**Project Title**: Mobile Administrative and Legal Aid Services for Vulnerable Groups of Women and Men in Eastern Ukraine

**Project Number:**

**Implementing Partner:** UNDP

**Start Date: January 2019** **End Date: December 2020** **PAC Meeting date:**

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| **Brief Description**  |
| Four years after the beginning of the armed conflict in eastern Ukraine, Donetsk and Luhansk oblasts (with an estimated combined population of around 6.6 million in 2013 and an area of about 43.000 km2) remain effectively divided along an almost 500km long “contact line”, separating the oblasts between areas controlled by the Ukrainian government (GCAs) and non-government-controlled areas (NGCAs). Despite the Minsk Protocol of September 2014, a subsequent Package of Measures agreed in February 2015 and numerous ad hoc agreements to implement the ceasefire provisions, hostilities of varying intensity have continued, affecting the lives of the local population, with the most severe impacts on women, men, girls and boys from the most disadvantaged groups.Since the country’s independence, 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. In the country’s conflict affected areas, inefficiencies, in particular in relation to the provision of administrative, legal aid and information services, are significant and compromise the human rights and gender equality of the population. They include: * difficult (physical) access to services (in particular for the elderly, women with children, female headed households, women and men with disabilities and others);
* un-systematized information on services (including information on assistance in GBV situations and on facilitated access to institutions for women and men with disabilities);
* protracted service delivery in particular in relation to: IDP certification (especially for people living next to the contact line, pensions payments, issuance of birth and death certificates, passports and ID cards issuance, property rights).

The target group most affected by these inefficiencies are mainly women: * crossing the contact line at check points, travelling from NGCAs to GCAs and back (70% are women);
* living close to the contact line (GCA side) (75% are women);
* living in remote rural areas in GCAs (60% are women).

In 2015, Ukrainian authorities have started taking steps to improve the delivery of public services through changes to the legislation. The most significant change has been the introduction of a new generation of administration services providers, the Centers for Administrative Services Delivery (further referred to as TsNAPs). Since 2016, 750 TsNAPs have been set-up and are operating throughout Ukraine. Twenty-six TsNAPs have so far been established in GCAs of Donetsk and Luhansk oblasts (13 directly supported by UNDP). The Ukrainian government and the regional authorities are strongly committed to the consolidation of a wide network of such centres that will effectively reach out to populations throughout the country. The Government is also engaged, with UN Women support, to advance the integration of gender equality and women’s rights into the decentralisation reform. The Project’s overall objective is to alleviate the hardships of conflict affected Ukrainian citizens, mainly women, who have to travel long distances in order to access and be provided administrative and legal aid services as well as information The Project will further build on the work already carried out by UNDP in developing a network of modern TsNAPs in conflict affected Donetsk and Luhansk oblasts by:* developing effective gender-sensitive TsNAPs outreach facilities (through mobile service units) with the focus on providing access to services to the most disadvantaged groups mentioned above such as: elderly, women with children, female headed households, women and men with disabilities;
* ensuring real-time localisation of these units to the targeted population;
* setting up an intuitive Information Platform (on all relevant administrative and legal aid services) to be accessed easily by targeted groups.

The Project will be implemented in the framework of the Recovery and Peacebuilding Programme set up by UNDP to respond to and mitigate the causes and effects of the conflict.  |

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| **Contributing Outcomes (UNDAF/CPD)****Indicative Output(s)** | **Total resources required:** |  |
| **Total resources allocated:** | **Donor Canada** | USD 3,828,484  |
| **Unfunded:** |  |

**ACRONYMS**

App Application software

ATC Amalgamated territorial community

CAB Citizens’ Advisory Bureau

CBA Community based approach (to local development)

CEDAW UN Committee on the Elimination of Discrimination against Women

CO2 Carbon dioxide

CSO Civil society organisation

DMFA Danish Ministry of Foreign Affairs

EECP Entry-Exit Check Points

EU European Union

FAO Food and Agriculture Organisation

GBV Gender based violence

GCA Government controlled areas

GIZ Deutsche Gesellschaft fur Internationale Zusammenarbeit

GoU Government of Ukraine

GPS Global Positioning System

HR Human Resources

IDP Internally displaced person

LGDC Local Governance Development Centres

LSG Local self-government

M&E Monitoring & Evaluation

MoSP Ministry of Social Policy of Ukraine

NGCA Non-Government controlled areas

RPP (UNDP) Recovery and Peacebuilding Programme

SDC Swiss Department for Cooperation

SDG Sustainable Development Goal

SIDA Swedish International Development Cooperation Agency

SMS Short Message Service

ToR Terms of Reference

TsNAP Centre for Administrative Services (transliteration of ЦНАП)

U-LEAD Ukraine – Local Empowerment, Accountability and Development Programme

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNFPA United Nations Population Fund

UNHCR United Nations High Commissioner for Refugees

UNOCHA United Nations Office for the Coordination of Humanitarian Affairs

WHO World Health Organisation

# Situation analysis and development challenges

Four years after the beginning of the armed conflict in eastern Ukraine, Donetsk and Luhansk oblasts (with an estimated combined population of around 6.6 million in 2013 and an area of about 43.000 km2) remain effectively divided along an almost 500km long “contact line”, separating the oblasts between areas controlled by the Ukrainian government (GCAs) and non-government-controlled areas (NGCAs). Despite the Minsk Protocol of September 2014, a subsequent Package of Measures agreed in February 2015 and numerous ad hoc agreements to implement the ceasefire provisions, hostilities of varying intensity have continued, affecting the lives of the local population.

The Project is firmly focused on alleviating the unprecedented pressures and hurdles faced by citizens of this region, mainly women, to carry out their administrative tasks, due to **difficult access to and protracted provision of administrative, legal-aid and information services.** These challenges also prevent access to basic services, as well as hinder the *human rights of the population, in particular those of women.*

Thus, **women in eastern Ukraine** are one of the key target population group scoped by the Project. Their vulnerability to the many challenges that surround them is very high. Particularly vulnerable are:

* women - heads of families (with husbands/partners working outside the region or abroad);
* single mothers;
* women caring for elderly people, children and members of family with disabilities;
* elderly women pensioners;
* women with disabilities or having children with disabilities.

Geographically, the Project will focus particularly on:

1. citizens crossing the contact line at check points, travelling from NGCAs to GCAs and back (more than 70% are women);
2. citizens (IDPs and residents) living next to the contact line (GCA side) (more than 75% are women);
3. citizens (IDPs and residents) living in remote rural areas in GCAs (more than 60% are women).

**I.1. The conflict and its impact on human security – two population groups directly affected, mainly women**

**I.1.1. Civilians crossing the contact line**

The conflict in eastern Ukraine has directly and adversely affected over 3.8 million people, **70% of whom are women, elderly people, and children**. It has had not only a significant toll on human lives but has also led to around 1.7 million people moving out of the conflict zone into GCAs of these two oblasts and other regions of Ukraine (according to the Ministry of Social Policy, as of 17.09.2018, 1,517,888 people were registered as internally displaced,[[1]](#footnote-1) women and children representing 63% of IDPs), with 0.8 to 1 million residing permanently in the GCA. Since 2016, a number of IDPs have returned to NGCAs. Some 800,000 persons live in areas within twenty kilometers of the line of contact on both the GCA and NGCA sides. Older persons have been more likely to remain in these areas, while young adults have mostly left.

There have been increasing crossings of the contact line by NGCAs and GCAs citizens, mainly women. According to UNOCHA,[[2]](#footnote-2) 1.3 million people crossed the ‘contact line’ in August 2018, being the busiest month at the check points, since they were established in 2015. There has been a consistent trend of increased crossing over the last two summers, with a peak usually observed in August. This coincides with national examination periods (May-June), harvesting season and pre-school term vacation. Crossings take place (as shown below) through *five entry-exit check points* (EECP) along the contact line, 4 in Donetsk oblast and 1 (pedestrian only) in Luhansk oblast.



Source: ACAPS, Switzerland

According to Human Rights Watch[[3]](#footnote-3) survey of people crossing the contact line, civilians, mainly women, travel:

* to visit family members,
* to ensure their property is safe,
* to buy groceries, household items, and medicines that are too expensive or unavailable in areas where they live,
* to visit cemeteries where relatives and friends are buried,
* to carry out (in GCAs) administrative procedures and/or seek legal aid, or
* to return to their homes after spending the week working on the other side of the line (in GCA).

For women and men residing in the NGCA there are many difficulties in accessing information and documentation. Lack of access to birth registration for children and to death registrations is of high concern, and access to social entitlements (including pensions) is extremely challenging. People in NGCA thus need to cross the contact line to obtain these administrative documents, as well as, if registered as IDPs, to collect their pensions and other social payments, visit family members, and seek medical care.

A UN Briefing Note[[4]](#footnote-4) on freedom of movement across the line of contact in eastern Ukraine states that the limited number of check points – only five across the entire contact line – in combination with the small number of staff employed to process people crossing, and the complex nature of the crossing procedures, directly contribute to the hardships endured by civilians, mainly women, as they attempt these crossings. Waiting time is now estimated, by NGOs surveying conditions at check points, at 4 to 6 hours. Civilians located in Luhansk oblast (GCA and NGCA) have the choice between a fairly precarious pedestrian crossing at the only checkpoint in Luhansk oblast, or having to undertake a much longer and costly journey through Maiorske (the closest). Crossing conditions for women are particularly strenuous as check points generally lack facilities with adequate sanitary conditions, in particular for pregnant women, small children and elderly people. Long waiting times are particularly taxing for women with children, elderly women and women with disabilities. Finally, women crossing the contact line are more at risk of sexual harassment.

Civilian crossing is also made dangerous due to continued clashes on the contact line between Ukrainian forces and armed groups, as well as the presence of mines, explosive remnants of war (ERWs) and unexploded ordnance (UXO) near the check points. In addition to security issues and protracted control procedures, facilities made available to civilians whilst they wait have improved but remain insufficient. According to the UN, the sheltering system provided for civilians at crossing check points is still not adequate in terms of public sanitation, basic service provision (water, basic health supply, especially for women and children) and information.

**I.1.2. Population living along the contact line and in rural areas**

The conflict-created line of separation has isolated much of the population from important urban centers in NGCA, resulting in reduced access to and limitations in the delivery of basic services, especially for communities living in GCA who previously accessed services in NGCA. There is now an increased pressure on public service provision in GCA.

Issues faced, in particular by inhabitants of rural areas in GCA, due to their remoteness, are significant. Two population groups can be identified here:

* *rural population in GCA and NGCA close to the contact line*. This represents around 530,000 people[[5]](#footnote-5) (around 395,000 women). Small communities are the most hit, not only because they have difficult access to foodstuff and goods but also because public service facilities (education, health, information and administrative support) are very few if non-existent. In larger communities many of such public service facilities have been damaged by shelling. In order to address these issues, this population has to travel long distances, often in perilous conditions, to reach schools, banks and healthcare, as well as administrative services. This represents a particular challenge for vulnerable groups of the population (elderly women and men, women with children, people with disabilities) who, either cannot afford to undertake such long and risky travels or are not physically able to do so;
* *rural population in GCA outside the areas within 20 km from the contact line*. The challenges faced by this population to obtain timely and adequate services (including administrative services) are due to the remoteness of service facilities mainly located in large urban centers. As for the above-mentioned group, this population (in majority women) needs to invest time and money to travel to the nearest urban center providing the relevant services.

Within both population groups, IDPs who have relocated in rural areas suffer particularly from their remoteness as they need to engage in complex administrative and registration procedures in order to obtain social benefits.

The CEDAW Concluding Observations (March 2017) points to the precarious situation of rural women in conflict affected areas, as their rights to productivity, livelihood and access to land are regularly violated, as well as the rights to information on any initiatives aiming at assisting and supporting them, in particular women heads of household, single women, widows, women with disabilities and women belonging to minorities

One of the most excluded and marginalized groups among rural women are women and girls with disabilities, who are historically excluded from participation in public life and particularly suffer from a lack of safe and accessible transportation, so as to travel independently to access public services. Men and women with visual impairments face significant barriers in accessing information and communication materials about key services or social benefits.

**I.2. Administrative and legal service provision issues faced by conflict affected population (at check points, along the contact line and in remote rural areas)**

The above-mentioned population groups encounter major constraints in undertaking a number of key administrative procedures, which impact on their lives and ultimately compromise **their human rights**:

**a) IDP certificate and registration**

An IDP certificate is a form of temporary residence registration, without which IDPs would not have access to state-provided targeted financial assistance and social benefits (including pensions). It is given to IDPs if they can prove that they have resettled in GCAs of the two oblasts and are residing in a given location. According to UNHCR,[[6]](#footnote-6) only 2% of IDPs reside in housing they own, 23% reside with relatives and host families and almost two-thirds rent housing. The most vulnerable IDPs are those who are unable to rent apartments. These people live in collective centers or have, since, returned to NGCA. “Verification commissions” formed at the Department of Social Protection make unannounced visits to IDPs’ homes to verify they are residing on the GCA territory and have not moved back to NGCAs. This measure was established to implement the Cabinet of Ministers’ Resolutions No. 595 and 637, stating that persons from NGCAs can receive their pensions and other entitlements *only if they leave the NGCA and register and reside as IDPs in GCAs.* At present, IDPs are allowed to travel back to and stay in NGCA for up to 59 days

In this respect, the major issues faced by relevant population groups are the following:

* getting an IDP certificate is impossible for those individuals residing close to the contact line and displaced *within* their town/village/street because they are not considered IDPs by the Social Protection Department of the Ministry of Social Policy (MoSP)
* people with disabilities and the elderly living in the NGCAs face particular challenges to obtain an IDP certificate because of the difficulty in crossing thecontact line at the check points (lack of transport and long lines)
* displaced people in rural areas face more problems with IDP registration than those settled in cities and towns. Often the issue is related to accessibility to state services because of poor transport and lack of human resources in state agencies for the timely and orderly processing of paperwork. Anecdotal evidence suggests that in rural areas there is only one (if at all) state employee providing services in a given rural territorial community, resulting in a very long wait to process paperwork, which in turn delays payments of IDP benefits.

**b) Pensions payments**

Currently, citizens of non-government-controlled areas, as well as those who have established a permanent place of residence in GCAs are required to register as IDPs in order to have access to social assistance and pensions. 60% of registered IDPs were elderly people[[7]](#footnote-7) in 2015. IDPs are allowed to travel back and stay in NGCA for up to 59 days. Beyond this time period, they lose their rights to pensions and social benefits. Thus, IDPs who still, de facto, reside in NGCA have to cross the contact line a little bit under every two months to be able to withdraw their pensions in cash. This increases the work burden of Departments of Social Protection that conduct verifications of IDPs receiving government assistance. This has also an impact on check points that lack capacity to process large numbers of persons crossing.

Finally, according to the findings of the surveys conducted by the United States Department of state in June 2017, the system to pay out pensions to IDPs through Oshadbank[[8]](#footnote-8) appears constraining as it requires IDPs in remote rural areas or located in NGCA to travel to bank branches in GCAs to receive them in cash. According to the surveys, a number of banking functions are absent at Oschadbank, in particular an electronic banking card which would allow to make cash-less payments or transfers. Yet, IDP pensioners are allowed to obtain another card (in any bank) and replenish this card in order to be able to make electronic transactions. Oschadbank requires pensioners to be physically present to open an account as well as to visit the bank for identity verification; a power of attorney is not accepted. These requirements are particularly challenging for bedridden and pensioners with disabilities.

**c) issuance of birth and death certificates**

Since the temporary cessation of governmental control over territories in NGCA, in December 2014, birth and death registration occurring there has been carried out through a regular court procedure in the government-controlled territories who were delegated jurisdiction in this respect. In February 2016, the Government introduced a “simplified court procedure for the establishment of the fact of birth or death in the non-government-controlled territories.” Under this simplified procedure, the courts have been tasked to examine “immediately” an application for establishing the fact of birth or death, provided that an application is submitted by an authorised individual from an extended list of relatives and caretakers prescribed by law, along with the payment of court fees. A newly adopted Law No. 2268 (January 2018) provides a window of opportunity for simplifying current civil registration procedure for residents of NGCAs by allowing equal and effective access to civil status documents regardless of their place of residence.

The procedures for birth registration are complex, time-consuming and costly. Without a birth certificate a child will have no access to healthcare, education or the possibility to obtain legal inheritance of property. In addition, a lack of birth certificate leads to the impossibility of registering a child’s place of residence or ability to cross the contact line or border with a child. This will also impede access to state child support benefits. Finally, without a birth certificate, a child is at high risk of statelessness.

Similar constraints relate to death registration. Death registration and the issuance of death certificates are preconditions to access state burial support and constitute the basis for managing inheritance claims and subsequent property transactions.

**d) passports and ID cards issuance**

On 22 June 2018, the Parliament registered the draft Law No. 6630 on additional verification measures for the issuance of biometric passports. In order to issue biometric passports (including national ID cards), the Government requires access to information on the identity of individuals that until 2016 was recorded in paper format (“Form 1”) and archived at the place of initial passport application. According to the State Migration Service (SMS), since 2015, all “Form 1” documents located in the GCA have been digitalized. However, this has not been the case for documents held in archives in the NGCA. When the SMS has no access to “Form 1”, it has to conduct cross checks with other registries that may contain information on the identity of an individual (e.g. driving license registry, property registry, international passport registry, etc.). The procedure of cross-verification with other registries is currently regulated by resolutions of the Cabinet of Ministers. However, the draft law suggests that the procedure be regulated by a law, making amendments more difficult. Additionally, the draft law increases the verification period from two to six months and contains an unrestricted list of required documents.

Thus, the process of applying for and getting a biometric passport and/or and ID card (new Ukrainian passport) is particularly complex and time-consuming for NGCA residents who have to travel several times to GCAs to start and complete the process. It is also complex for IDPs, in particular those located along the contact line and in remote rural areas.

**e) other administrative and legal issues**

Those issues relate to housing, land and other property rights. In the majority of cases, there is a need for the targeted population to *re-establish property rights* due to loss or destruction of relevant property documents. For people living close to the contact line, expropriation and occupation of residential houses, commercial property and private agricultural land by military actors has been reported.[[9]](#footnote-9) These issues require property owners to travel long distances to have access to legal aid and notarial services

**f) information**

Up to date and timely information is crucial for IDPs and NGCA residents. Information needs are numerous and wide-ranging, and include in particular the need to know:

* opening and closing times at check points and facilities available (shelter, water, health kits, etc.),
* opening and closing times of TsNAPs and legal aid centers including those closest to the contact line,
* location, opening and closing times of mobile legal aid units,
* opening and closing times of Oshadbank branches including those near the contact line,
* procedures to obtain targeted financial assistance for IDPs,
* changes in the law on social benefits and pensions for IDPs,
* documents and time-frames necessary to undertake administrative or legal procedures,
* more generally, employment opportunities, education establishments and housing availabilities in GCAs,
* etc.

Certain types of information are also particularly crucial for women and vulnerable groups of the population, for instance:

* for women from settlements near the line of contact who are unaware of where to seek help in situations of domestic or sexual violence[[10]](#footnote-10)
* for women and men with disabilities, who need prior information on state institutions and TsNAPs with facilitated physical access before attempting any travel.

**I.3. Access to and quality of public service provision**

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 changes to the legislation. In particular, in the context of the country’s decentralization process, newly established hromadas were required, among other tasks, to ensure facilitated access to and quality provision of administrative services. Thus, since 2016, 750 Centers of Administrative Services (further referred to as TsNAPs) have been set-up and are operating throughout Ukraine. Twenty six TsNAPs have so far been set up in GCAs of Donetsk and Luhansk oblasts. The Ukrainian government and the regional authorities are strongly committed to the consolidation of a wide network of such centers that will effectively reach out to populations throughout the country.

These centers are **permanent working bodies or structural units of local state administrations or local government bodies, operating in the format of one-stop shops**. They provide a number of state administrative services (between 190 and 200). In addition to the centers’ own staff (specialists), representatives of specific public services are also present providing services related to pension, social protection, migration. The TsNAPs staff are civil servants, paid by the state/regional budget.

A number of centers in large cities are fully modernized, equipped with an electronic queuing system and terminals for payment of the required administrative fees. For residents of villages and settlements (in particular along the contact line) as well as for citizens travelling from NGCAs, 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 44 TsNAPs (27 in Donetsk and 17 Luhansk oblast) will be operational by end 2018. UNDP, with the support from EU and other donors, has been the leading provider of assistance for the creation of these facilities in the region since 2016. As of August 2018, it has supported 13 new and existing TsNAPs.

TsNAPs set up in GCAs of Donetsk and Luhansk oblasts provide on average 190 services (a list of all services is provided in Annex 1, based on the example of the Mariupol TsNAP).

The table below provides data on the target groups[[11]](#footnote-11) served by these centers and the type of services most in demand:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **TsNAP in Stanitsa-Luhanska** | **TsNAP in Novoaidar** | **TsNAP in Bilovodsk** | **Comments** |
| Residents of the territorial community where the TsNAP is located | 41 000 | 39 048 | 23 400 |  |
| Number of IDPs | 18 000 | 147 458 | 47 352 |  |
| Number of people living outside the territorial communities where the TsNAPs are located served *over the last 3 months* | TsNAP: 1350Other public services present in TsNAPs:- Pension fund: 4300- State Migration Services: 2000 | TsNAP -1500Other public services present in TsNAPs:- Pension fund: 4500- State Migration Services: 2400 | TsNAP -1200Other public services present in TsNAPs:- Pension fund: 4000- State Migration Services - 2200 | Representatives of other public services are located in the TsNAP. |
| Number of non-residents who were people crossing on a temporary basis from NGCA *over the last 3 months* | Total: 2500Targeted services:- Social Protection office, the Pension Fund: 1700 people, - State Migration Service - 800 people | Total: 2650Targeted services:- Social Protection office, Pension Fund: 1900 people, - State Migration Service: 750 people | Total: 1550Target services:- Social Protection office, Pension Fund: 1100 people- State Migration Service: 450 people |  |
| Number of people coming to TsNAPs from rural areas in GCA *over the last 3 months* | 750  | 680  | 720  | The most remote settlements from the TsNAP within the community are villages at a distance of up to 60 km.  |
| Types of services provided to residents and non-residents | * Social protection office services
* Pension Fund services,
* registration of property,
* obtaining information from the state register of proprietary rights relating to state registration,
* changing the location and state registration of subject of entrepreneurial activity,
* obtaining certified extract from the Unified state register of enterprises and organizations of Ukraine,
* obtaining information on the value of the land property and certified extracts from the State Land Cadastre (when inherited)
 | No significant difference between services provided to residents and non-residents |
| Key issues addressed by the TsNAPs and other public services within the TsNAPs which slows down the procedures | 1. Lack of sufficient information on presented documents
2. Loss or damage of documents
 | . |

*Source: UNDP, telephone survey conducted in July 2018*

In addition to the delivery of administrative services through TsNAPs, legal aid services have been so far provided, in the conflict affected areas, by state funded Free Legal Advice Centres (the capacities of these centres are however very limited, due to insufficient human resources) as well as by international community (in particular UNDP) initiatives such as the **Citizens Advisory Bureaus** (CABs), which provide legal, psychological and administrative assistance, and mobile legal aid units.

CAB is a non-governmental structure operating on the basis of a memorandum of cooperation with local authorities. It has been providing help to the population in the immediate conflict aftermath and has been filling a capacity gap in the authorities’ ability to respond to specific needs, in particular those of women, created by the conflict. These bureaus provide local information and consultations in emergency situations, where people need psycho-social assistance and legal aid, facilitates the establishment of communication with the relevant institutions that provide specialized services in certain fields.

A total of 7 CABs as well as 2 mobile legal aid units (operating at check points on the contact line) have been, so far, set up by UNDP and have been operating in 285 GCAs settlements, serving, as of 01.09.2018, 32,134 people (21,282 women and 10,529 IDPs). In 2018:

* more than 36% of the population that addressed CABs (of which 66% were women) received legal services,
* 9% (of which 53% women) had access to psychological support services,
* 25% of the population (of which 67% women) turned to the ‘hotline’,
* 30% (of which 74% women) received administrative services.

In 2018, these services were also provided to 2,832 residents from NGCAs, including 1,938 women (Donetsk, Gorlovka, Makeyevka, Yenakiyevo, Shakhtarsk, Zugres, Sedovo and others).

**I.4. Gender equality and gender vulnerability analysis**

A Vulnerability Assessment of Women and Men in the Context of Decentralization Reform and Restoration of Governance in the Conflict Affected Areas of Ukraine (2017)[[12]](#footnote-12) was conducted by UN Women in cooperation with UNDP. The Vulnerability Assessment is based on reviews of a number of secondary sources and studies that prove that the neglect of vulnerable groups resulted in the violation of the human rights of these groups and of their individual members. The analysis is also based on findings from individual interviews and focus group discussions with local authorities, and with women and men from the communities that were carried out during field visits to Kramatorsk, Sloviansk, Druzhkivka, Bakhmut, and Mariupol in Donetsk oblast, and to Severodonetsk, Novopskov, Bilokurakino, Novoaydar, and Denezhnikovo in Luhansk oblast, as well as gender equality advocates and human rights practitioners at the national, oblast and territorial community levels. A total of 70 individuals were interviewed – 48 women and 22 men.

The Vulnerability Analysis identified vulnerable groups facing multiple and intersecting forms of discrimination and the opportunities and risks for them in the contexts of decentralization reform. Such groups are: persons with disabilities, internally displaced persons, female-headed households, older people, people living with HIV/AIDS.

According to this assessment, the situation in Donetsk and Luhansk oblasts in relation to women equal opportunities and rights reflects the overall country context where women are underrepresented in decision-making, have limited access to economic resources, face discrimination, and are subject to widely-spread gender-based violence. The armed conflict and economic crisis have exacerbated gender gaps and inequalities, and affected women disproportionately, especially in conflict-affected communities, increasing gender discrimination, women’s poverty and risks of GBV. The rapid influx of the internally displaced population posed new challenges for oblast and territorial community administrations. Social support services have collapsed or significantly decreased, leaving women to care for children, older persons, persons with disabilities and other vulnerable family members. Women with children and elderly women comprise the majority of the IDPs in both oblasts. These women tend to face multiple forms of discrimination in accessing employment, public services and in decision-making. Displaced female-headed households in particular experience poverty and stigma. Many pregnant women in GCAs are living in poverty and few households with pregnant women (about 4%) are receiving any kind of humanitarian assistance. In areas close to the contact line, some pregnant women have no opportunity for regular visits to the doctor or access to healthcare facilities.

* **Economic participation and employment**

Gender gaps and inequality in economic opportunities and discrimination in recruitment and at work have limited women’s access to employment, income and career promotion. Overall in Ukraine, as well as in Donetsk and Luhansk oblasts, the rate of female participation and employment in the labour market is lower than the rates for men. The gender wage gap was 25% in 2015 in Ukraine and reached 41% in Donetsk Oblast and 22% in Luhansk Oblast. The gender disparities in average wages contribute to the respective gap in pensions (about 30%). As a result of lower individual incomes, women naturally experience higher risks of poverty and are often amongst the most vulnerable in populations. Women account for the majority of those applying for state social assistance. Unpaid work continues to be disproportionately assigned to women due to traditional reproductive roles. The lack of adequate social services in the communities hosting IDPs has increased this burden on displaced women, increasing their care responsibilities for children, older and family members with disabilities. Women shoulder the responsibility of ensuring their families’ social and economic well-being, while managing domestic needs and securing housing in host communities with already strained resources. The situation for rural women is worse than for rural men, or for urban women and men.

* **Political participation of women**

As a result of the 2015 local elections, women won 36.8% of the seats in municipal councils in Donetsk Oblast, and 33% in Luhansk Oblast. In the previous elections in Donetsk and Luhansk oblasts, women won 11% and 10% of the oblast council seats respectively. As reported during interviews, women play an important role in recovery and peace building processes, as well as in community development. However, they are under-represented at the highest level of decision-making in the oblasts, due to gender stereotypes about the social roles of men and women, as well as gender inequalities and discrimination. Women account for only 17% of the number of heads of communities, 38% are deputy heads, 46% are in executive committees, 49% sit in territorial communities’ councils (Radas), and 48% have been elected as starostas (representatives of the settlements that are part of an amalgamated territorial community). The representation of women in decision-making in executive positions also remains low. The sector of public administration is particularly feminized. In 2015, women constituted 83% of civil servants in Donetsk Oblast and 80% in Luhansk Oblast. But while women prevail among civil servants at lower executive positions, they represent only 16% of the top executives. These disparities are even more obvious in the local government, as women constitute only 5% of the top officials, while about 80% of officials in the lowest executive positions are female. IDP women with children have particular difficulty working due to lack of childcare facilities or family networks. Women complained that they are confined to housekeeping and child caring. Women constitute the majority of unemployed IDPs, and the incidence of long-term unemployment is higher among IDP women than men. Challenges facing women IDPs to accessing employment include: (i) stereotypes in the labour market regarding women, older people and IDPs; (ii) unwillingness of employers to hire persons from territories not controlled by the government; (iii) the need for training or having a profile that does not match the necessary skill set; (iv) lack of documentation required for hiring (work records from previous employers).

* **Specific vulnerabilities and gender-based violence**

The Vulnerability Assessment 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 and from the provision of quality services. 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 andcommunities.

The high concentration of military and paramilitary groups in eastern Ukraine, particularly close to the contact line, coupled with a proliferation of weapons, weak law enforcement and impunity for perpetrators, has increased the risk of gender-based violence (GBV), particularly for IDP women and girls. The rates of mental disorders, including prevalence of post-traumatic stress disorder, depression and anxiety, are higher among women IDPs than in men, and most IDPs lack access to the required information and care. Due to the low capacity of law enforcement and service providers to deal with cases of GBV, survivors rarely appeal for help. Before the conflict, GBV was already under-reported due to stigma and a culture of silence, broken referral pathways, an inefficient legal system, and limited medical and psychosocial support services. Women tend to turn to law enforcement only in cases in which the violence is perceived as life threatening. These problems have been exacerbated by the conflict. Women IDPs face increased vulnerability to various forms of violence during the conflict, including humiliation, insults, intimidation, blackmail verbal threats, physical violence, confiscation of money or property, confiscation of official documents, forced labour without pay, and being subjected to improper sexual comments. UNFPA survey[[13]](#footnote-13) confirmed the increased vulnerability of women to various forms of violence during the conflict: a share of displaced women, reporting at least one situation of violence outside the family, was three times higher than the corresponding share of local women, surviving any violence in the host communities (15.2% against 5.3% of respondents).

**I.5. Human Rights Analysis**

The above analysis of the context in which the Project will intervene points to important **human rights infringements**, in particular in relation to women, which have been described in some details in the sections above and are summarised below:

* the right to have easy (physical and geographical, as well as from an informational point of view, in particular for people with hearing and visual impairments) access to administrative services in order to obtain, in a timely manner and without too many hardships, all necessary registrations, civil status documents, property documents, etc. which are vital to populations directly affected by the conflict for their survival. As explained in Sections I.1. and I.2. obtaining such documents and registrations allows the conflict affected population to receive pensions, social benefits, state financial support, etc. which, in many cases, constitute their main incomes. The population groups most affected by the lack of such services are mainly women as highlighted in Section I.4. including women with reduced mobility, elderly women and single mothers;
* the right to receive timely legal and psychological aid. This relates to citizens (among which a large number of women) at risk of losing their property, due to forced displacement. It also concerns women who suffer from gender-based violence and require particular legal aid and psychological support
* the right to be informed in a user-friendly, timely and accurate manner on all aspects of administrative procedures and services.

In the context of the decentralisation process in the country, the main duty bearers associated with these human rights are now local governments and administrative service providers set up at municipality/territorial community level. As highlighted in Section I.3. their capacities to meet the needs of the target population, in particular of those citizens crossing the check points and/or living near the contact line are still weak.

**I.6. Summary of the key development challenge**

In the difficult conflict context described above, and against the backdrop of the decentralisation process, the **key development challenge** that the Project seeks to address is that relating to the **inability of certain population groups, mainly women, in the conflict-affected areas of Donetsk and Luhansk oblasts (GCA and NGCA) to have access to and be provided with administrative, legal aid and information services**.

Citizens, mainly women, crossing the contact line from NGCA to GCA as well as those living in small rural communities along the contact line and in other remote rural areas in GCAs **have the rights to** receive, in a timely manner and without excessive hardships, administrative, legal aid and information services as much as citizens living in larger urban communities. Such services, for these target groups, must be:

* easy to access, also targeting women and men with various disabilities,
* effective and efficient,
* reliable and timely,
* responsive to the differentiated needs of women and men of various ages

The Project will therefore intervene to ensure that the above service requirements are met by:

* developing accessible TsNAPs outreach facilities (through mobile service units);
* ensuring that an effective information system is in place for easy localisation of the mobile services, as well as general and specific information provision aimed at the target population;
* mobilising the civil society, in particular women’s groups and young volunteers (young women and men), to support the operations of the mobile services (with a focus on information provision).

Addressing the above-mentioned development challenge is not only important to alleviate the hardships of the targeted population groups, mainly women, and particularly from vulnerable groups, to access these services, it is crucial to ensure that this population group’s basic human rights are met.

A Human Rights-based Approach and Gender Mainstreaming will thus be used for the Project implementation (described in Section III.5 of this document).

# Strategy

The Project is designed **to alleviate the hardships of conflict affected Ukrainian citizens, mainly women,** who have to travel long distances in order **to access and be provided administrative and legal aid services as well as information**. The proposed intervention will require that the provision of such services **reaches out to women and men in remote rural areas and near the contact line as well as to citizens from NGCA crossing the contact line at check points** to obtain the above-mentioned services in GCA.

**II.1 Theory of change**

The theory of change underpinning the Project is firmly focused on the needs of people most affected by the conflict and adheres to the principle of universal inclusiveness of the 2030 Agenda for Sustainable Development by which no one is left behind. It argues that:

* *If* a number of priority administrative and legal aid services are provided through specially fitted mobile units which will travel to check points and localities near the contact line where populations, in particular women, are the most impacted by the conflict,
* *If* these mobile units, whose set-up should be planned with the participation of conflict affected women, are institutionally well-grounded, in line with the Ukrainian legislation, staffed with competent administrators/specialists, women and men, and have the full institutional and budgetary support of local administrations,
* *If* the administrative and legal aid services thus provided are complemented by a technology-based intuitive information system tailored to the *specific needs* of the target groups in the two oblasts, in particularly of women,
* *If* the civil society in the two conflict affected oblasts, in particular young women and men, mobilise themselves to provide practical support to the work of these mobile units,
* *If* users, in particular women, are able to provide their feedback on the quality of services received, and if the mobile TsNAPs adapt and improve their services on the basis of this feedback and show their accountability by reporting on services provided and results achieved on a regular and transparent basis,

*then*, access to, relevance and quality of administrative, legal aid and information services provision will significantly improve, and conflict affected citizens (in particular women along the contact line and in remote rural areas of Donetsk and Luhansk oblasts GCAs) will be able to undertake and complete their administrative procedures in a more time-effective manner. Ultimately public trust in the state and its institutions will increase.

With this theory of change, one can also argue that successes achieved in serving the targeted population better and in a timelier manner in GCA will help demonstrate to women and men in NGCA that there are realistic and visible alternative models to service provision and to development. This can play an important role in conflict transformation and peacebuilding.

The Project’s theory of change is based on the following general 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 continuously strong political commitment at the highest levels in government for recovery efforts in eastern Ukraine and the protection of human rights, particularly of women, most affected by the conflict, is a key priority;
* there is a strong commitment at oblasts and territorial community levels for promoting and implementing gender equality principles, in particular those relating to women inclusion in local governance
* there are no changes in the Ukrainian legislation which could constrain the set-up or operations of mobile administrative and legal aid services
* citizens’ engagement (in particular among young women and men) takes place and is sustained throughout time
* communication networks are stable in the targeted regions of this Project.

**II.2. Logic Model**

The Logic Model of the Project is presented below and is explained in detail in Section III.1.



**II.3. Approach to Project implementation**

The Project will be implemented through UNDP’s Recovery and Peacebuilding Programme (RPP) in eastern Ukraine.

**II.3.1. Consultations**

The Project’s objective of setting up a network of mobile TsNAPs is strongly supported by national, regional and local authorities. The RPP conducted a series of consultations with these authorities during Project design:

* *national level*, with the Ministry of Regional Development. The focus of these consultations was on the set up of mobile TsNAPs in Ukraine’s conflict affected regions, in particular near the contact line. These consultations have led to the following conclusions, which have been taken into account in the Project design:
	+ the TsNAPs model in Donetsk and Luhansk oblasts GCAs should be fully focused on reaching out to population experiencing particular travelling difficulties along or across the contact line (women, elderly people, people with disabilities, etc);
	+ the mobile TsNAPs service portfolio should be focused on those services most in demand by the target population (to be identified precisely after further consultations with their representatives);
	+ the model should function in an environmentally sustainable manner.
* at *regional and local levels*, with representatives of oblasts administrations and local self-government bodies, consultations concentrated on the institutional grounding of these mobile units, the integration of Gender Equality principles in their design, and on their long-term funding and viability. It is planned that Partnership Agreements will be signed, ahead of the Project’s launch, specifying the role and responsibilities of each party:
	+ at project start, the RPP will support purchasing of vehicles and equipment, as well as setting-up gender responsive information platforms; local authorities will be responsible for allocation of staff and payment of salaries;
	+ at project end, the RPP will hand over all purchased assets to the local authorities;
	+ local authorities will take over these assets and will ensure their uninterrupted operations. Costs associated with the running of the TsNAPs other than salary costs will be provisioned and disbursed from the local budgets.
* at local level, in particular near the contact line and at check points, RPP carried out a series of informal consultations with citizens. The key findings which were taken into account in the Project design are:
	+ the mobile units should be easy to localise and accessible for all target groups, importantly women, elderly people and people with disabilities;
	+ clear and concise information on administrative matters, that can be accessed quickly and efficiently within the mobile units, is key;
	+ mobile units should offer access to priority services for the target group and should include, as much as possible, the services of legal aid experts and public notaries;
	+ the mobile units should, ideally, have a cash withdrawal facility (given that this may raise important security issues, RPP will, in consultation with its partners and stakeholders, review the possibility of setting up such type of facilities).

The Project will conduct further consultations throughout its duration with its key stakeholders (local and regional governments, TsNAPs, public services providers) and its beneficiaries (in particular representatives of women, people with disabilities, elderly) to ensure that the design process of each element of this new model takes place in as a participatory manner as possible.

**II.3.2. 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 priority needs of women and men from different groups in the region:

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. It is the unifying interventions framework for a total of sixteen projects funded since 2015 by eleven international partners with total funding amounting to USD 88 million.

**UN Women** occupies a full-fledged role in the RPP implementation setup: a focal point from UN Women ensures gender mainstreaming and provides general strategic guidance, as well as coherence and synergies between this Project’s activities and results and those of the UN Women’s Project on decentralisation and gender equality (support to the Ministry of Regional Development, Construction, Housing and Communal Services).

**II.3.3. Project Implementation**

The Project will contribute to improving local institutions in GCAs of Donetsk and Luhansk oblasts and promote the inclusion of women in local governance. It will, thus, support the country’s decentralisation efforts in this region. It will be working with local institutions to develop their capacities to deliver, through mobile service units, quality administration, legal aid and information services that *genuinely reach out* to conflict affected population, in particular women. It will also mobilise young population in GCAs to support, on a voluntary basis, this new model of service delivery, as envisaged by the Project.

* *Area-based interventions*

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 (check points on and small settlements along the contact line on GCA side as well as rural territorial communities in GCAs) characterised by particularly complex conflict-related issues. The Project will intervene in a number of territorial communities, (small towns and villages), mainly not yet amalgamated, across the two oblasts.

* *The Mobile TsNAPs and Information Platform models*

In this context, it is planned that **a total of 10 Mobile TsNAPs** will be established and be operational over the duration of the Project. Five Mobile TsNAPs will be initially set up between Month 1 and Month 8 of the Project. Five more TsNAPs will be further established between Month 9 and Month 17 of the Project. The set up and operationalisation of the 10 mobile TsNAPs in two set-up rounds is justified by the need for the Project to be able to carefully adjust its support: thus, the establishment of the first 5 mobile TsNAPs and their operationalisation will allow the Project to test the viability of its planned interventions and to draw important lessons learnt which will be fully integrated into the realisation of the second mobile units’ set-up round.

A Mobile TsNAP is a vehicle, accessible for persons with disabilities, and equipped to enable work for no less than three administrators and three visitors simultaneously. Other experts/consultants may intervene in this unit on a periodic basis: for instance, a legal aid advisor.

Mobile TsNAPs will be circulating in the vicinity of the main check points (4 mobile units) along the contact line – Mayorske, Mariinka, Novotroitske and Hnutove of Donetsk oblast and Stanichno-Luhanske of Luhansk oblast, as well through remote rural areas along the contact line in GCAs (6 mobile units). A total of 25 territories have been preliminarily identified (13 in the Donetsk region and 12 in Luhansk) where these units will be operating.

Through these mobile units, a range of priority administrative, legal aid and information services *(primarily focused on social protection, pension, biometric passports, registration of personal and official transport, etc.)* will be provided on the basis of a “one-stop shop” approach. Mobile TsNAPs will follow designated routes each week in the above-mentioned territories. Within a week, through 5 different routes, the mobile units will be able to serve 25 settlements. It is expected that these mobile services will reach out, *by Project’s end*, to a total of 451,200[[14]](#footnote-14) citizens (including no less than 70% of women), including to 180,480[[15]](#footnote-15) citizens (with no less than 75% women) crossing the contact line from NGCA.

Mobile units will be equipped with:

* laptops, printers, scanners, modems and mobile 2G/3G internet,
* passport processing equipment,
* a terminal for banking cards payments.

A system of geo-localisation of the mobile service units will be designed and made available to users through SMS notifications, GPS based App or other relevant e-solutions. The quick geo-localisation of these services will contribute to more effective citizens’ travelling time to reach the units. This will be particularly important for women, heads of families, carers and pensioners, who experience more constraints in undertaking lengthy travels. Information about the routes/planned visits will be specifically provided to reach women and men with disabilities in advance, considering the lack of their access to information and low participation in public life. Given the importance for the target group to be informed very clearly and effectively not only on the type of services that they can receive, but most importantly on the specific requirements to obtain these services, an intuitive Information Platform, which can be accessed offline and online through browsers and Apps, linked to printing facilities, will also be set up (drawing from relevant experiences in Ukraine and abroad – for instance, but not limited to, the French experience with its public service information platform: https://www.service-public.fr) that will provide, initially, and in a user-friendly manner, all key administrative information relevant to the target population. Real-time client feedback, essential to ensure a rapid adjustment/fine-tuning of services provided to the target population, will be collected through an intuitive internet-based feedback system.

TsNAPs geo-localisation, and the use of intuitive Information and feedback platforms are firmly anchored in UNDP’s **environmental stewardship policy in Ukraine** which promotes, among other things, a significant reduction in the use of paper-based products.

It is expected that these innovative solutions will serve as effective models for further replication in other regions of Ukraine

* *The role of young (women and men) volunteers in the mobile TsNAPs*

Young volunteers (including at least 60% of young women, their organisations and/or self-help groups) will be mobilised and attached to each mobile service unit to provide general directions and help citizens obtain relevant information, supporting them in the use of the intuitive Information Platform and Feedback system. Young volunteers will also be responsible for collecting usage data for these systems.

Their task will be important in as much as they will be at the front-line when interacting with the targeted population. The mobilisation of young people organisations and self-help groups in this particular context is fully in line with SDG 5:

5.a. Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws

5.b. Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women

as well as with the Government of Canada – Global Affairs Canada Feminist International Assistance Policy which commits to

“help strengthen the capacity of local and national women’s groups to assist in humanitarian emergencies (and conflict situations) and help address the particular unmet needs of women”.

* *Input into national policy*

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. With UN Women, it works at national and regional levels to advance gender equality and women empowerment. 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.3.4. Innovations**

The Project promotes a model of mobile service provision which presents the following key innovations:

* it will allow for the **geo-localisation of the mobile service units**. This real-time information system is key to the Project’s target group who are women and men travelling long distances, most of the time in precarious conditions. The geo-localisation system makes the target populations movements to access administrative services more efficient, less hazardous and reduces their travelling time;
* it **favours the use of an intuitive[[16]](#footnote-16) information platform** by the Project’s specific target group (women and men who cannot afford to spend much time on looking up information in different data sources). The key objective is *Efficiency* and *Quality*, i.e. a) minimizing the time spent on looking for information, b) increasing the quality and time-relevance of data, c) shortening the application time-frames, d) eliminating manual processes (in particular printing documents)
* it introduces the notion of **volunteerism in public service provision.** As citizens engagement should be at the heart of public services, the Project’s intention is to make the most of the assets of local communities, in particular of young women and men, to attract them to and integrate them in the work of the mobile TsNAPs. The particular interventions envisaged by the Project for these young volunteers are those linked to information service provision and facilitating the use of the information systems by the target population.

**II.4 Peacebuilding and recovery experience in eastern Ukraine and lessons learnt**

**II.4.1. Presence and coordination**

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 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.

**II.4.2. Decentralisation and administrative reform experience**

UNDP has many years of experience in 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 are 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.

UNDP, through its RPP and with support from the EU, has been providing (between 2015 and 2018) support to the set-up of a network of administrative service centres – TsNAPs (in urban areas of Donetsk and Luhansk oblasts GCAs). Support has included:

* construction/repair work of premises and provision of equipment to allow the TsNAPs to operate in an adequate environment, suitable for hosting members of the public and providing services
* capacity building of centres’ staff so as to provide timely, relevant and quality services to citizens, including persons with disabilities, the elderly, and women with children.

The Programme has also been instrumental in facilitating access to legal aid services, through the set-up of citizens advisory bureaus and mobile legal aid units. The initiative was funded by Sweden and Switzerland. CSOs in the region have been mobilized to enlarge the CABs network and to ensure outreach to remote rural population. CABs, at present, cover 261 cities, towns and villages with a combined population of 690,070 people.

**II.4.3 Community mobilisation**

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 particular that of women, in the decision making on local development, services, recovery, and community security.

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

**II.4.4. Lessons learnt**

From the RPP experience on the ground and results achieved, key lessons learnt[[17]](#footnote-17) 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 RPP has taken this lesson learnt into consideration by promoting the inclusion of legal aid in the TsNAPs portfolio of services.
* The pressing need for legal aid and access to justice among persons, especially women, in conflict-affected areas will necessitate the introduction of more innovative solutions, similar to those of the Mobile Legal Aid 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. The present Project envisages to include legal aid services into the service portfolio of mobile 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. The Project will reach out to population in the buffer zone along the contact line.

**II.5 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.

a) The Project’s interventions have been designed to achieve **full complementarity** with those of the following two UNDP implemented projects within the RPP:

* a new EU funded project “**EU Support to the East of Ukraine – Recovery, Peacebuilding and Governance”** to be implemented in partnership with UNFPA, FAO and UN Women. It was started in August 2018.
* a new project (**Good governance and citizens engagement for justice, security, environmental protection and social cohesion in eastern Ukraine**) to be funded by **SIDA, SDC and DMFA**, to start in the autumn of 2018.

The above two projects and this proposed Project have in common the aim to improve administrative services delivery for conflict affected population in Donetsk and Luhansk oblasts. The following tables analyses the specific focus of each project in this respect:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Stationary TsNAPs (in urban centres)** | **Mobile TsNAPs** | **Remote TsNAPs** | **Information platform and geo-localisation systems** |
| EU Support to the East | Training of staff | Yes, for small settlements in GCA | No | No |
| Good governance and citizens engagement Project (Danes, SIDA and SDC) | Training of staffElectronic document management system | No | Yes, for new ATCs | No |
| Mobile administrative services for conflict affected population (the Project) | No | Yes, localised near the contact line (to address the specific needs of citizens travelling from NGCAs to GCAs). Mobile TsNAPs are also to travel to remote villages (mostly not amalgamated territorial communities) along the contact line and to provide services at citizens’ home (for people unable to travel) | No | Yes, intuitive information systems (to be used by mobile service units), and systems of geo-localisation of mobile units. The role of young volunteers will be important to support the use of such systems. |

Thus, the proposed Project will complement the interventions of the above-mentioned two projects by:

* ensuring a clear **targeting of the needs** of the targeted population experiencing hardships in accessing and obtaining administrative services (people crossing from NGCAs to GCAs, including the elderly, women with children, people with disabilities, IDPs and host population in remote rural areas along the contact line);
* creating a clear and **sound institutional and technological link** between the new model of mobile administrative services and existing TsNAPs. This implies that each mobile service unit will be institutionally attached to a given stationary TsNAP and electronically inter-connected so as to handle case management more effectively and efficiently
* creating information and feedback platforms to be accessed through the mobile TsNAPs and ultimately the main TsNAPs, which will not only allow target groups to have access to general or specific information, to give instant (electronically recorded) feedback, but also will also provide real-time information on the mobile units’ localisation through a mobile App or SMS notifications
* mobilising young (women and men) volunteers to support the work of the TsNAPs.

b) The Project will also closely coordinate its activities with 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). Since its start, the U-LEAD Project has contributed to the set-up of 15 TsNAPs in a number of oblasts throughout Ukraine, at the exclusion of Donetsk and Luhansk oblasts (GCA). It has set-up a first Mobile TsNAP in Ukraine (Slavuta) to serve the residents of remote towns and villages on a regular basis. In Donetsk and Luhansk oblasts, U-LEAD project is implemented through two Local Governance Development Centres (LGDCs).

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, as well as at the national level. Hence, UNDP and U-LEAD are working in 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.”

c) The Project will ensure full complementarity of its activities with those of **UN Women’s Project “Advancing Gender Equality and Women’s Empowerment through Decentralisation Reform of Ukraine**. The Project will bring to UN Women’s Project:

* a wealth of gender equality disaggregated data emerging from its activities and results achieved at local level
* a concrete and innovative service model not only meeting the specific needs of a population group, mainly women, most affected by the conflict, but also promoting key gender equality principles in its design and implementation. Such an evidence-based model could inform the GE policy reforms that UN Women will be supporting in the course of their project.

UN Women will bring to the Project its advice and expertise in advancing gender equality and in particular in promoting the inclusion of women in public services decentralisation and local governance. Consultations with national, regional and local key stakeholders will be carried out jointly by the two Projects whenever necessary.

d) Finally, and more generally:

1. 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;*
2. 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.
3. 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.

# Results and Partnerships

**III.1. Expected Results**

The **Project’s overall goal** is to **reduce the hardships of conflict affected population** of Donetsk and Luhansk oblasts to access administrative, legal aid and information services. The specific targeted population is described in Section I. The “superior” goal of the Project is to ensure that the **rights** of conflict affected women and men to access these services and receive the products of those services on time and in a user-friendly manner are respected. The fulfilment of this goal, in turn, is expected to contribute to an increased public trust in state institutions and, ultimately, to stabilisation and peace-building.

The **ultimate outcome** of the Project is that **the relevance and timeliness of administrative and legal aid services improved, benefiting women and men most affected by the conflict along the contact line in Donetsk and Luhansk oblasts**.

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 two of its strategic priorities (strategic pillars): Equitable access to quality and inclusive services & social protection (strategic pillar no 2), and 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 and public administration reform (described in Section I).

The Project approach builds on the core principle of “leaving no one behind”. It is particularly focused on SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels).

Two **intermediate outcomes** will, together, contribute to the achievement of the Project’s ultimate outcome. They will have a direct impact on citizens, mainly women, at check points and in remote rural areas near the contact line:

* **Intermediate outcome no 1**: fully operationalised mobile administrative and legal-aid service units set up to reach out to and efficiently serve conflict affected women and men,
* **Intermediate outcome no 2**: enhanced needs-based geo-localisation and information platform, and effective feedback mechanism meet the needs of the target group and contribute to constant service improvement.

The Project’s concrete interventions to achieve these two intermediate outcomes are organised as follows:

**For Intermediate Outcome 1**

Three immediate outcomes will be realised, which, together, will contribute to the achievement of Intermediate Outcome 1.

**Immediate outcome 1.1 –** Fully functional infrastructure of mobile TsNAPs is established

This outcome will be achieved on *a staged basis*: five mobile TsNAPs will be initially set up between Month 1 and Month 8 of the Project. Five more TsNAPs will be further established between Month 9 and Month 17 of the Project.

***Output 1.1.1****. Vehicles are acquired and fitted to the needs of conflict affected women and men*

In order to put in place the physical infrastructure of a network of mobile TsNAPs, the Project will undertake the following specific activities to:

* acquire and fit no less than 10 vehicles (in two stages of 5 vehicles each),
* equip the mobile TsNAPs, in consultation with target groups representatives, mainly women, with adequate furniture, computers, printers, scanners, and other relevant specialised equipment (passport processing equipment, a terminal for cards payments),
* establish mobile internet connections.

**GE marker**: 2

***Output 1.1.2.*** *Computerised case handling system set up and efficiently operating between mobile TsNAPs and main TsNAPs*

For this output to be realised, efficient electronic connections will need to be set up between main TsNAPs and mobile TsNAPs. This implies that each mobile service unit will be linked to one particular stationary TsNAP. In this context, the Project will bring in specialised expertise (women/men ratio: 60/40) to:

* establish remote LANs linking the mobile units with the main TsNAPs,
* verify the viability and stability of electronic connections and data transfers between mobile service units and main TsNAPs.

**Gender marker**: 2

***Output 1.1.3.*** *SMS notification system & GPS tracking App developed and deployed*

The Project’s target group will need to access as easily and rapidly as possible administrative and legal aid service providers. For this, an efficient facility for the geo-localisation in real time of the mobile TsNAPs will be developed. The Project will bring in specialised expertise (women/men ratio: 60/40) to:

* develop these systems from a technological point of view,
* train mobile TsNAPs staff to use these technologies.

**Gender marker**: 2

**Immediate outcome 1.2.** Mobile service units are institutionally grounded and endorsed by local governments

***Output 1.2.1.*** *Mobile TsNAPs service package developed in a gender responsive way*

The Project will call upon the expertise of institutional development experts (women/men ratio: 60/40) to:

* design the service package based on the needs of the target group. Consultations will take place with potential end users, mainly women, to ensure that the services that will be offered will be fully relevant to the target group,
* develop the Terms of Reference of the mobile TsNAPs which will include the precise list of primary (priority) services to be providing, indications on the linkages and coordination of these mobile units with main TsNAPs, description of the staff present in the mobile units and their qualifications, details of the routes that will be followed and villages that will be reached on a rotating basis, working hours (the list is not exhaustive).

**Gender marker**: 2

***Output 1.2.2.*** *Institutional/legal status of mobile TsNAPs established in line with the needs of conflict affected women and men*

The mobile TsNAPs will need to be legally and institutionally well-grounded for their viability and sustainability in the long term. The Project will call upon institutional development/legal experts to:

* organise and conduct an institutional set-up workshop with the participating main TsNAPs and representatives of local governments, which will help clarify the institutional and legal basis on which the mobile service units can be established and linked to the main service providers,
* on the basis of the results of the set-up workshop, prepare the mobile TsNAPs legal statutes,
* obtain their endorsement by local administrations.

**Gender marker**: 2

**Immediate outcome 1.3.** – Competent and dedicated TsNAPs human resources are mobilised

***Output 1.3.1. –*** *Mobile units staff have required capacity and skills to deliver competent services to citizens*

The effectiveness of the mobile TsNAPs will depend on the competence and dedication of staff (women represented at no less than 60% of the workforce). The Project will thus support the main TsNAPs and other relevant state administration’s representatives to:

* carry out this identification/recruitment process. It will help prepare clear ToRs for each position, and, as much as possible, support the selection process,
* provide relevant training to the selected staff. Training will include (but will not be limited to) such themes as: working with the public, in-depth knowledge of administrative procedures, knowledge of relevant legislations, advisory and consulting (including information provision) skills, handling security issues, etc.

**Gender marker:** 3

***Output******1.3.2****. – Young volunteers mobilised and empowered to provide information services competently*

The Project’s intention is to engage the civil society of the two oblasts to support the mobile TsNAPs work. A network of committed young (women and men) volunteers will be developed, who will be particularly responsible for the provision of information services support to the mobile TsNAPs’ clients. The Project will call upon community mobilisation experts to:

* carry out mobilisation events throughout the GCAs of Donetsk and Luhansk oblasts in order to identify these volunteers. It is expected that for 10 operating Mobile TsNAPs, a network of no less than 80 young volunteers will be optimal (guaranteeing the presence of 2 volunteers per week per mobile service unit),
* train identified volunteers in (but not limited to): skills to handle the public, information provision skills and competences, handling security issues.

**Gender marker:** 3

***Output******1.3.3.*** *– Legal aid experts identified and integrated into the mobile TsNAPs framework*

A network of legal aid experts will be developed that can be called upon to provide services within the Mobile TsNAPs. The Project will, in a first instance, call upon existing mobile Legal Aid units, including State funded Legal Aid providers, and will develop a system of “joint routes” to be tested with at least three new Mobile TsNAPs. Consultations with the target group, in particular women, will take place at the design stage of this service integration. In addition, the Project will support the TsNAPs in identifying and motivating legal specialists (including public notaries whose services are of great importance to the target group) to be integrated, on a recurring basis (for instance 5 days per month, per route) in the mobile TsNAPs. The Project will be ready to carry out training on handling security issues for these service providers.

**Gender marker**: 2

**For intermediate outcome 2**

**Immediate outcome 2.1.** – Fully intuitive geo-localisation and information platform set up and used

***Output 2.1.1.*** *– Mobile units schedules/routes designed in a participatory way and advertised through SMS/Tracking App at check points*

The Project aims to set up a technology-based system of *practical information* *on the operations* of the mobile service units to the target population. It is planned that this system will be as intuitive as possible to allow for all categories of the target population to access it easily and without any specific knowledge of computer or electronic device handling. The Project will support the task of feeding all relevant, accurate and up-to-date information through the SMS notifications system and GPS tracking App developed under Output 1.1.3. It will call upon information and communication specialists (ratio women/men: 60/40) to support mobile and main TsNAPs to carry out this task on a regular basis. Volunteers will be involved in this work, as they will be the primary contacts with the public to provide such type of information.

**Gender marker**: 3

***Output 2.1.2.*** *– Information platform is populated with relevant, up to date and practical information, and promoted among mobile TsNAPs’ visitors*

In order to develop an intuitive (easy to use) technology-based administrative and legal aid Information Platform, the Project will call upon information technology and communication specialists (women/men ratio: 60/40). The Project will adopt an inclusive and participatory approach to developing such a platform. It will:

* review national and international good practice in providing technology-based information on administrative and legal aid services,
* carry out short surveys at check points and in areas visited by the mobile service units to get the targeted population, mainly women, views on the type of necessary and relevant information and the manner in which it should be delivered,
* train mobile units staff and volunteers to present and promote the use of this platform among mobile TsNAPs clients.

The Project will ensure that the administrative and legal aid information platform, once developed, is tested by the target group, especially women, and fine-tuned. Through relevant expertise, it will ensure that the TsNAPs (stationary and mobile) staff are trained on the effective use of this platform. Volunteers will take part in this training.

**Gender marker:** 3

**Immediate outcome 2.2.** – Clients’ feedback system is established and used

***Output 2.2.1.*** *– Feedback system designed in a participatory way, tested and launched*

The Project will:

* first, carry out an analysis of technology-based clients feedback systems operating in Ukraine or abroad,
* on the basis of its findings, call upon information technology specialists to either replicate existing systems or create new feedback systems more adapted to the needs of the region’s target groups (in particular of those of women directly affected by the conflict),
* provide support to TsNAPs in developing (in consultation with representatives of the target group, mainly women, a short but effective and user-friendly feedback questionnaire to be used by the system,
* test and launch the system.

**Gender marker**: 3

***Output 2.2.2.*** *– Mobile TsNAPs clients are motivated and supported to use the feedback system*

The Project will:

* train volunteers to motivate the target population to use this system and to support them in doing so,
* strengthen the skills and competences of the mobile TsNAPs staff and volunteers to effectively use the results of the feedback mechanism so as to update and improve their services,
* develop the capacities of stationary and mobile TsNAPs to carry out regular reporting on the population served, the services provided and the effectiveness and efficiency of this service provision,
* provide recommendations and support to TsNAPs to present this reporting to the public in a user-friendly manner. Reporting to the public will raise clients’ motivation to use the feedback system and will lead to increased public trust in the public service.

**Gender marker:** 3

Throughout its duration, the Project will widely share experience gained, results achieved, and lessons learnt (including on gender equality) at local, regional and national level. The Project will ensure regular information dissemination with other projects working in the same area and will organise regional and national workshops and conferences to promote the service model developed by the Project for inclusion in government policies and further replication.

**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 - 5% of time;
* 1 Programme Coordinator - 10% of time;
* 2 Admin Services Specialists - 100% of time;
* 1 Programme Associate - 10% of time;
* 1 National Operations Manager - 5% of time;
* 1 Procurement Associate - 50% of time;
* 1 Finance Associate - 50% of time;
* 1 Communication Specialist - 30% of time;
* 1 Communications Associate - 30% of time;
* 1 M&E Officer - 30% of time;
* 1 Admin Associate - 50% of time;
* 2 Drivers - 30% of time.

b) Long-term and short-term expertise and UNDP country and regional offices support:

* national long-term expert on gender issues will be engaged to ensure the gender mainstreaming in all stages of Project planning, implementation, reporting and monitoring. He/she will work in collaboration with the UN Women gender mainstreaming specialist to ensure synergies and in-depth gender mainstreaming in all projects;
* international expert with up to 30 inputs days per year plus travel costs with particular experience in mobile services technologies and computerisation of administrative, legal aid services and information services;
* national experts (and their travel costs) including (but not limited to): an administration and legal aid services specialist, information and communication specialists, institutional development experts, trainers, youth work specialist, 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), in country office and/or regional office.

Equipment and supplies. These relate mainly to:

* + the acquisition and transformation/adaptation of ten vehicles,
	+ the acquisition of additional mobile service provision “space” (adapted tent) deployed next to the vehicles,
	+ furniture and equipment,
	+ communications and internet,
	+ the cost of designing technology-based solutions (GPS localisation App, SMS notifications system, intuitive Information Platform, feedback system),
	+ surveys,
	+ visibility items,
	+ information sharing costs,
	+ monitoring costs,
	+ Project office costs (including office rent, utilities, rental of equipment, audio-visual and printing costs, office supplies and security costs).

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 the Ministry of Temporary Occupied Territories and Internally Displaced Persons;

at **regional/territorial level**, the Project will work with regional administrations/councils. It will involve them in the Project’s decision-making process and regularly inform them on Project’s achievements;

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

* local self-governing bodies,
* centers for administrative services (TsNAPs),
* CSOs, Citizens’ groups, youth groups (including young women CSOs and self-help groups),
* community resource centers,
* private sector (in particular, *young women software development innovators*).

The Project, through UNDP RPP staff, will ensure close coordination and cooperation with the Canadian Embassy in Ukraine and will invite its officials 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 objectives, which are fully in line with the national government objectives, are strongly supported by regional and local authorities, which have shown previous strong involvement/engagement in the RPP’s projects in the region to strengthen the network and capacities of TsNAPs, through the allocation of premises, co-financing of works, resolution of issues relating to permits issuance, etc.

The Project’s key stakeholders are the TsNAPs (existing and new), LSGs, youth, in particular young women, CSOs/groups in the territory to be covered by the Project.

In order to achieve rapid stakeholders’ engagement into the Project’s activities, the Project will carry out a public information campaign on its objectives and intended results throughout the two oblasts (GCAs). 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 LSGs 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 targeted 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 and Gender Equality Approach to Project implementation**

Taking into account the findings of the Gender Equality Assessment and the Human Rights Analysis conducted by UNDP during Project design (cf. Sections I.4 and I.5), the Project will be applying a human rights-based and gender sensitive/gender equality approach to the implementation of all its activities. In this context, the Project will:

* train key stakeholders (local governments, TsNAPs) on the importance of *knowing and understanding human rights* (including those of women, the elderly and vulnerable groups) *as well as* *the principle of gender equality* when planning services to address issues of relevance of and equal access to services,
* support them in contributing to *human rights-based and gender-sensitive service development,*
* complement this with *focus groups and public consultations 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 is in line with the **Government of Canada – Global Affairs Canada Feminist International Assistance Policy** which is committed *“to supporting the efforts and capacity of governments at all levels to ensure public services respond better to the needs and potential of women and girls”.* The following action areas of this Policy are of *particular importance* to the Project:

***Action area no 1: Gender equality and the empowerment of women***

Specifically, the Project will:

* contribute to addressing gender-based violence experienced by women, through the provision (by the mobile TsNAPs and their Information Platform) of relevant, practical and confidential information on the different types of professional support that GBV affected women can obtain, their localisation, their costs, etc;
* ensure that information on local women’s organisations and movements that advance women’s rights is included in the Information Platform. The young volunteers, attached to the TsNAPs, will be tasked with promoting this type of information to female visitors;
* step up the TsNAPs commitment to evidence-based decision making, by strengthening their capacities to put in place and use effective analytical and reporting systems based on systematically collected and disaggregated socio-economic, geographic, gender and vulnerability data;
* train key stakeholders on the importance of knowing and understanding human rights (including those of women, the elderly and vulnerable groups) as well as the principle of gender equality when planning services to address issues of relevance of and equal access to services.

***Action area no 3: Growth that works for everyone***

The Project will:

* promote women’s economic rights and access to decent work by offering them opportunities to be directly involved in the Project activities’ implementation either as contractors (in particular in relation to innovative technologies) or as staff/volunteers of the mobile service units;
* provide concrete information to women so as to be smoothly re-directed to relevant services to obtain social assistance, financial support and employment, as well as psychological support (in particular in relation to GBV);
* promote, for women, through legal-aid services, better access to accommodation, land, inheritance and property rights.

By improving access to and timeliness of provision of administrative and legal services, women will become less burdened with administrative responsibilities and will have more opportunities for gainful employment.

***Action area no 5: Inclusive governance***

Concretely, the Project will:

* promote the participation of conflict affected women in the planning and implementation of the mobile TsNAPs network as well as that of the Information Platform;
* facilitate and support women participation in promoting the service model developed by the Project at national level for inclusion in government policies and further replication;
* support TsNAPs female clients to provide inputs into the design and implementation of the TsNAPs feedback system and their reporting systems;
* support the efforts and capacity of governments to ensure public services respond better to the needs of women and vulnerable people. The Project will ensure that TsNAPs services are specifically adapted (in terms of physical access, case handling procedures and information provision) to the needs of elderly women, women with disabilities, women with children (heads of families), women suffering from gender-based violence.

***Action area no 6: Peace and security***

Taking into account the above-mentioned actions, the Project will thus support the meaningful participation of women and women’s rights organizations in conflict-prevention effort and will help advance women’s rights in post conflict state-building and local governance.

As mentioned in Section II, the Project is also fully in line with **SDG 5**, in particular with SDG 5a which is related to *women’s rights to ownership and control over land and other forms of property, financial services, inheritance and natural resources*, in accordance with national laws and with SDG 5b relating to the enhancement of the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.

The Project’s analytical work and reporting will be carried out on the basis of 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 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**

The main risks that the Project may be subject to are:

* political turbulences, which may be amplified with the upcoming Presidential and Parliamentary elections in 2019, which 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
* security risks: 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. Heightened security risks may impact on the Project’s capacity to intervene in certain localities
* changes in the decision-making process of the target group of the Project (due to political uncertainty and/or exacerbated conflict situation) particularly in the areas along the conflict line and on their motivation, not only to organize themselves but also to take part in Project’s activities
* a lack of mobilization of the civil society, in particular young people and young women, to support the work of the mobile TsNAPs
* a lack of capacity for local governments to finance the costs associated with the mobile TsNAPs operations
* adverse socio-cultural norms and practices, biased and stereotypical attitudes towards women’s roles and gender equality are still present in the two oblasts, which will impede the Project’s effective implementation of its activities specifically promoting gender equality and women's empowerment.
* peacekeeping operations in eastern Ukraine which may change the dynamics between government, regional administration and law enforcement agencies. This may demand changing project’s approach to supporting decentralization, local governance, promotion of gender equality and women empowerment.

A **detailed Risks Management Strategy** is provided in Annex 2, which describes counter-measures and management responses for each of those risks.

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.

**III.7. Institutional Sustainability and Scaling Up**

The Project is focused on achieving the sustainability of the new institutions that it will help set-up, ensuring that they are institutionally well grounded and viable, and that their staff have the necessary skills and competence to fulfil their tasks and responsibilities autonomously. The mobile service units (Mobile TsNAPs) envisaged by the Project will be part of the main (stationary) TsNAPs, state institutions set up under the local self-government councils to provide administrative services to citizens and legal entities in easily accessible, comfortable and transparent environment.

In the context of the proposed intervention, the Project will seek to mobilize committed young people (women/men ratio: 60/40) through clear information campaigns, motivational workshops, as well as human rights and security training. It will work with LSGs and TsNAPs to ensure that this type of volunteering is sustainable in the long-term.

As the Project will be working with a minimum of 10 mobile TsNAPs, well-documented 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. Environmental sustainability**

**III.8.1. Environmental analysis**

With the onset of hostilities, the environmental situation in Donetsk and Luhansk oblasts 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.

**III.8.2. Project’s impact on the environment**

The Project’s proposed initiatives, in particular the operations of mobile (*vehicle-based*) TsNAPs, have been analyzed to check whether they will have significant negative social and environmental impacts. According to UNDP’s standard procedures, a Social and Environmental Screening Report has been elaborated (presented in Annex 3 of this document). It highlights the fact that the Project will have a negligible negative environmental impact. This is confirmed by the following more concrete calculations, carried out using the calculator of CO2 of the carbonfootprint.com site. The data obtained are as follows:

* the average carbon footprint will be 66,16 metric tons of CO2 (based on 240000 km covered by the 10 mobile units (diesel vans) over two years of the Project);
* the average secondary carbon footprint will reach 19.24 metric tons of CO2, based on a total usage of paper-based products (e.g. brochures, information documents, forms, etc.) estimated at USD 12,000 and usage of telephones, mobile/cell phones, estimated at USD 4,200. As explained above, the Project will be focused on minimizing as much as possible the use of paper documents in the Project offices as well as in the mobile TsNAPs by promoting the development of a paperless intuitive information system for its target group.

The Project implementation plan will include an Environmental Sustainability Strategy which will integrate all environmental aspects related to the Project activities – from general planning to implementation and evaluation of each initiative. In particular, the Project will review the possibility to introduce the use of hybrid or electric vehicles to serve as mobile TsNAPs. The context (conflict affected areas) and conditions in which the Project will work, however, may prevent it to adopt such type of vehicles.

**III.8. Communication, visibility and knowledge management**

The Project’s communication 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 DonorsMembers of territorial units |
| - Electronic version to be published at Project’s events | Events’ participants |
| Success stories  | Once a quarter | - Project dedicated web pages on UNDP website, Facebook | Public at large DonorsMembers of territorial units |
| - Electronic version to be dessiminated at Project’s events | Events’ participants |
| Results of consultations  | After consultations  | - Project dedicated web pages on UNDP website, Facebook | Public at large DonorsMembers 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 largeDonorsMembers 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, gender equality, human rights protection and sustainable development generally.

# 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 on a pro rata basis;
* 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.

Two surveys, planned to take place at Project’s start and Project’s end, will allow to establish a number of baseline data and to capture perceptions of users on the relevance and quality of services.

**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.

# Results Framework

| **United Nations Partnership Framework (2018 – 2021) Thematic Pillar 4**: Human security, social cohesion and recovery with particular focus on Eastern Ukraine**Outcome:** By 2022, communities, including vulnerable people and IDPs, are more resilient and equitably benefit from greater social cohesion, quality services and recovery support  |
| --- |
| **UN Women Strategic Plan 2018-2021: Outcome 2** “Women lead, participate in and benefit equally from governance systems” |
| **National SDG targets:**5.1. Create an environment for ending all forms of discrimination against women and girls16.6. Develop effective, accountable and transparent institutions at all levels16.8. Recovery of conflict affected areas in eastern Ukraine |
| **Outputs from the Country Programme Results and Resources Framework:**Output 1.1. Regional and local authorities have scaled-up knowledge and skills to engage communities in planning, coordination, delivery and monitoring of public services provisionOutput 1.2. National institutions, systems, laws and policies advance the equitable realization of human rights, especially among vulnerable groupsOutput 4.3. National and regional authorities have the knowledge and skills to engage communities in gender-responsive planning, coordination, delivery and monitoring of recovery efforts  |
| **Applicable Output(s) from the UNDP Strategic Plan:** 1.2.1 Capacities at national and sub-national levels strengthened to promote inclusive local economic development and deliver basic services including HIV and related services1.6.1 Country-led measures accelerated to advance gender equality and women’s empowerment3.1.1. Core government functions and inclusive basic services restored post-crisis for stabilization, durable solutions to displacement and return to sustainable development pathways within the framework of national policies and priorities3.4.1. Innovative nature-based and gender-responsive solutions developed, financed and applied for sustainable recovery” |
| **Project title and Atlas Project** **Number:** Mobile administrative and legal aid services for vulnerable groups of women and men in eastern Ukraine  |

| **EXPECTED PROJECT** **OUTCOME AND OUTPUTS**  | **INDICATORS** | **DATA SOURCE** | **BASELINE** | TARGETS (by frequency of data collection) | DATA COLLECTION METHODS & RISKS |
| --- | --- | --- | --- | --- | --- |
| **Value** | **Year** | **Year 1** | **Year 2** | **Year 3** |
| **Note:** A number of indicators relating to the set-up of the mobile units will only be monitored over the set-up period (Months 1 to 17).  |
| **Project Ultimate Outcome** Improved relevance and timeliness of administrative and legal aid services for women and men most affected by the conflict along the contact line in Donetsk and Luhansk oblasts**Gender marker**: 3 | **Indicator UO1** - Percentage of people at check points and along the contact line claiming *improved ease of access to administrative services* (disaggregated by gender, migration status, geographical location, age, disabilities) | Survey | tbd | 2018 | 50% | 60% | 70% | Data will be collected through 2 surveys (one at project’s start to establish the baselines and one towards project’s end). The surveys will be contracted out to specialised organisations, able to operate in territories with medium to high security risksData collection risks: medium |
| **Indicator UO2** - Percentage of people at check points and along the contact line satisfied with the *timeliness and quality* of services provided by mobile TsNAPs (disaggregated by gender, migration status, geographical location, age, disabilities) | Survey | tbd | 2018 | 50% | 60% | 70% |
| **Indicator UO3** – Reduced case-handling timeframes by mobile TsNAPs staff (average number of days) | TsNAPs records | 50 days  | 2018 | 40 days | 30 days | 20 days | Data will be collected on the basis of the mobile TsNAPs recordsData collection risks: minimal |
| **Indicator UO4 –** Percentage of women, among the customers served by the mobile service units, who claim greater relevance of services to their specific needs | Survey | tbd | 2018 | 40% | 55% | 70% | Data will be collected through 2 surveys (one at project’s start to establish the baselines and one towards project’s end). The surveys will be contracted out to specialised organisations, able to operate in territories with medium to high security risksData collection risks: medium |
| Contributing to:**UN Women Project “Advancing Gender Equality and Women’s Empowerment through Decentralisation Reform of Ukraine”** ***Outcome 1*:** Strengthened implementation of the national government policy commitments and programs that advance gender equality and women’s empowerment at national, oblast and local levels *Outcome Indicator:* # of new local plans/programs by ATCs that respond to gender inequalities and discrimination launched and implemented***Output 1.3***: Increased knowledge of oblast and local authorities to formulate and implement gender-responsive and rights-based programs and plans in line with the national gender equality policies*Output Indicator 1.3*: # of knowledge products and tools developed by the project approved by the Ministry for application by the oblast and ATC authorities |  | Data collection carried out at Project’s level will contribute to UN Women’s data collection and monitoring at regional and national level |
| **Project Intermediate Outcome no 1**Fully operationalised mobile administrative and legal-aid service units set up and reach out to and serve conflict affected women and men**Gender marker**: 3 | **Indicator 1.1.** Cumulative number of people *in remote rural areas close to contact line* served by mobile TsNAPs (disaggregated by gender, migration status, geographical location, age, disabilities) | TsNAPs and Project’s records | 0 | 2018 | 20,000(70% women) | 100,000(70% women) | 180,000 (70% women) | Data will be collected on the basis of TsNAPs’ records, cross-checked with Project’s own recordsData collection risks: minimal |
| **Indicator 1.2.** Cumulative number of people crossing *at check points* served by the mobile TsNAPs (disaggregated by gender, migration status, age, geographical locations, disabilities) | TsNAPs and Project’s records | 0 | 2018 | 15,000(75% women) | 65,000(75% women) | 90,000 (75% women) |
| **Project Immediate outcome 1.1.**Fully functional infrastructure of mobile TsNAPs established**Gender marker**: 3 | **Indicator 1.1.1.** Cumulative number of mobile TsNAPs with fully functional infrastructure in place | Project’s records, LSG’s records | 0 | 2018 | 5 | 10 | 10 | Data to be collected on the basis of Project’s records, complemented by LSGs records if availableData collection risks: minimal  |
| **Project Output 1.1.1**. Vehicles are acquired and fitted to the needs of conflict affected women and men**Gender marker**: 3 | **Indicator 1.1.1.1.** Cumulative number of target group representatives involved in the development of the mobile TsNAPs physical set-up and equipment (disaggregated by gender, geographical locations and age)  | Project’s records | 0 | 2018 | 70(60% women) | 140(60% women) | 140 (60% women) | Data to be collected on the basis of Project’s records, cross-checked for indicator 1.1.2.2. with mobile TsNAPs records.Data collection risks: minimal |
| **Project Output 1.1.2.**Computerised case handling system set up and efficiently operating between mobile TsNAPs and main TsNAPs**Gender marker**: 3 | **Indicator 1.1.2.1.** Cumulative number of mobile TsNAPs linked in LANs with main TsNAPs  | Project’s records | 0 | 2018 | 5 | 10 | 10 |
| **Indicator 1.1.2.2.** Percentage of mobile TsNAPs have stable data transfer facilities with main TsNAPs | Project’s and TsNAPs records | 0 | 2018 | 70% | 85% | 100% |
| **Project Output 1.1.3.**SMS notification system & GPS tracking App developed and deployed**Gender marker**: 3 | **Indicator 1.1.3.1.** Cumulative number of mobile TsNAPs with operational SMS notification system and GPS tracking App | Project’s records | 0 | 2018 | 5 | 10 | 10 |
| **Indicator 1.1.3.2.** Percentage of mobile TsNAPs staff and volunteers with required knowledge and skills of efficient use of new information technology | Project’s and TsNAPs’ records | 0 | 2018 | 60% | 80% | 100% | Data to be collected on the basis of Project’s records, cross-checked with mobile TsNAPs records and/or LSGs records whenever relevantData collection risks: minimal  |
| **Project Immediate Outcome 1.2.**Mobile service units are institutionally grounded and endorsed by local governments **Gender marker**: 3 | **Indicator 1.2.1.** Percentage of local governments, which endorsed the mobile TsNAP service model and earmarked budgets for their operations | Project’s records | 0 | 2018 | 50% | 70% | 90% |
| **Project Output 1.2.1.**Mobile TsNAPs service package developed in a gender responsive way**Gender marker**: 3 | **Indicator 1.2.1.1.** Cumulative number of target group representatives directly involved in the design of the mobile TsNAPs service package (disaggregated by gender, geographical locations and age)  | Project’s records | 0 | 2018 | 50(30 women) | 100(75 women) | 100(75 women) |
| **Indicator 1.2.1.2.** Cumulative number of local governments representatives directly involved in the design of the mobile TsNAPs service package | Project’s records | 0 | 2018 | 25  | 50 | 50 |
| **Project Output 1.2.2.**Institutional/legal statutes of mobile TsNAPs established in line with the needs of conflict affected women and men**Gender marker**: 3 | **Indicator 1.2.2.1.** Cumulativenumber of men and women involved in the institutional design of mobile TsNAPs (disaggregated by gender, geographical locations, age, functions)  | Project’s records, LSGs records | 0 | 2018 | 100 (60 women) | 100(60 women) | 100(60 women) |
| **Project Immediate Outcome 1.3.** Competent and dedicated TsNAPs human resources mobilised**Gender marker**: 3 | **Indicator 1.3.1.** Percentage of end-users satisfied with dedication and competence of mobile TsNAPs human resources (disaggregated by gender, geographical locations, migratory status and age) | Survey | tbd | 2018 | 60% | 75% | 90% | The survey carried out towards Project’s end will capture user assessment data. Data collection risks: medium (due to potential security risks) |
| **Project Output 1.3.1.**Mobile units staff have required capacity and skills to deliver competent services to citizens**Gender marker**: 3 | **Indicator 1.3.1.1**. Percentage of mobile TsNAPs staff equipped with relevant knowledge and skills to provide quality administrative and legal aid services (disaggregated by gender, geographical locations and age)  | Interviews of staffProject’s records | tbd | 2018 | 75% | 80% | 85% | Data will be captured through short interviews with mobile TsNAPs staff 3 months after training, and subsequently on a yearly basis to measure skills integrationData collection risks: minimal |
| **Indicator 1.3.1.2**. Percentage of women in management positions within the mobile TsNAPs | Project’s records, TsNAPs’ records | tbd | 2018 | 50% | 60% | 70% | Data will be captured on the basis of Project’s records, cross-checked with TsNAPs recordsData collection risks: minimal |
| **Project Output 1.3.2.**Young volunteers mobilised and empowered to provide competent information services**Gender marker**: 3 | **Indicator 1.3.2.1.** Percentage of volunteers with enhanced skills and competence for information service provision (disaggregated by gender, geographical location and age) | Interviews of staffProject’s records | tbd | 2018 | 75% | 80% | 85% | Data will be captured through short interviews with mobile TsNAPs staff 3 months after training, and subsequently on a yearly basis to measure skills integrationData collection risks: minimal |
| **Project Output 1.3.3.**Legal aid experts identified and integrated into the mobile TsNAPs framework**Gender marker**: 2 | **Indicator 1.3.3.1.** Cumulative number of legal aid experts engaged on a part-time basis in the work of mobile units (disaggregated by gender, geographical location and age) | Project’s records | tbd | 2018 | 10 | 15 | 20 | Data to be captured on the basis of Project’s records. Data collection risks: minimal |
| **Indicator 1.3.3.2.** Percentage of recruited legal aid experts with enhanced knowledge and awareness of security issues (disaggregated by gender, geographical location, age) | Project’s records,Experts interviews | tbd | 2018 | 60% | 70% | 80% | Data will be captured through short interviews with legal aid experts on a recurring basis to ascertain their knowledge and understanding of security issuesData collection risks: minimal |
| **Project Intermediate Outcome 2**Enhanced needs-based geo-localisation and information platform, and effective feedback mechanism meet the needs of the target group and contribute to constant service improvement**Gender marker**: 2 | **Indicator 2.1.** Percentage of users served by mobile TsNAPs who are satisfied with the quality and relevance of the information system (disaggregated by gender, migration status, age, geographical locations, disabilities) | Survey | tbd | 2018 | 50% | 65% | 75% | Data will be collected through 2 surveys (one at project’s start to establish the baseline data and one towards project’s end). The surveys will be contracted out to specialised organisations, able to operate in territories with medium to high security risksData collection risks: medium |
| **Project Immediate Outcome 2.1.**Fully intuitive geo-localisation and information platform set up and used**Gender marker**: 2 | **Indicator 2.1.1.** Cumulative number of mobile TsNAPs providing access to the information platform  | Project’s records, TsNAPs records | tbd | 2018 | 4 | 8 | 10 | Data to be collected on the basis of Project’s records, cross-checked with TsNAPs’ recordsData collection risks: minimal |
| **Indicator 2.1.2.** Percentage of mobile TsNAPs clients using the information platform (disaggregated by gender, migration status, geographical location and age) | Project’s records, TsNAPs records | tbd | 2018 | 50% | 60% | 70% |
| **Project Output 2.1.1.** Mobile units’ schedules/routes designed and advertised through SMS/Tracking App at check points**Gender marker**: 2 | **Indicator 2.1.1.1.** Cumulative number of mobile units advertising their schedules and routes through SMS notification/Tracking App  | Project’s records, TsNAPs records | tbd | 2018 | 5 | 10 | 10 | Data to be collected on the basis of Project’s records, cross-checked, whenever relevant, with TsNAPs’ recordsData collection risks: minimal |
| **Project Output 2.1.2.** Information platform is populated with relevant, up to date and practical information and promoted among mobile TsNAPs visitors**Gender marker**: 3 | **Indicator 2.1.2.1**. Cumulative number of target group representatives involved in the design of the Information Platform (disaggregated by gender, geographical location and age)  | Project’s records | tbd | 2018 | 80 (50 women) | 80 (50 women) | 80 (50 women) |
| **Indicator 2.1.2.2.** Percentage of trained mobile TsNAPs staff and volunteers with enhanced skills and competence to promote the platform (disaggregated by gender, and age) | Project’s records, interviews | tbd | 2018 | 75% | 80% | 85% | Data will be captured through short interviews with mobile TsNAPs staff/volunteers 3 months after training, and subsequently on a yearly basis to measure skills integrationData collection risks: minimal |
| **Project Immediate Outcome 2.2.**Clients’ feedback system is established and used**Gender marker**: 3 | **Indicator 2.2.1.** Percentage of mobile TsNAPs clients using the feedback system (disaggregated by gender, geographical location and age) | TsNAPs’ records | 0 | 2018 | 50% | 60% | 70% | Data to be collected on the basis of mobile TsNAPs recordsData collection risks: minimal |
| **Output 2.2.1.** – Feedback system designed in a participatory way, tested and launched**Gender marker**: 3  | **Indicator 2.2.1.1.** Cumulative number of mobile TsNAPs providing access to their feedback system to visitors  | TsNAPs records, Project’s records | 0 | 2018 | 4 | 8 | 10 | Data to be collected on the basis of Project’s records, cross-checked, whenever relevant, with mobile TsNAs recordsData collection risks: minimal |
| **Indicator 2.2.1.2.** Cumulative number of mobile TsNAPs which systematically collect and analyse the feedback data for service improvement and reporting | TsNAPs records | 0 | 2018 | 4 | 7 | 10 | Data to be captured on the basis of mobile TsNAPs recordsData collection risks: minimal |

# 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.Two surveys will be carried out (1 baseline, 1 final) to capture perceptions of users as to the relevance and quality of the mobile TsNAPs services. The surveys will be contracted out to specialised organisations, able to operate in territories with medium to high security risks | Quarterly2 surveys | 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. |  | USD 20,000 |
| **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 them. The risk log (Annex 2) 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. | Semi-annually | Relevant lessons are captured by the project team and used to inform management decisions. |  |  |
| **Annual Project Quality Assurance** | The quality of the Project implementation 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 3 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. | Semi-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.  | Quarterly reportsAt 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 learnt (based on challenges, success and failures) and discuss opportunities for scaling up project results and lessons learnt with relevant audiences. | 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.  |  |  |

**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 evaluation at the end of the Project  |  | 1.2.1 Capacities at national and sub-national levels strengthened to promote inclusive local economic development and deliver basic services (including HIV and related services)1.6.1 Country-led measures accelerated to advance gender equality and women’s empowerment3.1.1. Core government functions and inclusive basic services restored post-crisis for stabilization, durable solutions to displacement and return to sustainable development pathways within the framework of national policies and priorities3.4.1. Innovative nature-based and gender-responsive solutions developed, financed and applied for sustainable recovery” | **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 | 2021 | * Civil Military administrations of GCAs of Donetsk and Luhansk oblasts
* Ministry of Temporary Occupied Territories and Internally Displaced Persons
* LSGs, TsNAPs
* Civil society, including representatives of women groups
 | USD 10,000 |

# Multi-Year Work Plan

See Annex 4

# 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 the Government of Canada) that provides guidance regarding the technical feasibility of the Project;
* Senior Beneficiary (role represented by the two Civil-Military Administrations) that oversees the coherent implementation of the Project in line with the country’s decentralization reform. End-beneficiaries are local self-governments and TsNAPs which contribute to the realization of the Project’s benefits from the perspective of service recipients. This role may also include Central Authorities when/if required – in particular, the Ministry of Temporary Occupied Territories and Internally Displaced Persons, and the Ministry of Regional Development, Construction, Housing and Communal Services.

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 above.

**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 one external evaluation 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 quarterly basis. A detailed final report will be submitted to Project’s donors and partners at project end. Based on a regular tracking of the Project’s indicators at outputs and incomes levels, the reporting will provide a review of 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 Manager (Thematic Component Lead) and the responsible UNDP Programme Manager will bear responsibility for the timely submission and quality of the quarterly and final reporting

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

# 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.

# 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:
	1. 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:
		1. 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;
		2. 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.
	2. 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.
	3. 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.
	4. 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.
	5. 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.
	6. 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.

* 1. 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.

* 1. 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.
	2. 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.
	3. 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.

# Annexes

1. List of administrative services on the basis of Mariupol TsNAP (Donetsk Oblast)
2. Risks log
3. Social and Environmental Screening Report
4. Multi-year work plan

1. https://www.msp.gov.ua/news/15900.html [↑](#footnote-ref-1)
2. https://reliefweb.int/sites/reliefweb.int/files/resources/ukraine\_humanitarian\_snapshot\_checkpoints\_20180928-1.pdf [↑](#footnote-ref-2)
3. Human Rights Watch - The Eastern Ukraine Crossing Points – Survey conducted in November-December 2016, along the contact line [↑](#footnote-ref-3)
4. UN Briefing Note on Freedom of movement across the line of contact in eastern Ukraine - December 2017 [↑](#footnote-ref-4)
5. FAO – Socioeconomic impact and needs assessment – Donetsk and Luhansk regions, Ukraine. 2017. [↑](#footnote-ref-5)
6. UNHCR Multi-year, multi-partner protection and solutions Strategy for Ukraine, 2018 - 2022 [↑](#footnote-ref-6)
7. “Ukraine Situation: UNHCR Operational Update, 7 February – 6 March 2015” [↑](#footnote-ref-7)
8. A Ukrainian State founded bank, Oschadbank is one of the largest financial institutions in the country which provides such services as the disbursement of pensions, social aid, processing of utility payments and other banking transactions. [↑](#footnote-ref-8)
9. National Monitoring System Report ‘On the Situation of IDPs’, April 2017. [↑](#footnote-ref-9)
10. UNHCR Ukraine 2017 Participatory Assessment [↑](#footnote-ref-10)
11. As gender and age disaggregated data are not available, the Project will conduct, during its inception phase, a baseline assessment to obtain these data and set the baselines (including on the number of women and men with different types of disabilities: physical, hearing and visual impairments) [↑](#footnote-ref-11)
12. <http://eca.unwomen.org/en/digital-library/publications/2017/12/analysis-of-vulnerabilities-of-women-and-men-decentralization-in-the-conflict-affected-areas-ukraine#view> [↑](#footnote-ref-12)
13. Gender-based violence in the conflict-affected regions of Ukraine, UNFPA (2015) [↑](#footnote-ref-13)
14. calculated on the basis of 12 case handling per hour by 3 TsNAPs specialists per mobile unit. This means 480 citizens per week per mobile unit and 1,920 per month. Six mobile TsNAPs will serve the remote areas along the contact line [↑](#footnote-ref-14)
15. Four mobile TsNAPs will serve the checkpoints [↑](#footnote-ref-15)
16. Intuitive use of an interface can be recognized by the following characteristics: It is fast and effortless, it is generally non-conscious and does not involve conscious reasoning [↑](#footnote-ref-16)
17. Mid-term evaluation final report - UNDP Recovery and Peacebuilding Programme in Ukraine – A. Constanzo – October 2017 [↑](#footnote-ref-17)