UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT DOCUMENT

UKRAINE

Project Title: Good governance and citizens engagement for justice, security, environmental protection and social cohesion in eastern Ukraine (Short name: Good Governance and Citizens Engagement in eastern Ukraine)

Project Number: 00112246; 00112425; 00113403

Implementing Partner: UNDP

Start Date: 1.09.2018   **End Date:** 31.01.2022   **PAC Meeting date:** 08.02.2019

Brief Description
The conflict in eastern Ukraine has had, for the last 4 years, significant human, social, economic and environmental impacts in Donetsk and Luhansk oblasts. Regional and local governance institutions face significant challenges in providing effective and equitable access to justice and services, and provide security for communities, adding to a legacy of mismanagement and public distrust pre-dating the conflict.
Since the beginning of the conflict in 2014, there have been more than 30,000 conflict-related casualties among which 2,500 killed and 9,000 injured civilians. Around 1.7 million people had to leave their homes and relocate in various oblasts across the country. Up to one million of internally displaced persons (IDPs) now reside permanently in the government-controlled areas (GCA) of Donetsk and Luhansk oblasts. Other residents have moved back and forth from the Non-Government Controlled Areas (NGCA) with, as at end 2017, just under a million individual crossings of the 'contact line' each month (UNOCHA)). The crossing checking procedures are protracted and put a strain on the elderly, persons with disabilities and other vulnerable persons. Serious security risks arise at checkpoints due to the ongoing shelling and the nearby presence of mines, explosive remnants of war (ERWs) and unexploded ordnance (UXO). Residents in villages located close to the contact line are cut off from any access to basic goods, services, such as markets, education and healthcare facilities, and have difficulties in even obtaining humanitarian aid.
The conflict has put a massive toll on the state of public infrastructure in the two regions. Many water and sanitation, power generation and transmission, and communication and transport systems, health facilities and schools, mostly in a dilapidated state prior to the conflict, have been damaged or destroyed. In the context of a rapidly shrinking regional economy, exacerbated by the virtual blockade of cross-contact line trade and transport links, one-fifth of active households in the region have lost employment and livelihoods have significantly reduced.
With the onset of hostilities, the environmental situation in the east has degraded, aggravating a situation of continuing environmental damages, contamination and pollution dating back to the Soviet era in much of the region. Among the many environmental issues that the conflict has generated, the risk of environmental pollution resulting from major operational disruptions and related incidents occurring at industrial and other large-scale facilities is a key threat. In addition, the management of waste has become extremely problematic, especially along the contact line.
The region's governance system has been under some considerable pressures, due to the need to relocate regional administrations within the government-controlled areas, and to the on-going decentralization process throughout the whole country, leading to the need to address significant governance and civil society capacity gaps.
On the positive side, the economy of the country as a whole, after a sharp decline in 2014 and 2015, has been showing signs of recovery. Local self-government bodies have been given more power and financial autonomy, especially the newly Amalgamated Territorial Communities and the larger cities. Local budgets, throughout the country, have increased, creating real opportunities to drive sustainable territorial development.
Ukraine's improved macroeconomic context and the on-going, albeit slow, decentralization process provide windows of opportunities for new development actions that did not exist four years ago. The development momentum achieved so far to stabilize the situation in the region and trigger social and economic recovery results has to be maintained.
The Swedish International Development Cooperation Agency (SIDA) and the Swiss Agency for Development and Cooperation (SDC), which have co-funded, over the last 3.5 years, interventions through the Recovery and Peacebuilding Programme managed by UNDP, wish to build on progress achieved and to continue strengthening the region's governance and promoting social cohesion. In addition, with this funding, SIDA intends to contribute to activities aimed at improving the region's environment. Denmark, through its Ukraine Peace and Stabilization Programme for 2018-2021, is committed to the region's stability and good governance. It wishes to contribute funding, through its Peace and Stabilisation Fund, for actions particularly aimed at improving justice and community security.
It is planned that, through pooled funding with the possibility for soft earmarking by the PSF, these three international partners will support a new Project in eastern Ukraine, within the multi-donor, UNDP-led, area-based Recovery and Peace-

Building Programme, aimed at strengthening governance and citizens engagement for improved services in the fields of justice, community security and environmental protection.

Contributing Outcomes (UNDAF/CPD)	Total resources required:	USD 14,973,026	
Outcome 4. By 2022, communities, including vulnerable people and IDPs, are more resilient and equitably benefit from greater social cohesion, quality services and recovery support	Total resources allocated:	Donor Denmark:	DKK 59,500,000 which is estimated at USD 9,302,689*
Indicative Output(s)		Donor SIDA:	SEK 33,000,000 which is estimated at USD 3,670,337*
2.5.1 Solutions developed, financed and applied at scale for energy efficiency and transformation to clean energy and zero-carbon development, for poverty eradication and structural transformation, 3.2.2 National and local systems enabled and communities empowered to ensure the restoration of justice institutions, redress mechanisms and community security, 3.3.2 Gender-responsive and risk-informed mechanisms supported to build consensus, improve social dialogue and promote peaceful, just and inclusive societies		Donor SDC:	USD 2,000,000
	Unfunded:		

*as per UN exchange rate in effect on the date of signing of CSAs

Agreed by UNDP: *Dafina Gercheva*

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Dafina Gercheva
Resident Representative
UNDP in Ukraine

ACRONYMS

ATC	Amalgamated territorial community
CAB	Citizens' Advisory Bureau
CBA	Community based approach (to local development)
CIDA	Canadian International Development Agency
CPD	Country Programme Document
CRO	Central Reform Office
CSO	Civil society organisation
CSS	Centre for Safety and Security
CSWG	Community Security Working Group
DMFA	Danish Ministry of Foreign Affairs
EECP	Entry-Exit Check Points
EIA	Environmental Impact Assessment
EU	European Union
EUAM	European Union Advisory Mission
ERW	Explosive remnants of war
FSLC	Food Security and Livelihoods Cluster
GBV	Gender based violence
GCA	Government controlled areas
GHG	Greenhouse Gas
GoU	Government of Ukraine
GRB	Gender Responsive Budgeting
HRBA	Human rights-based approach
IDP	Internally displaced person
IOM	International Organisation for Migration
LGDC	Local Governance Development Centres
LGTB	Lesbian, gay, bisexual, and transgender
LSGB	Local self-government body
MTOT	Ministry of temporarily occupied territories and IDPs Ukraine
NGCA	Non-Government controlled areas
OO	Office of the Ombudsperson
OSCE	Organisation for Security and Cooperation in Europe
PC	Public Council
PSF	(Danish) Peace and Stabilisation Fund
RPP	(UNDP) Recovery and Peacebuilding Programme
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SIDA	Swedish International Development Cooperation Agency

SP	Service provider
STP	State Target Program
SWOT	Strengths, Weaknesses, Opportunities and Threats Analysis
TRAC	Targets for resource assignments from the core
TsNAP	Centre for Administrative Services (transliteration of ЦНАП)
U-LEAD	Ukraine – Local Empowerment, Accountability and Development Programme
UCIB	Ukraine Confidence Building Initiative
UCIPR	Ukrainian Centre for Independent Political Research
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNET	United Nations Eastern Team
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAID	United States Agency for International Development
USE	United Nations Social Cohesion and Reconciliation Index – SCORE for eastern Ukraine
UXO	Unexploded ordnance
WHO	World Health Organisation

I. SITUATION ANALYSIS AND DEVELOPMENT CHALLENGES

Since early 2014, Ukraine has been going through the most difficult period in its 26 years of independence. Ukrainians have experienced revolution, political transformation, war, internal displacement, and economic collapse.

Large-scale demonstrations in Kiev in late 2013 led to a change in the national government. Early Presidential elections took place in May 2014 and early Parliamentary elections in October 2014. Following Crimea's annexation by Russia in the spring of 2014, conflict erupted in the Donetsk and Luhansk oblasts when pro-Russian separatists took control of most of the two oblasts. Ukraine mobilised an Anti-Terrorist Operation and together with volunteers succeeded in gaining back control of about two thirds of the territory, with military action escalating over the summer. Despite the Minsk Protocol of September 2014, and a subsequent Package of Measures agreed in February 2015, and numerous ad hoc agreements to implement the ceasefire provisions, the latest being that of 30 March 2018, hostilities of varying intensity continue along a "contact line", dividing Donetsk and Luhansk oblasts into areas controlled by government (GCAs) and non-government forces (NGCAs).

I.1. Human and socio-economic impacts of continued armed conflict in eastern Ukraine

The conflict has had significant human, social, economic and environmental impacts in Donetsk and Luhansk oblasts, including their local governance systems.

According to UNHCR data[1], between 14 April 2014 and 15 August 2017, there have been a total of 34,766 conflict related casualties along the contact line (civilians, Ukrainian armed forces and members of armed groups). A total of 2,505 civilians were killed (among which 838 women and 137 children) and around 9,000 injured, over the period. Over 1,600 casualties have been recorded as a result of landmines and other explosive remnants of war since 2014.

Around 1.7 million people have moved out of the conflict zone into GCAs and other regions of Ukraine (according to the Ministry of Social Policy, as at 25.01.2018, 1,492,970 people were registered as internally displaced), with 0.8 to 1 million residing permanently in the Government Controlled Areas (GCA) of Donetsk and Luhansk oblasts. According to UNHCR[2], more than 400,000 people moved to Russia between 2014 and end 2016. Since then, a number have returned to NGCAs. An estimated two thirds of internally displaced persons (IDPs) are women and children. Other residents have moved back and forth from the Non-Government Controlled Areas (NGCA) with increasing crossings of the contact line (according to UNOCHA[3], as at end 2017, just under one million crossings on average are taking place each month through the checkpoints in the east, or approximately 30,000 crossings each day). The crossing checking procedures are protracted and put a strain in particular on the elderly, persons with disabilities and other vulnerable persons, who are exposed for protracted periods to very high summer or low winter temperatures, degrading physical conditions, inadequate sanitary conditions, and serious security risks due to the ongoing shelling and presence of mines, explosive remnants of war (ERWs) and unexploded ordnance (UXO) near the checkpoints. Additional control measures at 'internal' checkpoints operated by the National Police of Ukraine, targeting residents of territory controlled by armed groups, further restrict freedom of movement. These restrictions also isolate residents in villages located close to the contact line, cut off their access to basic goods, services, such as markets, education and healthcare facilities, and make them dependent on humanitarian aid.

Since the start of the conflict, water and sanitation, power generation and transmission, and communication and transport systems in GCA and NGCA have been damaged or destroyed. About 130 health facilities have reportedly remained closed or are awaiting repair. About 700 schools were damaged or destroyed with about 55 schools impacted by continuous hostilities in 2017[4] leaving students and educators directly or indirectly impacted by the conflict. Mass displacements to the GCA have put additional pressures on public infrastructure and services and have led to some integration issues for IDPs (in particular in relation to housing, access to health and education services).

The conflict has significantly affected the regional economy. Large areas of Ukraine's industrial heartland are in the NGCAs; in the GCAs, supply chains, industrial infrastructure and trading networks have been disrupted by the conflict. Since the beginning of the conflict in 2014, production has fallen, investment has plummeted,

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[1] Operational Update of November 2017 - UNHCR
[2] cf. footnote 1
[3] 2018 Humanitarian Needs Overview - UNOCHA
[4] cf. footnote 3

and workforces have shrunk across the country's five eastern oblasts (Donetsk, Luhansk, Kharkiv, Zaporizhia and Dnipropetrovsk oblasts). According to the Food Security and Livelihoods Cluster (FSLC)[5]

- the physical value of the Gross Regional Product had decreased from 2013 to 2015 in both Luhansk oblast GCA (by 70%) and in Donetsk oblast GCA (by 60%).

- between 2013 and 2015, the number of enterprises reduced, especially large and medium-sized businesses: Luhansk oblast (GCA) lost 70% of total enterprises whilst Donetsk oblast (GCA) lost almost 60%

Employment security has been severely compromised, as almost one-fifth of active households' members were out of employment since the conflict began. Employment, after displacement, has been one of the key challenges faced by IDPs. According to the government's National Monitoring System Report on the situation of internally displaced persons published in September 2017, the share of employed IDPs in June 2016 had plummeted to 35%, (compared to 62% before displacement), reaching 49% in September 2017 and 48% in March 2018. A UNDP survey on human rights of IDPs in Ukraine (2017)[6] points to the fact that women IDPs have had generally more problems in finding formal employment than men (13.3% against 9.4%).

Overall, population livelihoods have significantly reduced, not only due to the collapse of economic activities in the conflict zones, but also (as of 1 January 2017) to obstacles to and delays in the payment of pensions and social benefits to IDPs due to the set-up of cumbersome verification requirements (affecting around 450,000 people). The FSLC report indicates that:

- Consumer prices have increased two times between 2014 and 2016 (in 2010 prices), which has led to a reduction of "real income" by 55% in Donetsk oblast (GCA) and by 64% in Luhansk oblast (GCA).

- Poverty by actual cost of living has increased from 2013 to 2015: the percentage of the population living below the actual minimum subsistence level has increased from 20% in 2013 to 74% in 2015 in Luhansk oblast (GCA) and from 22% to 66% in Donetsk oblast (GCA).

According to a 2016 REACH survey report, 57% of households surveyed in the region, had difficulties meeting their essential needs.

The conflict has had also a strong impact on the economy of Ukraine as a whole, but more recently the latter has been showing signs of recovery. Between 2014 and 2015, Ukraine's GDP decreased by 17%. The hryvnia lost 70% of its value against the dollar, and the population saw its disposable income reduced, on average, by 30%. Yet, since 2016, macroeconomic stability has been restored. A more stable exchange rate has helped bringing inflation under control (down to 12.4 % last year and a projected 6 % in 2018). Output has been increasing for the first time since 2012 with growth of 2% in 2016, 3% in 2017 and set to accelerate further to 3.1% in 2018. The Ukrainian government has also set out a path to long-term fiscal sustainability through a mix of spending cuts and tax reform. A budget deficit of 2.2 % in 2017 was beneath the 3.7 % ceiling set by the IMF.

In the above described context, a number of national measures and policies were adopted by the Government of Ukraine:

a) In February 2015, **civil–military administrations** were created by law under the guise of the Anti-Terrorist Centre of the Security Service of Ukraine. They are temporary local government units that are concentrated on the territories of Donetsk and Luhansk oblasts. The law outlines their organization, jurisdiction, and order of activities for providing civil security, creating conditions for the normalization of life, enforcement of the rule of law, participation in combating sabotage manifestations and acts of terrorism, and the prevention a humanitarian disaster in territories where an anti-terrorist operation is being conducted. The law, initially enacted for one year, has been prolonged by the parliament until now. Civil–military administrations are created by the President of Ukraine in territories where a locally elected government (such as that of a municipality, council, or rural council) cannot exercise, or withdrew from the implementation of their constitutionally guaranteed powers. These administrations exercise their authority until the day when new local government units are elected. There are 6 civil-military administrations in Donetsk oblast: 1 at regional level (located in Kramatorsk), 2 at raion level (Volnovakha and Marinka raions), in 2 cities of regional importance (Avdiivka and Vuhledar) and 1 town of raion importance (Krasnohorivka). In Luhansk oblast: 1

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[5] Food Security and Livelihoods Cluster "Analysis of Impact of Conflict on Socio-Economic Situation in Eastern Ukraine – 2017 Main findings"
[6] Звіт про гендерний аналіз результатів всеукраїнського опитування щодо дотримання прав ВПО

at regional level (located in Severodonetsk), 3 at raion level (Novoaidar, Popasna and Stanitsia-Luhanska) and 10 at villages or settlements level;

b) in April 2016, the Government decided to establish a **Ministry for Temporary Occupied Territories and internally displaced persons of Ukraine** to form and implement a state policy in the field of reconstruction and peace building for the victims of the conflict of territories and the reintegration of the temporarily occupied territories of Ukraine;

c) a **Strategy of Integration of Internally Displaced Persons and Implementation of Long-Term Solutions to Internal Displacement until 2020** was then approved by the Cabinet of Ministers of Ukraine on 15 November 2017. Its objective is to trigger the social and economic integration of internally displaced persons and implementation of long-term solutions to internal displacement in order to ensure implementation and protection of their rights, freedoms and legitimate interests, improving the level of their self-sustainability and autonomy while taking into account interests of host communities, establishing effective interaction of internally displaced persons with host communities, state authorities and bodies of local self-government on the basis of partnership with the aim of achieving social cohesion

d) a **State Target Program specifically focused on Recovery and Peacebuilding** in the Eastern Regions of Ukraine, was approved by the Cabinet of Ministers of Ukraine on 13 December 2017. It is aimed at stimulating the socio-economic development of the Dnipropetrovsk, Zaporizhia, Kharkiv, Donetsk and Luhansk oblasts through improving populations' capability to respond to acute crisis situations, stimulating economic activity and promoting social cohesion. The Program advocates for a comprehensive approach to the resolution of the problem, efficient management and monitoring of the recovery processes as well as an effective coordination of efforts among all stakeholders and the international community.

e) more recently, in February 2018, the law on "the specifics of the state policy on ensuring state sovereignty of Ukraine on the temporarily occupied territories in Donetsk and Luhansk regions", known as **Donbas reintegration law**, came into force. Of particular importance and relevance to this Project, the law:

- designates as the 'temporarily occupied territories' of Donetsk and Luhansk region the parts of Ukraine where "armed units and the occupation authority of Russia have established and exercise general control over the land and internal waters within the limits of particular districts, cities, settlements, and villages of Donetsk and Luhansk regions, the sea waters adjoining those territories, the subsoil of those territories, and the airspace above them"

- touches on property rights in the uncontrolled territory: people, regardless of their status of internally displaced persons, retain rights to property that remains in the occupied areas. The state retains its ownership of assets in this territory. Yet, any documents, decisions, etc. that have been issued in the territory are deemed as invalid

- describes the purpose of state policy to restore constitutional order and protect the rights and freedoms of individuals, and states the necessity to take comprehensive measures to ensure national security and defence

- highlights the restoration of humanitarian and cultural ties with people living in the occupied areas. It also suggests the provision of humanitarian and legal assistance and access to the Ukrainian media.

The law also stipulates the division of powers between the President of Ukraine, the Armed Forces of Ukraine, the SBU, intelligence service, the National Guard and other forces.

I.2.   Decentralization and evolving governance set up

The region's governance systems have been under some considerable stress, due to the need to relocate regional administrations to the government-controlled areas, as well restarting the process of decentralization and amalgamation of communities, which was ongoing throughout the country.

Prior to the start of the conflict, administrations and elected regional councils were based in the cities of Donetsk and Luhansk. Subsequently, these administrations were split between those that remained in the NGCA under the control of the de facto authorities of Luhansk or Donetsk NGCAs, and the new civil-military administrations in GCAs, located in Severodonetsk (in Luhansk oblast) and Kramatorsk (in Donetsk oblast) (cf. section I.1). The consolidation of governance structures in the government-controlled areas of both oblasts has provided some stabilization, which has been a reasonable basis for socio-economic recovery and has allowed these areas to be connected to the roll out of national reforms. Both oblasts have demonstrated leadership in developing and implementing regional development strategies to improve services during this time of armed conflict and widespread displacement, fragile security, economic disruption and environmental

degradation. The oblast administrations have been increasingly involved in planning and coordinating recovery activities, both funded by national funds and by international partners.

The ongoing decentralization reform process, launched as a priority reform by the Government in April 2014, aims at strengthening capacity and direct accountability of local self-government.

> As a result of the decentralisation reform, Ukraine's administrative and territorial structure is rationalised on the basis of three tiers of local self-government: the region, the district, and the community, composed of several population centres combined together. Upon reform's completion, there will be 24 oblasts and Kyiv as a city with special status, 120-150 districts and approximately 1,500 communities. Communities are in charge of primary and secondary education, primary healthcare, administrative services, roads, lighting, water, waste, landscaping, construction and safety. Executive powers are delegated from regional administrations to executive committees of local councils, while prefects substitute chairpersons of regional state administrations. The executive branch retains the functions of control, supervision, and coordination. Bodies of local self-government can form their budgets and raise their own taxes.
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> *Sources: UCIPR – Decentralisation in Ukraine - Achievements, expectations and concerns* and *Security Aspects of Political Decentralisation in Ukraine (Centre for Army, Conversion and Disarmament Studies, Kyiv, 2017)*

The reform has so far focused on the lowest tier of local governance and has prioritized the amalgamation of village and smaller city councils into more capable "Amalgamated Territorial Communities" ("hromadas"). Legislative changes to the Budget and Tax Codes strengthened the financial basis of local self-government bodies and provided incentives for their amalgamation. Territorial communities were granted the power to raise a number of taxes, set their own rates, and spend revenues from certain taxes. In addition, ATCs receive a number of subsidies to encourage the process of amalgamation. These funds are in addition to the State Fund for Regional Development which is partially available to the amalgamated territorial communities (Law on the principles of state regional policy) and aims at increasing their financial autonomy and making them less dependent on Regional Councils and administrations for their budgets as they now receive their subventions directly from the Treasury.

Both Donetsk and Luhansk oblasts (GCAs) have been, so far, slower than the national average in forming Amalgamated Territorial Communities, occupying respectively the 17th and 20th positions among all 24 oblasts. The Ministry of Regional Development Monitoring Report of 10 April 2018 indicates that since 2015, Donetsk oblast has formed a total of 16 ATCs, representing 22.7% of its government-controlled territory and 24.6% of all territorial communities in the oblast. It has plans to form a total of 41 ATCs, which, if fulfilled, would represent an 88 % of total territorial coverage by ATCs. For the same period, Luhansk Oblast has seen the formation of 9 ATCs, representing 21.1% of its government-controlled territory and 19.3% of its territorial communities. The formation of a total 27 ATCs are planned which would result in an 85% of total territorial coverage by ATCs. The amalgamation process takes place on a voluntary basis (Law on the voluntary amalgamation of communities) but should follow a prospective plan established by the Cabinet of Ministers. It was originally scheduled to be completed by 2019, but at the present pace could go on for four to five years. It is not yet decided whether and in which way the government will reorganize those village councils and cities that remain unreformed.

Public services in Ukraine have been affected by a number of inherited inefficiencies, and have suffered from under-investment and neglect, often resulting in low quality of service provision. According to the "Assessment of the administrative services quality by the population of Ukraine" conducted by the Democratic Initiatives Foundation and commissioned by UNDP in December 2014, only 5% of the population throughout Ukraine assessed the quality of administrative services in Ukraine positively. In 2015, Ukrainian authorities started taking steps to improve the delivery of public services through an amendment of relevant legislation. The most significant change was the improvement of operations of the Centers of Administrative Services (further referred to as TsNAPs,). These centers are permanent working bodies or structural units of local state administrations or local government bodies and provide administrative services to the public. Centers in large cities have an electronic queuing system and terminals for payment of the required administrative fees. For residents of villages and settlements, however, these centers have been difficult to access due to their location in rayons or oblast centers. In Donetsk and Luhansk oblasts, a total of 24 TsNAPs will be operational by mid-2018. UNDP, with the support of the EU and other donors, has been the leading provider of assistance for the creation of these facilities since 2016. As of May 2018, it has supported 11 new and existing TsNAPs. Two additional TsNAPs will be rehabilitated by August 2018.

I.3. Community security, rule of law and access to justice

I.3.1. Security and rule of law

A survey conducted by UNDP in 2018 in the GCA of Donetsk and Luhansk oblasts as well as in Zhytomyr oblast (Security and justice in Ukraine - Perspectives from Communities in Three Oblasts) indicates that the main causes of insecurity in conflict-affected areas have evolved and are now more related to people's livelihoods than to violent crimes. The only exception is the areas immediately adjacent to the contact line, where people felt almost twice more insecure than people in other areas. Major security problems such as unemployment and poverty, corruption, drug abuse, alcoholism, lack of after-school activities for youth, and environmental pollution are prevailing in urban areas. In rural communities, causes of insecurity are linked to failing infrastructures, such as, for instance, the absence of street lighting or absence of regular and reliable commuting services. Issues more immediately related to the conflict, such as mines, shelling, conflict related trauma are still prevailing in particular among population living within 20 km from the contact line. Generally, tensions between IDPs and host communities are perceived as less important. Among population living further away from the contact line, petty theft, followed by house burglary are seen as the most common crimes or disputes. Yet, such cases are often turned away by the justice system which does not consider them as criminal offenses. For people living within 20 km of the contact line, the most pressing needs are also, generally, not conflict-related, although the conflict may have a catalyzing or aggravating effect on for, example alcoholism, poverty and unemployment.

Police presence is, unsurprisingly, far higher in urban locations than in rural areas. Policing is perceived by around half of the population in rural areas as not meeting its security/protection needs. Response time to rural communities is inevitably longer due to distances to be covered, compounded by a lack of vehicles and fuel which constrains effectively policing of those areas. Overall, consultations between local police and the population rarely take place, despite legal requirements that the police should engage with the public.

I.3.2. Access to justice

The survey findings point to widespread beliefs that reporting to the police is most appropriate to resolve problems such as burglary and property damage. Land disputes, however, are claimed to be best resolved by local administration.

While most citizens are dependent on the formal justice system to resolve legal problems, alternative dispute resolution mechanisms (such as mediation, conciliation, arbitration) seem to exist, and are occasionally used. Despite many problems in the justice system most people prefer to resolve matters through this system rather than to resort to alternative justice systems. Yet, courts are generally seen as slow and expensive and many people worry that they would not understand the proceedings. Overall, only one third of victims of crimes or parties to civil law disputes feel that their case has been resolved justly. While the concept of legal aid provision is generally well known and understood, the fact that the state is providing or should provide free legal aid is less known, as the majority of people believe that this type of services is reserved to dealing with court procedures (secondary legal aid) and does not cover non-court legal actions (primary legal aid). At the same time, people tend to question the quality of free services. With the country's decentralization, primary legal aid counselling will gradually become a responsibility of local self-government bodies. It is therefore crucial that local governments and citizens fully understand the importance of this service provision, its ease of access and adequate integration into the portfolio of local services to be provided to the population (taking advantage of the increasing network of stationary and mobile TsNAPs). The Ombudsperson's Office and civil society organizations also have an important complementary role to play in this regard.

I.3.3. Reforms related to justice, law enforcement and security

In 2015, the Strategy for Judicial Reform was adopted by the decree of the President of Ukraine. It primarily focuses on strengthening judicial independence, making it more efficient and accountable, and renewing the judiciary. To implement the Strategy, in the last two years Ukraine has adopted a number of legislative measures, which culminated in passing constitutional amendments regarding judiciary together with the new edition of the Law on Judiciary and Status of Judges No 4734 in June 2016. These changes initiated a comprehensive judicial reform as a second part of the Strategy, including some measures such as the creation of an entirely new Supreme Court. The legislation not only transforms the structure of the judicial system but also contains provisions aimed at, among other things, the improvement of judicial self-governance.

The law on the National Police entered into force on 7 November 2015. The new structure, placed under the Minister of Internal Affairs, is composed of Criminal Police, Patrol Police present in 33 cities, Police Security,

Special Police Units. With this new law, the government intends to tackle corruption within the police force, incorporate principles of community policing, employ a greater number of women into the police force and improve public perceptions. The Patrol Police operates in the city centres and is accountable directly to the HQ in Kyiv and not to the regional head of police. Unlike their regional colleagues who are responsible for policing outside of the city centres, the Patrol Police is well resourced, its officers are trained, and they are well paid to dissuade them from corrupt practices. Since 2015, the EUAM has begun training the Patrol Police in community policing techniques, introducing officers to the concepts of community policing and then training them up to be trainers to their colleagues.

As a part of the decentralization process, Centres for Safety and Security (CSS), a joint initiative by the police, emergency and firefighting services, are to be created across the whole of Ukraine. The main objective of the CSS is to protect the population and territories from fire, emergencies and ensure public safety. In addition, CSS will provide preventive and educational support in relation to crime, emergency and crisis situation. CSS will be addressing the needs of communities in the fields of civil protection and public order. Such centres will be reference and coordination points for local communities' fire brigades and volunteers.

In January 2017, a Strategy for Reforming the State Emergency Service of Ukraine was adopted by the Government, aimed at ensuring sufficient level of security of the population and protection of territories from emergencies in peacetime and during contingency situations. The document regulates the number of fire rescue stations of local and voluntary fire services in the amalgamated communities, number of staff and locations with account of standard response time to fire alarm (10 minutes in a city and 20 minutes in rural areas). Importantly, the Strategy comprises tasks that are relevant to the reform of local self-government, namely the improvement of service quality and bringing services closer to citizens.

I.4.   A degraded environment

With the onset of hostilities, the environmental situation in eastern Ukraine, already in a critical state due to decades of coal mining and heavy industry activities, has significantly degraded.

According to the findings of an assessment carried out by the OSCE[7] in 2017 on the conflict's impacts on eastern Ukraine's environment, armed conflict in eastern Ukraine has resulted in a range of harmful effects to the region's soil and terrain, its surface and subterranean water systems, and its vegetation and wildlife. Hostilities also bring a significant increase in the risk of incidents at industrial and infrastructure facilities.

Under conflict conditions, the risk of environmental pollution resulting from major operational disruptions and related incidents occurring at industrial and other large-scale facilities is a significant threat. Prior to the onset of conflict, the Donetsk and Luhansk oblasts were home to some 4,500 potentially environmentally hazardous enterprises. Between 2014 and 2017, companies in the region reported over 500 cases of operational disruptions and related incidents, some of which were fraught with potential hazard for both the local population and the environment.

Issues of surface and ground water pollution are also critical. Frequent disruptions to the operation of both the water supply and water disposal systems have resulted in repeated, unscheduled discharges of pollutants into freshwater sources. Among the most critical hazards are those posed by the flooding of mines being used as waste storage, since ground water is no longer pumped out as a result of the conflict. The combustion of munitions and subsequent explosions and the extensive deployment of heavy military equipment cause further related damage by significantly polluting soils, which will eventually require reclamation and rehabilitation. Forest fires and illegal tree cutting have resulted in the loss of woodlands and windbreak strips, had severe impact on nature reserves, and disrupted the balance of ecosystems.

Hostilities have also exacerbated waste management issues, especially in towns along the contact line. Apart from the immediate, overall effects of the armed conflict on the environment, challenges to the proper functioning of the environmental protection system, essentially requiring an overhaul and modernization of environmental governance and coordination, are also of great concern. The conflict has disrupted the operations of the environmental monitoring system, prevented observations in certain locations, and resulted in the loss of archive data, equipment, and documentation. The resulting shortage of information, limited reliable data, irregular observations, and lack of access to environmental information in territories beyond government control present major obstacles to an efficient and prudent administrative decision-making process, a factor which is often decisive in crisis conditions.

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[7] OSCE - "Assessment of Environmental Damage in Eastern Ukraine and Recovery Priorities" 2017

The conflict has rendered the management of domestic waste problematic, affecting in particular communities located along the contact line. This problem is further exacerbated by the presence of a large number of discarded military equipment, ruined buildings, structures, and infrastructural elements. Their disposal requires additional capacity and is difficult to undertake without a prior demining of the territory and a thorough clearing of unexploded munitions.

According to the OSCE, the conflict has led to the damage of roughly 60 natural protected areas in the Donetsk and Luhansk oblasts. Currently, a lack of personnel, the suspension of funding for environmental protection activity, and insufficient coordination between environmental bodies and the Ukrainian Armed Forces pose a significant threat to any preservation and/or rehabilitation of the affected areas. The region is also undergoing a developing imbalance in its biological diversity with some species having disappeared and others spreading uncontrollably, exposing both the agricultural and the epidemiological security of the region to heightened risk.

Funding for environmental protection activities was slashed at the beginning of the conflict and is now beginning to recover slowly. Not accounting for inflation, in 2016, capital and operational expenditures for environmental protection in the government-controlled territories accounted for 78% of the average environmental protection expenditures in the entire territory of the Donetsk and Luhansk oblasts during the period from 2009 to 2013 (including 96% in government- controlled territory of the Donetsk oblast and 45% of the Luhansk oblast). Untimely and incomplete funding for nature reserves' operations jeopardizes the very existence of conservation areas, which were particularly affected by the conflict.

On the positive side, an increase in environmental protection expenditures in government-controlled territories has been fostering a slow but gradual improvement of the region's environmental protection system. A number of urgent measures have been envisaged by the State Targeted Programme of MTOT, the Luhansk Oblast Environmental Protection Programme and the Donetsk Regional Administration, in particular, to construct new landfills for solid domestic waste, re-build existing solid domestic waste landfills, and construct recycling stations. Plans include also the upgrade of waste management equipment for rural areas, including arranging for separate waste collection, resolving the issue of adequate disposal of spent light bulbs and medical and biological waste, and attracting investment for deep waste processing. In designing and implementing local responses to environmental issues, active participation of local communities and partnerships building with local businesses are essential factors for success and sustainability.

The Law on Environment Impact Assessment was adopted in May 2017. It requires mandatory assessment of impacts (direct and indirect) of certain industrial objects and activities on the environment. This includes the extraction of mineral resources and the storage and processing of hydrocarbon crude. As part of the assessment process, the environmental authorities need to be provided with an assessment of the environmental effect and the report is subject to public discussion. A Unified Register (developed with the assistance of Sweden and UNDP) of projects falling under the requirements of the Environmental Impact Assessment) is operating as of January 2018. The register is to include reports and opinions related to the environmental impact assessment throughout Ukraine, which will result in: (1) the authorized bodies' ability to properly control the activities fraught with potential threats to the environment; (2) provision, in an appropriate manner, of information to the general public in connection with development of the territories as well as exercise of public control over performance of the activities fraught with potential threats to the environment.

I.5.   Gender equality, women's rights and rights of vulnerable groups

The conflict in the East has created new challenges and violations of women's human rights, thus increasing gender discrimination, women's time poverty[8] and security risks and the threat of gender-based violence (GBV).

The enjoyment of equal opportunities and rights by women in eastern Ukraine, as well as in Ukraine as a whole, faces important challenges, linked to deeply-rooted patriarchal attitudes and stereotypes, as well as to systemic gaps. Among the latter are weak rule of law, low capacity of institutions, lack of political will, as well as low awareness of gender equality commitments. To exacerbate the situation, access to gender-disaggregated data is often limited, in particular at oblast and local levels, and policy makers rarely use such data for analysis to inform state policies, reforms, national and local planning. While women represent a majority among mid-level officials in local government bodies, their ability to influence decisions is reduced.

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[8] Women spend a large proportion of their time on unpaid care and domestic work. These responsibilities result in time poverty, (leading to lost employment and leisure opportunities).

According to UN Women, the reform implementation in the country, and in particular in the conflict-affected regions, neglects gender equality and women's needs. UN Women Vulnerability Assessment of Women and Men in the Context of Decentralization Reform and Restoration of Governance in the Conflict Affected Areas of Ukraine revealed that women and men from vulnerable groups such as persons with disabilities, people living with HIV, single heads of households, and the older people, face challenges to participation in and equally benefitting from local development. The assessment demonstrated that certain groups of women, in addition to suffering from discrimination directed against them as women, also face multiple forms of discrimination based on additional grounds such as, displacement, disability, age or other factors, as their interests, needs and concerns are often neglected. The vulnerability of the groups increases as the information about reforms and local development does not reach them and no targeted efforts are made to engage them in decision-making, participation in the implementation and monitoring of the reforms and decentralized local development. The discrimination they face is generally not recognized by the authorities and communities.

According to UNDP survey (Security and justice in Ukraine - Perspectives from Communities in Three Oblasts), on average, one third of women do not feel safe in their own homes at night, whereas two thirds do not feel safe in their community at night. About 20% of the survey respondents believe that some form of intimate partner violence (whether resulting in injury or not) occurs occasionally or regularly in their community. External interventions, particularly reporting to the police, is necessary when an intimate partner is physically injured. Generally, there is, across the region, a low level of recognition of intimate partner violence which emphasizes that there is a long way to go in raising awareness of the existence and prevalence of this type of crime.

The survey also confirmed that members of the LGBT community or people living with HIV tend to hide their sexual orientations or health status from the community at large and even their families, as they fear for their safety and the social ostracization they believe would follow. Yet, this issue is not specifically conflict-related and prevails all over Ukraine.

I.6. Social cohesion and trust in state institutions

The conflict has also led to significantly deteriorated levels of social cohesion, trust in state institutions and cooperation throughout the country, which were already eroded from years of divergent and politically charged narratives about history, language, and patriotism. In many ways, the conflict and resulting displacement from Donetsk and Luhansk oblasts into other oblasts of Ukraine has magnified the country's pre-conflict fragility

Social cohesion, which refers to the quality of relationships between groups in society and between people and institutions, and to a sense of social belonging is relatively low across Ukraine. This originates from traditionally low citizens engagement and activism, and poorly developed dialogue platforms – a legacy of the command economy and the decades-long destruction of genuine bottom-up social initiatives. The level of social cohesion in the conflict-affected regions of Ukraine is monitored on a continuous basis through the USE (UN Social Cohesion and Reconciliation Index – SCORE) for eastern Ukraine. USE is jointly implemented by three UN entities – UNDP, UNICEF, and IOM. A first USE cycle, which was completed in October 2017, captured the views of some 10,000 people residing in the five oblasts in the east of Ukraine – oblasts of Donetsk, Luhansk, Zaporizhia, Kharkiv and Dnipropetrovsk. The key findings emerging from this first round of surveys show:

-   Across eastern Ukraine, the level of *tolerance and citizens social responsibility* are as low as in the rest of Ukraine, with an average score of 4.9 (0 representing complete intolerance and lack of citizens' social responsibility, 10, full tolerance and citizens' social responsibility). A breakdown by income and education demographics shows significant variations – predictably, the higher the income and the level of education, the more tolerant and socially responsible citizens tend to be.

-   The level of *non-violent active civic engagement* is particularly low (average score of 0.3) throughout eastern Ukraine. This general inertia is due to the common view among the region's residents that authorities neither seek to include citizens in decision-making processes, nor are particularly responsive to citizens' demands. A second important reason is a lack of information (i.e., citizens have a low level of knowledge concerning the issues on the agenda of local councils and those of other authorities). Finally, though of lesser importance, people find civic engagement to be too time-consuming relatively to other aspects of life (e.g., work, family time, etc.);

-   The level of *social connectedness and belonging* across the region (an average score of 6.6) is fairly positive. While the northern areas of Luhansk oblast show a relatively higher level of connectedness and belonging than other parts of eastern Ukraine, there are no significant differences in the scores between the five oblasts. Older respondents (60 and above) and those from rural settlements appear

    to have a stronger sense of social connectedness and belonging than the other population groups

- the level of *trust* in public institutions is very low. It stands at 2 in Luhansk oblast and at 1.6 in Donetsk oblast. The lowest levels of trust are registered in the central parts of these two oblasts.

I.7   Key development challenges

In the difficult conflict context described above, and against the backdrop of the decentralisation process, the **key development challenges** that the Project seeks to address are those which constrain or limit stabilisation and peacebuilding in the two regions, as well as their overall longer-term development. In particular, insecurity and the breakdown of trust in institutions are on-going problems that need to be addressed. **Without effective and trusted mechanisms to redress grievances, governed by rule of law and in full respect of human rights**, the roots of conflict and social instability will remain, and efforts to pursue economic and social growth and political stabilization will be undermined. The fundamental dynamics between individual, community, and state institutions need to be transformed if we are to address both the causes and consequences of the conflict and promote constructive and systemic change in the region

Citizens living in those conflict affected areas and in particular close to the contact line have the need and right:

- **to feel secure in their community**: this implies that relevant conflict-sensitive *law enforcement and security services* are in place at local level and are delivered effectively and efficiently. It also implies that *environmental protection,* which takes into full account the particular issues engendered by the conflict, is effectively decentralised and actively carried out at community level

- **to feel that their rights and possessions are respected and handled in a fair manner**: this requires that an efficient and conflict sensitive system of access to justice is established closest to citizens (in particular in areas close to the contact line)

- **to live in a cohesive society,** which works towards the wellbeing of all its conflict affected members, fights exclusion and marginalisation, creates a sense of belonging and promotes trust.

The Project will therefore tackle the following key issues limiting the above-mentioned needs and rights of citizens in Donetsk and Luhansk oblasts:

a. the issue of **weak capacities of new ATCs local self-governments and protracted territorial community amalgamation process**, which not only prevents building a foundation for lasting peace but also delays the strategic development of communities throughout Donetsk and Luhansk oblasts, restrains citizens' participation in decision making and limits government accountability:

- despite legal requirements for citizens' participation in local development decisions, and the abundance of participation mechanisms successfully tested and used throughout Ukraine, citizens' participation systems have generally not significantly evolved in Donetsk and Luhansk oblasts to allow for a more interactive and inclusive consultation process

- local government accountability is constrained by lack of skills and competences to inform the public in a clear and transparent manner on activities carried out, their budget and actual costs

- citizens' feedback and control mechanisms, although promoted by Ukraine's legislation, are still not prevailing in the region and civil society organisations are lacking skills and competences to exercise control and carry out effective advocacy activities;

b. linked to a., the issue of **weak citizens' engagement in the development of conflict affected areas of the two oblasts**. Local government is the level closest to citizens and such proximity necessarily converts or should necessarily convert into increased levels of citizen participation (including women and youth participation) in local affairs. The extent to which citizens' participation can actually take place depends on two key factors:

- *enhanced knowledge and understanding of civic rights and duties by citizens, in particular in a conflict situation*, combined with appropriate feedback systems between the constituents and members of councils; it is important that the latter do not neglect, as is generally the case in particular in communities along the contact line, their duties to keep citizens updated on their activities as well to demonstrate how these activities are conflict and gender sensitive; mass media do not provide sufficient coverage of the work of the councils; and no modality is in place for citizens to recall their elected representative

- *existence of effective and sustainable dialogue platforms*, based on the principles of inter-activeness and consensus-reaching between communities and territorial self-governing bodies/service providers, have developed. Various instruments of citizens' participation have been actively implemented in municipalities over the country, such as smart city, e-participation and participatory budgeting. However, there remains, especially in the conflict-affected areas of the country, a large number of territorial units which have not adopted modern and effective approaches to citizen's participation. They continue to rely, mainly, on such institutions as public hearings, which appears to be insufficient to promote real dialogue between key local stakeholders.

c. the issue of **absence or low quality of services that should be delivered at local level**:

- because of low citizens' engagement in local development decisions, the relevance and effectiveness of services delivered to communities in the conflict-affected oblasts are still under-developed. Evidence on the ground shows that services provided to the population are not client-oriented and inclusive, i.e. are difficult to access and are poorly reflecting the needs of all population groups (including IDPs) in a conflict context

- despite legal requirements imposed on local authorities and the police to hold regular meetings with communities on security issues and security services, there is still a general lack of or insufficiency of concertation between these institutions and citizens. Interactions between the police and citizens are crucial for the development of relevant conflict sensitive solutions to ensure security. On the other hand, access to justice at local level, in particular in territorial communities along the contact line, is limited by a lack of information on where and how to obtain free legal aid and by insufficiently developed alternative dispute resolution mechanisms at local level (such a mediation, conciliation and arbitration) which would address, in a more effective manner, the particular issues of citizens directly affected by the conflict (populations living in rural areas and along the contact line)

- with the onset of armed conflict, environmental protection activities in eastern Ukraine have been virtually paralyzed. Much archival material has been lost and not yet restored, environmental monitoring is generally inoperative in parts of the territory, and financial, logistical and manpower issues persist. With the new law on environmental impact assessment, not only local authorities/service providers' capacities will need to be strengthened to handle this and other new responsibilities to protect their territories' environment, but citizens will also require to be informed on specific conflict-created environmental risks, measures to counter these risks and will have to understand their role and responsibilities to control the performance of activities which may lead to potential threats for their environment.

In addressing this third development challenge, the Project will thus focus particularly on service design and provision issues **relating to community security, access to justice and environmental protection** and on developing skills and competences of services providers to meet the needs of their "clients" in a conflict and gender sensitive manner.

The above development challenges are inter-linked and trigger important **trust and intra and inter-community relational/social cohesion issues** (cf. I.6). Low level of trust in institutions and service providers stem from the fact that local communities are not involved in the decision-making process for the development of service provision, in monitoring the quality of services and in advocating for improvements. On the other hand, when levels of participation are low, there is a lack of trust in democratic institutions.

II. STRATEGY

The Project is thus designed to contribute to resolving key issues of **weak rule of law and rights to justice**, **physical and environmental insecurity** and the **breakdown of trust in institutions** which are prevailing in Donetsk and Luhansk oblasts and which constrain or limit social cohesion and peacebuilding in these two conflict-affected regions, as well as their overall longer-term development. The resolution of these issues can only take place **through a) significantly enhanced local governments' capacities to manage and be accountable for their actions, b) a tangible improvement of administrative, law enforcement and security, access to justice and environmental protection services** provided to citizens in conflict affected areas, combined with c) a **genuine engagement of citizens to take active part in the development of their communities**.

II.1 Theory of change

The **theory of change** underpinning the Project, presented in the diagram below, argues that

If local self-governments and service providers with clear mandates and capable leaderships, acquire relevant new skills and competence to fulfil their new tasks in a conflict sensitive manner

and if new and sustainable mechanisms are in place to promote dialogue between state institutions, citizens participation in conflict-sensitive local development decisions as well as state institutions' accountability to users/tax payers,

and if participatory and gender sensitive planning and budgeting of public services (justice, security, law enforcement and environmental protection) are systematically carried out,

and if citizens understand their civic responsibilities and are actively engaged in conflict-sensitive local development decisions through dialogue with local authorities, oversight and advocacy,

then the quality of service provision to citizens will improve.
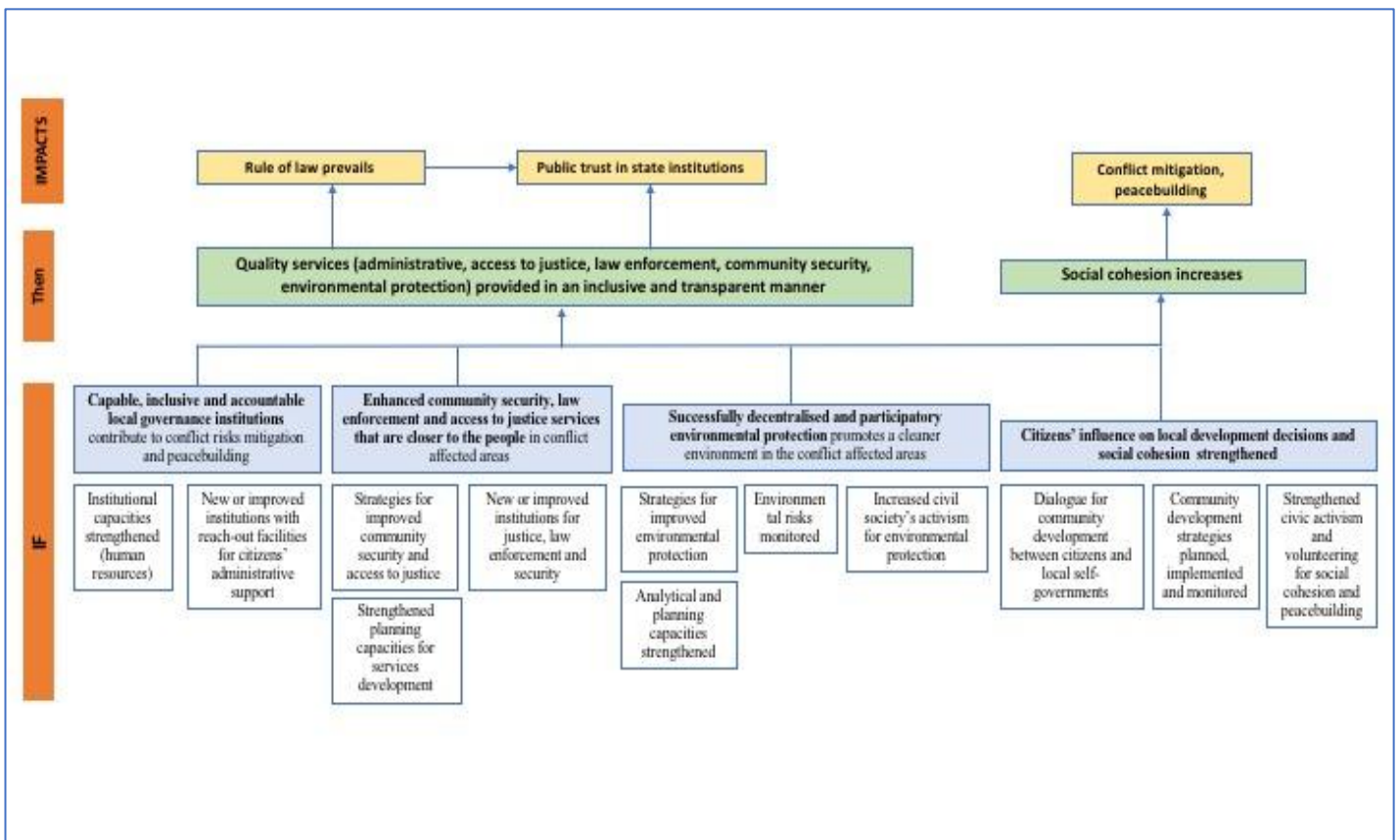
Therefore, when the citizens of conflict-affected communities, who have taken an active part in the design of relevant and inclusive development strategies and services to ensure security, justice, law enforcement and environmental protection at local level, start having easy access to these services, *when* they push for and see that state institutions/service providers become more accountable to them, *then* these citizens start feeling safer

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and understand that the rule of law prevails. This feeling of safety not only leads to a higher level of trust in public institutions but, combined with increased civic activism, also leads to improved social cohesion.

The theory of change also argues that successes achieved in GCA help demonstrate to citizens in NGCA that there are realistic and viable alternative models to service provision and development. This can play an important role in conflict transformation and peacebuilding.

The Project's theory of change is based on the following assumptions:

- the Ukrainian Government remains committed to the undertaken obligations under international law, including treaties and conventions as well as political commitments;

- the decentralization of functions to regional and local governance authorities continues and democratic structures and institutions continue to develop positively;

- there is a strong political commitment at the highest levels in government for recovery efforts in eastern Ukraine and the protection of human rights, particular of those affected by the conflict, is a key priority;

- territorial units continue to adhere to the principles of community empowerment through community mobilization and self-organization, and dialogue. Territorial units' budgets are increasingly formed based on a systematic human rights assessment at local level, which ensures that vulnerable members of the population are not left out in the decision-making process

- citizens' engagement takes place and is sustained throughout time.

II.2. Approach to Project implementation

For its implementation, the Project will be fully integrated into UNDP's Recovery and Peacebuilding Programme (RPP) in eastern Ukraine.

II.2.1. The Recovery and Peacebuilding Programme (RPP)

UNDP has been active and present in eastern Ukraine for the past decade, prior to the conflict, with a focus on community development, civil society development, and environmental protection. Work on addressing the specific conflict-related development challenges discussed above built on this earlier engagement and established partnerships and started in 2015 through the **Recovery and Peacebuilding Programme (RPP),** a multi-donor funded framework programme formulated and led by the United Nations Development Programme (UNDP) in collaboration with the Government of Ukraine and in cooperation with a number of partnering UN agencies (UN Women, FAO, UNFPA).

The RPP was designed to **respond to and mitigate the causes and effects of the conflict**. It is based on findings of the Recovery and Peacebuilding Assessment (RPA) and is aligned to the State Target Programme for Recovery as well as to the two oblast development strategies up to 2020. The RPP involves three pillars for action: 1) restoration of infrastructure and social services; 2) economic recovery; and 3) social resilience and peacebuilding. It is an integral component of the UNDP Country Programme and is therefore fully aligned with the United Nations Partnership Framework (UNPF) It is closely interlinked with the Democratic Governance and Reform Programme, operating nationally and in all of Ukraine's regions and is consistent with the SDGs, in particular SDG 16 (Peace, Justice and Strong institutions).

As an area-based programme specifically developed for the conflict-affected areas of eastern Ukraine, the RPP addresses the key stabilization, peacebuilding, economic and governance priority needs in eastern Ukraine following the start of the conflict. It takes into account the opportunities that have arisen from the Minsk Protocol of September 2014 and the renewal of its cease-fire provisions (the latest cease-fire having been agreed in March 2018) and is also fully adjusted to the humanitarian-development nexus.

The Programme's interventions are grouped under the following key Programme components, which reflect the region's priority needs:

Component 1: Economic Recovery and Restoration of Critical Infrastructure
Component 2: Local Governance and Decentralization Reform
Component 3: Community Security and Social Cohesion.

The Programme, which operates on the basis of a pooled funding arrangement, follows a multi-sectoral programme-based approach and is implemented using an area-based methodology. With the current project, it is a unifying interventions framework for 16 projects funded by 11 international partners with total funding amounting to **$ 87,538,582**.

II.2.2. Project Implementation

The Project will thus continue promoting peace and stabilisation in eastern Ukraine and the emergence of capable, inclusive, responsive and accountable local governments and service providers. It will be working with local institutions to develop their capacities not only to deliver services (with **a focus on administrative services, access to justice, law enforcement, community security and environmental protection**) but also to plan and monitor service provision in a participatory and conflict-sensitive manner as well as to be accountable to service users. In parallel, the Project will stimulate local communities' members to take part more actively in the development of their localities. For this target group, it will address knowledge gaps of citizens in relation to their rights and responsibilities. Learning by doing (through the design and implementation of relevant community initiatives) is also key, as practical experience of planning, implementing and monitoring development projects will not only enhance community members' skills and competence, it will also promote dialogue with other key stakeholders and will lead to enhanced tolerance, civic initiative and social cohesion. Dialogue platforms for local self-government bodies, service providers and citizens' groups and CSOs are crucial in this context, which serve not only to discuss and resolve specific territorial development challenges, but, more broadly, to stimulate the completion of the decentralisation process in the region.

In line with the overall approach of the RPP, the Project will be using an **area-based methodology** to carry out its activities. This methodology is the most relevant and suitable for this Project as it targets a specific territory in Ukraine (the government-controlled areas of Donetsk and Luhansk oblasts sharing a contact line with the non-government controlled areas of these regions) characterised by a particularly complex conflict-related development problem, which will be tackled through a comprehensive and complementary set of interventions based on an integrated, inclusive, participatory and flexible approach. The Project will intervene in a number of territorial communities, (cities, towns and villages), amalgamated (ATC) or not yet amalgamated, across the two oblasts. Specific approach for selection of the location for each key area of support will be identified during initiation phase of the project and agreed with the donors. For local governance and decentralization activities, SDC funding will be specifically earmarked for a maximum of 10 locations in Donetsk and Luhansk oblast, with a focus on those in remote, rural or near the contact line zone locations. The selection of these ten Project locations will be carried out at the start of the Project. RPP has developed a number of detailed community profiles. A set of selection criteria, pre-identified by the RPP for this Project, will be presented to SDC for discussion and approval and used for the localities' selection.

The Project will be seeking to cover a sufficiently large number of territorial communities (including communities near the contact line) to ensure rapid scaling up of concrete solutions. The selection process will be determined (among other criteria) by the level of interest and commitment among duty bearers and rights holders to take part in the Project's activities. At the same time, project will also select a few locations with low level of activism or civil society representation, where it will initiate the process and support community mobilization, empowerment and civic activism. In each of the selected territorial communities, the Project will be offering to its members (representatives of governing bodies, service providers, citizens and their organisations) a range of practical and complementary advisory support and capacity building services. Effective experience sharing/ dissemination and knowledge management will allow for successful and innovative models and strategies to be further replicated in other territorial communities (cf. Section III.8). The Project will adhere to the key principles of Learning by Doing (as mentioned above, whereby capacity building of institutions or citizens is to be based on the development of concrete outputs which become evidence of new skills or competence – for instance strategies, plans, monitoring systems, etc.) and Acting Together (whereby community members work together on the design and implementation of a concrete development project). Adherence to these two principles is key to achieving genuine development changes, as has also been demonstrated by earlier UNDP community-development interventions for the past decade.

While the Project will focus its development actions primarily at the local level, engagement at the regional and national levels will be necessary to ensure effective knowledge sharing and contribution to policy development mechanisms. UNDP coordinates closely with the Government and other development partners in the areas of decentralization reform, public administration reform, national action plans for human rights and civil society development, and on environmental policy. The area-based work in eastern Ukraine is closely linked to these national-level coordination and policy advocacy efforts through cooperation with relevant thematic portfolios in the Country Office.

II.3   Peacebuilding and recovery experience in eastern Ukraine and lessons learnt

A coordinated and integrated approach to peacebuilding and recovery in the context of such a complex situation as that of the Eastern Ukrainian conflict-affected regions is essential to avoid overlaps between different development actors and donors' interventions and to ensure consistency with national policies.

UNDP's ability to ensure the implementation of such a coordinated approach is evidenced by the **RPP** which has been identified by the EU as a lesson-learned in its own right and a contributor to effective Programme implementation, one that has gone a long way to nurturing the emergence of a multitude of civil society groups in Ukraine. With a permanent presence in the East, UNDP has built valuable networks on the ground, triggering effective multi stakeholders' partnerships.

UNDP possesses specialized technical competence and has many years of experience supporting the decentralization reforms in Ukraine. Since 2008 UNDP has been implementing the EU-funded community-based local development programme (CBA) in all Oblasts of Ukraine to support local development and community mobilization, which is essential for translating administrative reforms into tangible benefits for the local population. CBA has helped create a conducive environment for a more efficient dialogue between local authorities and communities.

The RPP has integrated the community mobilization for empowerment approach in its recovery response which resulted in increased levels of engagement of citizens with local authorities and their participation in the decision making on local development, services, recovery, and community security. It has been instrumental in facilitating access to services, in particular legal aid and administrative services (through concrete support to the set-up of Citizens Advice Bureaus and of a new generation of Centers for Administrative Services) and in restoring critically important social and economic infrastructure. It has also intervened to strengthen personal and community security in conflict-affected areas, increasing the capacity of justice institutions for efficient, effective and transparent service delivery, improving access to security services for people in conflict-affected areas, including IDPs.

The flexibility of the programme has helped in the delivery of interventions as well as allowed the programme to get the attention and buy-in of stakeholders. It has also allowed resources concentration on priority interventions to be implemented as demanded to fit the most critical needs.

From the RPP experience on the ground and results achieved, the **key lessons learnt**[9] include:

- Successful models, processes and examples are important to inform policy making and replication: such replication process should integrate a necessary adjustment of the outputs to fit the needs of a different set of stakeholders. What may apply to one territorial community may not be relevant or fully apply to another;

- The participation of a wide range of local stakeholders is extremely important for building confidence, and enhancing security, in conflict-affected communities. The participatory nature of the activities carried out by the programme, including the establishment of community security working groups (CSWGs) and training seminars on security offered to law enforcement agencies together with citizens, have fostered dialogue at the local level and have helped to promote social cohesion and security;

- These successful models, processes and examples should be fully documented for replication purposes, not only in other oblasts of Ukraine, but also in NGCAs, when those areas return under the control of the GoU. There is evidence of demand for good practices from the population along the contact line and people crossing over from NGCA to receive services;

- The Citizens Advice Bureaus have proven to be a helpful innovation to provide on-demand advice, referrals and legal-aid services. Yet, because they are seen as temporary service providers and because they are by their nature and purpose 'non-governmental', they are facing sustainability issues. The present Project proposes to merge some of the functions of these structures into existing Centers for Administrative Services (TsNAP), as well as pilot other local mechanisms for integrated solutions, in particular also with the regional representation of the Ombudsperson's Office;

- The pressing need for legal aid and access to justice among persons in conflict-affected areas will necessitate the introduction of more innovative solutions, similar to those of the Mobile Legal Aid

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[9] Mid-term evaluation report, Anthony Costanzo Business and Government Strategies International USA - October 21, 2017

Cells established at the Novotroitske and Mariinka Entry-Exit Check Points (EECPs), the online platform for self-help or the integration of community policing service into TsNAPs;

- Communities that are amalgamated or in the process of amalgamation have appeared more motivated to participate actively in the RPP activities. Many of them had previously been involved in UNDP community development activities. Such a level of motivation and interest presents a real opportunity to involve them in the range of interventions and capacity building activities foreseen by this Project;

- People-to-people exchanges have proven useful so that individuals active in the interventions gain out-of-region exposure and experience. Moreover, it gives individuals exposure to other communities that have endured conflict or see that the situation could "get back to normal." Structured, well-prepared and moderated visits to other regions in Ukraine seem to have been beneficial to changing attitudes and mindsets;

- The processes set in motion by the RPP require deeper attitudinal changes that go beyond capacity building. The nature of the previous command-based top-down political regime has left local actors passive and believing that the only way to address issues is by referring them to higher-level authorities. In this context, the RPP has expanded efforts (and will continue to do so) to try and foster a culture of responsibility and accountability, among civil society actors, local administrations and state institutions alike. Such a behavioral change can take place, facilitated by the RPP continued involvement with all of the above-mentioned actors in the field and in close alignment with similar efforts under way country-wide;

- Activities that have involved building dialogue within local communities have proven helpful and have, to some extent, not only helped address security and social cohesion but also governance and economic issues. It is thus important to ensure the continuation of such dialogue facilitation;

- In general, there is more opportunity for more intensified work (in particular in relation to strengthening dialogue, participation and feedback/control mechanisms) with local communities to strengthen civil society participation to enhance security and cohesion. Efforts should be extended along the contact line where most of such training and the addressing of issues are needed. Such a geographical targeting is addressed by the Project (cf. II.1).

The Mid-Term Evaluation Report of the RPP (cf. note 9) lists a number of **recommendations** that the RPP and the Project will aim at fulfilling, in particular relating to the need to:

- adjust the Programme's activities in an evolutionary manner from crisis response and rehabilitation to reform and development with peace building as the overarching theme

- move RPP activities close to the contact line to address the needs of those most impacted by the conflict

- keep the Programme's flexible framework and an administrative system that is deliverable-oriented; concentrate the Programme's activities on pilots, building model processes and services, and provide examples for replication in the NGCA

- minimize subsidies and develop/communicate clear exit strategies

- further address amalgamation and decentralization needs and support processes

- consolidate results achieved in public services and community support services (e.g. TsNAPs, CABs, LDFs, CSWGs, etc.)

- continue to strengthen legal aid and judiciary reform

- enhance inclusion of youth in component activities to make them part of the process of recovery, reform and development

- continue training of and cooperation with police and emergency service providers

- address environmental issues (environmental clean-up, management and protection).

UNDP's experience in helping Ukraine to address **climate change and environmental protection issues** is significant.

Effective use of energy and improvement of the overall state of environment are essential for sustainable development. These issues are also global as climate change, loss of biodiversity and ozone layer depletion cannot be addressed by countries acting alone. UNDP's support to the development of the National Low

Carbon Growth Strategy and to strengthen Ukraine's position in global climate change negotiations with GHG emission targets identification have contributed to strengthening country's capacity in climate change mitigation. At present, UNDP helps Ukraine to fulfil its global environment management commitments and plans to respond to multilateral agreements, in particular the Montreal Protocol and the Vienna Convention on Protection of Ozone Layer to which the country is a party. It also helps the country to reduce greenhouse gas emissions by creating favourable legal, regulatory, market environment and building institutional, administrative and technical capacities to promote energy efficiency measures in public buildings. In particular, it actively promotes the use of biomass energy as a fuel source for heating and hot water services in the municipal sector in Ukraine.

At local level, UNDP has been helping municipalities, towns and villages to strengthen institutional capacities and governance to practically address these challenges, seeking out and sharing best practices and innovative solutions, and linking partners through pilot projects that help poor people build sustainable livelihoods.

In particular, through a number of projects, which were carried out between 2004 and 2017 (Community-Based Approach to Local Development, financed by the EU, the Municipal Governance and Sustainable Development Programme, financed by SDC and CIDA, and Improvement of the Living Conditions in Rural Ukraine by Increasing the Quality and the Access to Communal Services), UNDP has supported initiatives to improve local governance and community mobilisation for enhanced waste management, energy efficiency in public and residential buildings, water supply and sanitary services in schools, and environmentally friendly transport solutions. Among these initiatives, UNDP promoted effective crowd-sourcing platforms such as ECOMISTO in Ivano-Frankivsk, which encouraged citizens' active participation in improving their city's environment. Aware of the large gaps in public awareness for energy efficiency and environmental protection, UNDP has invested in education and awareness raising campaigns targeting youth in particular.

The Project's funders are Sweden/SIDA, Switzerland/SDC and Denmark/DMFA. With these three partners, long-standing partnerships exist in Ukraine.

The project, in which **Sweden/SIDA and Switzerland/SDC** provided a $ 4 million funding (2.3 million and 1.7 million respectively), started in January 2015 and will phase out in September 2018. It has focused on a set of practical interventions at regional and local levels to overcome the negative consequences of the armed conflict in the Donbas, reduce the risk of its reoccurrence, and address existing grievances. In this context, SIDA and SDC support has contributed to promote social cohesion, to facilitate the reorganization of local governance and the resumption of basic services and to establish a much-needed and reliable monitoring system for conflict-affected areas.

SIDA and SDC wish to continue its work in the region by further strengthening local governance. In addition, SDC will continue supporting social cohesion, while SIDA has also expressed its intention to finance specific interventions to improve the region's environment. It is a key player in Ukraine for decentralization (both under the U-LEAD programme and bilaterally) and public administration reform (public finance), as well as civil society development, and the promotion of sustainable community services related to water and sanitation, waste management, energy efficiency and renewable energy. Through the Eastern Europe Energy Efficiency and Environment Partnership (E5P) and Nordic Environment Finance Corporation (NEFCO), SIDA finances local-level projects focused on energy saving. It also supports environmental organizations that work to improve energy efficiency.

SIDA will provide funding to Outputs 1 and 3 of the Project over a period of 3 years (36 months)

SDC will provide funding to Output 1 and 4 of the Project over a period of 3 years (36 months)

Denmark has been the main partner for UNDP Ukraine's Democratic Governance portfolio in recent years, already prior to the 2014 Maidan Revolution, but in particular in support of democratic and human rights reforms for the past three years. Since 2015, the **Support to the Office of the Ombudsperson** project, has built on UNDP's longer-term, well-established cooperation with the Office of the Parliamentary Commissioner for Human Rights (also known as the Office of the Ombudsperson or OO) in two major directions: expansion of the OO presence to the regional level and strengthening its capacities to contribute to the ongoing reform processes. The outgoing project, which will come to an end in 2018, has increased the capacities of the OO to contribute to urgent reform agendas and respond to emerging human rights challenges in Ukraine, including Donetsk and Luhansk oblasts. Denmark has also funded UNDP's **Enhancing Transparency and Integrity project** (2015-2018) focused on the establishment of new anti-corruption bodies in Ukraine and preventing corruption by enhancing transparency and integrity in all state institutions. The project has promoted transparency and accountability in the public sector and thus helped ensure more responsiveness and efficacy from state bodies at national and subnational levels. The decentralization of anti-

corruption reform has been promoted through local oversight and participation as well as civil society development. The **"Civil Society for Enhanced Democracy and Human Rights in Ukraine"** project (2017 to 2022) aims at enhancing the institutional capacity of civil society actors in the regions of Ukraine to have a stronger impact on the reform processes in the country in the areas of democracy and human rights and to contribute to more inclusive, democratic and rights-based governance through enhanced capacity, better coordination and networking. It strengthens civil society organisations to promote democracy and foster participatory and result-driven Government-CSO dialogue at all levels in Ukraine. The project inter-alia focuses on supporting regional leaders (civil society "hub") that receive a grant for the institutional development of their network, which includes the Donetsk and Luhansk region.

Denmark also supports UN Women and other UN organizations in their humanitarian, recovery and local development work in eastern Ukraine.

Denmark's Ukraine Peace and Stabilization Programme (UPSP) 2018-2021 is a first four-year programme of civilian and military stabilization support to eastern Ukraine financed through the Danish Peace and Stabilization Fund (PSF). It builds on Denmark's current and previous diplomatic, stabilization, and development support and has been designed to complement Denmark's other channels of support within an overall funding envelope of DKK 120 million between 2018-2021. This multi-year approach thereby further strengthens Denmark's contribution to the international community's support to Ukraine following the 2014 Euromaidan revolution and the crisis in the east of the country and it reinforces Denmark's commitment to stability and good governance. The support package is provided through two thematic programmes (1. Community Security and Social Cohesion and 2. Support to reform of the Armed Forces of Ukraine) based on the priorities expressed by the Ukrainian Government and aligned with the expressed desire of enhanced stability, economic and social development and closer association with the EU and NATO.

It is intended that the first thematic programme (Community Security and Social Cohesion), to be managed by the **Danish Ministry of Foreign Affairs (DMFA),** will be implemented by UNDP, through its Recovery and Peacebuilding Programme and will focus on enabling local government authorities in the conflict-affected east of the country to provide needs-based and accountable recovery and peacebuilding services and in this way enhance the trust in the government.

DMFA will thus fund Outputs 2 and 4 of the Project over a period of 40 months.

II.4   Inter-project synergy and coherence

Inter-project synergy and coherence is warranted by the RPP since it acts as a framework program through which all interventions, including the Project, are planned, carried out and monitored in line with the Programme priorities.

The Programme, implemented by UNDP, is coordinated at the level of the **UNET (United Nations Eastern Team)** which is comprised of eleven United Nations agencies, funds and programmes present in the East of Ukraine. This mechanism focuses on improving the coordination and results of UN recovery, peacebuilding and development work in Government Controlled Areas of Eastern Ukraine.

The Project will start at the time when the RPP's Project "Restoration of Governance and Reconciliation in Crisis-Affected Communities of Ukraine", funded by SIDA-SDC, phases out. While it will take full account of and capitalise on the results achieved, the Project will also ensure that its target groups are "pushed" to a higher level of development, gradually taking them out of a stabilisation context to that of genuine and sustainable territorial development.

The Project's interventions will be aligned with those of a new EU funded project "**EU Support to the East of Ukraine – Recovery, Peacebuilding and Governance**" to be implemented by UNDP in partnership with UNFPA, FAO and UN Women. The EU funded project will start in mid-2018 and is aiming:

1. To enhance local capacity for gender-responsive decentralisation and administrative reforms to improve governance, local development and the delivery of services.
2. To stimulate employment and economic growth by providing assistance to Micro, Small and Medium Enterprise (MSME) development through demand-driven business development services and professional skills training.
3. To enhance social cohesion and reconciliation through promotion of civic initiatives.
4. To support sector reforms and structural adjustments in health, education and critical public infrastructure to mitigate direct impacts of the conflict.

The Project and the new EU Support to the East project will particularly cooperate on two specific objectives (improving governance and the delivery of services and enhancing social cohesion and reconciliation), ensuring that their respective territorial communities coverage is complementary, and synergising dissemination of common or complementary development solutions for their more effective and efficient scaling-up.

The Project will also closely coordinate its activities with other EU-funded projects/initiatives such as:

- The **U-LEAD Project**, a multi-donor action of the European Union and its Member States Denmark, Estonia, Germany, Poland and Sweden to support decentralization reforms in Ukraine. The Project's objectives are: a) enhancement of the capacities of key stakeholders at the national, regional and local levels to implement the regional policy and decentralisation reforms (GIZ implemented); and b) empowerment of amalgamated communities to deliver high quality administrative services to their citizens (implemented by SIDA). In Donetsk and Luhansk oblasts, U-LEAD component is implemented through two Local Governance Development Centres, but the lead role in promoting decentralization reforms (amalgamation and administrative services) lies with the UNDP-implemented area-based programme. The RPP new Project will thus ensure the complementarity of activities and synergising of results in particular in relation to communities' empowerment and citizens' participation in the local development decision making process.

- The **EUAM** (European Union Advisory Mission), a non-executive mission of the European Union, which started operating at the end of 2014, following the Maidan revolution of 2013/14 and an invitation issued by the Ukrainian government. EUAM Ukraine aims to assist the Ukrainian authorities towards a sustainable reform of the civilian security sector through strategic advice and practical support for specific reform measures based on EU standards and international principles of good governance and human rights. The goal is to achieve a civilian security sector that is efficient, accountable, and enjoys the trust of the public. UNDP has already established a good working relationship with EUAM in a number of areas, including community policing, parliamentary oversight, anti-corruption and justice sector reform. The Project will trigger cooperation with EUAM by, potentially, inviting the Police Rapid Response Groups (promoted by EUAM) to rural territorial units in the two Oblasts so that they can take part in the Project's work with those communities.

The Project will ensure good coordination and effective information exchange with two **USAID** initiatives:

- The "Ukraine Confidence Building Initiative" (**UCBI**) aimed at mitigating social tensions caused by the conflict and increasing availability of information for public debate on issues related to the conflict and its impact

- The "Democratic Governance East" project, expected to start early 2019, aimed at supporting USAID's objectives of promoting inclusive civic identity, common civic values, and a unified Ukraine, cases of far-right Ukrainian nationalism, and the consequences of ongoing armed conflict through increased citizen participation, improved service delivery and more responsive governance.

The Project will also coordinate its interventions with a new Project "Decentralisation and Law Enforcement Reforms: Transformative Approaches to Gender Equality and Women's Empowerment in Ukraine", to be managed by UN Women and supported by Denmark through its Peace and Stabilisation Fund. This project is planned to take place between 2018 and 2022. Its purpose is to strengthen the capacities of the national, regional and local authorities, civil society, women's groups and media to advance gender equality and women's rights through decentralisation and law enforcement reforms. The project is intended to contribute to a positive change for the women and men of Ukraine, particularly those affected by the conflict in the Donetsk and Luhansk oblasts. Both projects will ensure close coordination and synergies of activities and results.

Coordination modalities

The following table summarises the areas which will require close coordination between the Project and the above-mentioned interventions/projects:

Permanent presence in Donetsk and Luhansk oblasts	Decentralisation/ amalgamation and administrative services	Security, law enforcement, access to justice	Civil society, citizens' engagement, social cohesion

The Project* (DMFA, SIDA, SDC)	Yes	Output 1 *At grass roots level, through local project implementation units*	Output 2 *At grass roots level, through local project implementation units*	Output 4 *At grass roots level, through local project implementation units*
EU Support to the East* (EU)	Yes	Component 1 *At grass roots level, through local project implementation units*	Component 3 *At grass roots level, through local project implementation units*	Component 3 *At grass roots level, through local project implementation units*
U-LEAD (EU, Germany, Sweden, Denmark, Poland and Estonia)	Through 2 LGDCs (local governance development centres) 1 in Kramatorsk 1 in Severodonetsk	Priority 1 *At grass roots level, through the 2 LGDCs*	No	Priority 2 *At grass roots level, through the 2 LGDCs*
EUAM (EU)	No	No	Reform of civilian security sector *At national level only*	No
UCBI (USAID)	Yes	No	No	Yes (mitigating social tensions caused by the conflict) At grass roots level
Democratic Governance East (USAID)	Yes (planned)	Improvement of service delivery and more responsive governance *At grass roots level*	No	Citizens participation *At grass roots level*
Decentralisation and Law Enforcement Reforms (Denmark, UN Women)	Yes	To advance gender equality and women's rights through decentralisation and law enforcement reforms *Mainly national level*	No	Capacities of civil society, women groups, media *At local and regional levels*

* Both implemented through RPP **which will ensure full coordination and maximization of projects' synergies**

Interactions and coordination will take place as follows:

a) RPP has established a *framework for the alignment of work-plans and activities with LGDCs and the U-LEAD head office in Kyiv*, to avoid duplication or fragmentation of efforts. UNDP is taking a lead on decentralization reform in the east of Ukraine, while U-LEAD spearheads this process in other regions of Ukraine. Hence, UNDP and U-LEAD are working n close coordination to ensure common approach and sharing of best practice and lessons learned. An MoU between UNDP Ukraine and U-LEAD (GIZ) has been signed, to ensure coordination and sharing of best practices in developing local governance capacity and implementation of decentralization reform. The stated purpose of the MoU "is to facilitate and strengthen collaboration between the Parties, on a non-exclusive basis, in areas of common interest, providing comprehensive and unbiased information on the decentralization reform agenda, increasing the awareness and the understanding of the objectives of the decentralization reform and thus promoting ownership and responsibility for the reform among the Ukrainian public."

b) the UN Agencies participating in the RPP will support the coordination capacity of Luhansk and Donetsk oblast administrations, by establishing *a donor coordination platform* in each region, to ensure complementarity and strategic oversight of all interventions, supported by the international development partners. The platforms will provide an avenue for linking up individual interventions by donors towards a comprehensive implementation of the Donetsk and Luhansk regional development strategies, supporting an integrated and consistent approach aimed at restoring the social and economic pillars of further sustainable development in the region.

In addition:

a) working at grass roots level, the Project will adopt a coherent approach to the selection of the territorial communities which it will support. It will carry out a detailed review and analysis of any interventions implemented by other projects/donors in the prospective Project's territories. It will provide clear justification for the selection of these territories. Justification will address issues of *complementarity of actions* but will also describe the way in which the Project will ensure the *visibility of its actions, results and attributability as well as the visibility of its funders;*

b) working at regional level, the Project will directly engage with other projects/donors' staff members/representatives, as well as with the LGDCs, to *share and promote the sharing* of respective approaches, models and results achieved and will participate in all policy development dialogues taking place at that level.

c) at national level, the Project will *share results of the tested models and lessons learnt* and will take part in all *relevant policy development dialogues* taking place at that level.

III. RESULTS AND PARTNERSHIPS

III.1. Expected Results

The Project's overall goal is to promote peace and stabilisation in eastern Ukraine through capable, inclusive, responsive and accountable regional and local governments and service providers.

The key **intended outcome** of the Project is the attainment of new levels of good governance and citizens engagement for accessible and quality community security, law enforcement, access to justice and environmental protection services, most relevant to the region's conflict affected population, and increased social cohesion.

The Project's outcome is in line with UNPF 2018-2022 priorities and strategies focused on fulfilling the rights of the most marginalized and vulnerable populations in Ukraine, in particular with three of its strategic priorities (strategic pillars): Equitable access to quality and inclusive services & social protection (strategic pillar no 2), Democratic governance, rule of law and civic participation (strategic pillar no 3), Human security, social cohesion and recovery with a particular focus on eastern Ukraine (strategic pillar no 4).

It is also in line with the national reforms and policies in the spheres of decentralisation, public administration reform, and reforms in the justice, law enforcement and security sectors described in detail in Section I. The Project fully adheres to the **State Targeted Program's Action Plan** in particular in relation to Priority Direction no III (Social Stability and Peacebuilding). The Project's contributions to specific Priorities and tasks of the Action Plan are highlighted in **Section V - Results Framework**.

The Project approach builds on the core principle of "leaving no one behind". It is particularly focused on SDG 11 (Sustainable Development of Cities and Communities), SDG 12 (Sustainable Consumption and Production), SDG 15 (Protect and Restore Terrestrial Ecosystems) and SDG 16 (Peace, Justice and Strong Institutions). SDGs detailed targets are provided in Section V - Results Framework.

The Project's interventions are organised under 4 key outputs, to be achieved through activities that will be carried out in no less than 20 territorial units (Project's pilot territorial units), including 12 near the contact line:

Output 1 – Capable, inclusive and accountable local governance institutions contribute to conflict risks mitigation and peacebuilding (funded by SIDA and SDC)

Output 1.1. Institutional capacities strengthened to operate in a conflict sensitive manner and handle good governance requirements pre and post territorial amalgamation

Activity 1.1.1. To further strengthen the institutional capacities of local authorities and communities. This activity is aimed at supporting the further process of amalgamation of local communities in target areas. The approach that has been adopted by the RPP of targeted expertise attached to a given municipality or territorial community has been very successful and will be continued. Thus, it is planned to establish a pool of dedicated experts to advise and train local self-governments and communities (including on data-driven decision making); to organize study tours in regions with good practice in the amalgamation process and facilitate peer to peer learning inside and outside the two oblasts. Information campaigns will be organized to increase the number of citizens meaningfully participating in the process of communities (hromadas) creation. In planning and delivering its capacity development activities, the Project will work in partnership with a number of partners, including, local governments and cities associations, ensuring linkages with similar experiences in the rest of Ukraine, and with the national level for policy development.

Activity 1.1.2. To build the capacities of regional and local authorities of conflict-affected areas in administrative and fiscal decentralization. The Project will support the development and testing of a budgeting and finance management programme, including the elaboration of expenditure standards for different types of services. The Project will review existing programmes operating in Ukraine and will attract the necessary expertise to adapt selected programmes, or develop new ones, and carry out their testing.

Activity 1.1.3. To support the development of effective participatory mechanisms (taking into account existing mechanisms such as the civil society hubs supported by UNDP). E-solutions best practices in Ukraine and abroad (for instance in Sweden but also in Eastern Europe) will be reviewed and assessed (including from a gender perspective), and further built on if such practices are considered as having a long-term sustainability potential in the region.

Activity 1.1.4. To support the development or strengthening of citizens information and feedback mechanism. The Project will raise awareness of local self-government bodies (LSGBs) and service providers on the importance of adequate citizen information and feedback mechanisms to ensure the provision of client-oriented services. It will share information on existing and successful mechanisms and will provide advisory support to test relevant and successful mechanisms (immediate feedback system, citizens report cards and community score cards, online platforms etc.) and replicate them.

Activity 1.1.5. *(specifically supported by SDC)*. To develop CSOs and initiative groups' competence to carry out anti-corruption monitoring of local authorities' activities and public procurement will be encouraged. In particular, innovative e-governance tools will be used to analyse data, prepare reports about the results of monitoring and trigger changes in tender results where violations are found. It will be important that CSOs are trained by the Project to use the Prozorro and Dozorro web-based platforms, to clearly explain their findings to local authorities and to request corrective actions from them.

Activity 1.1.6. *(specifically supported by SDC)*. To train representatives of LSGBs to report in a clear and transparent manner to citizens on activities carried out, funds spent, and results achieved. This will necessitate that LSGBs and SPs fully understand the principle of accountability to the public and service users. In this context, the Project will provide support to LSGBs in pilot territorial units to prepare clear paper-based as well as internet-based reporting for wide dissemination to the public and to make public presentations. Partnerships building approaches involving the community, SPs, private and public sector will be of a particular interest and will be supported by the Project.

Output 1.2. – New or improved institutions with effective reach-out facilities for citizens' administrative support in conflict affected areas and for state/civil society consultations are in place and operating

Activity 1.2.1. To support the development and implementation of an electronic document management system in target TsNAPs. The development of information and communication technologies, with the opportunities for e-government and document exchange will reduce the time and cost of provided administrative services. The Project will review existing technologies throughout Ukraine and will support their adaptation to the eastern Ukrainian context.

Activity 1.2.2. To support the set-up of remote TsNAP for new ATCs where TsNAPs are located in central ATC cities only. Workstations, including computer hardware and furniture, will be procured and installed at the Starosta's (Village Head) offices in key villages within the target ATCs. Additionally, the Project will open and launch a system of mobile (vehicle-based) TsNAPs, equipped with several specialized workstations each of which will deliver a wide spectrum of administrative services in the grey zone, reaching out to people who cannot easily access this type of services.

Activity 1.2.3. *(specifically supported by SDC)*. To support local community dialogue and decision-making platforms, including, where applicable, Public Councils. The process of guiding and coaching the newly established relevant platforms will be organized and the establishment of public councils and other consultation platforms in communities along the contact line to ensure wider public participation in local decision-making process will be supported.

Activity 1.2.4. *(specifically supported by SDC)*. To expand the activities of Citizen's Advice Bureaus (CABs) or pilot other local mechanisms for integrated solutions, with a particular focus on isolated communities or communities located near the contact line. The Project will support the development of a CABs/other providers networks in these areas through small grants. Training and consultation will be developed and provided to the newly set-up CABs/other providers, when TsNAP centres cannot be opened due to security or other problems. Coordination with and linkages to the Ombudsman Offices in the two regions will be established as relevant.

Output 2 – Enhanced community security, law enforcement and access to justice services that are closer to the people in conflict affected areas (funded by DMFA)

Output 2.1 Strengthened conflict and gender-sensitive planning capacities amongst duty bearers for service development and strategies for improved community security and access to justice designed and implemented

Activity 2.1.1. To strengthen LSGBs' and service providers' capacities to plan the development/improvement of justice, security and other service delivery *strategically* and promote horizontal relations among services providers (SPs). The Project will support the preparation of security, safety, access to justice, administrative services profiles of the target locations, via capacity building of local actors, hiring external experts, training events organised and delivered by the Project with focus on human rights-based approach, interactive analytical/strategic design tools such as SWOTs, problem trees, theory of change, results frameworks, monitoring and evaluation frameworks as well as on activity-based budgeting and budget control. The Project

will take into account UNDP's tested training methodologies in particular in relation to HRBA and Theory of Change.

Activity 2.1.2. To raise awareness and understanding of LSGBs and SP (including police, emergency services, courts, legal aid systems and civil-military cooperation units) of human rights, and the right to relevant, fair, accountable, and accessible public services. The Project will organise and deliver awareness raising and training events not only on the overall principle of human rights protection but on the particular rights of vulnerable groups of the population (women, youth, people with disabilities, IDPs) to have easy access to relevant services. Rights to access quality services in relation to justice, security and environmental protection will be the focus of a number of events.

Activity 2.1.3. To support participatory problem analyses and the piloting of strategic solutions on access to justice and community security in the Project's pilot territorial units. Services relating to access to justice (access to courts, legal aid and legal services, handling of lost court cases, notary and property cases, courts' adjudication and judgements' enforcement), crime prevention and law enforcement services (patrol police, swift reaction units, other forms of community policing) and civil protection (emergency services, rescue services) will be specifically focused on. Participatory problem analyses will be carried out through professionally facilitated consultation workshops, supported by the Project in all its pilot territories. The Project will also support, through qualified expertise, the design of development strategies (including budgets) for improved services to citizens and their piloting.

Activity 2.1.4. The Project will contribute to promoting women participation in service design or adaptation. In particular, it will mobilise and work with women CSOs and volunteers' groups to tackle women safety issues in the territorial communities covered by the Project. It will provide to this target group necessary information on women safety measures adopted elsewhere in Ukraine as well as on their effectiveness, and support to the development of adapted and locally relevant women safety solutions.

Activity 2.1.5. To inform the national level institutions on the results of problems analyses, conducted with Project's support, of services in the conflict-affected areas as well as on strategies and initiatives that have emerged at local level to improve services. High-level consultations will take place between UNDP/the Project and relevant international and national partners on best service delivery models identified by LSGBs and SPs, with Project's support, to meet the particular needs of the population in the conflict affected regions. The Project will actively promote these models to be taken into account when designing new policies/legislation.

Output 2.2 - New or improved institutions for justice, law enforcement and security which have relevant knowledge and skills to effectively and efficiently serve and protect people in conflict-affected areas

Activity 2.2.1. To support the implementation of community policing in rural areas and those close to the contact line. The Project will strengthen the capacities of the national police and local administration to design and provide community policing services at the local level in consultation and partnership with local community volunteers.

Activity 2.2.2. To pilot various schemes for integration of legal aid and community policing functions at the local level. Existing and new Centres of Administrative Services (TsNAP), social protection units, outsourcing to civil society (including the CSO hubs network established through the RPP), police stations at the village level could be the focus of the pilots. Integration can take different forms, including co-location, multi-disciplinary teams or partnerships with other community services.

Activity 2.2.3. To support the integration and roll out of the Centres for Safety and Security (CSS) in the conflict-affected areas covered by the Project. Activities will promote a gender responsive approach to community security and will facilitate an inclusive decision-making process on the design and location of the CSS (at least 5), partnership and coordination between the SPs and with the communities on specific needs, services, awareness raising and advocacy. The Project will support the implementation of the approaches and practices as outlined in the Manual on CSS (this is to be launched shortly by the Ministry of Regional Development) with specific focus on partnership with the public and volunteers.

Activity 2.2.4 To strengthen the capacities of Donetsk and Luhansk oblasts' judges and court administration. This will involve a programme of awareness raising and training focusing on human rights protection and reaching out to people in conflict affected areas.

Output 3 – Successfully decentralised and participatory environmental protection promotes a cleaner environment in the conflict affected areas (funded by SIDA)

<u>Output 3.1 – Strengthened analytical and planning capacities, and strategies for improved environmental protection in place</u>

Activity 3.1.1. To provide practical support to LSGBs to restore, expand, and automate pollution monitoring, control, and environmental reporting in the conflict area (as recommended by the OSCE in its report "Environmental Assessment and Recovery Priorities for Eastern Ukraine" published in 2017.). The Project will facilitate a comprehensive environmental data gap analysis and may provide limited financial support to acquire new environmental monitoring systems, on the basis of local environmental protection strategies.

Activity 3.1.2. To support public participation in the environmental impact assessments (EIA) at territorial level. The Project will raise awareness of LSGBs and CSOs on the legislation regulating EIA at that level as well as on current experience and successes achieved throughout the country. It will support LSGBs and SPs to carry out participatory EIAs for their localities, providing mitigation and consensus building among various stakeholders

Activity 3.1.3. To facilitate the development of participatory innovative strategies, and their budgets, focused on (but not limited to):

- sustainable urban planning using Symbiocity approach (healthy and liveable city environment with reduced ecological footprint)
- integrated solid waste management, including Waste Electrical and Electronic Equipment (WEEE)
- ecosystems management by the regional authorities and ATCs (e.g. degraded land and forests, lands with unexploded munitions, water and soil contamination, mine flooding, etc.)
- renewable energy development
- improved availability and quality of drinking water.

The strategies to be developed at territorial level will be based on the key findings of the participatory assessments

Activity 3.1.4. To promote effective Public-Private Partnerships for the implementation of the environmental protection strategies in the Project's pilot territorial units. The Project will support pilot territorial units in their search for partners and in concluding reliable and sustainable partnership agreements on delivering public services, such as waste management, renewable sources of energy development, public infrastructure maintenance, etc.

<u>Output 3.2. Mitigated conflict-related environmental risks and improved environmental protection of the conflict affected areas</u>

Activity 3.2.1. To support LSGBs in ATCs and non-amalgamated communities (especially those along the contact line) to keep and update an inventory of the industrial and municipal facilities that have become, or hold the potential to become, major sources of environmental hazard as a result of the armed conflict (as recommended by the OSCE). This activity will result in the systematization of available data about the environmental situation and the sources of environmental hazard, in a given territorial unit, and arrange broad dissemination of the respective data and access to them, in order to enable decision-making. The Project will help identify information gaps and organize targeted studies to fill those gaps.

Activity 3.2.2. To enhance cooperation on hazard and crisis management between competent authorities and operators of major industrial facilities, including the establishment of sufficient means and resources necessary for effective rapid response to emergencies in hazardous areas.

Activity 3.2.3. To facilitate the dialogue between the local authorities and the largest industrial enterprises to expand the environmental activities that have been reduced by the polluters with the onset of conflict and promote strategic industry innovation and modernization for reduction of environmental impact.

<u>Output 3.2. Increased civil society's activism for improved environmental protection</u>

Activity 3.2.1. To increase the capacities of CSOs and citizens' groups to effectively initiate, plan and implement initiatives aimed at protecting the environment. This will be achieved through focused preparatory training as well as hands-on support to the design and realisation of community development projects, for which CSOs/local communities will receive micro-grants, potentially matched by local budget funding. The type of projects that will be funded through micro-grants include (but are not limited to):

- integrated solid waste management
- Symbiocity projects
- ecosystems management

- renewable energy development
- drinking water.

Activity 3.3.2. To develop CSOs and citizens' groups competence to participate in decision making, including EIAs, and monitor the fulfilment of local projects and strategies aimed at environmental protection. Training, linked to the SDG platform, will be organised and delivered by the Project to raise competence of CSOs in understanding the strategic planning process and designing and using user-friendly yet sound monitoring and evaluation frameworks

Activity 3.2.3. To increase the level of awareness and information of territorial communities' members on environmental safety (with a specific focus on mine risks awareness and education, for communities located near the contact line and the existing legal and regulatory framework for hazard and crisis management. Innovative approaches to dealing with environmental safety will be tried and tested in those communities including, for instance, holding hackathons for citizens, local authorities and IT specialists to develop relevant and innovative solutions.

Output 4 - Social cohesion and citizens' influence on local development decisions strengthened (funded by DMFA and SDC)

Output 4.1. Increased conflict-sensitive dialogue for territorial community development between well-informed citizens and local self-governments

Activity 4.1.1. To support the set-up of effective local Open Dialogue platforms (which will complement the traditional and less interactive public hearing system). Among other Dialogue platforms models in Ukraine and abroad, the Citizens Assembly in place in Ireland and Poland will be reviewed for potential adaptation to the Donetsk and Luhansk oblasts' context. The Project will seek to raise awareness of community members on relevant, modern and interactive dialogue platforms and will provide support to their set-up. The Project will ensure that systematic dialogues take place between civil society and LSGBs on local development issues and/or service improvement issue, using these platforms. It will train local facilitators on mediation to support these dialogue processes. It will also work with representatives of vulnerable groups of the population to ensure their meaningful inclusion in these Dialogue platforms. This will require capacity building of these representatives to be effective in a dialogue context.

Activity 4.1.2. To increase the level of awareness and information of territorial communities' members (including representatives of vulnerable groups) on key development topics, including (but not limited to):

- human rights: in particular the right to access services that are adapted to the specific needs of vulnerable groups, with a focus on physical safety, access to legal aid and justice (with a particular focus on isolated communities)

- citizens' engagement: civic rights and responsibilities – non-violent civic activism

- service delivery:
  - innovations for improved service delivery (based on successful experiences in other parts of Ukraine or abroad)
  - interfaces with administrative bodies, in particular through the TsNAPs, CABs
  - feedback mechanisms used to report on the quality of service delivery. The Project will raise awareness of the target communities on the importance of providing quality feedback to ensure the provision of client-oriented services, by showcasing successful experiences in other parts of Ukraine and the impact that citizens' feedback has on the quality of services

- duty bearers' accountability to rights holders

- for non-amalgamated-communities - the decentralisation and amalgamation processes and their demystification

These development topics will be explained and discussed in workshops, organised by the Project, not necessarily limited to the Project's territorial units.

Output 4.2. Capacities for conflict and gender-sensitive community development strategies/projects planning, implementation and monitoring strengthened

Activity 4.2.1. To increase the capacities of citizens' groups, CSOs and Community Security Working Groups (CSWG) to effectively initiate, plan and implement Human Rights Based community development and community security strategies and projects. This will be achieved through focused preparatory training as well as hands-on support to the design and realisation of community development projects, for which

CSOs/CSWGs will receive micro-grants, potentially matched by local budget funding. The type of projects that will be funded through micro-grants include (but are not limited to):

- projects to strengthen community security and promote adapted **community level crime prevention, law enforcement and emergency services** - for instance - local community policing/women policing/local security brigades/Neighbourhood Watch, Safe Women pilot projects, Community based Mine Action pilot projects, local emergency modules (rooms and equipment)

- projects to test **innovative legal aid, access to justice and conflict resolution and peacebuilding mechanisms** (including insider mediation) at local level – for instance mobile courts, mobile legal aid, local and insider mediation and arbitration pilots, etc.

Throughout this activity as well as other relevant other activities, the Project will ensure that different types of CSOs (i.e. not only the most visible CSOs at regional level but also CSOs operating at a more grass-roots level) are not only fully included in development processes but also take active part in them.

Activity 4.2.2. To develop CSOs and CSWGs' competence to monitor the fulfilment of local development projects and strategies in relation to community security, access to justice and social cohesion. Training will be organised and delivered by the Project to raise skills, knowledge and abilities of CSOs in understanding the strategic planning process and designing and using user-friendly yet sound monitoring and evaluation frameworks.

Activity 4.2.3 To strengthen capacities of regional and local CSOs/CSWGs and other relevant regional and local actors to analyse specific factors and issues of division or social disconnectedness and prepare concept notes and strategies to address them. This activity will be guided by USE annual results in selected thematic areas: social connectedness, social tolerance and social isolation, non-violent civic activism, negative migration trends and social networks.

Output 4.3. Strengthened civic activism and volunteering that effectively promote social cohesion and peacebuilding

Activity 4.3.1. *(specifically supported by SDC).* To develop civic activism among young people. Based on UNDP's vast experience of working with young people in Ukraine, the Project will:

- contribute to the development of extra-curricular civic education courses in schools (based on UNDP experience elsewhere), with the goal to integrate these courses in the local schools' curriculum

- provide training to volunteer organisations of young people in leadership, community organizing, life skills, mediation and active citizenship

- support youth to gain critical understanding of their societal problems through narrative workshops (developing narrative as a tool for community dialogue that leads to qualitative-evidence based stories, developing critical observation of their surrounding environment, sharing personal experiences and stories). Such evidenced-based narratives by youth at local level can be powerful in influencing policy deliberations not only at community but also at national levels, setting priorities, and proposing policy solutions

- training youth workers (based on UNDP's Civic Education trainings for youth worker), in particular in the areas near the contact line, to promote young people's activism for social cohesion and peacebuilding and participation in the development of their community.

Activity 4.3.2. *(specifically supported by SDC).* To support the activities of social, cultural, volunteer networks and informal interest groups at the community level. The Project will provide small grants for the implementation of social cohesion initiatives and projects to address identified gaps and problems, for instance:

- promotion of tolerance and inclusivity, especially in territorial communities with large numbers of IDPs
- building strong community identities, especially (but not exclusively) in territorial communities with large numbers of IDPs
- promoting and maintaining contacts and dialogues with population from NGCAs whenever feasible
- designing innovative models of concrete support and assistance to population from NGCAs whenever feasible

In relation to young people:

- promoting the U-Inn model (developed with support from UN agencies - UNICEF, UNDP, UNFPA) and piloted by the Ministry of Youth in early 2018
- replicating youth work models, developed with UNDP support and successfully tested in other parts of the country (for instance intra and inter-community youth sport competitions, thematic youth-led flash mobs, youth camps, etc.).

In relation to women and gender-based violence:

- women's safety in public spaces
- domestic violence support cells
- women self-help groups
- promoting models of women's participation in community development

Activity 4.3.3. To train CSOs to report, in a clear and effective manner, to local governance institutions, service providers and community members on their activities, funding levels and results achieved.

Activity 4.3.4. To organise and carry out regular regional and local consultations on social cohesion with the Social Cohesion Advisory Groups in GCA of Donetsk and Luhansk oblasts, and prepare and publish regular analytical reports to be used as reliable, objective and evidence-based foundation for policy and programme development in the complex and rapidly changing context of the two oblasts.

Output 4.4. Strengthened capacities of regional and local mass media, and enhanced policy making for conflict affected regions (*specifically supported by SDC*)

Activity 4.4.1. To design and deliver dedicated capacity building events to regional and local mass media representatives

Activity 4.4.2. To cooperate with the Kramatorsk Anti-Crisis Media Center in the production of a series of blogs focused on issues of IDPs and citizens residing in NGCA and contribute to the Donbass Media Forum

Activity 4.4.3. To organise exchange visits for journalists and bloggers from different regions of Ukraine to Donetsk and Luhansk regions.

Activity 4.4.4. To support the design and implementation of relevant national and regional policies and action plans. The Project may finance priorities expressed by relevant national and regional authorities that are not otherwise addressed by the RPP (or the Project) work plans and/or covered by governmental programs and/or subsidies. This type of funding will have to be mutually agreed between the concerned Ukrainian authorities, the SDC and UNDP (through RPP).

III.2. Resources Required to Achieve the Expected Results

The key resources that will be required by the Project to achieve its expected results include:

Human resources

a) Project staff:

- 1 International Programme Manager (15% of time)
- 1 International Component Lead (45% of time)
- 1 Local Governance Component Lead (40%)
- 1 National Project Management Specialist
- 2 Community Mobilization Officers
- 5 Project specialists: 1 Civil Society Engagement and Capacity Development Specialist, 1 Local Governance Capacity Development Specialist, 1 Environmental Specialist, 1 Youth Engagement and Volunteers Specialist, 1 Social Cohesion Specialist, assisted by 1 Social Cohesion Associate in Severodonetsk or Kramatorsk
- 1 M&E and Knowledge Management Specialist and 1 M&E associate
- 1 Communication Officer
- 1 Grant Management Associate
- 1 Procurement Associate
- 1 Finance Associate
- 2 drivers

b) Short term expertise and UNDP country and regional offices support

- international experts with up to 60 inputs days per year, each, plus travel costs with particular experiences in designing strategies for a) improved justice and community security, b) local environmental strategies (e.g. Green Cities), and c) in conducting local environmental assessments, environmental risks analysis

- national experts (and their travel costs) including (but not limited to): trainers in strategic planning and budgeting, monitoring and evaluation, environmental assessment, human rights-based service provision planning and delivery; experts in justice and security systems, mediators, dialogues facilitators, youth work, etc.

- contractors: whenever necessary, the Project will call upon the services of companies specialised in organising public information/awareness campaigns, capacity building events and surveys.

- UNDP Country Office HR, Finance, and Procurement personnel, as well as a Programme Analyst (to ensure Project's outputs quality control and oversight) and the UN SCORE Analyst, in country office and/or regional office

Grants: it is planned that a total of **US $ 3,000,000 (TBC)** from the Project's budget will be funding micro-projects at community levels focusing on relevant development problems. The Project will encourage and support the budgeting of civil initiatives by LSGBs at community level and will ensure that the visibility of community projects designed under the Project for co-funding.

Equipment and supplies. These relate mainly to surveys, communication and visibility items, translation, equipment and furniture (for the TsNAPs as well as for territorial communities), vehicle maintenance, office costs, rental of equipment, audio-visual and printing costs, office supplies and direct security.

A detailed budgeting of Project's costs is provided in the Multi-Year Work Plan.

III.3. Partnerships

In order to achieve its expected outcomes and results, the Project will benefit from the existing and long-term partnerships, established by UNDP through its many projects, with regional and local authorities in the target areas, as well as at the central level:

at the **national level**, the Project will maintain partnerships with and provide information on key results and achievements to relevant representatives of:

- Civil-Military Cooperation of Armed Forces
- the Ministry of Ecology and Natural Resources
- the Ministry of Justice
- the Ministry of Interior and the National Police
- the Ministry of Regional Development, Construction, Housing and Communal Services
- the Ministry of Temporary Occupied Territories and Internally Displaced Persons
- the Office of the Commissioner for Human Rights
- State Court Administration

at **regional/territorial level**, the Project will maintain partnerships with regional administrations/councils, as well as with regional justice departments, Prosecutor's offices, regional police, environmental protection departments, legal aid offices. It will regularly inform them on Project's achievements and will invite them to key relevant Project's events.

at **local/territorial level**, UNDP will work in partnership with:

- local self-governing bodies
- the local police
- centers for administrative services (TsNAPs)
- public councils, community security councils
- emergency services and other relevant institutions for community security
- civil-military cooperation units
- local courts
- CSOs, Citizens' groups, youth groups
- schools, colleges and universities
- community resource centers.

In addition to the above-mentioned partnerships, the Project will wish to develop and maintain "expert partnerships" and networks. It will identify and pursue opportunities for the deployment of experts from Denmark, Sweden and/or Switzerland for short-term missions (i.e., assessments, monitoring, technical assistance, etc.) to engage on some project components. The Project will encourage secondments of international experts to its offices in eastern Ukraine, subject to clearance of administrative arrangements by UNDP headquarters. Danish, Swedish and Swiss candidates will have equal opportunity to apply for United Nations Volunteer positions and/or consultancy assignments within the project, based on the allocation and availability of sufficient funds and in accordance with UNDP's rules and regulations on recruitment and procurement through competitive and transparent processes. While not formally considered as official staff or paid positions, the Project will also welcome candidates from the above-mentioned countries for potential internship opportunities within the project.

The Project, through UNDP RPP staff, will ensure close coordination and cooperation with representatives of the Danish, Swedish and Swiss Embassies in Ukraine and will invite them to take part in monitoring missions to project sites, dialogues with key Project's counterparts and beneficiaries, as well as in the Project's Board meetings.

III.4. Stakeholder Engagement

The Project's key target groups are the LSGBs, citizens' groups and CSOs in the Project's territorial units. In order to achieve rapid stakeholders' engagement, the Project will carry out a public information campaign on the Project's objectives and intended results throughout the two oblasts. This campaign will take the form of information workshops, carried out, at least twice during the Project's lifetime backed up by media coverage (on-line and paper press) and relevant posts on UNDP website as well as on LSGBs and CSOs websites.

Engagement of target groups and key stakeholders will be further strengthened when they see that concrete results and solutions, that make a difference for the communities' populations, are achieved, with Project's support. It is thus important that the target groups understand well the necessary pathway which they have to follow in terms of capacity building, planning and testing, in order to achieve these results/solutions.

III.5. Human Rights-Based approach to Project implementation

As is the norm in all UNDP's projects, the Project will be applying a human rights-based and gender sensitive approach to the implementation of all its activities. In this context, the Project will:

- train key stakeholders on the importance of *knowing and understanding human rights* (including those of women, youth and vulnerable groups) when planning services to address issues of relevant and equal access to services,

- support them in developing their *human rights-based and gender-sensitive strategies, plans and budgets*.

- complement this with *focus groups and public consultations focused on the protection of human rights* (including those of women and vulnerable groups) in the target regions so as to provide a sound analytical basis for all planning and development efforts.

The Project's analytical work and report will ensure socio-economic, geographic, gender and vulnerability data disaggregation as much as possible.

As the Project's focuses primarily on the application of the four PANT principles (participation and inclusion, accountability, non-discrimination and transparency), the Project's work on promoting human rights and human rights-based approaches to development will be accompanied by activities (cf. section III.2) aimed at specifically strengthening the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations.

III.6. Risks analysis

Whereas Ukraine, as a whole, is still subject to political turbulences, which may be amplified with the upcoming Presidential and Parliamentary elections in 2019, the main risks to the Project implementation are, first and foremost, linked to the evolution of the conflict situation in eastern Ukraine. Any intensification of the fighting along the contact line would lead to heightened community security risks, infrastructure damages or destruction, and, potentially, to further population displacements from NGCAs. Political uncertainty and an exacerbated conflict situation would also impact on the decision-making process of the target group particularly in the areas along the conflict line (which represent 46% of the intended Project coverage) and on

their motivation, not only to organize themselves but also to take part in Project's activities. The 2019 Presidential and Parliamentary elections are likely to trigger relatively high human resources turnover in parts of the state administration. General local elections are scheduled to take place across the country in 2020. This could lead, for the Project, to temporary constraints to its work of strengthening local governance and service delivery.

Another risk to stability in the east of Ukraine is the general disbelief in the capacity of public institutions to deliver a better future for citizens of the region. Whilst progress is being made in this area, decision-makers will need to clearly demonstrate that the most vulnerable populations are protected, and that government is responsive to the needs of all citizens. This risk will be directly addressed by the Project by promoting, within its target regions, an inclusive decision-making process, more responsive to citizens' needs.

As the outcome of the conflict remains uncertain, UNDP will keep the Project (and all Projects in the RPP Portfolio) flexible enough to remain relevant to the evolving situation on the ground and enable UNDP to respond robustly to potential national, regional and local developments. Regular monitoring and assessment of emerging risks, political and security development scenarios with special emphasis on protection of human rights and well-being of most vulnerable groups remains the priority.

A detailed Risks Log is provided in Annex 1.

III.7. Sustainability and Scaling Up

The Project is based on the key principle of sustainability, through building capacities of local self-governing bodies, services providers and community so that they can not only acquire the necessary skills and competence to operate effectively but also reach a sufficient level of dialogue and cooperation to ensure that the development decisions of their territories are inclusive and sustainable. The Project benefits from the window of opportunity created by the decentralisation process, whereby ATCs have been given the responsibility to manage and disburse bigger budgets for development purposes. Enhanced capacities and dialogue cannot fail to lead to informed decisions on real budget spending for long-term territorial development.

As the Project will be working with a number of territorial units across the two oblasts, well-documented and *community-owned* results achieved will be proactively disseminated (on the basis of the knowledge dissemination strategy described in III.7) to ensure effective and efficient replication and/or scaling up. Moreover, the Project will seek to promote face-to-face experience sharing within the two oblasts as well as with other oblasts across Ukraine as a whole, through exchange visits and web-conferencing and in close collaboration with other programme components operating in other regions. The media (at national and regional levels) will be attracted by the Project to report on Project's results and scaling up opportunities.

III.8. Communication, visibility and knowledge

The Project's outreach activities entail a large number of communication and visibility activities. They relate to briefings, written material, press conferences, presentations, invitations, signs, commemorative plaques, social media, dedicated Project webpages and all other tools. Whilst ensuring adherence to UNDP communication and visibility guidelines, the Project will warrant full compliance to the Donors' own guidelines.

Being fully integrated into the RPP portfolio, the Project will benefit from the Knowledge Base of the Programme, maintained over the last 3 years. It will also build on it. Designed to work with a number of territorial units across the Donetsk and Luhansk oblasts, documenting and disseminating knowledge and experience is crucial to the success of the Project's implementation. The following table presents the Project's knowledge dissemination strategy:

Knowledge product	Dissemination frequency	Means of dissemination	Target recipients
Fact sheets on Project's key results	Once every 6 months	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
		- Paper version to be handed out at Project's events	Events' participants

Success stories (on dialogue platform creation, on new systems, on community projects)	Once a quarter	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
		- Paper version to be handed out at Project's events	Events' participants
Results of consultations or assessments	After consultations / assessments	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
Local development strategies	Once strategy is developed	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
Training and workshops materials	Ongoing basis	To be stored (for downloads purposes) on the Project dedicated web pages on UNDP website	Public at large Donors Members of territorial units

As an integral part of the overall UNDP Country Programme, the project will also closely interrelate and benefit from the knowledge acquired in other parts of the programme, in particular in the areas of decentralization, public administration reform, civil society development, human rights and rule of law, energy and environment and sustainable development generally.

IV.   PROJECT MANAGEMENT

IV.1   Cost Efficiency and Effectiveness

Being fully integrated into the RPP portfolio, the Project will be implemented in a cost efficient and effective manner.

From a cost efficiency point of view:

- the Project will share office premises already established in Kramatorsk and Severodonetsk, the regional centers of the Donetsk and Luhansk oblast since the start of the conflict. These costs will be charged to the Project at the rate of 15% of total office costs

- it will be able to use offices' cars (among which armored vehicles), thus avoiding any significant acquisition and disposal costs, whilst responding to UN transportation security requirements when intervening in areas close to the contact line

- all procurement procedures will be conducted, as required by UNDP procurement regulations, on the basis of the lowest cost proposal.

From an effectiveness point of view:

- the Project will have immediate access to the UNDP knowledge base as well as to UNDP's partners (government and civil society) at territorial, regional and national levels

- through office sharing, it will be able to easily and regularly cooperate and coordinate activities with other projects

- at territorial and regional levels, it will benefit from the presence of resource centers set up through the Community Based Approach to Local Development Project. These centers will be called upon to host capacity building and information/public awareness events as well as to facilitate Project's consultants work and consultations on the ground

- in order to ensure the Project's implementation efficiency, clear criteria will be defined, at the very start of the Project, for territorial communities "graduation" from a given Project's capacity building and support cycle. In other words, the target groups will be made aware, early in the training/support cycle, of the <u>level of skills and competence</u> to be attained at the end of the cycle. Criteria will relate to:

  - proven understanding of key principles of human rights-based approach to service development
  - evidence based competence of strategy design including results framework, and budgeting
  - evidence based competence of community project design, implementation and monitoring
  - evidence based competence in organizing community dialogues and acting on their results
  - evidence based competence to apply for financing from relevant State and non-state funds
  - the competence of target groups to complete financing application forms

  This list is not exhaustive.

  Three surveys, planned to take place at Project's start (for baseline assessment), mid-point and end, will allow, among other things, to capture a sufficient level of detailed information on skills and competence acquisition and their further use by the target groups.

IV.2   Project Management

The Project will have a dedicated Project Team, described in section III.2. The Project team will ensure the Project's overall implementation, its administration, financing management, communications, monitoring and reporting. It will also be responsible for communications with representatives of key national, regional and local stakeholders, for organizing project board meetings as well as for ensuring synergies between similar projects within UNDP and/or across the UN system. UNDP Country Office Support Services will be provided on an on-going basis to the Project.

V. RESULTS FRAMEWORK

Intended Outcome as stated in the UNDAF/Country Programme Results and Resource Framework:

Outcome 4. By 2022, communities, including vulnerable people and IDPs, are more resilient and equitably benefit from greater social cohesion, quality services and recovery support

National SDG targets:

11.2. Ensure development of settlements and territories exclusively based on integrated planning and participatory management

12.4. Reduce the amount of waste generation, and increase recycling and reuse through innovative technologies and production

15.3. Restore degraded lands and soils through innovative technologies

16.3. Increase confidence in courts and ensure equal access to justice

16.6. Develop effective, accountable and transparent institutions at all levels

16.7. Ensure responsive, inclusive, participatory and representative decision-making at all levels

16.8. Recovery of conflict affected areas in eastern Ukraine

16.9. Strengthen social stability, and promote peacebuilding and community security

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework:

3.2. Public confidence in the court,

3.8. Share of population satisfied with recent use of public services, disaggregated by sex,

3.14. Percentage of young people engaged in volunteer activities,

4.3. Percentage of people who are satisfied with provision of social and infrastructure services in eastern Ukraine,

4.8. The extent people in eastern Ukraine feel safe in their community (disaggregated by sex) on a scale from 1 to 10,

4.9. The level of social cohesion in eastern Ukraine (level of inter-group tensions; level of trust in local and central authorities) on a scale from 1 to 10

Applicable Output(s) from the UNDP Strategic Plan:

2.5.1. Solutions developed, financed and applied at scale for energy efficiency and transformation to clean energy and zero-carbon development, for poverty eradication and structural transformation,

3.2.2 National and local systems enabled, and communities empowered to ensure the restoration of justice institutions, redress mechanisms and community security,

3.3.1. Evidence-based assessment and planning tools and mechanisms applied to enable implementation of gender-sensitive and risk-informed prevention and preparedness to limit the impact of natural hazards and pandemics and promote peaceful, just and inclusive societies

3.3.2 Gender-responsive and risk-informed mechanisms supported to build consensus, improve social dialogue and promote peaceful, just and inclusive societies

Project title and Atlas Project Number: Good governance and citizens engagement for justice, security, environmental protection and social cohesion in eastern Ukraine

EXPECTED PROJECT OUTPUTS	INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)				DATA COLLECTION METHODS & RISKS
			Value	Year	09.18/08.19	09.19/08.20	09.20/08.21	09.21/08.22	
Output 1 – Capable, inclusive and accountable local governance institutions contribute to conflict risks mitigation and	1.1. Increased percentage of residents of Donetsk and Luhansk oblasts, who actively participate in civic activities	SCORE Index (general population survey)	9% (Donetsk oblast), 14% (Luhansk oblast)	2017				30% (Donetsk and Luhansk oblasts)	SCORE index reports. Provided that SCORE analytical unit continues to be funded, no data collection risks

	Indicator	Source	Baseline	Year				Target	Means of verification / Risks
peacebuilding (in territories covered by the Project in Donetsk and Luhansk oblasts) *This output contributes to the Decentralisation Reform and the State Targeted Program Action Plan* **State Targeted Program Action Plan - Priority Direction III** *(Social stability, building peace) – Tasks **9** (Increasing the capacity of local self-government bodies), **10** (Enhancing the capacity to engage internally displaced persons and other persons affected by armed conflict, in particular women, in participating in decision-making processes)*	1.2. Percentage of surveyed population, in areas covered by the Project, claiming increased trust in regional and local state institutions	Baseline survey and yearly surveys	tbd	2018				70%	Data to be collected on the basis of baseline and annual surveys. Minimal collection risks
	1.3. Number of newly amalgamated territorial communities in areas covered by the Project	decentralization.gov.ua website and monitoring reports of the Ministry of Regional Development of Ukraine	16 (Donetsk oblast), 13 (Luhansk oblast)	May 2018				10 (Donetsk oblast), 8 (Luhansk oblast)	Data to be collected on the basis of the official decentralisation website and of the monitoring report published by the Ministry of Regional Development. Data will be cross-checked with project records
Sub-output 1.1 Institutional capacities strengthened to operate in a conflict sensitive manner and handle good	1.1.1. Number of representatives of local authorities in non-amalgamated communities equipped with relevant new skills and competence	Project records, LSGBs websites	0	2018	200	400	800	1600	Data will be collected on the basis of project records and LSGBs websites. No risks.

governance requirements pre and post amalgamation **STP Action Plan** – Priority III, Task 10	1.1.2. Percentage of territorial communities which have successfully tested and adopted new conflict and gender sensitive budgeting and finance management procedures including the elaboration of expenditure standards for different types of services	Project records, Administrative data from LSGBs	0	2018	20%	30%	40%	50%	Data will be collected on the basis of project records and administrative data from LSGBs showing evidence of programmes usage. Minimal risks
	1.1.3 Percentage of LSGBs covered by the Project which have identified and confirm the use of citizens participation and citizens information & feedback mechanisms in their territories	LSGBs websites, Project records	tbd	2018	40%	55%	65%	75%	Data to be collected on the basis of official records, websites information and project records. No risks.
	1.1.4. Percentage of active CSOs (among which women and youth CSOs) that use open data mechanisms and tools (e.g. Dozorro) to carry out regular anti-corruption and social inclusiveness monitoring of LSGBs activities and public procurement.	Project records, administrative data from CSOs	tbd	2018	30%	40%	50%	60%	Data will be collected on the basis of project records and administrative data from CSOs. No risks.
Sub-output 1.2. New or improved institutions with effective reach-out facilities for citizens' administrative support in conflict affected areas and for state/civil society consultations are in place and operating	1.2.1. Percentage of TsNAPs in territories covered by the Project which use an electronic document management system	Project records, administrative data from TsNAPs	0	2018	30%	40%	50%	60%	Data will be collected on the basis of project records and administrative data from TsNAPs. Access to TsNAPs data will be dependent on these institutions readiness to share information. Some risks.

STP Action Plan – Priority III, Task 9	1.2.2. Number of remote and mobile TsNAPs in isolated areas or areas along the contact line	Project records, administrative data from TsNAPs	0	2018	5	8	12	15	Data will be collected on the basis of project records and administrative data from TsNAPs. Access to TsNAPs data will be dependent on these institutions readiness to share information. Some risks
	1.2.3. Number of operating Public Councils (including PCs in areas along the contact line)	Project records	35	2018	10	18	26	35	Data will be collected on the basis of project records. No risks.
	1.2.4. Number of Citizens' Advisory Bureaus (CABs) operating in areas along the contact line and in isolated communities	Project records and administrative data from CABs	7	2018	9	13	17	20	Data will be primarily collected on the basis of project records, cross-checked with administrative data from CABs
Output 2 – Enhanced conflict and gender sensitive community security, law enforcement and access to justice services that are closer to the people in conflict affected areas *This output contributes to the Decentralisation Reform, the State Targeted Program, the Strategy for Judicial Reform, is aligned to the law on National Police, and provides inputs to the strategy for*	2.1. Increased percentage of residents of Donetsk and Luhansk oblasts trust justice and security institutions	SCORE index (general population survey)	Trust in Courts: 12% (Donetsk oblast), 18% (Luhansk oblast) Trust in Police: 33% (Donetsk oblast), 34% (Luhansk oblast)	2017				Trust in Courts: 35% (Donetsk and Luhansk oblasts) Trust in Police: 50% (Donetsk and Luhansk oblasts)	SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks

Reforming the State Emergency Service of Ukraine **State Targeted Program Action Plan - Priority Direction III** – Tasks **9** *(Increasing the capacity of local self- government bodies),* **11** *(Ensuring security monitoring in territorial communities that are in close proximity to the collision line),* **12** *(Promoting trust building among citizens and security representatives (police, military, security services),* **15** *(Strengthening the security of the territorial communities and implementation of measures to prevent gender-based violence)*	2.2. Percentage of citizens, informed by the Project, benefiting from legal information, counselling and/or representation, in the context of their court cases (in areas covered by the Project)	Baseline and yearly surveys	tbd	2018				60% of surveyed users	Data to be collected on the basis of baseline and annual surveys. Minimal collection risks
	2.3 Percentage of citizens whose court cases were adjudicated through alternative dispute resolution mechanisms (in areas covered by the Project)	Baseline and yearly surveys	tbd	2018				10%	Data to be collected on the basis of baseline and annual surveys. Minimal collection risks
	2.4. Percentage of women feeling safe in their communities (day and night) (Donetsk and Lugansk oblasts)	UNDP Security and Safety survey	Luhansk GCA: 71.5% of women feel safe during day, 43.1% after dark Donetsk GCA: 72% during day, 34.9% after dark	2018				No less than 80% during day, and no less than 60% at night in both oblasts	Data to be collected on the basis of baseline and annual surveys. Minimal collection risks
Sub-output 2.1. Strengthened conflict and gender sensitive planning capacities among duty bearers for services development and strategies for improved community security and access to justice designed and implemented **STP Action Plan** – Priority III, Tasks 9, 12, 15	2.1.1. Percentage of trained LSGB and SP representatives who confirm their understanding of human rights for effective service planning and delivery	Baseline and yearly surveys	tbd	2018	45%	55%	65%	75%	Data to be collected on the basis of baseline and annual surveys. Minimal collection risks
	2.1.2. Cumulative number of local strategies aimed at improving services related to access to justice and community security which are designed, budgeted and implemented in a gender-sensitive and participatory manner	LSGBs websites, project records	tbd	2018	2	5	10	15	Data will be collected on the basis of project records and LSGBs websites. No risks.

	2.1.3. Percentage of territorial communities (covered by the Project) which have adopted Gender Responsive Budgeting	LSGB websites, Project records	tbd	2018	20%	30%	40%	50%	Data will be collected on the basis of project records and LSGBs websites. No risks.
Sub-output 2.2. New or improved institutions for justice, law enforcement and security which have relevant knowledge and skills to effectively and efficiently serve and protect people in conflict-affected areas	2.2.1. Cumulative number of Centres for Safety and Security in place and operating	CSS records, Project records	6 (in Donetsk oblast), 0 (in Luhansk oblast)	2018	Baseline, plus at least 2	Plus at least 3	Plus at least 4	Plus at least 5	Data collected on the basis of the project records and administrative data from CSS. Minimal risks.
	2.2.2. Cumulative number of local service providers with integrated legal aid and community policing functions in their service portfolios	Administrative data from TsNAPs, project records	0	2018	1 existing TsNAP	2 existing and 2 new	3 existing and 4 new	4 existing and 4 new	Data collected on the basis of TsNAPs administrative and project records. Minimal risks.
STP Action Plan – Priority III, Tasks 9, 11, 15	2.2.3. Cumulative number of community policing services (of which women community policing) in place and operating in rural areas and close to the contact line	Project records, administrative data from LSGBs	tbd	2018	Baseline, plus at least 2	Plus at least 4	Plus at least 6	Plus at least 8	Data collected on the basis of project records and administrative data from LSGBs. Minimal risks.
Output 3 – Successfully decentralised and participatory environmental protection promotes a cleaner environment in the conflict affected areas	3.1. Number of territorial communities which have regained lands through demining and removal of unexploded remnants of war (in areas along the contact line covered by the Project)	Project records, administrative data from LSGBs	tbd	2018				10	Data collected on the basis of project records and administrative data from LSGBs. Some risks if LSGBs are reluctant to share this type of data
This output contributes to the State Targeted Programme, to the Luhansk and Donetsk oblasts environmental protection programmes and is aligned	3.2. Number of municipalities and territorial communities in areas covered by the Project which are adopting concrete energy saving measures	Project records, administrative data from TsNAPs	tbd	2018				10	Data collected on the basis of project records and administrative data from TsNAPs. Minimal risks

to the Law on Environmental Impact Assessment ***State Targeted Program Action Plan - Priority Direction I** (Restoration of critical infrastructure and social services in key areas) – Task **14** (Increase of national capacity for environmental protection)* ***Priority Direction III** – Tasks **13** (Implementation of anti-mine activities in the Donetsk and Lugansk oblasts), **14** (Protection of the population from the influence of possible chemical pollution)*	3.2. Number of municipalities and territorial communities which are recycling their domestic waste	Project records, administrative data from LSGBs	tbd	2018				10	Data collected on the basis of project records and administrative data from LSGBs. Minimal risks
Sub-output 3.1 – Strengthened analytical and planning capacities, and strategies for improved environmental protection in place **STP Action Plan** – Priority I, Task 14	3.1.1. Cumulative number of local (participatory) environmental assessments carried out in territories covered by the Project	LSGBs websites, project records	tbd	2018	5	8	10	10	Data will be collected on the basis of project records and administrative data from LSGBs. Minimal risks.
	3.1.2. Cumulative number of municipalities and territorial communities which have designed environment protection strategies and are implementing them	LSGBs websites, project records	tbd	2018	5	8	10	10	Data will be collected on the basis of project records and administrative data from LSGBs. No risks.
	3.1.3. Cumulative number of municipalities which carry out regular air pollution control and reporting	Municipalities websites, project records	tbd	2018	5	10	15	15	Data will be collected on the basis of project records and municipalities' records. Minimal risks

Sub-output 3.2. Mitigated conflict-related environmental risks and improved environmental protection of the conflict affected areas **STP Action Plan** – Priority III, Tasks 11 and 14	3.2.1. Percentage of territorial units where inventories of environmental hazards and environmental monitoring are regularly carried out	Project records, administrative data from LSGBs	tbd	2018	20%	30%	40%	40%	Data collected on the basis of project records and administrative data from LSGBs. Minimal risks.
	3.2.2. Extent to which dialogue takes place between LSGBs and large industrial enterprises production pollution reduction	Yearly interviews with LSGBs and enterprises, project records	0	2018	1	2	4	4	Data collected on the basis of yearly interviews (part of wider surveys) Some risks related to the willingness of head of enterprises to participate in these interviews. Data will be cross checked with project records
Sub-output 3.3. Increased civil society's activism for improved environmental protection **STP Action Plan** – Priority III - Tasks 13 and 14	3.2.1. Number of CSOs and citizens' groups (of which women and youth CSOs), in areas covered by the Project, whose activities are focused on environmental protection promotion and advocacy	Project records, administrative data from CSOs, LSGBs data on CSOs activities	tbd	2018	Baseline + 10	Baseline + 20	Baseline + 40	Baseline + 40	Data to be collected on the basis of project records and administrative data from CSOs, cross-checked with LSGBs data on CSOs activities. Minimal risks.
	3.2.2. Cumulative number of territorial communities in which CSOs and citizens' groups have designed and are implementing environmental friendly initiatives (out of which women and youth CSOs initiatives)	Project records, administrative data from CSOs	0	2018	20	40	60	80	Data collected on the basis of project records and administrative data from CSOs. Minimal risks
Output 4 - Social cohesion and citizens' influence on local development decisions strengthened	4.1. Increased percentage of women and young people in territories covered by the Project who claim ability to influence local development decisions	SCORE Index (expert scoring interviews)	tbd	2018				No less than 50%	SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks

This output contributes to the State Targeted Program and to the Decentralisation Reform of Ukraine ***State Targeted Program** – Action Plan **Priority Direction III** – Tasks **1** (Promoting confidence building in territorial communities directly affected by armed conflict), **2** (Increasing the effectiveness of territorial reconciliation dialogues), **3** (Enhancing the capacity of territorial communities to manage conflict prevention and conflict management processes), **4** (Improving the effectiveness of the dialogue on culture and tolerance), **6** (Involvement of non-governmental organizations in the process of reconstruction and peace building)*	4.2. Increased SCORE Index on "tolerant and socially responsible citizenship"	SCORE Index (general population survey)	5.0 (Donetsk oblast) 4.8. (Luhansk oblast)	2017				5.5 (Donetsk oblast) and 5.3 (Luhansk oblast)	SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks
	4.3. Increased SCORE Index on "social connectedness and belonging"	SCORE Index (general population survey)	6.8 (Donetsk oblast) 6.7. (Luhansk oblast)	2017				7.3. (Donetsk and Luhansk oblasts)	SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks
Sub-Output 4.1. Increased dialogue for territorial community development between well-informed citizens and local self-governments **STP Action Plan** – Priority III, Tasks 2, 3 and 6	4.1.1. Percentage of territorial units covered by the Project with well-functioning Open Dialogue platforms	Project records	0	2018	10%	15%	20%	25%	Data collection based on project records. Minimal risks
	4.1.2. Number of territorial units with established system for insider mediation	Project records, administrative data from LSGBs	0	2018	1	2	3	4	Data collection based on project records and administrative data from LSGBs. Minimal risks

	4.1.3. Percentage of representatives of vulnerable groups in areas covered by the Project who confirm that their voice is heard in community dialogues	Baseline and yearly surveys	tbd	2018	45%	55%	65%	75%	Data collected on the basis of baseline and yearly surveys. Minimal risks
Sub-Output 4.2. Capacities for conflict and gender sensitive community development strategies/project planning implementation strengthened	4..2.1. Percentage of citizens' groups and CSOs members in areas covered by the Project who understand and use human rights-based, conflict and gender sensitive approaches to plan new initiatives	Baseline and yearly surveys	tbd	2018	50%	60%	75%	80%	Data collected on the basis of baseline and yearly surveys. Minimal risks
STP Action Plan – Priority III, Tasks 3 and 6	4.2.2. Cumulative number of local services improvement projects planned in a conflict and gender sensitive manner and implemented by CSOs and citizens groups (including women and youth)	Project records, administrative data from CSOs	0	2018	30 realised by at least 30% women and 10% youth	60 – 30% women and 20% youth	90 – 30% women and 30% youth	120 – 30% women and 30% youth	Data collected on the basis of project records and CSOs records. Minimal risks.
	4.2.3. Cumulative number of CSOs and CSWGs (of which women and youth CSOs and CSWGs) which carry out analyses of social disconnectedness issues in their territories and plan their resolution.	Project records, administrative data from CSOs and CSWGs	0	2018	8 realised by at least 30% women and 10% youth	12 – 30% women and 20% youth	16 – 30% women and 30% youth	20 – 30% women and 30% youth	Data collected on the basis of project records and administrative data from CSOs and CSWGs. Minimal risks
Sub-Output 4.3. Strengthened civic activism and volunteering that effectively promote social cohesion and peacebuilding	4.3.1. Cumulative number of volunteers/interest groups (of which youth and women groups) that are actively promoting dialogues on peacebuilding and political security	Project records, administrative data from CSOs	tbd	2018	5 groups with no less than 3 youth/ women groups	8 (6)	11 (8)	15 (10)	Data collected on the basis of project records and administrative data from CSOs records. Minimal risks.

STP Action Plan – Priority III, Tasks 2, 4 and 6	4.3.2. Cumulative number of social cohesion initiatives (projects) promoting tolerance and inclusivity planned and implemented by young citizens' groups and women's groups	Project records, administrative data from CSOs and citizens' groups	0	2018	5 (out of which 3 designed and implemented by women's organisations and 3 by youth organisations)	10 (5 and 5)	20 (10 and 10)	30 (15 and 15)	Data collected on the basis of project records and administrative data from CSOs and citizens (women, youth) groups. Minimal risks.
Sub-output 4.4. Strengthened capacities of regional and local mass media and enhanced policy making for conflict affected regions **STP Action Plan** – Priority III, Task 6	4.4.1. Cumulative number of mass media representatives trained	Project records	0	2018	30	50	70	70	Data collected on the basis of project records and records from media centers and events. Minimal risks
	4.4.2.a. Donbas Media Forum supported (1 per year) 4.4.2.b. Cumulative number of blogs produced by the Kramatorsk Anti-Crisis Media Centre	Project records, Forum records, Centre's records	0 0	2018	1 10	2 20	3 30	3 30	
	4.4.3. Cumulative number of journalists/bloggers who participated in exchange visits	Project's records	0	2018	30	50	70	70	
	4.4.4. Number of national and regional level policies and actions designed with direct support from the Project	Project's records, national government sites	0	2018	1	3	5	5	Data collected on the basis of project records and records from national and regional governmental institutions. Minimal risks

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the Project will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the Project in achieving the agreed outputs. Three surveys will be carried out (1 Baseline, 1 interim and 1 final)	Yearly 1 survey every year	Slower than expected progress will be addressed by project management. The results of the surveys will be used to provide baseline data and for project's monitoring and evaluation		$ 51,789
Monitor and Manage Risks and Assumptions	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk. Monitor assumptions to ensure that Project's planned activities are always relevant to the Project's context	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken. Assumptions are reviewed by project management and Project's responses (new activities) to wrong assumptions are designed and submitted to Project Board for approval		
Learn	Knowledge, good practices and lessons learnt will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the Project.	Annually	Relevant lessons are captured by the project team and used to inform management decisions.		

Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Every 6 months	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	Annually	Performance data, risks, strengths and weaknesses, lessons learnt and quality will be discussed by the project board and used to make course corrections.		
Project Report	A detailed annual progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period. Shorter bi-annual interim progress reports will be prepared and sent to the Project's partners, which will highlight key successes achieved, and analyse their potential for sustainability and possible scaling up. The bi-annual reports will also provide a short analysis of the specific constraints encountered over a given period and the manner in which these constraints were resolved.	Every 6 months, interim progress reports. Annually: detailed progress report At the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons	Every 6 months and at Project's end	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

learnt (based on challenges, success and failures) and discuss opportunities for scaling up project results and lessons learnt with relevant audiences.			

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
1 mid-term evaluation in 30.07.2020 and 1 evaluation at the end of the Project		2.5.1 Solutions developed, financed and applied at scale for energy efficiency and transformation to clean energy and zero-carbon development, for poverty eradication and structural transformation, 3.2.2 National and local systems enabled and communities empowered to ensure the restoration of justice institutions, redress mechanisms and community security, 3.3.2 Gender-responsive and risk-informed mechanisms supported to build consensus, improve social dialogue and promote peaceful, just and inclusive societies	**Outcome 3**. By 2022, women and men, girls and boys participate in decision-making and enjoy human rights, gender equality, effective, transparent and non-discriminatory public services and **Outcome 4**. By 2022, communities, including vulnerable people and IDPs, are more resilient and equitably benefit from greater social cohesion, quality services and recovery support	30.08.2022	. Ministry of Justice . National Police . Head of the Civil-Military Cooperation . Office of the Commissioner for Human Rights . Ministry of Ecology and Natural Resources . Ministry of Temporary Occupied Territories and Internally Displaced Persons . Oblast administrations . LSGBs, Services Providers and CSOs	$ 50,000

VII. MULTI-YEAR WORK PLAN

Annex 3

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

VIII.1 Implementation modality

This project will be implemented under Recovery and Peacebuilding Programme (RPP) of UNDP using Direct Implementation Modality (DIM). Details of the Project implementation modality are provided below (VIII.2 and VIII.3).

Project implementation will be governed by provisions of the present Project Document, its annexes and UNDP Programme & Operations Policy & Procedures (POPP). Governance of the Project will be supported through annual work planning as well as reporting and monitoring the delivery of results and impact on the basis of the results framework. The annual work plans as well as progress reporting will be the responsibility of the Project management in close consultation with UNDP. The work plan will be implemented upon its endorsement by the RPP Programme Board.

VIII.2 Governance and management set-up

The Programme Board

The RPP Board is the governing body of the project and with RPP's management team reporting directly to the board on delivery. A designated RPP Programme Manager, supervising dedicated programme component leads, will be responsible for the components financed under this agreement. Major procurements, grants and financing arrangements are launched and implemented by the RPP management team directly.

RPP Board consists of representatives of UNDP in Ukraine, participating donors and representatives of Recovery and Peacebuilding Programme beneficiaries/implementing partners.

Board's membership includes the following components:

- Executive (role represented by UNDP), that holds the project ownership and chairs the group

- Senior Supplier (role represented by development partners, including DMFA, SIDA and SDC, who provide financial and/or technical support for the Project) that provides guidance regarding the technical and financial feasibility of the Project;

- Senior Beneficiary (role represented by **Regional Administrations of Donetsk and Luhansk Oblasts and the Ministry of Temporary Occupied Territories and Internally Displaced Persons)**. The Senior Beneficiary may also include Central Authorities when/if required - the Ministry of Justice, Ministry of Internal Affairs, National Police of Ukraine, the State Court Administration, the Ministry of Regional Development, Construction, Housing and Communal Services. The Senior Beneficiary ensures the realisation of the Project benefits from the perspective of Project beneficiaries.

- In the context of this Project's implementation, the RPP Board will hold meetings on a semi-annual basis, or more frequently if deemed necessary. Senior representatives of the Project Beneficiary, Suppliers and Executive must attend the meeting. Relevant documents will be sent to each Board members at least one week before the meeting takes place. RPP Board will monitor the overall programme's progress; decide on strategic decisions to ensure the continued coherence between implementation and goals and objectives; approve annual work plans and budgets; and review project delivery.

The RPP Board will approve the visibility, advocacy and communication plans with the intention that such activities are coordinated with senior management of participating donors and implementing partners.

Amendments to the budget, including use of contingencies, will be subject to the approval of the RPP Board.

In addition to RPP Board meetings, UNDP will organize periodical meetings and/or field visits (at least twice a year as a minimum) with its international partners/donors on the Project to discuss, in a less formal set-up, results achieved, constraints met, solutions identified, etc.

Project Assurance is the responsibility of each RPP Board member, but the role can be delegated. The Project Assurance role supports the Board by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed.

Project implementation will be governed by the provisions of the Project Document and UNDP Operations Manual. The project will utilize a direct payment modality.

Consultation and coordination

Consultations on all issues addressed by the RPP (and this Project) and coordination of all activities addressing these issues in the region are carried out as follows:

- *within the UN*: under the RPP, four UN Agencies namely UNDP, UN Women, FAO and UNFPA, are jointly implementing all their recovery activities in the two Eastern oblasts for all their joint as well as individual donors. All aspects of the UN RPP are planned and coordinated under the direction of one Board; the programme has one workplan and implementation budget, is managed by one Programme Manager and is implemented by one mixed Programme Team, maximizing the programmatic and operational comparative advantages of the different Agencies

- *with national and regional authorities*: the RPP represents all its projects (including this Project and the EU Support to the East of Ukraine) on the coordination platforms that are currently being organized at national and regional levels

- *with local authorities*: the RPP is decentralized and an area-based approach of projects implementation is applied;

- *with other projects*: A detailed description of the Project's coordination modalities with *other projects* operating in Donetsk and Luhansk oblasts is provided in Section II.3.

VIII.3 Monitoring, evaluation and reporting

The Project will be subject to UNDP's standard monitoring procedures. Project monitoring, evaluation and reporting will be based on a periodic assessment of Project's progress, on the delivery of specified project results and achievement of project objectives.

UNDP will organize two external evaluations (one mid-term evaluation and one at the end of the Project) which will focus on assessing the relevance and level of achievement of project objectives, development effectiveness, efficiency, impact and sustainability of outputs. In addition, the project will be subject to the usual co-financing audit arrangements.

The project deliverables will be monitored on an on-going basis and will be reported on a semi-annual and annual basis. Based on a regular tracking of the Project's indicators at outputs and incomes levels, semi-annual and annual reporting will review the degree of achievement of Project's outputs and will provide an analysis of the extent to which outcomes are being achieved based on the indicators included in its Results Framework, as well as key lessons learnt and risks and constraints management.

The Project Team Leader and the responsible UNDP Programme Manager will bear responsibility for the timely submission and quality of the semi-annual and annual reporting

A detailed Monitoring and Evaluation Plan is provided in Chapter VI.

IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Ukraine and UNDP, signed on 18 June 1993. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by UNDP ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures. The UNDP financial governance provides the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.

X. RISK MANAGEMENT

1. UNDP as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.).

2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the Project funds are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.

5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:

    a. Consistent with the Article III of the SBAA, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:

        i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

        ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.

    b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.

    c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

    d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.

f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

g. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

i. Should UNDP refer to the relevant national authorities for appropriate legal action on any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

XI.   ANNEXES

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1. Detailed Risks Analysis (Risks Log).
2. Terms of Reference of the Local Project Appraisal Committee (LPAC)
3. Multi-Year Work Plan

XI.   ANNEXES