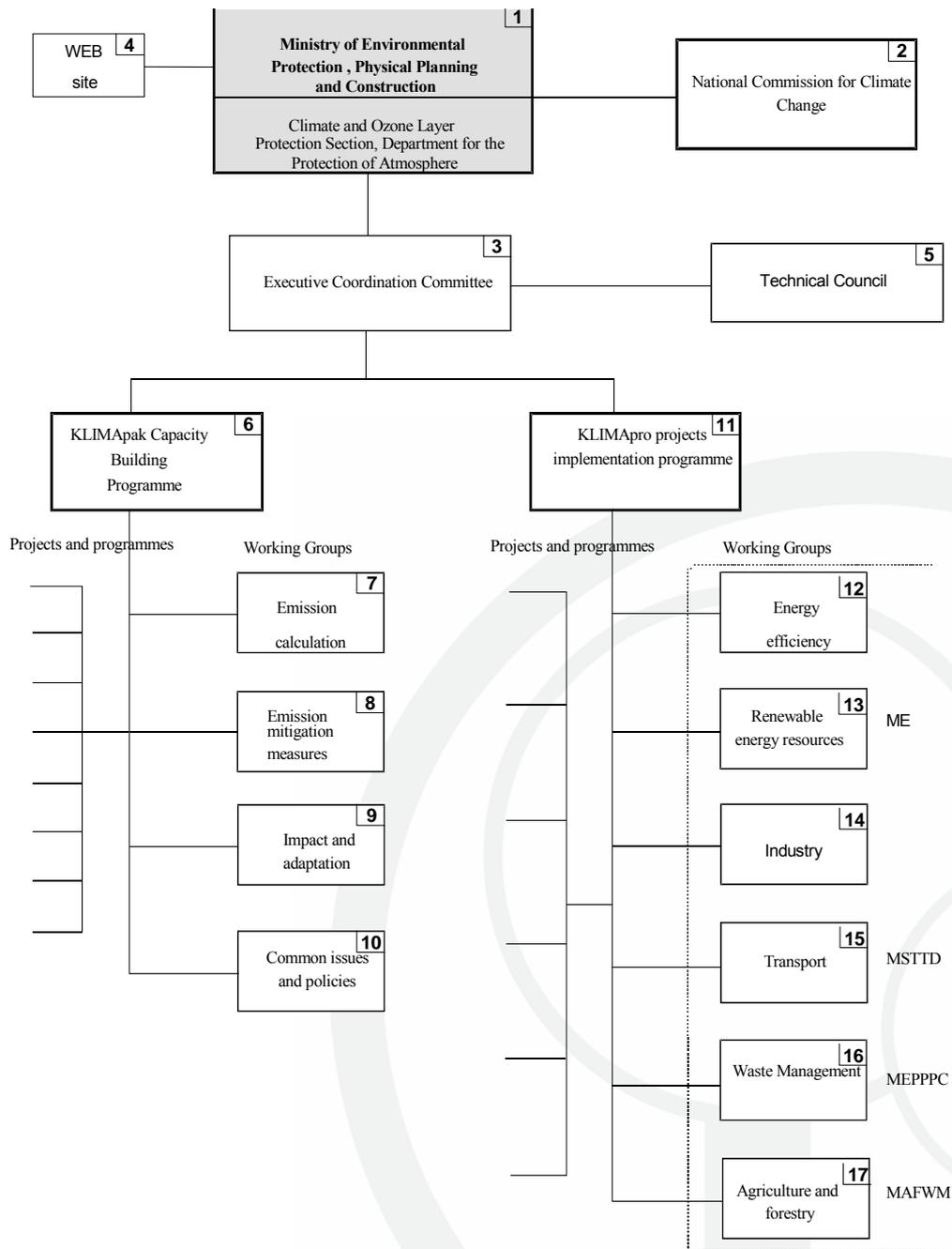


Figure 6.1 Preliminary institutional framework for the Convention implementation

6.2. Organization of Implementation of the Convention to Combat Desertification

A condition for an organization of the Convention implementation to be efficient is a firm institutional organization and quality communication system on a political and professional level alike. The first step was made by appointing a focal point and the National Committee for the Convention implementation, which organizes and supervises preparation of the NAP. The NAP is prepared by expert teams, working groups, and coordinators of the working groups, Figs. 6.2.1 and 6.2.2

It is believed that for combating of land degradation and mitigating the drought effects it is necessary to revive the activities under the Convention in a form of a well balanced action plan, and a precondition is preparation of the NAP Project based on cross-sectoral coordination. This is where the National Convention Secretariat and possibly the Technical Council shall have an important role.



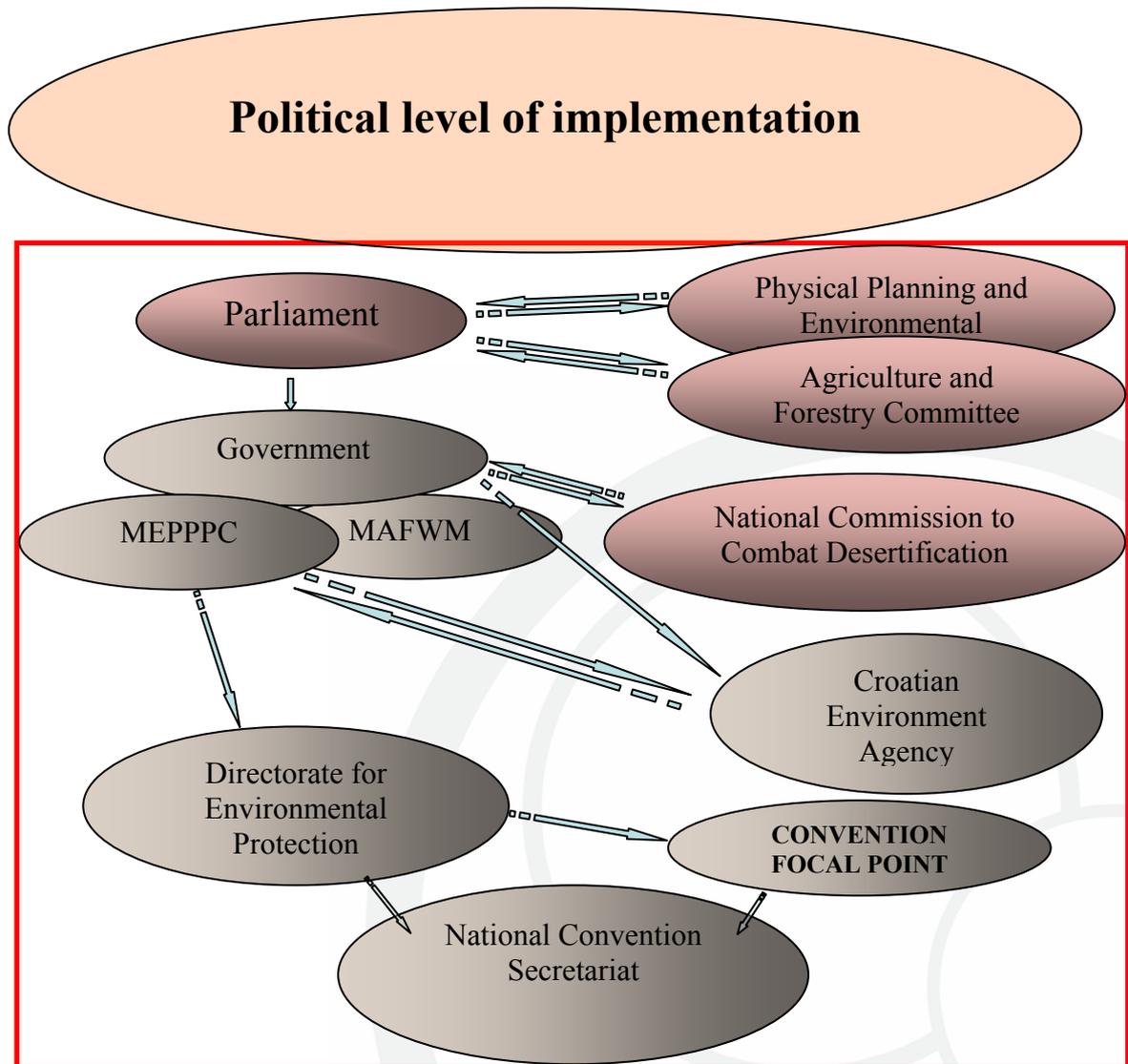


Figure 6.2.1. Political level of implementation of the Convention to Combat Desertification

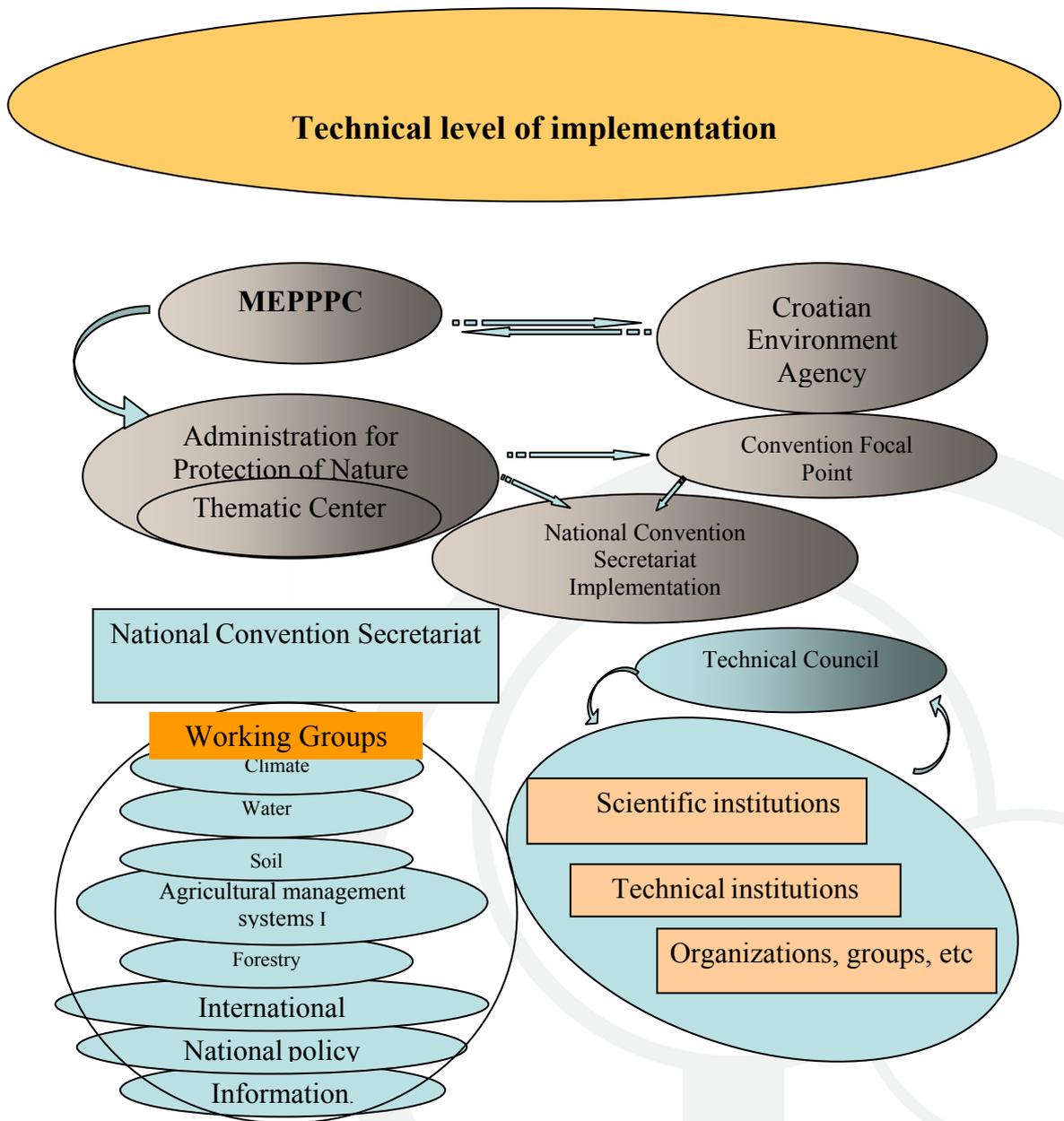


Figure 6.2.2. Technical level of implementation of the Convention to Combat Desertification

6.3. Organization of Implementation of the Convention on Biological Diversity

The Convention is implemented through the **national programme**, which sets a framework for a systematic resolution of the issues related to preservation and harvesting of biological diversity in compliance with established objectives. The programme is defined by a long-term action plan, and the activities are grouped according to their significance and performance possibilities into short-term, mid-term, and long-term activities. An overview of planned activities is used to choose and perform annual operational plans.

The programme specifies the institutional and organizational framework on the political and professional implementation level alike (see Figures 6.3.1, 6.3.2 and 6.3.3), which ensures partnership and collaboration of all participants: government institutions, public institutions, local government and administration, scientific community, private sector, non-governmental organizations, and the entire civil sector.

The issue addressed by the Convention, and consequently fulfilling of the objectives – conservation and sustainable harvesting of biological resources - is clearly of cross-sectoral type, therefore the organizational chart is created so as to ensure horizontal and vertical communication and connection, with equal possibility of access to logistic units – Technical Council, Thematic Center and the expert teams for education and training. It is believed that an implementation framework set in this way shall encourage and enable achieving of the synergy among all participants. Defining of all details in communication protocols from the organizational chart shall only be possible when the overall architecture for the implementation proposed in this document is set up.

The efficiency of organization will mostly depend on professional and political support to this proposal of the Convention implementation, and on the contents and level of needed political decisions which are the key condition for any significant advancement in the Convention implementation.

Below, the implementation diagrams are given for political (Figure 6.3.1), and professional level (Figure 6.3.2), and an overall diagram of the Convention implementation (Figure 6.3.3).

The Figures 6.3.1 and 6.3.2 show the mandatory structures which are considered a priority for setting up in red, and the violet depicts additional structures recommended to be set up during development of the system for support to the efficient implementation of the Convention.

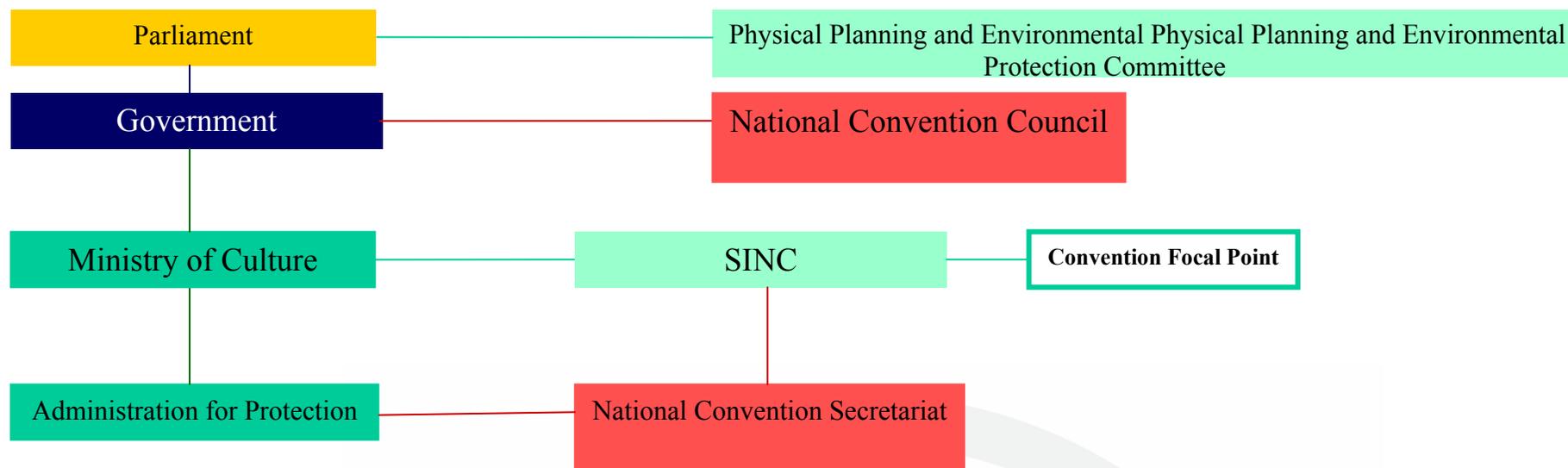


Figure 6.3.1. Political level of implementation of the Convention on Biological Diversity

Figure 6.3.2. Technical level of implementation of the Convention on Biological Diversity

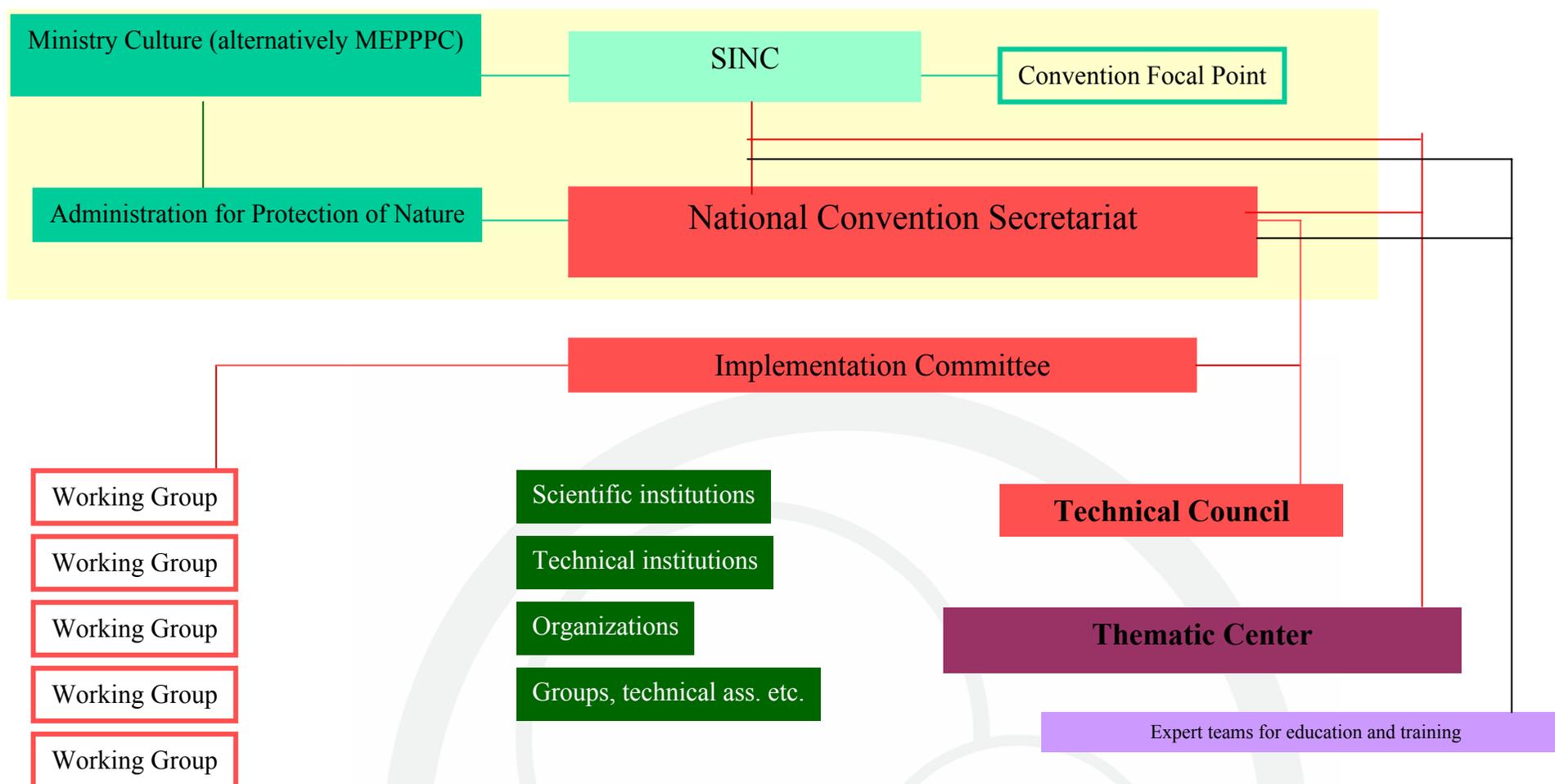
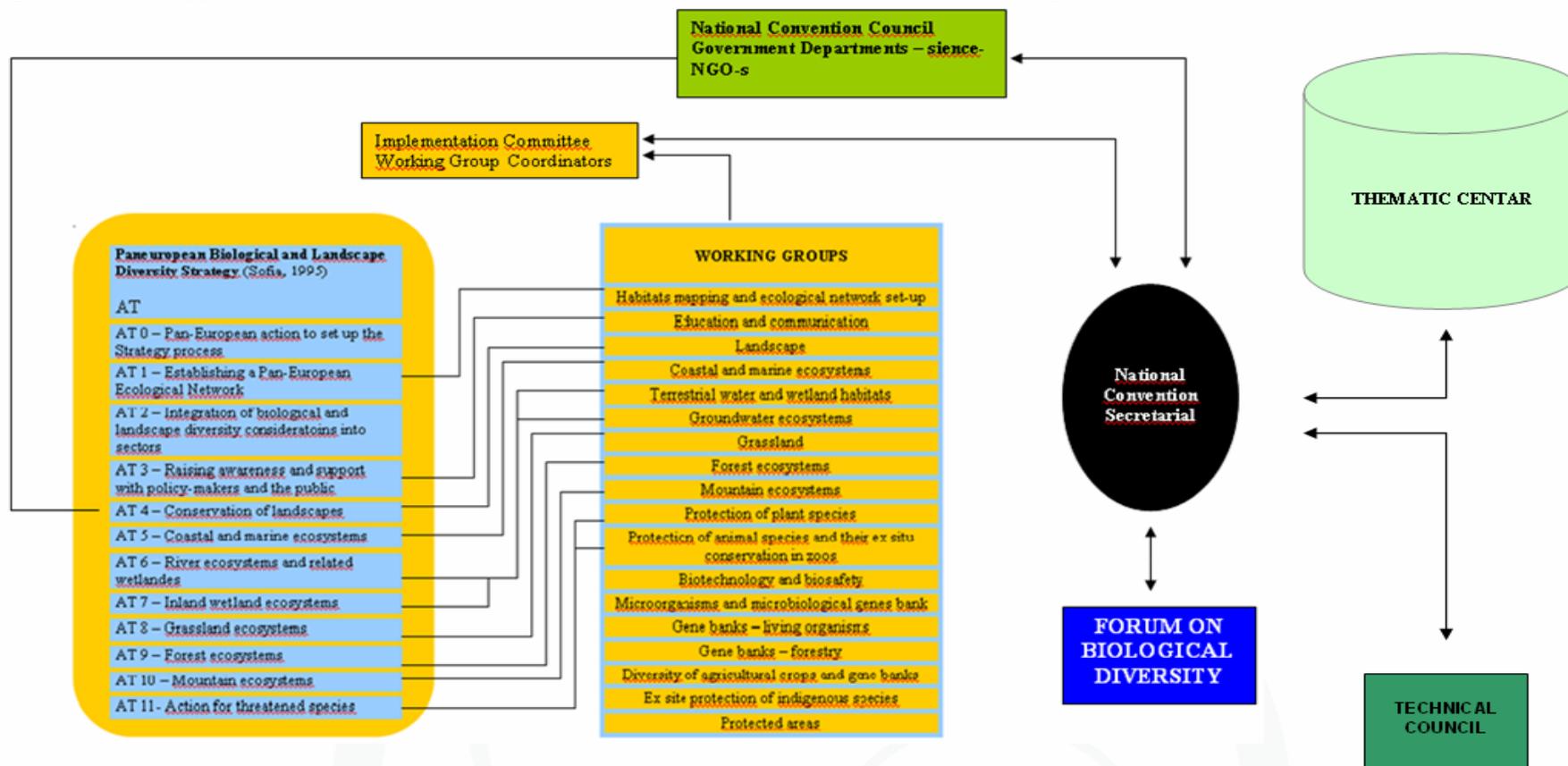


Figure 6.3.3. Aggregate diagram of implementation of the Convention on Biological Diversity



7. MONITORING AND EVALUATION OF THE NAP IMPLEMENTATION

The monitoring and evaluation of mechanism for achieving of the NAP objectives shall be specified within the framework of the project Institutional Building to Facilitate the Implementation of the United Nations Framework Convention on Climate Change and Kyoto Protocol in the Republic of Croatia. For each objective from the section 5, above, implementation indicators and expected results are defined. In order to monitor and evaluate achievement of objectives, a Project Implementation Monitoring Committee will be established comprising members delegated from the National Committee for Climate Change. The table shows the implementation indicators for each objective.

Table 7.1. Monitoring and evaluation of implementation of the Convention on Climate Change

Objective	Implementation indicator
In-depth analysis of need for setting up of the Convention and Protocol implementation system	pooling key stakeholders, adopting a concept for setting up of the Convention and Protocol implementation system.
Preparation of the National Strategy and Action Plan	preparation of the Strategy for implementation of the Convention and Protocol in Croatia, preparation of the Plan for implementation of the Convention and Protocol within the Plan for protection and improvement of air quality stipulated by the Clean Air Act (Official Gazette 178/04).
Drafting of laws and regulations	drafting bills, adopting and entry into force of laws and regulations, as detailed in section 5.
Drafting technical guidelines for preparation of operational sectoral programmes	preparation of sectoral technical guidelines on methodology of emission calculation, emission projections, overview and potential of the emission mitigation measures, economic analysis of implementation of the emission mitigation measures and defining criteria for prioritization of measures

<p>Setting up mechanisms for the Convention implementation monitoring</p>	<p>preparation of the National Inventory Report and National Communications of the parties included in Annex 1 to the Convention, regular reporting,</p> <p>Preparation of the air quality information system modulus related to the monitoring of implementation of measures and programmes for protection against climate change, pursuant to Article 57., para. 1. Clean Air Act</p>
<p>Implementation of the Kyoto Protocol flexible mechanisms</p>	<p>preparation of the strategy for implementation of the Kyoto Protocol flexible mechanisms,</p> <p>preparation of the Greenhouse Gas Emission Register,</p> <p>preparation of technical guidelines for preparation and implementation of joint venture projects for greenhouse gas emission mitigation and Cleaner Development</p>
<p>Education and public awareness raising</p>	<p>Preparation of educational tools: CD with basic educational material with 60 slides for educators and 5 interactive courses for students, manual Causes and Consequences of Climate Change – World and Croatia, VHS video (20 min) Croatia: Climate Changes – Causes and Possible Consequences.</p> <p>Education: seminars for all elementary and secondary schools, public authorities and companies which are key sources of the greenhouse gas emissions.</p>

One of the most important aspects of the assessment of the Croatian capacities for implementation of the Convention on Biological Diversity is monitoring of performance and evaluation of achievement of the objectives set out in the NAP. Since most objectives will be achieved in stages, it is important to determine the progress criteria and indicators. Whenever possible, the control mechanisms of the progress shall be measurable, transparent and presentable at all three participation levels: public or overall, technical and political. This refers to the coverage, content and periodic character of reporting.

To monitor whether the objectives are fulfilled, evaluation criteria are selected that follow the matrix of priority requirements for efficient and sustainable implementation. The criteria and indicators are also made more concrete based on the implementation priorities for the most important objectives. The list of evaluation areas and indicators is given in table below, and a diagram of evaluation, monitoring and reporting in Figure 7.2.

Table 7.2. Evaluation topics and progress indicators for implementation of the Convention on Biological Diversity

	Valuation topic	Criteria and indicators of implementation progress
1	Setting up implementation structure elements	National Convention Secretariat established, National Convention Council constituted, Implementation Committee and Working Groups constituted
2	Strengthening of political and general public support	NAP adopted, annual implementation plan and programme adopted, target funds raised
3	Harmonization of regulations	Number of regulations harmonized with EU legislation increased
4	Integration in sectoral policies	Technical Council established, state of standard indicators of the national biological diversity monitoring system improved
5	Implementation at local level	Persons in charge of implementation appointed, local Action Plan adopted, target funds raised
6	Involvement and participation	Organization and coordination of participants stipulated and adopted, training workshops held
7	Increase in human capacities	Number of newly assigned or newly employed staff for scientific and administrative tasks increased
8	Strengthening research and administrative capacities	Number of target projects increased, stocktaking of uncovered aspects of biological diversity started, material and technical conditions ensured
9	Funding	Regulations on funding system (sources and instruments, allocation) promulgated, increase in earmarked (target) funds
10	Information access, availability and exchange	Information system set up, volume (type, number) and accessibility (levels) of data and information increased
11	Education	Target education increased, knowledge improved (tested by questionnaire)
12	International cooperation and relations	Number of international projects, funds from international sources

Control mechanisms for monitoring and evaluation of objectives set out in the NAP must be measurable, their cross-checking possible, and presented for professional and political judgement of the general public. Here, they are tabulated (Table 7.3) and illustrated by a diagram (Fig. 7.1).

Table 7.3. Evaluation topics and progress indicators for implementation of the Convention to Combat Desertification

Valuation topic		Implementation progress criteria and indicators
1	NAP	NAP adopted
2	Setting up of implementation structure elements	National Convention Secretariat established, the National Commission to Combat Desertification constituted, Implementation Committee and Working Groups constituted
3	Strengthening of political and general public support	Preparation of NAP, part of funds raised
4	Harmonization of regulations	Number of regulations harmonized with EU legislation increased
5	Strengthening research and administrative capacities	Number of target projects and topics increased, logistics ensured
6	Education	Technical and scientific papers

Figure 7.1. Implementation progress monitoring model for the Convention to Combat Desertification

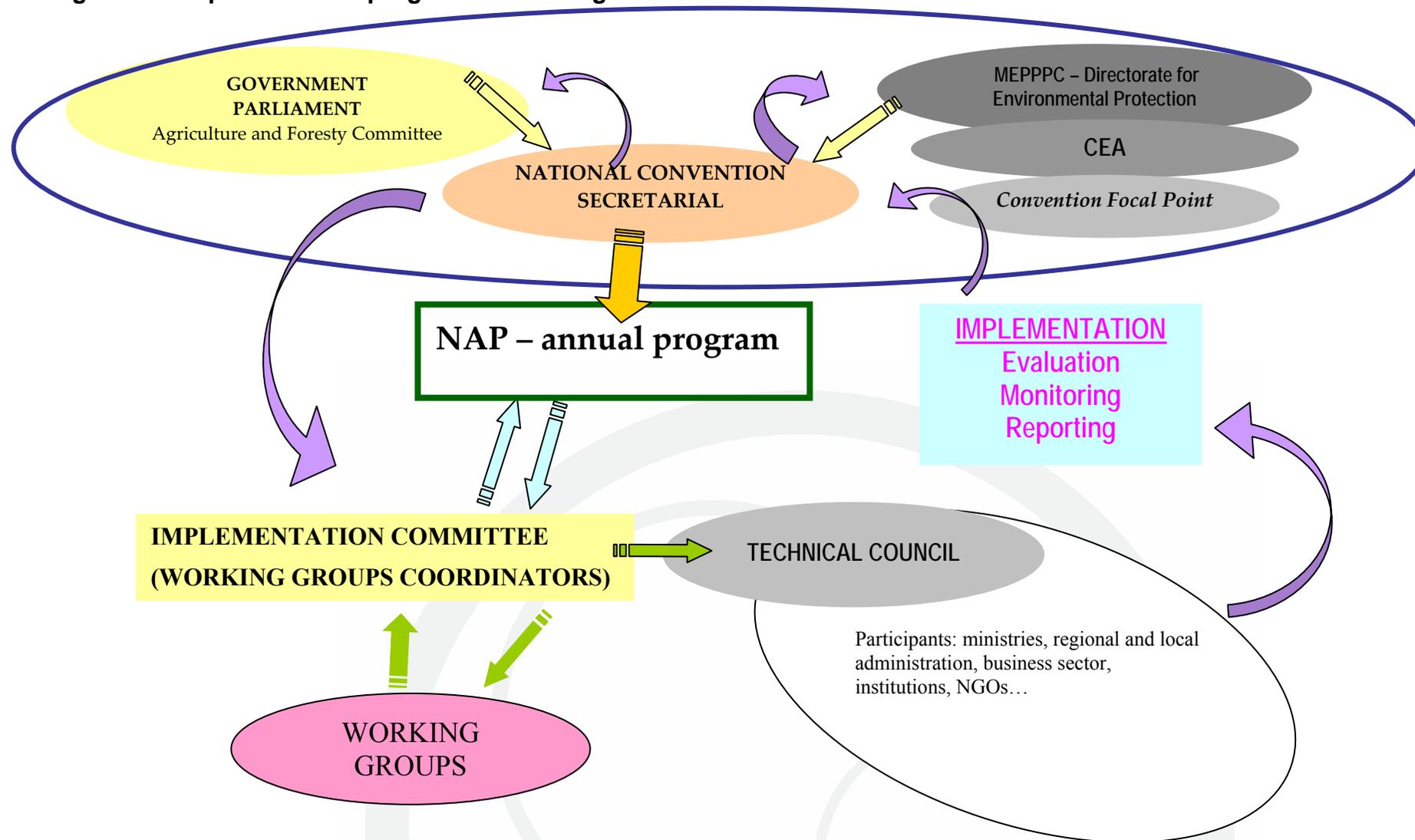
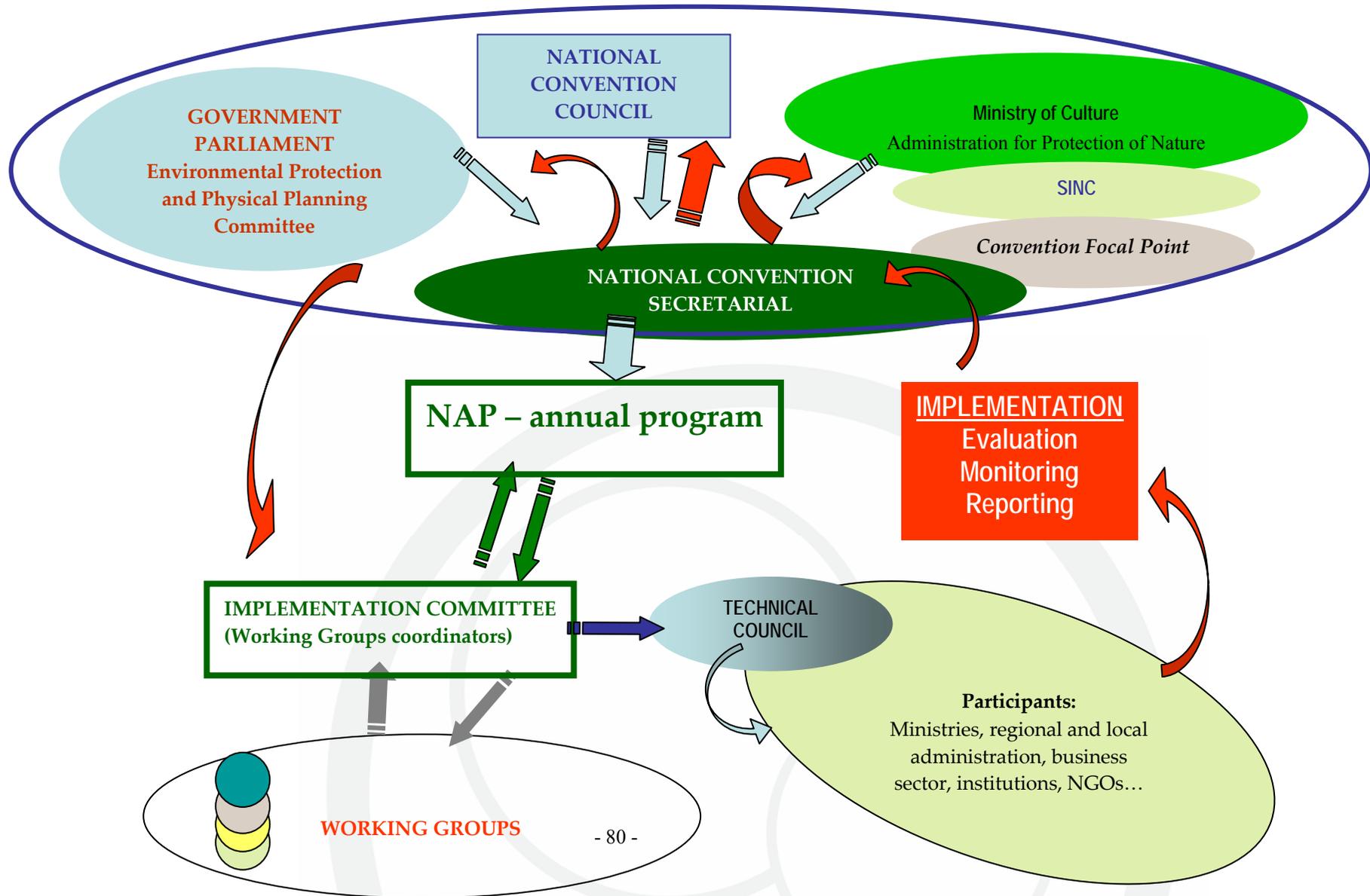


Figure 7.2. Implementation progress monitoring model for the Convention on Biological Diversity



8. APPENDIX: WORKSHOPS REPORT

NGO WORKSHOPS REPORT FOR NCSA GEF CROATIA PROJECT (Prepared by Tihana Belužić)

Non-governmental organizations (NGOs) have been recognized as a stakeholder of particular importance for efficient implementation of the NCSA GEF Croatia Project. Involvement of the non-governmental sector in the process of the National Action Plan preparation ensures dissemination of information on actions taken and support to the National Action Plan, as well as the participation of this interest group in both, the preparation and implementation stages. With such aim in view, 3 regional workshops have been organized (Osijek, Zagreb, Split) with participation of representative NGOs active in respective regions. Invitations were sent to 20 NGOs, of which 14 attended.

Lack of initiative was noticed in this sector as regards the knowledge and implementation of the Framework Convention on Climate Change and the Convention to Combat Desertification, while the levels of knowledge and activities in respect of the Convention on Biological Diversity are higher. Since the lack of Convention-related activities in the non-governmental sector has been recognized as one of the weaknesses in their efficient implementation, this kind of approach should generate more interest in the future which, in turn, should result in increased activity. A subsequent invitation was also sent to the NGO representatives for participation in the closing workshop in Zagreb aimed at bring together all identified stakeholders.

The process of the NGO integration in the NCSA GEF Croatia Project was accomplished in two stages:

- a) Dissemination of information on the Project
- b) Involvement in the process of the NAP preparation through workshops

The NGOs received by e-mail the invitation letter and accompanying basic information literature, initial reports and SWOT analyses by conventions. They were also sent questionnaires requesting their assessment of the analyses, for the purpose of their possible revision and preparation for the workshop. The returned questionnaires mostly contained positive replies.

QUESTIONNAIRE:

(NGO answers by conventions are given below each of the questions: CBD – Convention on Biological Diversity, CCC – Framework Convention on Climate Change, CCD – Convention to Combat Desertification)

1. Does the report give a full view of the situation?

CBD

- Yes - 9
- No, only a partial one - 2

- Make a list of all previous projects of research institutes, NGOs and professional associations.

CCC

- Yes - 7
- No, only a partial one - 4
- It is necessary to provide additional explanation regarding Croatia's problems in complying with requirements of Kyoto Protocol.
- Make a list of all previous projects of research institutes, NGOs and professional associations.

CCD

- Yes - 7
- No, only a partial one - 3
- Make a list of all previous projects of research institutes, NGOs and professional associations.

2. Have the problems and priorities been correctly identified?

CBD

- Yes - 8
- Fairly correctly, but could be described in more detail.
- Mostly, there is room for additions.
- The recurrent problem of economic interests often prevailing over preservation of biological diversity in protected areas should also be addressed.
- The problem of the weakened position (political support and finances) of the Administration for Protection of Nature since its having become a part of the Ministry of Culture.
- It is not clear what the problems are, and it is particularly unclear what the priorities are (neither has it at any point been explicitly stated what the priorities are, nor can the priorities be clearly perceived from the problems).

CCC

- Yes - 7
- Fairly correctly, but could be described in more detail.
- Insufficient interest from energy monopolies.
- Mostly, there is room for additions.
- It is not clear what the problems are, and it is particularly unclear what the priorities are (neither has it at any point been explicitly stated what the priorities are, nor can the priorities be clearly perceived from the problems).

CCD

- Yes - 7

- Fairly correctly, but could be described in more detail.
- Additionally the drought problem comes to the agenda solely after damage has occurred in agriculture. Response to damages is limited to coverage of a smaller portion of economic loss, there are no initiatives to find cause, prevent and avoid disasters.
- Mostly, there is room for additions.
- Slightly too general.
- It is not clear what the problems are, and it is particularly unclear what the priorities are (neither has it at any point been explicitly stated what the priorities are, nor can the priorities be clearly perceived from the problems).

3. Have the capacities been correctly identified?

CBD

- Yes - 9
- The NGO role insufficiently pointed out.
- Institutions and experts dealing in their respective disciplines also with this issue should be added to available capacities (e.g. agriculture, forestry, fisheries ...).
- It is not clear in what manner the lack of capacities has been determined, it is not clear what human resources are missing, where (local, national levels?) and in what numbers.

CCC

- Yes - 9
- Insufficient interest from energy monopolies
- Institutions and experts dealing in their respective disciplines also with this issue should be added to available capacities (e.g. agriculture, forestry, fishery ...).
- It is not clear in what manner the lack of capacities has been determined, it is not clear what human resources are missing, where (local, national levels?) and in what numbers.

CCD

- Yes - 10
- Institutions and experts dealing in their respective disciplines also with this issue should be added to available capacities (e.g. agriculture, forestry, fishery ...).
- It is not clear in what manner the lack of capacities has been determined, it is not clear what human resources are missing, where (local, national levels?) and in what numbers.

4. Are the SWOT analyses results fair?

CBD

- Yes - 10

- Mostly, there is room for additions (multidisciplinary approach).
- Not necessarily in this order.

CCC

- Yes - 10
- Mostly, there is room for additions (multidisciplinary approach).
- Croatia does not belong among countries with substantial share of renewable sources, as we do not invest in this sector, so except for hydroelectric power plant no other capacities are available.
- It is not clear in what manner the lack of capacities has been determined, it is not clear what human resources are missing, where (local, national levels?) and in what numbers.

CCD

- Yes - 7
- No, analysis is not detailed enough.
- Mostly, there is room for additions (multidisciplinary approach).
- The NGO participation important.
- There are opportunities also in stronger support to organic agriculture development. Degradation of existing water sources through intensive construction, intensive farming, and lack of wastewater drainage and treatment plants are additional threat.
- It is not clear in what manner the lack of capacities has been determined, it is not clear what human resources are missing, where (local, national levels?) and in what numbers.

5. Suggestions for possible additions to the report

CBD

- Development of cooperation with non-governmental sector
- What problems (if any) occurred as a result of the transfer of responsibility for the nature conservation from the Ministry of Environmental Protection and Physical Planning to the Ministry of Culture? What are actual advantages and opportunities from involving NGOs in biodiversity protection?
- Make a list of government institutions, companies and associations, i.e. a list of experts dealing with this issue in their scope of activity, who could be included in activities from by this Project.
- It is necessary to insert more factual and more precise information, to locate focal points and to take into account regional diversity.
- Lack of single institution for coastal area management, lack of public agencies for management of protected areas in individual counties, as well as scarce capacities of the existing ones. Poor knowledge of current situation with respect to bio-diversity and insufficient investment in new research.

- Croatia's coastal region has been analyzed in more detail than the mainland.
- Imperative removal of political influence on the issue, for the sake of the continued and professional process management.
- Possibility of capacity building and achieving of Convention objectives through national and international programmes of rural development (agri-environment program, SAPARD, etc.).
- Prepare a detailed analysis of the Convention's articles/requirements and make comparison with national regulations dealing with the issue (i.e. identify Convention issues that are not covered by the existing national legislation, and the national laws and respective provisions that are not in agreement with the Convention); list national and local entities (ministries, authorities, city departments) responsible for the implementation of the Convention.

CCC

- It is necessary to provide for models for better cooperation between public companies (Croatian Forests) and the general public in decision-making and forest management.
- It is necessary to insert more factual and more precise information, to locate focal points and to take into account regional diversity.
- Lack of government incentives for utilization of renewable energy sources.
- Current situation analysis very short and highly deficient...
- Stronger emphasis on education of the civil and economic sector, with the latter often exaggerating in respect of funding requirements.
- "Forthcoming enactment of regulations on renewable energy sources" should be classified under weaknesses, as it is exactly poor regulations and lack of incentive measures that are the reason of poor utilization of renewable energy. The role of the Environmental Protection Fund is not an opportunity, as its role is sanctioning rather than stimulating environmental protection.
- Possibility of capacity building and achieving of the Convention objectives through national and international programmes of rural development (agri-environment program, SAPARD, etc.).
- Prepare a detailed analysis of the Convention's articles/requirements and make comparison with national regulations dealing with the issue (i.e. identify Convention issues that are not covered by the existing national legislation, and the national laws and respective provisions that are not in agreement with the Convention); list national and local entities (ministries, authorities, city departments) responsible for the implementation of the Convention.

CCD

- Necessity to have in place crisis management systems.
- It is necessary to insert more factual and more precise information, to locate focal points and to take into account regional diversity.
- Describe problems more precisely.

- It is necessary to prepare concrete programs for irrigation, afforestation and similar activities, and then see whether it is possible to obtain funding from foreign institutions.
- Report needs no further additions.
- Possibility of capacity building and achieving of Convention objectives through national and international programmes of rural development (agri-environment program, SAPARD, etc.).
- Prepare a detailed analysis of the Convention's articles/requirements and make comparison with national regulations dealing with the issue (i.e. identify Convention issues that are not covered by the existing national legislation, and the national laws and respective provisions that are not in agreement with the Convention); list national and local entities (ministries, authorities, city departments) responsible for the implementation of the Convention..

REPORTS BY NCSA GEF CROATIA WORKSHOPS

OSIJEK 12/10/2004

Kopački Rit Nature Park, 12/10/2004, 12.00 – 16.30

Attending: Croatian Environment Agency (CEA): H. Mesić, K.Kružić

Ministry of Environmental Protection, Physical Planning and Construction: P. Šibalić M. Vihovanec

LETA: Mulabdić, Martinić, Vešligaj, Vidaček, Belužić;

NGOs: BIOPA: D. Šamota, EKOMP21, S. Vuković, S. Bauer, OSJEČKI ZELENÍ: Lj. Mitoš-Svoboda, K. Kartus, ZELENÍ OSIJEK: M. Jurčević, J. Sadiković

AGENDA:

1. Welcome address, introduction to the project and workshop opening –
CEA: H. Mesić,
LETA: I. Martinić
2. Presentation of previous results – Martinić, Vešligaj, Vidaček
3. Discussion

Conclusions on the basis of discussions with the NGOs:

1. Positive evaluation of the project activities.

2. Disseminate information on projects and activities over a wider area (to local communities).
3. Support and endorse local activities.
4. When possible, by appropriate coordination include local projects within larger projects to mutual benefit.
5. Nature conservation within the Ministry of Culture is an awkward and unhappy solution.
6. The NGO status with respect to the Conventions so far unrecognizable from the NGO point of view (NGOs have not been acquainted with the NCSA Project).
7. Experience so far in cooperation with government institutions is positive as regards scientific institutions, but it is negative as regards implementation of activities on local levels and local government administration expertise –inadequate qualifications of local government personnel make this coordination difficult (training needed for these staff).
8. Information on local level projects should be included in CEA databases.
9. NCSA Project reports should be available to the general public as soon as possible (web, ...).

SPLIT 14/10/2004

Hotel Park, 14/10/2004 , 14-18 h

Attending: Croatian Environment Agency: M.Šučur, A. Juren

LETA: Mihaljević, Vešligaj, Pernar, Mulabdić

NGOs: SUNCE: P. Podrug, Z. Jakl, Croatian Eco-Mission the Earth / EKO-DELTA: T.Rebić, EKO

ZADAR: L.Živković, T. Jokić

AGENDA:

1. M. Šučur Welcome address, introduction to the project and workshop opening: CEA –
2. Presentation of previous results – Martinić, Vešligaj, Pernar
3. Discussion

Conclusions on the basis of discussions with the NGOs:

1. An institution should be established in Dalmatia to cover the sea and coastal zone.
2. The NGOs are perceived as a practical link between the higher level institutions within the governmental system and the local community.
3. The lack of a mechanism for the implementation of local initiatives is felt.
4. International projects have helped NGO cooperation with institutions to improve, since this was the project requirement.
5. Government units on local levels lack expert staff for monitoring of the activities.
6. Organizations would like to receive information from the «top» on the current and planned activities and on expected method of the NGOs involvement.

ZAGREB 19/10/2004

Ministry of Environmental Protection, Physical Planning and Construction, 14.00-17.00
Republike Austrije 16

Attending: Croatian Environment Agency: J. Butuči, I. Bostijanić
Ministry of Environmental Protection, Physical Planning and Construction: V. Grgasović
LETA: M. Mulabdić, I. Martinić, Ž. Vidaček, N. Pernar, T. Belužić
NGOs: Lijepa naša Nature Friends Movement: Z.Čapin, Franjo Koščec Association: D.Radosavljević, ECOLOGICA: S. Karoglan Todorović, RUSTICA: B. Papeš-Mokos, Croatian Business Council for Sustainable Development: M.Matešić, ZOE – Centre for Sustainable Development of Rural Areas: D. Novota Krajnović, ZEO NOBILIS: S. Golub
Absent NGOs: Zelena Istra, REC, Croatian Centre for Cleaner Production, HYLA

AGENDA:

1. Welcome address, introduction to the project, workshop opening
CEA: J.Butuči
LETA: M. Mulabdić
2. Presentation of previous results – Martinić, Vidaček, Grgasović
3. Discussion

Conclusions based on discussions with the NGOs:

1. The situation where the Ministry of Culture is in charge of the nature conservation makes it difficult to work in the field of environmental protection (poorer communication, weaker links).
2. By-laws and implementing laws not available and/or delayed, making the fieldwork more difficult.
3. No cross-sectoral coordination between the ministries.
4. Administration staff in government institutions (on various levels) often incompetent for problems in their area of responsibility.
5. Use should be made of the opportunities to secure finance for NGO projects from different ministries responsible for the nature conservation.

Participants of all workshops were given a questionnaire to which the majority responded positively.

QUESTIONNAIRE:

1. Do you find this form of workshop appropriate for the NCSA project?

YES - 15 PARTIALLY - / NO - /

Comments:

- Such form (at a highly professional level) probably meets the “institutional” NCSA framework.
- We support workshop forms where other participants can also express their opinions, especially in the NCSA Project in which involvement of as many stakeholders as possible is a key issue.
- The workshop was informative and thorough enough, and provided opportunity for expressing one’s own views.

- More of such workshops!
- Encourages cooperation with NGOs and gives the latter a better insight necessary for the development of local projects.

2. Has the workshop met your expectations?

YES - 13 PARTIALLY - 4 NO - /

Comments:

- Expected much less.
- Expected better attendance, i.e. higher attendance of citizens.
- Very good presentations, particularly on the issue of bio-diversity.
- The workshop exceeded expectations, as it explained the given situation better than the materials.
- Expected larger attendance from the invited.
- The project future development strategy presented in detail.

3. Proposals and suggestions for the preparation of the NAP:

- Better communication of responsible authorities with the general public, in particular in the areas already recognized as natural reservations, with the aim to eliminate all negative aspects addressed by the three conventions.
- In the NAP preparation special attention should be paid to definition of concrete activities, and responsibilities for their implementation should be clearly set. The NAP implementation process should also include organizations active in various regions of Croatia. Some of the organizations have capacities for implementation of certain NAP segments and are also able to provide respective funding. Particular emphasis should also be put on better communication among government institutions, associations and the general public.
- Since a member of an environmental organization involved in concrete problem-resolving, i.a. also in areas provided for by the Conventions, it is my opinion that in the NAP preparation special attention should be given to the issues of performance control with respect to the tasks and to a very clear division of responsibilities – my experience shows that, if contrary is the case, many problems remain unresolved.

- Define ways of future cooperation with the NGOs, continue with workshops of the kind, intensify education and include local self-government.
- Enable a larger number of experts to give their comments on the NAP.
- Continue with further involvement of the NGOs, support to organizations in cooperation with local self-government and other institutions.
- Discussion panels by regions, listing of requirements within the framework of the three Conventions.
- More balanced NGO development by regions.

