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ODDELEK III – KOMISIJA, NASLOVA 19 IN 40

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NEOBVEZNI ODHODKI

v EUR

IZVOR ODOBRITEV

POGLAVJE – 40 02 REZERVE ZA FINANČNE INTERVENCIJE

POSTAVKA 40 02 41 - 40 02 41 01 Diferencirana sredstva (neobvezni odhodki) OPO -16 000 000

NAMEN ODOBRITEV

POGLAVJE – 19 10 Odnosi z Azijo, osrednjo Azijo in Bližnjim vzhodom (Irak, Iran, Jemen)

POSTAVKA – 19 10 01 02 Pomoč za sanacijo in obnovo Afganistana OPO 16 000 000

I. POVEČANJE

a) Postavka

19 10 01 02 – Pomoč za sanacijo in obnovo Afganistana

b) Podatki na dan 16. 6. 2009

	OPO
1A. Odobritve v proračunu (začetni proračun + SP)	144 000 000
1B. Odobritve v proračunu (EFTA)	0
2. Prerazporeditve	0
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3. Končne odobritve za to leto (1A+1B+2)	144 000 000
4. Poraba končnih odobritev	35 000 000
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5. Neporabljene/razpoložljive odobritve (3–4)	109 000 000
6. Potrebe do konca leta	125 000 000
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7. Predlagano povečanje	16 000 000
8. Povečanje kot odstotek odobritev v proračunu (7/1A)	11,11 %
9. Povečanje skupnih prerazporeditev iz člena 23(1)(b) in (c) finančne uredbe kot odstotek končnih odobritev za to leto, izračunano v skladu s členom 17a izvedbenih določb	n/a

c) Prejemki iz izterjanih sredstev (prenos) (C5)

	OPO
1. Razpoložljive odobritve v začetku leta	5 149
2. Razpoložljive odobritve na dan 16. 6. 2009	5 149
3. Stopnja porabe [(1–2)/1]	0,00 %

d) Podrobni razlogi za povečanje

Pomoč za sanacijo in obnovo Afganistana

- sprostitev zneska iz rezerve (16 milijonov EUR)

Evropski parlament je v proračunu za leto 2009 prenesel 16 milijonov EUR odobritev za prevzem obveznosti, ki so bile predvidene za Afganistan (proračunska vrstica 19 10 01 02), v rezervo, in sicer iz naslednjih razlogov: „sredstva se lahko sprostijo iz rezerve, ko bo pomoč, ki jo zagotavlja EU, postala bolj prepoznavna; v ta namen se od Komisije pričakuje, da do marca 2009 predstavi ustrezen načrt. Finančno pomoč EU za rehabilitacijo in obnovo Afganistana je treba povečati, biti mora učinkovitejša in pravičneje razdeljena med afganistanske province. Predsedniške volitve leta 2009 bodo zelo pomembne za prihodnost in gradnjo demokracije v Afganistanu. Evropsko soglasje EU zavezuje k vključitvi zmanjševanja tveganja nesreč v razvojno politiko, in sicer na podlagi lastništva in nacionalnih strategij držav, ki so pogosto tarča nesreč. To se mora odražati tudi v proračunu.“

V tesnem sodelovanju z delegacijo EU v Kabulu je bil oblikovan „Načrt prepoznavnosti za pomoč EU v Afganistanu“, ki je v prilogi. Načrt zagotavlja pregled zapletenega okolja, v katerem mora potekati obveščanje o pomoči EU v Afganistanu, in informacij o splošnih ciljih obveščanja, sporočil, ciljnih skupin (vključno s posebnimi cilji za vsako ciljno skupino), glavnih dejavnosti, ki so predvidene (ter tistih, ki se že izvajajo) v okviru strategije ter izbranih komunikacijskih orodij. Zaključni se s sklopom kazalnikov za spremljanje in povratne informacije ter s strnjanim pregledom človeških in finančnih virov, ki so na voljo za njegovo izvajanje.

V načrtu so navedene tudi dejavnosti, ki jih je izvajala Komisija, zlasti četrletni pregled stanja in spletne strani Komisije o Afganistanu ter pobude, kot je EU-Tube.

Medtem potekajo dejavnosti za zagotovitev čim večje prepoznavnosti pomoči EU. Redno se na primer objavlja pregled stanja pomoči EU Afganistanu (prvič je bil objavljen avgusta 2008, nazadnje pa februarja 2009). Uspešna pobuda je bila tudi produkcija videoposnetkov o projektih EU, od katerih jih je trenutno 21 objavljenih na EU-Tube. Delegacija si z vzdrževanjem stikov s pomembnimi člani lokalnih medijev prizadeva tudi za objavo novic, povezanih z EU, v lokalnih časopisih. Nadaljnji vpliv je bil dosežen z razširjanjem informacij prek spletnih skupin z obsežnimi socialnimi mrežami, ki zajemajo oblikovalce mnenj, politike, novinarje in mednarodne organizacije.

Ker se Komisija strinja, da je prepoznavnost pomoči EU za Afganistan pomembno vprašanje, in si resnično nadvse prizadeva za njeno izboljšanje, kakor je prikazano v priloženem sporočilu in načrtu prepoznavnosti, je v sedanjih okoliščinah bistveno, da se ohrani čim višja raven pomoči EU.

Po sestanku med komisarko Benito Ferrero-Waldner ter podpredsednikom Združenih držav Bidnom in državno sekretarko Hillary Clinton marca 2009 je Komisija zdaj dejansko sredi postopka odobritve posebnega ukrepa (na podlagi člena 23 instrumenta za razvojno sodelovanje) v višini 35 milijonov EUR dodatnih sredstev za Afganistan za leto 2009, in sicer za prihodnje predsedniške in lokalne volitve.

Komisija ob upoštevanju navedenih potreb in dejstva, da je Afganistan ena od političnih prednostnih nalog EU, ter zagotovitvi, da obveznosti zajemajo celoten revizijski načrt Afganistana za leto 2009, zahteva sprostitev sredstev iz rezerve v višini 16 milijonov EUR v proračunsko vrstico 19 10 01 02 „za sanacijo in obnovo Afganistana“.

Komisija meni, da je pogoj, ki ga je postavil proračunski organ, izpolnjen.

II. ZMANJŠANJE

a) Postavka

40 02 – Rezerve za finančne intervencije – Postavka 40 02 41 01 – Diferencirana sredstva (neobvezni odhodki)

b) Podatki na dan 16. 6. 2009

	OPO
1A. Odobritve v proračunu (začetni proračun + SP)	16 000 000
1B. Odobritve v proračunu (EFTA)	0
2. Prerazporeditve	0
<hr/>	
3. Končne odobritve za to leto (1A+1B+2)	16 000 000
4. Poraba končnih odobritev	0
<hr/>	
5. Neporabljene/razpoložljive odobritve (3–4)	16 000 000
6. Potrebe do konca leta (*)	0
7. Predlagano zmanjšanje	16 000 000
8. Zmanjšanje kot odstotek odobritev v proračunu (7/1A)	N/A
9. Zmanjšanje skupnih prerazporeditev iz člena 23(1)(b) in (c) finančne uredbe kot odstotek končnih odobritev za to leto, izračunano v skladu s členom 17a izvedbenih določb	n/a

(*) Se ne uporablja za postavko začasnih odobritev ali postavko rezerv.

c) Prejemki iz izterjanih sredstev (prenos) (C5)

	OPO
1. Razpoložljive odobritve v začetku leta	0
2. Razpoložljive odobritve na dan 16. 6. 2009	0
3. Stopnja porabe [(1–2)/1]	n/a

d) Podrobni razlogi za zmanjšanje

Glej obrazložitev na strani 2.

Communication and Visibility Plan for the EU ASSISTANCE in Afghanistan

The primary goal of developing a communication plan is to raise public awareness about the EU in addition to educating the key audiences about the outcomes of the programs it has in Afghanistan.

1. SITUATION ANALYSIS

Numerous factors complicate the implementation of a Communication strategy in Afghanistan while at the same time presenting ample opportunities that can be tapped upon. From a deteriorating security situation, lack of coordination to the EU being one of the largest donors which opens many avenues, a lot remains to be addressed before carrying out the activities suggested in this plan.

Find below a more detailed analysis on the risks and opportunities present on the ground.

1.1. An overall unfavorable situation for EU profiling

The media predominantly focus on the constantly deteriorating security situation, in addition to an emphasis on drugs, corruption, and lack of governance. In the absence of any perceptible reversal in this trend there is a persisting inclination towards negative news. This is especially significant in a situation where different Governments with military interventions in the country make substantial efforts to openly facilitate the production of 'positive' news in order to ensure lasting support among their political constituencies for their presence in Afghanistan.

Despite having the 2nd or 3rd largest program and having been in the country for more than six years, including with a EUSR (EU Special Representative) office, success in promoting a more substantial EU profile has been limited. Member States clearly subordinate any potential inclination towards thinking as EU to their need for profiling themselves in a security perspective in the context of their NATO and transatlantic relations.

Whilst EU Member States' and EU assistance to Afghanistan already figures among the biggest such operations in the world, the disproportional volume of US assistance strongly distorts donor visibility. US-funded aid is largely implemented through projects that are contracted out to US-based private firms. These firms in turn have a strong tendency towards profiling themselves. EU aid, on the other hand, is for a large part well-aligned and integrated with the Government's priorities and budget (and thus less 'visible'),

Following the overall lack of progress in resolving the Afghan crisis, and despite a relatively high volume of international assistance and the presence of many donors, skepticism in Afghanistan, particularly in Kabul, about the relevance and impact of this aid is steadily increasing.

1.2. Specific issues for the EC Delegation in Afghanistan

Organizing major public events is difficult due to security considerations, as the likelihood of unwanted side effects of operators being targeted by Anti-Government Groups remains potentially high. Furthermore, because of security, it has become logistically very difficult, if not impossible, to meet media representatives/civil society outside Kabul.

A high workload, especially with regard to the management of assistance programs, combined with persisting difficulties to recruit competent staff have caused visibility-related work to get relatively low priority.

1.3. Communication efforts have to compete with 56 others donors

- EC Delegation: Some activities undertaken by the Delegation include joint visibility events with government and partners; press releases; advisories aimed at implementing partners in the context of 'Project/EU visibility' etc. To address a wider range of audience, the press releases are now being translated into Pashto besides English and Dari. The jointly organized press conferences particularly with the Government enjoyed maximum impact. Success of the events was made evident by the wide coverage given by TV and radio channels together with national and international print media. During the course of 2008, the Delegation successfully participated in 55 press conferences co-organized by the implementing partner together with the Delegation. Project related seminars amounted to 17 in

total. In addition to organizing press conferences and seminars, the Press section issued 77 press releases in three languages.

- EU Member States: in particular UK, Netherlands France and Germany have a visible presence particularly due to high-level visits from Europe. This generates great interest in the media and creates opportunities for promoting aid-related issues through events organized in conjunction. In addition there is a large influx of educated double nationals, which makes targeted communication easier.
- NATO/ International Security Assistance Force (ISAF): The organization's large resource dedicated only to the Press Section has developed a very popular media program: "Voice of Freedom" that covers mediums such as radio, television and press. There are also dedicated reporters in the country that cover NATO/ISAF actions.
- UN Family: The UN has one dedicated press/media resource person for each implemented project. In addition, weekly press briefings are held where the press corps is allowed to address high ranking officials.
- World Bank: The WB vigorously organize press events and have a large local/expatriate staff at their disposal.

2. General Communication Objectives

- Improved profiling and more proactive participation in press activities in order to distinguish the EU from its counterparts;
- Re-emphasizing that the EU only has the welfare of Afghans in mind and remains a partner in its interests thus encouraging the Target Groups in associating the EU with good causes.
- Increased cooperation with the EU Presidency as well as the EU Special Representative / EU Police Mission in Afghanistan (EUSR/EUPOL) office to better promote the image of the EU in Afghanistan.
- Creating stronger relationships with key stakeholders thus ensuring that key groups recognize the EU and its policies.

3. Overall Communication messages

Messages adopted shall depend on the target audience and visibility tools will be chosen in relation to what is appropriate, in consultation with the partners involved. The following are examples of messages:

- **"EU - the third largest donor to Afghanistan: a strong, reliable and long-term partner of the country";**
- **EU assistance has a tangible impact improving the lives of Afghan people";**
- **"EU -fully committed to democracy, rule of law and human rights (including freedom of expression) in Afghanistan."**

4. Target Groups

To ensure that efforts made are more concentrated, efficient and thus result in greater impact, there is a need to distinguish between a primary Target Group composed of educated urban Afghans, Afghan Government officials and journalists/media outlets covering Afghanistan as a subject); and a secondary Target Group that includes civil society, the donor community and educational institutions. Leaders residing in rural areas are currently considered to be out of reach.

5. Specific objectives for each target group

5.1. Primary Target Group

5.1.1. Educated urban Afghans

Why: Educated, urban Afghans retain strong ties to their clan, province, community and region. This group thus fulfills the function of a multiplier. This multiplier effect needs to be tapped upon so that information is not Kabul-centric. As mentioned in the situation analysis, the news is predominantly 'security' focused. In addition, Delegation staff has very restricted movements and therefore face an additional challenge in communicating with anyone outside of their area of stay (i.e. Kabul). By targeting educated urban Afghans, this challenge can be overcome at least to some degree.

Objective: Creating an image or brand name which leads to people developing positive associations with the EU.

5.1.2. Government officials

Why: The objective of communication aimed towards the government would be to enhance a greater sense of ownership, generate interest in the delivery of EU aid, and generate support for EU activities in Afghanistan.

Objective: The sole objective in any communication activity aimed at the Government would be to increase the perception of the government officials of the added value of having the EU both as a partner in their progress and as a donor to achieve their short and long term objectives.

In addition, all activities will have an underlying message of making the role of the EU and its policies clearer to government officials.

5.1.3. Journalists and Media Outlets

Why: Journalists function as a catalyst for change. By training them to better understand the predominant values upon which the EU was built, the prevalent social realities of Afghanistan will be brought forward and the media could assist in bringing about a greater sense of responsibility to the people that are on the periphery and to the decision-making actors in the country. In addition, as stated earlier, great attention is paid to the bilateral relations between individual countries present in Afghanistan and the Afghan government, due to which there is less ambiguity about the actions and role of other donors. Targeting journalists and media would thus clarify the EU's function in the country.

Objective - Actions will mainly aim to better profile the EU towards the media in Afghanistan and those foreign (or non-Afghanistan based) media that cover developments in Afghanistan. The message for this group will be to stress the EU's role as a long term partner of Afghanistan and promote the spreading of transferable values.

5.1.4. European Audience through European Journalists

Why: It is important that European audiences have a greater understanding as to what European interventions, particularly in the field of development assistance, are currently being implemented in Afghanistan. News related to development continues to be sidelined in favor of news on the insurgency.

Objective: By leveraging on the initiatives of EUMS (EU Member States) who on a regular basis invite European journalists to Afghanistan, the goal would be to collaborate with the Embassy in question, so the perspective of the journalist(s) is not just limited to the nationality of the EUMS but in fact the information transmitted to Europe is representative of the EU development activities in the country.

5.2. Secondary Target Group

5.2.1. Civil society

Why: Actions targeting 'Afghan civil society' (as defined below) will focus on creating a two-way channel of communication and developing and strengthening the skills of civil society such that productive dialogue can be fostered.

There is a broad range of civil society organizations, but few representative umbrella organizations, making it difficult to carry out fully focused or comprehensive activities. In spite of this fragmentation, most civil society organizations can be seen as interested parties for an enhanced and more clearly defined EU-communication strategy. Such civil society organizations would include the labor market players (trade unions and employers' federations, organizations representing social and economic players, NGOs and community-based organizations, including religious communities.)

Objective - Communication aimed at the civil society organizations will not only work towards raising the EU profile, but will also increase awareness of the issues, objectives and activities of the EU in Afghanistan. Beyond visibility, it will also allow the EU to better align its programs to the priorities of the Afghan people thus creating a 'bottom-up' approach.

5.2.2. Donor Community

Why: As donor presence in Afghanistan is high, activities aimed towards the donor community are important mainly in terms of coordination and influence. Keeping in mind the bilateral approach often being taken, which continues to be a challenge, it is important that the donor community is made aware of activities being undertaken and future plans. This may encourage better alignment of funds and foster 'best-practice sharing'.

Objective - Ensure and promote the EU's added value in donor coordination. The key message will be mainly to relay a positive 'transparent' image of the EU that promotes information sharing at all levels and through all means.

5.2.3 Educational institutions (Schools and Universities)

Why: A major part of Afghan society consists of children and youth. By relating the process through which Europe was built including its successes, one can stress the immense need for peace and security in Afghanistan without which all efforts made in the field of development remain temporary in nature.

Objective: Improve the knowledge of the students at the targeted educational institutions about Europe and how the EU functions. This will be essential in transmitting to the youth of Afghanistan the underlying message of peace-building, something that Europe has been successful in.

5.3. Out of Reach

While it is difficult to reach out to the leaders and people living in rural area, enhancing knowledge, including changing attitudes and behaviors, will be the main priorities once efforts in that direction are made.

6. Main activities for a communication strategy

The main activities of this communication strategy are aimed at understanding, developing a profile, "Afghanizing", and leveraging opportunities provided by external events or EU project activities. Specifically, the following methods are being utilized:

6.1. Understand

6.1.1. Continuous usage of the existing monitoring tool

The Delegation has created a tool for monitoring the visibility and communication activities of project partners. It thus keeps track of all media-related activities of partners, and ensures the implementation of EC visibility guidelines for projects through regular consultation. The Delegation regularly receives press and media related documents, fliers and other publications/public documents from the partners in question.

6.1.2. Coordinating with other actors and EU Member States

The Delegation's focus on project visibility guidelines is bearing fruit. Higher coverage was secured through initiatives such as International Organization for Migration's (IOM) numerous Press Releases on the EU-funded governance program. While there is no homogeneous product in place, the endeavor is to harmonize the actions taken as much as possible.

6.2. Develop a profile

6.2.1 Blue book

The Delegation is working with Member States representations and Embassies, as well as EUSR to develop a blue book to present an insight into the development cooperation of the EU with Afghanistan with concrete facts and figures on ODA (Official Development Assistance). The blue book will be an important source of information clearly embedding the EU cooperation.

6.2.2. Photo Archive

The existing in-house photo archive of the Delegation has been reorganized and all material is now arranged in accordance by activity grouping. The photos are freely shared internally and externally when required. The archive is incomplete and therefore ideas on how to acquire new and up-to-date material are being explored. Once the photo archive is up-to-date, the material will be used for publications or exhibitions in addition to providing journalists with representative pictures to accompany articles.

6.2.3. EU-tube (Afghanistan)

21 project videos are posted on EU-tube (with links on other EC sites). These videos are produced during projects implemented by partners. The first video was uploaded in March 2008 and in total the videos have had more than 8367 views. The feedback received has been positive. Public interest mainly goes to videos such as that on the Kabul-Jalalabad road. This will allow the Delegation to base its future communication on activities that catch the public interest and is of general significance. In 2009 partners are being encouraged to produce more, together with the Delegation. In some cases videos sent by Brussels have been aired without cost on one of Afghanistan's largest TV channels, RTA.

6.2.4. Documentaries

The potential for making documentaries on successfully completed projects are being explored. The aim is to show the significance of funding projects such as the Kabul-Jalalabad road, that has impacted the lives of many, including traders. Budget permitting, the EC Delegation will explore the possibility of producing two documentaries annually. Police, health and water management could be the first topics.

6.2.5. Video News Releases

The Delegation plans to hire the services of an advertising firm in order to prepare short project-related video segments. These will be distributed to television news channels.

6.2.6. Leveraging Media Contacts

In 2009 the Delegation has been making efforts to get EU-related news published in the local newspapers. By initiating contact with important members of the local media, the Delegation has improved the quality of its database. Further impact has been made by information dissemination through internet groups which have extensive social networks covering opinion makers, politicians, journalists and other international organizations. In the previous year, gaining the attention of the press has been difficult due to security and US driven news. However, moving forward more mileage can be gained by the successful launching or implementation of projects, e.g. in the field of Justice, Rural Development, Health or Human Rights.

6.2.7. *Publications and EuropeAid Webpage*

A more frequent update of the already existing State of Play is envisaged. A brochure on EU cooperation with Afghanistan is planned in addition to a dedicated and regularly updated webpage on the AIDCO site (existent).

6.3. 'Afghanize'

6.3.1. *Website - Localization and Translation*

The Delegation has contracted a supplier for the 'localization' of its website so that it includes the two official languages - Pashto and Dari. The initiative is serving the desired purpose: Afghan media and public now have access to information about EU role in Afghanistan in the two main local languages.

6.3.2. *Pashto Translation*

In previous years, the Delegation issued press releases in English only. From 2008, the Delegation has outsourced translation to a private company and as a result, publications were released in English, Pashto and Dari.

6.3.3. *Dialogue Fora and Quiz (Schools and Universities)*

The Delegation plans on organizing information forums in a number of schools in Kabul and in other provinces during 2009. This is a replication of an earlier initiative which was deemed to be very successful.

6.4. Leveraging opportunities provided by external events for EU projects and activities

6.4.1. *Calendar of Public Events*

The Delegation has created a Public Events Calendar to keep track of events in which the EU can actively participate. The tool has enabled the Delegation to issue timely statements or press releases. Actions foreseen in the events calendar have in most cases been implemented as per schedule. Diverse communication tools, including conferences, workshops, press releases, etc., have covered events such as:

- Adoption of Social Protection Package;
- Delivery of Laboratory Equipment to the CVL (Computer Vision Laboratory) -6 border posts, regional and central vet' laboratories;
- Cornerstone layout for rehabilitation of justice buildings;
- Inauguration and handover ceremony of the Border posts;
- Technical horticulture workshops;
- International Mental Health day;
- Justice Sector reform;
- Human Rights International Day and
- International day of People with Disabilities.

7. Communication tools chosen

As the Primary Target audience remains educated, the communication tools chosen are mainly written media and television documentaries. In the case of Secondary Target audience, the communication tools will be adjusted to the level of literacy. Below is an example of the tools chosen to fulfill the objectives mentioned above:

Objective	Tools chosen	Item
Brand name with positive association.	Press Releases, conferences, workshops, TV documentaries, Video News Release etc.	Documentary
Added-value of EC as a partner and donor.	Press Releases, conferences, workshops, TV documentaries, Video News Release etc.	Documentary
Increase profile and relay long term commitment of EC.	Press Releases, communication through internet groups, workshops etc.	Publications
Increase awareness of issues, objectives and the activities undertaken.	Radio talk-shows/dramas/roundtables and television etc.	"Welcome movie"
Increase coordination, transparency and influence.	Press Releases, conferences etc	VNR (Video News Releases)
Relay message of underlying EU values.	Workshops and visibility events such as quiz etc.	

8. Indicators, Monitoring and Feedback

One main indicator in the case of Afghanistan would be the ability of the Delegation to receive active feedback from target groups and implement suggestions. This would assist in:

- Identification of effective communication tools in the given context;
- Attaining recommendations for improvement from stakeholders; and
- Implementing and analyzing ongoing communication activities, including future events based on feedback received.

Further measures would be the hit-rate on the updated website (including project videos), and the outcome of press releases and their coverage in media channels.

In the context of publications, active efforts have been and will continue to be made towards informing implementing partners about the EC's requirements for layout, content and clearly identifying EU funding.

Due to the fast shifting nature of media in Afghanistan further compounded by the lack of a dedicated Press Officer over the past months, the quality of the distribution network has slacked. Efforts are being made to remedy this in addition to closely following the on-going changes.

While it is not feasible to measure impact in terms of change in attitude, behavior or knowledge, the above indicators will to a large extent allow the Delegation to assess whether it is on track in its communications activities and will allow taking timely corrective action.

9. Human Resources

There are currently less than two persons distributed across sections that deal with press/communication and visibility related activities; with the hire of a new recruit the endeavor will be to both rebuild on earlier activities and to explore new initiatives.

10. Financial Resources

Beyond making better use of project visibility budgets, two kinds of resource need to be used. To cover 2009 commitments EUR 16,200 has been earmarked for mainly the Press and Information Section and would ideally cover minor communication products such as greeting cards, Press luncheon, seminars and workshops etc. The amount should be tripled in 2010 to cover needs.

However for a larger scale visibility effort in Afghanistan, a dedicated amount of EUR 248.000 would need to be allotted to making documentaries (2x 60.000), producing and disseminating Video News Releases (6x8000), bringing out comprehensive publications (2x20.000) and a clip on the EC as welcome movie ("we the EC in Afghanistan") on the Delegation's website (40.000).