



Study on the extent to which and how Member States used the ESF and the ERDF in the programming periods 2007–2013 and 2014–2020 to support their justice system

Member State Chapter – Croatia



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Table of Contents

1. Introduction	6
2. Funding Period 2007–2013.....	10
3. Funding Period 2014–2020.....	11
3.1. The needs of the Member State relating to the national justice system	11
3.2. Planning stage: The extent to which the Member State programmed support to the justice system through ESF and ERDF.....	13
3.2.1. High-level objectives related to justice set in the programming documents.....	13
3.2.2. Planned projects listed in the programming documents aiming to support justice.....	17
3.3. Implementation stage: Support to the justice system through ESF and ERDF	18
3.3.1. Support to the justice system reported at programme level.	18
3.3.2. Support to the justice system reported at project level (Task 2)	18
3.4. Relevant output and result indicators	25
3.4.1. Programme indicators	25
3.4.2. Project indicators	25
3.5. Budget information.....	26
4. Overview of existing national and regional data and documentation related to the ESF and ERDF.	30
4.1. Ex-ante evaluations and needs assessments.....	30
4.2. Programming documents	30
4.3. Implementation reports.....	31
4.4. Interim and ex-post evaluations.....	31
4.5. Other non-project level documents	31
4.6. Project-level data sources	31

List of abbreviations

Abbreviation in English (as used in the report)	Full name/title in English	Full name/title in original language
ADR	Alternative methods of dispute resolution	Alternativne metode rješavanja sporova
CSO	civil society organisation	Organizacija civilnog društva
EHR	Education and Human Resources	Obrazovanje i ljudski resursi
ESF	European Social Fund	Europski socijalni fond
ERDF	European Regional Development Fund	Europski fond za regionalni razvoj
IB	Intermediate Body	Posredničko tijelo
ICT	information and communication technology	Informacijsko komunikacijska tehnologija
JA	Judicial Academy	Pravosudna akademija
JS	Judicial system	Pravosudni sustav
MA	Managing Authority	Nadležno tijelo
OP	Operational Programme	Operativni program
OP EHR	OP Efficient Human Resources	Operativni program 'Ulaganja za rast i radna mjesta' 2014–2020
OP CC	OP Competitiveness and Cohesion	Operativni programi Konkurentnost i kohezija 2014–2020
PA	partnership agreement	Sporazum o partnerstvu
SAO	State Attorneys Offices	Državno odvjetništvo Republike Hrvatske
SJC	State Judicial Council	Državno sudbeno vijeće
SPC	State Prosecutorial Council	Državno odjetničko vijeće



Document Checklist

Document type	Title in English	Title in original language	Does the document exist?	Did the researcher have access to the document?	Does the document refer to the justice system?	Is it reviewed and summarised in the MS chapter in the relevant period(s)?	Is it included in the summary table?
Partnership Agreement	Partnership Agreement Republic of Croatia 2014HR16M8PA001.1.3	Sporazum o partnerstvo Republike Hrvatske 2014HR16M8PA001.1.3	Yes	Yes	Yes	Yes	Yes
National Strategic Reference Framework	National Strategic Reference Framework 2013	Nacionalni strategijski referentni okvir 2013	Yes	Yes	Yes	Yes	Yes
Operational Programme	Operational Programme Efficient Human Resources under the 'Investment for Growth and Jobs' Goal 2014-2020' Goal 2014-2020	Operativni program učinkoviti ljudski potencijali unutar 'Ulaganja za rast i radna mjesta', cilj 2014-2020	Yes	Yes	Yes	Yes	Yes
	Operational Programme Competitiveness and Cohesion Operational under the 'Investment for Growth and Jobs' Goal 2014-2020, 2014-2020' Goal 2014-2020		Yes	Yes	Yes	Yes	Yes
Needs assessments	N/A						
Country Specific Recommendations	COUNCIL RECOMMENDATION of 8 July 2014 on the National Reform Programme 2014 of Croatia and delivering a Council opinion on the Convergence Programme of Croatia, 2014	Radni Dokument Službi Komisije Izvješće za Hrvatsku 2014. Preporuke za nacionalni plan reformi	Yes	Yes	Yes	Yes	Yes
Country Specific Recommendations	COUNCIL RECOMMENDATION of 14 July 2015 on the 2015 National Reform Programme of Croatia and delivering a Council opinion on the 2015 Convergence Programme of Croatia	Radni Dokument Službi Komisije Izvješće za Hrvatsku 2015. Preporuke za nacionalni plan reformi	Yes	Yes	Yes	Yes	Yes
Country Specific	COUNCIL RECOMMENDATION of 12 July 2016 on the 2016 National Reform Programme of Croatia	Radni Dokument Službi Komisije	Yes	Yes	Yes	Yes	Yes

Document type	Title in English	Title in original language	Does the document exist?	Did the researcher have access to the document?	Does the document refer to the justice system?	Is it reviewed and summarised in the MS chapter in the relevant period(s)?	Is it included in the summary table?
Recommendations	and delivering a Council opinion on the 2016 Convergence Programme of Croatia	Izvješće za Hrvatsku 2016. Preporuke za nacionalni plan reformi					
Action Plans	The Strategy of the Development of the Judiciary: Basic Values and Guidance for Development of Judiciary in the Republic of Croatia for the Period 2013–2018	Strategija razvoja pravosuđa: Temeljne vrijednosti i strateške smjernice razvoja pravosuđa u Republici Hrvatskoj za razdoblje 2013–2018.	Yes	Yes	Yes	Yes	Yes
	The Strategic (Action) Plan for the Ministry of Justice 2013–2015	Ministarstvo pravosuđa Strateški plan Ministarstva pravosuđa 2013–2015.	Yes	Yes	Yes	Yes	Yes
	The Strategic (Action) Plan for the Ministry of Justice 2014–2016	Ministarstvo pravosuđa Strateški plan Ministarstva pravosuđa 2014–2016	Yes	Yes	Yes	Yes	Yes
Evaluation plan	Evaluation plan Operational Programme Efficient Human Resources 2014–2020	Evaluacijski plan Operativnog Programa učinkoviti ljudski potencijali 2014–2020.	Yes	Yes	No	No	Yes, as excluded from the ISS
Ex-ante evaluation	Ex-ante evaluation of programming documents and strengthening evaluation capacity for EU funds post-accession	Ex-ante evaluacija programskih dokumenata i jačanje evaluacijskih kapaciteta za EU fondove nakon pristupanja	Yes	Yes	No	No	Yes, as excluded from the ISS
Ex-post evaluation	N/A						
Interim evaluation	N/A						
Annual Implementation Reports (AIR)	Annual and Final Implementation Report OP EHR 2015	Godišnja i završna izvješća o provedbi za cilj 'Ulaganje za rast i radna mjesta'	Yes	Yes	No	No	Yes, as excluded from the ISS
	Annual and Final Report on Implementation of the Goal The 'Investment for growth and jobs' Goal – OP Competitiveness and Cohesion 2015	Godišnja i završna izvješća o provedbi za cilj 'Ulaganje za rast i radna mjesta' Operativni program Konkurentnost i kohezija 2014–2020	Yes	Yes	No	No	Yes, as excluded from the ISS
Annual Progress Reports	N/A						

Document type	Title in English	Title in original language	Does the document exist?	Did the researcher have access to the document?	Does the document refer to the justice system?	Is it reviewed and summarised in the MS chapter in the relevant period(s)?	Is it included in the summary table?
Annual Work Programme (AWP)	N/A						
Any other evaluation	N/A						
Any other relevant study previously undertaken	European Commission (2017) Commission Staff Working Document Country Report Croatia 2017 Including an in-depth review on the prevention and correction of macroeconomic imbalances, Accompanying the document 'Communication from The Commission to The European Parliament, The Council, The European Central Bank and The Eurogroup 2017 European Semester: Assessment of progress on structural reforms, prevention and correction of macroeconomic imbalances, and results of in-depth reviews, under Regulation (EU) No 1176/2011' {COM(2017) 90 final}	-	Yes	Yes	No	No	Yes, as excluded from the ISS
	Thematic Evaluation of Rule of Law, Judicial Reform and Fight against Corruption and Organised Crime in the Western Balkans – Lot 3, MAIN REPORT, 2013		Yes	Yes	No	No	Yes, as excluded from the ISS
	Commission Staff Working Document Comprehensive Monitoring Report on Croatia accompanying the document 'Communication from the Commission to the European Parliament and The Council Comprehensive Monitoring Report on Croatia's state of preparedness for EU membership' (2015)		Yes	Yes	No	No	Yes
Calls for proposals	Application form for implementation of foreign language training programmes for judicial officers, advisors and civil servants in the judiciary		Yes	Yes	Yes	Yes	Yes
Consultation of stakeholders	N/A						

Document type	Title in English	Title in original language	Does the document exist?	Did the researcher have access to the document?	Does the document refer to the justice system?	Is it reviewed and summarised in the MS chapter in the relevant period(s)?	Is it included in the summary table?
Monitoring Committee (MC) – Decisions	N/A						
Monitoring Committee (MC) – Minutes							
	1st Session of Monitoring Committee for OP Efficient Human Resources 2014–2020 held March 19, 2015	1. Sjednica Odbora Za Praćenje Operativnog Programa 'Učinkoviti Ljudski Potencijali' 2014–2020. Održana 19. ožujka 2015.	Yes	Yes	No	No	Yes, as excluded from the ISS
	2nd Session of Monitoring Committee for OP Efficient Human Resources 2014–2020 held May 18, 2015	2. Sjednica Odbora Za Praćenje Operativnog Programa 'Učinkoviti Ljudski Potencijali' 2014–2020. održana 18. svibnja 2015.	Yes	Yes	No	No	Yes, as excluded from the ISS
	3rd Session of Monitoring Committee for OP Efficient Human Resources 2014–2020, held December 9, 2015	3. Sjednica Odbora Za Praćenje Operativnog Programa 'Učinkoviti Ljudski Potencijali' 2014–2020. Održana 9. prosinca 2015.	Yes	Yes	No	No	Yes, as excluded from the ISS
	4th Session of Monitoring Committee for OP Efficient Human Resources 2014–2020, held May 4, 2016	4. Sjednica Odbora Za Praćenje Operativnog Programa 'Učinkoviti Ljudski Potencijali' 2014–2020. Održana 4. svibnja 2016.	Yes	Yes	No	No	Yes, as excluded from the ISS
	5th Session of Monitoring Committee for OP Efficient Human Resources 2014–2020, held December 13, 2016	5. Sjednica Odbora Za Praćenje Operativnog Programa 'Učinkoviti Ljudski Potencijali' 2014–2020. Održana 13. prosinca 2016.	Yes	Yes	No	No	Yes, as excluded from the ISS
	6th Session of Monitoring Committee for OP Efficient Human Resources 2014–2020, held May 22, 2017	5. Sjednica Odbora Za Praćenje Operativnog Programa 'Učinkoviti Ljudski Potencijali' 2014–2020. Održana 22. svibnja 2017.	Yes	Yes	No	No	Yes, as excluded from the ISS
Monitoring Committee (MC) – Other	The List of the members of Monitoring Committee of Operational Programme Efficient Human Resources 2014–2020	Sastav odbora za praćenje OPULJP 2014-2020	Yes	Yes	No	No	Yes, as excluded from the ISS

Document type	Title in English	Title in original language	Does the document exist?	Did the researcher have access to the document?	Does the document refer to the justice system?	Is it reviewed and summarised in the MS chapter in the relevant period(s)?	Is it included in the summary table?
National Reform Programme	National Reform Programme 2016	Nacionalni program reformi 2016	Yes	Yes	Yes	Yes	Yes
Other implementation reports							
Other – please specify	Decision on financing , Class: 910-04/16-09/18, Administrative number 524-06-03-01-02/3-17-14 from 5 July 2017	Odluka o financiranju, klasa: 910-04/16-09/18, Ur. broj. 524-06-03-01-02/3-17-14 od 5. srpnja 2017.	Yes	Yes	Yes	Yes	No



1. Introduction

Member State	
Country Expert Name	Predrag Bejakovic
Data Collection Period Task 1	March–April 2017
Data Collection Period Task 2	June–July 2017
Number of regions/OPs covered	2014–2020 – 2 OPS: <ul style="list-style-type: none"> OP Efficient Human Resources (2014–2020) – 1 project identified as in tendering process OP Competitiveness and Cohesion (2014–2020)

All relevant, existing documents and information are available on the Internet, predominantly on the Managing Authority’s website (<http://www.strukturnifondovi.hr>) and the website of the Ministry of Justice (<https://pravosudje.gov.hr>). However, no ex-ante and ex-post evaluations targeting the justice system exist, while priorities for the development of the justice system are very scarce.

Intervention logic

Croatia acceded to the EU in mid-2013. Although there were Operational Programmes (OPs) set up for the first programming period (under the n+3 rule), such as the OP Regional Competitiveness for Croatia (2007–2013), they did not cover any justice-related activities. The justice system was supported under the pre-accession funds, which are outside of the scope of this study.

During the current programming period (2014–2020), the needs of the Croatian justice system are outlined in all Country Specific Recommendations (CSRs) and the Partnership Agreement and focus mainly on improving the efficiency and transparency of the judiciary and reducing case backlogs, by making use of electronic and online tools and alternative dispute resolution methods. Two OPs programme for justice system support during this period: the OP Efficient Human Resources funded by the ESF (OP EHR), and OP Competitiveness and Cohesion funded through the EDRF (OP CC). The OP EHR focuses on improving the efficiency of the justice system in order to reduce the caseload (even though it does not specify how this will be done), as well as on training for judicial staff (though no further detail is available about which type of staff is meant). The OP CC plans to expand the broadband network to provide more e-services to the citizens, including e-justice.

At the time of writing this report, one project supporting the justice system had been identified. This project is in tendering process at the time this researcher was undertaken, and to be funded under OP EHR. The project is related to the introduction and implementation of training programmes on foreign languages for judicial officials in all courts, advisors and civil servants in the justice system. The training programme should start in 2018 and should last for 36 months.¹

The OP CC has not launched or planned any justice-related calls at the time of writing of this report.

¹ Update since the writing of this report: project started with the implementation immediately after contracting, on 6 September 2017.

Table 1: Justice system of Croatia

Institutions and bodies of the judiciary ²		Other institutions and bodies that are part of or supporting the justice system ³	
English	Original language	English	Original language
Ordinary courts - county courts - municipal courts	Redovni sudovi Županijski sudovi Općinski sudovi	Court register ⁴	Sudski registar
Specialised courts - misdemeanour courts - High Misdemeanour Court of the Republic of Croatia Commercial courts - High Commercial Court of the Republic of Croatia Administrative courts - High Administrative Court of the Republic of Croatia	Specijalizirani sudovi Prekršajni sudovi Visoki prekršajni sud Republike Hrvatske Trgovački sudovi Visoki trgovački sud Republike Hrvatske Upravni sudovi Visoki upravni sud Republike Hrvatske	Judicial Academy ⁵ - State School for Judicial Officials - Directorate for professional training of trainees, advisors in the judicial bodies and judicial officials - Regional centres in the county courts in Zagreb, Split, Rijeka, Osijek and Varaždin	Pravosudna akademija Državna škola za pravosudne dužnosnike Uprava za stručno usavršavanje vježbenika, savjetnika u pravosudnim tijelima i pravosudnih dužnosnika Regionalni centri u županijskim sudovima u Zagrebu, Splitu, Rijeci, Osijeku i Varaždinu
Supreme Court	Vrhovni sud Republike Hrvatske	Ministry of Justice - Alternative Dispute Resolution Commission - Croatian Chamber of Notaries	Ministarstvo pravosuđa Hrvatska udruga za mirenje Hrvatska javnobilježnička komora
Constitutional Court	Ustavni sud	State Prosecutorial Council	Državnoodvjetničko vijeće
State Judicial Council ⁶	Državno sudbeno vijeće		
State Attorney's Office - municipal state attorney's offices - county state attorney's offices - Office for the Prevention of Corruption and Organised Crime ⁷	Državno odvjetništvo Republike Hrvatske Općinska državna odvjetništva Županijska državna odvjetništva Ured za suzbijanje korupcije i organiziranog kriminala (USKOK)		

² i.e. the judiciary as defined in the national legal framework and following the definition used for the purpose of this study.

³ i.e. justice system as defined for the purpose of this study

⁴ The court register is a public book containing data and documents on entities which have to be entered in the register by law. Each court that carries out registration is responsible for the authenticity of its entries in the register. The following are entered in the register: public trading companies (javna trgovačka društva), limited partnerships (komanditna društva), economic interest groupings (gospodarska interesna udruženja), joint-stock companies (dionička društva), limited liability companies (društva s ograničenom odgovornošću), sole traders (trgovci pojedinci), European companies (SEs), European Economic Interest Groupings (EEIGs), European Cooperative Societies (SCEs), institutions (ustanove), communities of institutions (zajednice ustanova), cooperatives (zadruga), unions of cooperatives (savezi zadruga), credit unions (kreditne unije), simple limited liability companies (jednostavna društva s ograničenom odgovornošću (j.d.o.o.)) and other persons that have to be registered by law.

⁵ The Judicial Academy is an independent public institution that provides quality initial professional training for trainees in the judicial bodies and for students at the State School for Judicial Officials, and organises and continuously improves the lifelong learning of judicial officials and advisors in the judicial bodies.

⁶ The State Judicial Council consists of 11 members, specifically seven judges, two university professors of law and two members of parliament, nominated and elected by the Parliament for four-year terms, and serving no more than two terms.

⁷ A special public prosecutor's office established for the entire territory of the Republic of Croatia, which performs public prosecution tasks in cases involving corruption and criminal acts by organised crime.

Table 2: Stakeholders contacted for Task 2

Name of institution in English	Name of institution in original language	Relevance to the study (MA, IB, beneficiary, part of target group, other)	Position (if known)	Method of information request (email exchange/phone call etc.)	Did you hear back from the stakeholder? (y/n)	Date of conversation/email exchange
Office for the Prevention of Corruption and Organised Crime	Ured za suzbijanje korupcije i organiziranog kriminala (USKOK)	Possible beneficiary	Prosecutor/ Deputy Head	Email and follow-up call as no response was received	No. However, all other contacted persons confirmed that Croatia did not use mentioned Funds in the justice sector so there were no reasons to follow up with this stakeholder	Email sent on 11 May and follow-up phone call on 8 June 2017 (however unsuccessful)
Ministry of Justice	Ministarstvo pravosuđa	Possible beneficiary	Head of Sector, Sector for Projects and Investments	Email, telephone interview and face-to-face interview/visit	Yes. The stakeholder confirmed that Croatia did not use the ESF and ERDF funding in the justice sector in the programming period 2007–2013	Email sent on 10 April 2017, 21 June 2017; mail 21/06/2017 Interview #1 (phone call) on 26/06/2017; Interview #2 (visit) on 27 June 2017, phone call on 11/09/2017
Ministry of Labour and Pension System	Ministarstvo rada i mirovinskog sustava	MA (Administrative and responsible body for the use of EU Funds)	Head of Sector, for the use of EU funds	Telephone interview	Yes, the stakeholder confirmed that Croatia did not use ESF and ERDF funding in the justice sector	Phone call on 4 July 2017, email exchange on 19/07/2017, phone call on 12/09/2017
The Ministry of Regional Development and EU Funds	Ministarstvo regionalnoga razvoja i fondova Europske unije	MA (Administrative and responsible body for the use of EU funds)	Head of Sector, for the use of EU funds	Telephone interview	Yes, the stakeholder confirmed that Croatia did not use ESF or ERDF funding in the justice sector	Phone call on 10/06/2017, Interviews on 7 June and 5 July 2017 mail on 06/04/2017, and 25/09/2017

Name of institution in English	Name of institution in original language	Relevance to the study (MA, IB, beneficiary, part of target group, other)	Position (if known)	Method of information request (email exchange/phone call etc.)	Did you hear back from the stakeholder? (y/n)	Date of conversation/email exchange
Judicial Academy	Pravosudna akademija	Beneficiary	Head of Sector, for the use of EU funds	Email, telephone interview and face-to-face interview/visit	The stakeholder confirmed that Croatia did not use ESF or ERDF funding in the justice sector	Email sent on 28/06/2017 and 25/09/2017; Telephone interview on 04/07/2017; Interview/visit on 5 July 2017
Central Finance and Contracting Agency	Središnja agencija za financiranje i ugovaranje (SAFU)	Funding authority	PR Specialist, Director's Cabinet	N/A – All above-mentioned persons confirmed that Croatia did not use mentioned Funds in the justice sector and that SAFU is not in charge of justice system	N/A	N/A



2. Funding Period 2007–2013

Croatia acceded to the EU in mid-2013. Although there were Operational Programmes (OPs) set up for the first programming period (under the n+3 rule), such as the OP Regional Competitiveness for Croatia (2007–2013), they did not cover any justice-related activities. The justice system was supported under the pre-accession funds, which are outside of the scope of this study.

According to the Croatian **National Strategic Reference Framework (NSRF)**,⁸ Croatia's regional competitiveness ranking has consistently dropped since 2002; low business sector productivity and the constant presence of various obstacles in the business environment are primarily caused by the inefficient judiciary. The NSRF further stated that all the mentioned causes clearly show the need for use of EU structural funds in the improvement of the efficiency of the justice system.

The NSRF does not refer to planned activities related to justice support, and during Task 2 no relevant projects were identified for this programming period.

⁸ Republic of Croatia (2013) National Strategic Reference Framework 2013, Zagreb: The Government of the Republic of Croatia, p. 26.

3. Funding Period 2014–2020

3.1. The needs of the Member State relating to the national justice system

The Operational Programme under the 'Investment for Growth and Jobs' Goal 2014–2020 underlines that 'Despite the ongoing process of the ... reform and the effectiveness of the justice system, further substantial investments in HRD and business processes are needed' (p. 2). With regard to the effectiveness of the justice system (JS), adequate resources should be dedicated to addressing weaknesses in administrative capacity and effective functioning of relevant institutions. During the pre-accession period numerous projects have been implemented or are still ongoing in order to improve the Croatian JS to be in line with EU standards. In that sense, projects related to the prevention of and fight against corruption, strengthening of the independence, impartiality and professionalism of the judiciary, efficiency and quality, case management system (both in the courts and state attorneys), have been implemented (p. 20). Reorganisation of the justice system is a prerequisite for legal security, business development and investment climate (p. 28). Under a specific objective, the judiciary is supported in terms of quality and performance through the design and implementation of the framework for improvement of the judicial services structure, improvement of the efficiency and quality of justice procedures (p. 30). According to the publicly available documents, there are no realised ex-ante evaluations and needs assessments specifically related to European Structural Funds, but there are several national strategic documents⁹ that include information on needs, problems, activities and responsible institutions:

The Strategy of the Development of the Judiciary: for the Period 2013–2018 and the Strategic (Action) Plan for the Ministry of Justice 2013–2015, and for the Period 2014–2016 define the following needs¹⁰:

- The establishment of a comprehensive statistical system for tracking the flow of the cases in courts and state attorneys;
- The achievement of the highest European standards regarding the independence, impartiality, professionalism and efficiency of the judiciary;
- Further rationalisation of the number of courts and state attorneys;
- An additional increase in the mobility of judges, deputy state attorneys and civil servants, which requires methodological monitoring and planning of human resources in judicial bodies;
- Further implementation and development of the Integrated Court Case Management System in the court system, and the Case Tracking System in the state attorney system;
- Development of an alternative dispute resolution system;
- Strengthening the protection of human rights and fundamental freedoms.

⁹ According to various Croatian (Ministry of Justice, 2012, 2013a, 2013b) and international documents (European Commission, 2012), the reformed State Judicial Council (SJC) and State Prosecutorial Council (SPC) have continued to function independently. Both bodies have continued to appoint judicial officials based on transparent, uniform and objective criteria. Efforts are needed to improve their functioning, especially in order for them to carry out their increased tasks. Improvements are needed in the procedures leading to the selection and assignment of new judges and prosecutors. Croatia has continued to implement various measures aiming at improving the efficiency of the justice system. However, considerable challenges remain in key areas, such as improving the independence and efficiency of the judiciary, overhauling the functioning of the public administration and in fighting organised crime and corruption.

¹⁰ Ministarstvo pravosuđa (Ministry of Justice) (2012) Strategija razvoja pravosuđa: Temeljne vrijednosti i strateške smjernice razvoja pravosuđa u Republici Hrvatskoj za razdoblje 2013–2018. (The Strategy of the Development of the Judiciary: Basic Values and Guidance for Development of Judiciary in the Republic of Croatia for the Period 2013–2018), Zagreb: Ministry of Justice, <http://www.mprh.hr/reformaprvosuđa>
 Ministarstvo pravosuđa (Ministry of Justice) (2013a) Strateški plan Ministarstva pravosuđa 2013–2015. (The Strategic (Action) Plan for the Ministry of Justice 2013–2015), Zagreb: Ministry of Justice.
 Ministarstvo pravosuđa (Ministry of Justice) (2013b) Strateški plan Ministarstva pravosuđa 2014–2016. (The Strategic (Action) Plan for the Ministry of Justice 2014–2016), Zagreb: Ministry of Justice, (<http://ravidra.hr/wp-content/uploads/2014/06/STRATESKI-PLAN-MINISTARSTVA-PRAVOSU%C4%90A-2014-2016.pdf>)

The **European Commission's Monitoring Report on Croatia** (2012)¹¹ outlined needs related to improvement in the efficiency, quality and professionalism, adequate competences, flexibility and motivation of persons employed in the justice system. Furthermore, the report outlined some of the main shortcomings of the justice system that still needed to be addressed, such as an increasing backlog of civil court cases (including unresolved cases), low levels of independence and efficiency of the judiciary and the continued fight against organised crime.

Since Croatia's accession to the EU in 2013, the **Country Specific Recommendations** adopted in the context of the European Semester each year have referred to the need to improve the efficiency of the justice system. The recitals of the 2014 CSRs mentioned the increasing backlog of cases, and the 2014 CSRs stated that Croatia should provide "incentives to resolve proceedings in litigious civil and commercial cases and in administrative cases in a timely manner (...)"¹². The recitals of the 2015 and 2016 CSRs reiterated the point of lengthy judicial proceedings. The 2015 CSRs stated that Croatia should "identify and implement steps to improve the efficiency and quality of the justice system, in particular commercial courts."¹³, and the 2016 CSRs stated that Croatia should "take measures to improve the quality and efficiency of the judicial system in commercial and administrative courts."¹⁴

The **Operational Programme Efficient Human Resources under the 'Investment for Growth and Jobs' Goal 2014–2020** states that

Institutions within public administration (particularly [...] justice ... are lacking digital data and possibility to exchange the information. [...] Deployment of ICT is a crucial element for better delivery of policy objectives to the whole population. Croatia has, at this point, identified the need to develop e-services especially in the area of [...] justice [...] in order for state administration bodies to improve their policy delivery. Even though the Digital Growth Strategy (representing ex-ante conditionality) has not been drafted yet, strategic background and justification exists in sectoral strategies elaborating and emphasising the importance of electronic media and implementation of ICT services and applications to deliver the above-mentioned policy objectives. The Digital Growth Strategy will give direction to the development of e-services, with a clear prioritisation and orientation to results, and will elaborate incentives aiming to increase the use of e-services (e.g. faster treatment of e-requests and cost reduction in comparison to classical counter service delivery). Within the scope of the TO 2 area, OPCC ERDF funding will be used to: a) address insufficient NGN broadband coverage of Croatian territory; b) improve insufficiently managed public ICT infrastructure; and c) tackle lack of data and policy delivery together with the low availability of eservices.¹⁵

According to the **Partnership Agreement**¹⁶ (**PA**), the judiciary in Croatia has been lagging behind in terms of efficiency, effectiveness and transparency in recent years. More specifically, Croatia's development needs relate to the backlogged justice system, which is being addressed through the reorganisation of the networks of municipal courts and municipal state attorney's offices, and through the advancement of civil proceedings and

¹¹ European Commission (2012) Commission Staff Working Document Comprehensive Monitoring Report on Croatia accompanying the document Communication from the Commission to the European Parliament and The Council Comprehensive Monitoring Report on Croatia's state of preparedness for EU membership, Brussels: European Commission, SWD(2012) 338 final.

¹² COUNCIL RECOMMENDATION of 8 July 2014 on the National Reform Programme 2014 of Croatia and delivering a Council opinion on the Convergence Programme of Croatia, 2014; available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32014H0729%2810%29>

¹³ COUNCIL RECOMMENDATION of 14 July 2015 on the 2015 National Reform Programme of Croatia and delivering a Council opinion on the 2015 Convergence Programme of Croatia; available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32015H0818%2816%29>

¹⁴ COUNCIL RECOMMENDATION of 12 July 2016 on the 2016 National Reform Programme of Croatia and delivering a Council opinion on the 2016 Convergence Programme of Croatia, available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.C_.2016.299.01.0096.01.ENG&toc=OJ%3AC%3A2016%3A299%3ATOC

¹⁵ Operational Programme under the 'Investment For Growth And Jobs' Goal 2014–2020, p. 5.

¹⁶ Partnership Agreement Republic of Croatia 2014HR16M8PA001.1.3, p. 7.

informatisation of the justice sector. This should result in improving the quality and effectiveness of the judicial system in Croatia.

The PA refers to several **challenges** specifically related to the justice system:

- Weak institutional capacities at all levels of governance and unsatisfactory human resources management of public administration and the judiciary;
- Predominantly process-oriented procedures (instead of results-orientated procedures with better coordination);
- Long judicial proceedings in civil, commercial and administrative matters and case backlog;
- The need for further improvement of IT infrastructure, development of the new e-applications and standardisation of business processes in order to reduce costs and reach higher efficiency in the judiciary;
- The need to continue the rationalisation of the court network and judicial system reorganisation.¹⁷

The National Reform Programme 2016¹⁸ underlines the importance of 'improving the capacity and functioning of the judiciary by improving management and competencies', and specifies three key reform measures:

- Harmonisation of case law;
- Accountability in the provision of public services despite a variety of administrative and regulatory reforms that have taken place; and
- Reduction in the duration of court proceedings, the number of pending cases and the influx of new cases.

Furthermore, this document emphasises that

During 2016 and 2017 the mechanisms for defining and implementing targeted training specifically designed to achieve the objectives of work reorganisation will be improved and the Judicial Academy reorganised in order to gain professionalism and expertise. Also, an intensive development of information technologies that will ultimately lead to the establishment of methodological, systematic and timely procedure management benefiting judicial bodies and their operations, as well as the opportunity to statistically monitor the entire system, will continue through 2016 and 2017.¹⁹

No other document examined refers to the needs of the justice system.

3.2. Planning stage: The extent to which the Member State programmed support to the justice system through ESF and ERDF

3.2.1. High-level objectives related to justice set in the programming documents

The **PA** sets out specific objectives related to justice support in relation to Thematic Objective 11. The types of justice system support planned are in line with the 2014 **Country Specific Recommendations** outlined above. Specifically, Croatia planned to use the ESI Funds in order to 'Strengthen the efficiency of judiciary, including courts, in order to speed up legal procedures, implementing the CSR to revive business and investment'.²⁰

The **expected results** mentioned in the PA related specifically to justice:

In order to achieve full independence, quality and efficiency of the justice system, besides the further on-going rationalisation of judicial network, high quality training system and lifelong learning activities for all judicial staff will be set up. These will increase human resources skills and capacities as well as improve business

¹⁷ Partnership Agreement Republic of Croatia 2014HR16M8PA001.1.3, p. 44.

¹⁸ 'National Reform Programme 2016', pp. 58, 83, 121.

¹⁹ 'National Reform Programme 2016', p. 59.

²⁰ Partnership Agreement Republic of Croatia 2014HR16M8PA001.1.3, p. 104

processes, which subsequently will result in decrease of length of proceedings and increase rights to trials within reasonable time. Reorganisation and rationalisation of judiciary will contribute to the shortening the length of proceedings, decrease in the number of requests for protection of the right to trial within reasonable time, reduction in the number of employees, better opportunity to organise work processes, more balanced utilisation of existing resources, establishment of common services (IT service, common accounting, delivery, etc.), more judges working on cases, harmonised and unified case law and balance in workload distribution, bigger possibility for specialisation of judicial officials and greater mobility of judicial officials and court staff. An important area, which should be linked with TO 2, is further informatisation of the judiciary, respectively developing, upgrading and introducing different ICT tools and services. It will contribute to the better organisation of the work processes and increase the quality of provided judicial services, improvement of the land registry system, open the public administration and judiciary to the citizens and business entities and make this sector more efficient, transparent and available.²¹

According to the Evaluation plan (Ministry of Labour and Pension System), within Priority axis 4, Good Investment, there are two Specific Objectives. Specific objective 11.i.2 refers to the judicial system: 'Improvement of capacity and functioning of the judicial system through enhanced management and competences.'²²

The PA does not list specific **beneficiaries or target groups**.

OP Efficient Human Resources – ESF

OP name in English	Efficient Human Resources
CCI	2014HR05M9OP001
Relevant funds for the OP	ESF
Total OP budget (total EC and national contribution) EUR million	EUR 1,705.7 million
PA 4 Good governance	EUR 225 million

OP Efficient Human Resources (EHR)²³ states that Croatia has to:

- Reinforce the role of commercial courts in the monitoring of transparency and legality in the application of the corporate pre-bankruptcy procedure;
- Review the compulsory test of insolvency/illiquidity to access pre-bankruptcy settlement proceedings and streamline the insolvency/liquidation process to reduce its length;
- Increase incentives to use alternative dispute resolution mechanisms;
- Optimise business processed at courts and state attorneys;
- Support continuous training of judges, prosecutors and judicial advisors;
- Reorganise the justice system.

Within OP EHR **Priority axis 4. 'Good governance'**, justice is covered through TO 11, under which are listed **Investment priority 11i** – 'Investment in institutional capacity and in the efficiency of public administrations and public services at the national, regional and local levels with a view to reforms, better regulation and good governance' and **Specific objective 11i2** – 'Enhancing capacity and performance of the judiciary through improving management'.

²¹ Partnership Agreement Republic of Croatia 2014HR16M8PA001.1.3, pp. 106–107.

²²

http://www.strukturnifondovi.hr/UserDocsImages/Documents/Strukturni%20fondovi%202014.%20%E2%80%93%202020/Evaluacijski_plan_2014-2020.pdf

²³ Republic of Croatia (2014a) Operational Programme Efficient Human Resources under the 'Investment For Growth And Jobs' Goal 2014–2020, Zagreb: The Government of the Republic of Croatia.

Expected results explicitly related to justice include:

- Effective judiciary based on efficiency, quality, independence, professionalism, competence, flexibility and motivation of judicial officials and civil servants;
- Reinforced role of commercial courts in the monitoring of transparency and legality in the application of the corporate pre-bankruptcy procedures;
- Stronger incentives to use alternative dispute resolution mechanisms;
- Shorter length of court proceedings (decreasing the disposition time) and decreased backlog cases (reduces number of pending cases)
- Rationalisation of court process and enhanced administrative and managerial staff capacities, simplified procedures;
- Increased clearance rate and decreased disposition time, primarily at civil and commercial courts;
- Improved quality and professionalism of the judiciary;
- Trained judges and other parties in existing alternative dispute resolution methods;
- Improved information systems aimed at improving the interconnectivity within the judicial system as well as between judicial bodies and other parts of the public entities.²⁴

Planned activities:

- Improvement and development of harmonised judicial practice to ensure simplification and optimisation of business processes at all levels and parts of justice system (Ministry, courts of first and second instance, state attorneys) through developing/updating and implementing business processes and case management techniques at courts and training the judges and court staff on their use;
- Analysing the results of the implementation of newly adopted reorganisation of judicial network process and streamlining the reorganisation process to ensure full implementation of measures related to the reorganisation, through, for example, analysing the workload and adapting the distribution of court staff according to the new distribution of courts, including the training of court staff to ensure smooth transition to the new judicial map;
- Educational activities related to the strengthening of managerial competences of the court managers in terms of human resource management, financial management and management of business processes (time management), for example through training, organising seminars with judges from other Member States to share practices on court management, and through developing ICT systems to support management functions of the court presidents (while respecting judicial independence).
- Training for the judicial officials (judges and prosecutors) provided by the Judicial Academy with specific focus on EU law, cyber-crime, alternative dispute resolution, prevention and suppression of corruption accompanied with campaigns;
- Professional tailor-made training for civil servants based on the training needs analyses and professional requirements of specific areas of the judiciary (e.g. land administration, administrative and legal procedures at state attorneys and courts, prison system administration, integrity, etc.);
- Supporting the ICT component by further development and dissemination of e-registers (e.g. integrated land administration system), the prison information system, records management and databases as well as case management and

²⁴ Actions related to the e-government (e-justice) will be supported in accordance with the TO 2 – by enhancing access, simplifying use and improving quality of usage of the information and communication technologies based on the investment in IT infrastructure. Within this SO, activities related to the implementation of soft measures – development of applications, educational activities related to the usage of upgraded/developed ICT solutions – will be supported, thus increasing the efficiency of the judiciary and harmonising the system with e-justice policy.

communication between courts and other parties (e.g. electronic processing of small claims and undisputed debt recovery, electronic submission of claims). Development of tools which will enable citizens and firms to be informed on the status of their cases within the courts will support transparency of the system;

- Improving coordination and interoperability of the integral judicial information system, further upgrading and consolidation of systems previously developed and introduced by pre-accession funds and in line with the e-justice policy. These actions need to be followed by training, education and by exchange of best practice and knowledge in the ICT area. Improving, upgrading and promoting the alternative dispute resolution methods at courts on voluntary basis.

Proposed beneficiaries: Ministry of Justice, Judicial Academy, other judicial bodies (courts, state attorneys).

Proposed target group: judges, prosecutors, courts staff, judiciary employees.

Under **Investment priority 11ii** 'Capacity building for all stakeholders delivering education, lifelong learning, training and employment and social policies, including through sectoral and territorial pacts to mobilise for reform at the national, regional and local levels', **Specific objective 1** 'Developing capacities of civil society organisations, especially NGOs and social partners, and enhancing civil and social dialogue for better governance', there are no expected results related specifically to justice. However, the **planned activities** under this SO include:

- Actions contributing to strengthened capacities of civil society organisations (CSOs) for providing free legal aid (such as training, workshops, seminars, public/expert discussions, on-the-job training, mentorship programmes, research activities, awareness raising);
- Actions promoting stakeholders' education in ADR field (alternative dispute resolution) and study of best EU ADR practices (including trainings workshops, seminars, public/expert discussions, on-the-job training, mentorship programmes, research activities, awareness raising).

There are no **justice-related beneficiaries, target groups or indicators** under this specific objective.

There are no publicly available Action Plans and Evaluation Plans. The 2015 Annual Implementation Report, Work programmes and Monitoring Committee documents do not specifically mention justice support.

OP Competitiveness and Cohesion – ERDF

OP name in English	OP Competitiveness and Cohesion
CCI	2014HR16M1OP001
Relevant funds for the OP	ERDF
Total OP budget (total EC and national contribution)	ERDF EUR 4.3 bn (total EUR 6.8 bn)
PA 2 Use of Information and Communication Technologies (total EC and national contribution)	EUR 362.3 million

OP Competitiveness and Cohesion (OP CC)²⁵ refers to the justice system as one of the areas of public administration which requires stronger use of digital data and information exchanges and the promotion of e-services within the scope of Thematic Objective 2.

²⁵ Operational Programme Competitiveness and Cohesion 2014–2020, p. 5.

Within OP CC **Priority axis 2²⁶ 'Use of Information and Communication Technologies', Investment priority 2a'** – Extending broadband deployment and the roll-out of high-speed networks and supporting the adoption of emerging technologies and networks for the digital economy, justice institutions are mentioned as a target group of a large national action **'Financing development of aggregation (backhaul) NGN networks in white and grey areas'** (the project is described further in section 3.2.2. below).

Furthermore, under **Investment priority 2c 'Strengthening ICT applications for e-government, e-learning, e-inclusion, e-culture and e-health', Specific Objective 1 'Increase of the use of ICT in communication between the citizens and public administration through establishment of ICT coordination structure and software solutions'**, justice support is envisaged within the scope of development of several e-applications, including e-justice.

Planned activities in relation to e-justice include the 'establishment of interoperability and interconnectivity of justice registers between both national and EU registers in order to create [an] integral e-justice system facilitating access to justice by citizens and businesses'.

The **beneficiary** of these activities will be the 'Ministry of Justice', while **target groups** are business entities and the general public.

There are no publicly available Action Plans and Evaluation Plans. The 2015 Annual Implementation Report, Work programmes and Monitoring Committee documents do not specifically mention justice support.

3.2.2. Planned projects listed in the programming documents aiming to support justice

Under OP CC, there is one national planned action: **'Financing development of aggregation (backhaul) NGN networks in white and grey areas.'**²⁷ It aims to 'develop broadband backhaul infrastructure in central administrative settlements of municipalities located in NGN backhaul white and grey areas. Alongside broadband access, the project aims to connect all public institutions (national, regional and local government offices and branches, including educational, health, cultural, touristic and judicial institutions) in order to enable the development and provision of public e-services such as e-education, e-health, e-justice etc.'

Key **project selection criteria** included in the OP for both investment priorities of OP EHR are:

- Compliance and contribution of the operation/project proposal to the realisation of the objectives set in the relevant national strategic documents (strategies, guidelines, action plans, programmes);
- The relevance and importance of the operation/project for the realisation of the objectives and indicators of the OP EHR;
- Clearly defined and described target groups and their needs with regard to the objectives of the OP EHR;
- The quality of the project proposal (activities listed in the project proposal are clearly defined, they are related to the problems that the project should resolve and they contribute to the goals of the project, and the feasibility of the project plan is also assessed);
- The capacity of the applicant (the level of operational capacity of the applicant required for the preparation and implementation of the project);
- Sustainability of the project is presented and clearly described (there is the possibility of wider application of the results of the project).

²⁶ Operational Programme Competitiveness and Cohesion 2014–2020, p. 71.

²⁷ Operational Programme Competitiveness and Cohesion 2014–2020, p. 71.

Key **project selection criteria** included in the OP for both investment priorities of OP CC are:

- clear and quantifiable contribution to the relevant output and result indicator targets;
- maturity of the project design;
- cost-effectiveness;
- sustainability (esp. financial);
- implementation capacity;
- alignment with the principles of transparency and non-discrimination, equal opportunities, social inclusion and sustainable development; and
- if applicable, contribution to addressing specific territorial priority, complementarity/synergy with other ESIF operations, contribution to the implementation of the macro-regional strategies.

During the last meeting of the OP CC Monitoring Committee from 1 June 2017, committee members discussed selection criteria specifically for Investment Priority 2a, Specific Objective 2a1.²⁸ Selection criteria for 2a1 were discussed again at the MC meeting held on 11 December 2017 and adopted by the MC written procedure on 22 December 2017.

3.3. Implementation stage: Support to the justice system through ESF and ERDF

3.3.1. Support to the justice system reported at programme level

The 2015 Annual Implementation Report²⁹ (AIR) for OP EHR does not report any progress with justice support.³⁰ No interim or ex-post evaluation or any other types of evaluation have been undertaken in the context of the implementation of this OP EHR. Monitoring Committee minutes are publicly available,³¹ but they do not refer to the justice system. Within OP EHR Priority axis 4. 'Good governance', the Judicial Academy (2017) launched an application for implementation of foreign language training programmes for judicial officers, advisors and civil servants in the justice system.³² At the time of writing of this report, a project in tendering process on the 'Introduction and implementation of training programmes in the field of foreign languages for judicial officials, advisors and civil servants in the judiciary' had been identified, with a start date for the project being 2018.

The 2015 AIR of OP CC does not include any information on justice support.

3.3.2. Support to the justice system reported at project level (Task 2)

Since the beginning of the programming period, under OP EHR priority axis 4 'Good governance', only one relevant call for proposals had been launched: 'Direct allocation of

²⁸ <http://www.strukturnifondovi.hr/odbor-za-pracenje-op-konkurentnost-i-kohezija-2014-2020>

²⁹ Annual Implementation Report OP EHR 2015 is available on <http://www.esf.hr/wordpress/wp-content/uploads/2015/07/Odobreno-Godi%C5%A1nje-izvje%C5%A1%C4%87e-o-provedbi-za-2015.-godinu.pdf>

³⁰ Annual Implementation Report OP EHR 2015 contains some statements regarding justice: on page 103, it defines 'Number of judiciary employees trained through ESF supported intervention related to quality and efficiency in justice sector' and stipulates goal value for 2023 (1400 as Measurement unit for indicator, on page 104, 'Clearance rate (in %) for civil litigations cases at 1st instance courts 12 months after the supported operations ended', without indicators, on page 105, 'Number of new training programmes developed for supporting quality and efficiency of justice sector employees', without indicators, on page 109, 'Number of judiciary staff participating in training related to quality and efficiency of justice', without indicators, on page 11 'Number of judiciary staff participating in training related to quality and efficiency of justice'. <http://www.esf.hr/wordpress/wp-content/uploads/2015/07/Odobreno-Godi%C5%A1nje-izvje%C5%A1%C4%87e-o-provedbi-za-2015.-godinu.pdf>

³¹ <http://www.esf.hr/europski-socijalni-fond/odbor-za-pracenje-2014-2020/>

³² Update since the writing of this report: project started with the implementation immediately after contracting, on 6 September 2017.

funds under Priority Axis 4 "Good governance".³³ The call aimed to provide funding under both investment priorities of priority axis 4.

Because the call covers the whole priority axis, the only definition of eligible activities is that they contribute towards achieving the objectives of OP EHR and that they comply with national and EU laws, strategies, guidelines, action plans or other strategic documents. The eligibility criteria of the call are very general and include compliance with national laws and regulations on funding disbursement, geographic coverage, and the contribution towards at least one of the OP indicators.

The call for proposals is now closed, and at the time of this research, the project 'Implementation of a foreign-language education programme for judicial officers, counsellors and civil servants in the judiciary' is in tendering process, with an envisaged start date in 2018.

Although the project mainly aims at implementing a foreign-language education programme, the project has three sub-activities, namely (1) the carrying out of a needs assessment, (2) the development of the training programme and (3) the carrying out of the training programme. In September 2017, an agreement was signed with regard to the first activity within the project, namely the preparation of an analysis on the needs for education of judicial officials and counsellors in judicial bodies, as well as officials in the Judicial Academy and the Ministry of Justice in the field of foreign languages for the legal profession. Based on the analysis, a foreign language-learning programme will be developed, and the training will be implemented. The value of the project is EUR 619,389. It is planned that the training programme will have 800 participants. The project should begin on 1 January 2018 and will last for 36 months until 31 December 2020.

The OP CC had not launched or planned any justice-related calls at the time of writing of this report. According to the Central Finance and Contracting Agency (CFCA) (www.safu.hr) and the list of approved operations of OP CC,³⁴ so far there have been no applications or projects for justice system support funded by the ERDF.

³³ Europski socijalni fond, Operativni program 'Učinkoviti ljudski potencijali' 2014–2020.' POZIV tijelima za dostavu prijedloga operacija koje će se financirati kao izravna dodjela sredstava u okviru Prioritetne osi 4 Dobro upravljanje' Operativnog programa Učinkoviti ljudski potencijali 2014.-2020. <http://www.esf.hr/natjecaji/dobro-upravljanje/izravna-dodjela-sredstava-u-okviru-prioritetne-osi-4-dobro-upravljanje/>

³⁴ Operational Programme Competitiveness and Cohesion – List of Operations and Beneficiaries, <http://www.strukturnifondovi.hr/popisi-operacija>



Table 3: Overview of projects supporting justice 2014–2020

Project name in English / national language	Project status	Start of project (year)	End of project (year)	Duration of project	Budget allocated ³⁵ in thousand EUR	Budget spent ³⁶ in thousand EUR	Actual EU contribution in thousand EUR	Summary of activities undertaken
OP Efficient Human Resources (ESF)								
The introduction and implementation of training programmes in the field of foreign languages for judicial officials, advisors and civil servants in the judiciary <i>Uvođenje i provedba programa edukacije iz područja stranih jezika za pravosudne dužnosnike, savjetnike i</i>	In tendering process	01.01.2018	31.12.2020	3	619.39	0	No information	The project aims to develop and put into practice training programmes in the field of foreign languages for judicial officials, advisors and civil servants in the judiciary. The activities are 1) analysis on the needs for training in foreign languages of judicial officials and counsellors in judicial bodies, as well as officials in the Judicial Academy and the Ministry of Justice; 2) development of a foreign language learning programme, based on the analysis; and 3) undertaking foreign language training.

³⁵ Planned/ committed

³⁶ Budget actually paid/ disbursed

Project name in English / national language	Project status	Start of project (year)	End of project (year)	Duration of project	Budget allocated ³⁵ in thousand EUR	Budget spent ³⁶ in thousand EUR	Actual EU contribution in thousand EUR	Summary of activities undertaken
<i>službenike u pravosuđu</i>								

Table 4: Number and budget allocated (in thousand EUR) of projects supporting justice, funded by ESF and ERDF in the programming period 2014–2020

Project Name	Number of projects supporting justice	Budget allocated in thousand EUR	Actual contribution in thousand EUR	EU in
ESF	1	619.39	526.48	
ERDF	0	0.00	0.00	
Both	0	0.00	0.00	
TOTAL	1	619.39	526.48	

Project beneficiaries

The **project beneficiary** falls under the category 'Specialised governance bodies of the judiciary', which is the Judiciary Academy. This is in line with the findings in Task 1, where the Judiciary Academy was mentioned as a potential beneficiary.

Table 5: Number of times the following entities are the beneficiary of a project supporting justice, by Fund

Project Name	Relevant ministries	Courts and tribunals	National prosecution offices	Professional association of magistrates and bar associations	Registry offices	Regional administration	Specialised training or research institutions	Specialised governance bodies of the judiciary	Others	No information available	Total
ESF	0	0	0	0	0	0	1	0	0	0	1
ERDF	0	0	0	0	0	0	0	0	0	0	0
Both	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0	1	0	0	0	1

Activities of projects in tendering process related to support to justice

The project 'The introduction and implementation of training programmes in the field of foreign languages for judicial officials, advisors and civil servants in the judiciary' only has one key planned project focus, which can be categorised as 'Training'. The individual activities that will be financed as part of the project include 1) an analysis on the needs for training in foreign languages of judicial officials and counsellors in judicial bodies, as well as officials in the Judiciary Academy and the Ministry of Justice; 2) the development of a foreign language learning programme, based on this analysis; and 3) undertaking foreign language training.

Table 6: Number of times a type of activity is foreseen/ongoing as part of a project supporting justice, by Fund

	Training	Activities relating to ADR/ODR	Developing/upgrading business processes at courts	Developing/upgrading HR management processes within the judiciary	Introduction of case management system	Digitalisation of court services	Purchase of ICT systems (hardware and software)	Putting in place/upgrading the cooperation and communication within the judiciaries	Development and circulation of best practices	Evaluations and studies	Support to reform initiatives	Upgrading physical infrastructure at courts	Others	No information available	Total
ESF	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1
ERDF	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Both	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1

Project final recipient related to support to justice

There are a number of planned final recipients of the project, categorised under 'Courts and tribunals', 'relevant ministries', 'national prosecution offices' and 'others'. While language training as such was not planned for in the programming documents, these final recipients are in line with the findings of Task 1.

Table 7: Number of times the following entities were the final recipient of a project supporting justice, by Fund

Project Name	Courts and Tribunals	Relevant ministries	Registry offices	Regional administration	National prosecution offices	Professional association of magistrates and bar associations	Specialised governance bodies of the judiciary	Others	No information available	Total
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EUROPEAN COMMISSION

ESF	1	1	0	0	1	0	0	1	0	4
ERDF	0	0	0	0	0	0	0	0	0	0
Both	0	0	0	0	0	0	0	0	0	0
TOTAL	1	1	0	0	1	0	0	1	0	4

3.4. Relevant output and result indicators

3.4.1. Programme indicators

OP EHR **result indicators** for IPI Investment in institutional capacity and in the efficiency of public administrations and public services at the national, regional and local levels with a view to reforms, better regulation and good governance:

ID	INDICATOR	UNIT	BASELINE 2013	TARGET 2023
SR404	Clearance rate (in %) for civil litigations cases at first instance courts 12 months after the supported operations ended	%	90.70	95.70
SR405	Number of judiciary employees trained through ESF-supported intervention related to quality and efficiency in justice sector	number	770	1,400
SR406	Number of new training programmes developed for supporting quality and efficiency of justice sector employees	number	6	28
SR410	Disposition time (length of proceedings in days) for civil litigations cases at first instance courts 12 months after the supported operations ended	number	426	400
SR407	Number of cases handled through ADR methods supported by the ESF	number	471	1,400

OP EHR **output indicators** for IPI Investment in institutional capacity and in the efficiency of public administrations and public services at the national, regional and local levels with a view to reforms, better regulation and good governance:

ID	INDICATOR	UNIT	TARGET 2023
SO404	Number of courts supported that developed/upgraded business processes and/or case management techniques with a view to improving their efficiency	number	22
SO405	Number of judiciary staff participating in training related to quality and efficiency of justice	number	1,400
SO406	Number of voluntary alternative dispute resolution mechanisms supported for development and implementation	number	7

OP CC does not include indicators that relate specifically to justice support.

3.4.2. Project indicators

Project outputs, results and impacts related to support to justice

The project documentation for the project 'The introduction and implementation of training programmes in the field of foreign languages for judicial officials, advisors and civil servants in the judiciary' provides output indicators and related targets,

i.e. 'Number of judicial staff who participated in training' and 'Number of new training programmes developed'.

Table 8: Project output indicators and data

Individual Indicators	Unit of measurement	Baseline, if available	Target, if available	Reported value, if available	No. of project indicators included (N=)
OP Efficient Human Resources					
<i>PA 4 'Good governance'</i>					
Number of judicial staff who participated in training	Number of people	N/A	800	N/A	1
Number of new training programmes developed	Number of programmes	N/A	5	N/A	1

Source: Decision on financing

No result or impact indicators were mentioned in the project documentation.

3.5. Budget information

Overall budget information for projects supporting the justice system funded through the ESF and ERDF was generally available. However, there is no universally accepted taxonomy for project budget owners to classify budgets according to type of activity or final recipient. Moreover, many projects involve multiple activities and/or multiple final recipients. Whether and how budgets for these complex projects are analysed by activity or final recipient varies across project owners and countries. This militates against using reported data to make meaningful comparisons between projects and Member States.

For the purpose of this study, the researchers have therefore created a high-level taxonomy in order to enable an analysis of budget allocations for activities and final recipients for projects funded through the ESF and ERDF supporting the justice system. Information from interviews and documents has been used to apply this taxonomy and allocate budgets based on the main focus of the projects as well as the final recipients.

In cases where it has not been possible to determine budget allocations for projects with **multiple final recipients**, these have been classified as 'multiples' (further details and explanations have been provided in the text below). Where a project had **multiple activities** and/or included activities which did not fall under one of the focus categories, the categorisation of that project reflects its aim and not necessarily all individual activities undertaken in the context of this project. This approach is further explained in the Final Report.

For the 2014–2020 programming period it is also important to note that the majority of projects are still ongoing. The tables below therefore only provide an overview of the **budget allocated** for project activities and final recipients.



Table 9: Budget allocated in thousand EUR by project focus category foreseen

As the project has one key focus, which is Training & Raising awareness, the project budget is allocated towards this activity.

Project Name	Improving internal processes	Digitalisation & ICT	Training & Raising awareness	Research and evaluation	Activities related to ADR/ODR	Upgrading physical infrastructure	Other	No information available	Multiple
ESF			619.39						
ERDF									
Both									
TOTAL			619.39						

Table 10: Budget allocated in thousand EUR by final recipient targeted

Project Name	Courts and Tribunals	Relevant ministries	Registry offices	Regional administration	National prosecution offices	Professional association of magistrates and bar associations	Specialised governance bodies of the judiciary	Others	No information available	Multiple
ESF										619.39
ERDF										
Both										
TOTAL										619.39

As the project has a number of final recipients, these are categorised under 'multiple' in the table above, with the project budget allocated towards this category.



4. Overview of existing national and regional data and documentation related to the ESF and ERDF.

4.1. Ex-ante evaluations and needs assessments

European Commission (2012) Commission Staff Working Document Comprehensive Monitoring Report on Croatia accompanying the document Communication from the Commission to the European Parliament and The Council Comprehensive Monitoring Report on Croatia's state of preparedness for EU membership, SWD (2012) 338 final³⁷

Ministarstvo pravosuđa (Ministry of Justice) (2012) Strategija razvoja pravosuđa: Temeljne vrijednosti i strateške smjernice razvoja pravosuđa u Republici Hrvatskoj za razdoblje 2013–2018. (The Strategy of the Development of the Judiciary: Basic Values and Guidance for Development of Judiciary in the Republic of Croatia for the Period 2013–2018)³⁸

Ministarstvo pravosuđa (Ministry of Justice) (2013a) Strateški plan Ministarstva pravosuđa 2013–2015. (The Strategic (Action) Plan for the Ministry of Justice 2013–2015)³⁹

Ministarstvo pravosuđa (Ministry of Justice) (2013b) Strateški plan Ministarstva pravosuđa 2014–2016. (The Strategic (Action) Plan for the Ministry of Justice 2014–2016)⁴⁰

Ministarstvo rada i mirovinskog sustava (Ministry of Labour and Pension System) (2015) Evaluacijski plan Operativnog Programa učinkoviti ljudski potencijali 2014–2020. (Evaluation Plan Operative Programme Efficient Human Potential 2014–2020)⁴¹

4.2. Programming documents

Republic of Croatia (2013) National Strategic Reference Framework 2013⁴²

Republic of Croatia (2014a) Operational Programme under the 'Investment For Growth And Jobs' Goal 2014–2020, Operational Programme Competitiveness and Cohesion 2014–2020⁴³

Republic of Croatia (2014b) ESF Operativni program Učinkoviti ljudski potencijali 2014–2020. (Operational Programme Efficient Human Potential) 2014HR05M9OP001⁴⁴

Republic of Croatia Partnership Agreement Republic of Croatia 2014HR16M8PA001.1.3⁴⁵

Republic of Croatia (2016) National Reform Programme 2016⁴⁶

³⁷https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2012/package/hr_analytical_2012_en.pdf

³⁸ http://narodne-novine.nn.hr/clanci/sluzbeni/2012_12_144_3085.html

³⁹ [https://pravosudje.gov.hr/UserDocsImages/dokumenti/Strateski%20plan%202013-2015%20finalno%20\(3\)-1.pdf](https://pravosudje.gov.hr/UserDocsImages/dokumenti/Strateski%20plan%202013-2015%20finalno%20(3)-1.pdf).

⁴⁰ <http://ravidra.hr/wp-content/uploads/2014/06/STRATESKI-PLAN-MINISTARSTVA-PRAVOSU%C4%90A-2014-2016.pdf>

⁴¹http://www.strukturnifondovi.hr/UserDocsImages/Documents/Strukturni%20fondovi%202014.%20%20E2%80%93%202020/Evaluacijski_plan_2014-2020.pdf

⁴² http://www.strukturnifondovi.hr/UserDocsImages/kako_do_fondova/korak1/uvjeti/nsrf_en.pdf

⁴³ http://www.strukturnifondovi.hr/UserDocsImages/Novosti/Programme_2014HR16M1OP001_1_2_en.pdf

⁴⁴ <http://ec.europa.eu/esf/main.jsp?catId=576&langId=en>

⁴⁵ https://razvoj.gov.hr/UserDocsImages/arhiva/EU%20fondovi/HR_PA_FINAL_ADOPTED_30_10_2014.pdf

⁴⁶ http://ec.europa.eu/europe2020/pdf/csr2016/nrp2016_croatia_en.pdf

4.3. Implementation reports

The Government of Croatia (2016) Godišnja i završna izvješća o provedbi za cilj 'Ulaganje za rast i radna mjesta', (Yearly and Final Report on Implementation of the Goal the 'Investment For Growth And Jobs' Goal)⁴⁷ – related to the OP HER (ESF)

4.4. Interim and ex-post evaluations

No evaluation plan regarding the implementation of the ESF or the ERDF in the justice system exist.

4.5. Other non-project level documents

The Government of Croatia (2014) Sastav odbora za praćenje OPULJP 2014–2020. (List of the Committee members for monitoring of Operational Programme Efficient Human Resources 2014–2020)⁴⁸

4.6. Project-level data sources

The Judicial Academy (2017) Uvođenje i provedba programa edukacije iz područja stranih jezika za pravosudne dužnosnike, savjetnike i službenike u pravosuđu (Application form for implementation of foreign language training programmes for judicial officers, advisors and civil servants in judiciary).

⁴⁷ <http://www.esf.hr/wordpress/wp-content/uploads/2015/07/Odobreno-Godišnje-izvješće-o-provedbi-za-2015.-godinu.pdf>

⁴⁸ http://www.esf.hr/wordpress/wp-content/uploads/2015/07/Sastav_Odbora-za-pracenje_OPULJP.pdf

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