



Inception Report

EU4Recovery — Empowering Communities in Ukraine

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Abbreviations & Acronyms

ABD –	Area-Based Development
AHCT –	Area Humanitarian Country Team
CRSV –	Conflict Related Sexual Violence
CSO –	Civil Society Organization
DDR –	Demobilization Disarmament and Reintegration
DoA –	Description of the Action
DV –	Domestic Violence
EMT –	Emergency Medical Technician
EU –	European Union
EUAM –	European Union Assistance Mission
FLAS –	Free Legal Aid System
GIZ –	Deutsche Gesellschaft für Internationale Zusammenarbeit
GBV –	Gender Based Violence
HCT –	Humanitarian Country Team
HDPN –	Humanitarian-Development-Peace Nexus
IDPs –	Internally Displaced Persons
IOM –	International Organization of Migrations
LVG –	Low Value Grant
NATO –	North Atlantic Treaty Organization
NGO –	Non-Governmental Organization
NPU –	National Police of Ukraine
PFRU –	Partnership Fund for a Resilient Ukraine
PHRC –	Public Health and Recovery Centre
RPP –	Recovery and Peacebuilding Programme
SCORE –	Social Cohesion and Reconciliation Index
SES –	State Emergency Services of Ukraine
SHARP –	SCORE-inspired Assessment of the Resilience of the Population
SJA –	State Judicial Administration
ToR –	Terms of Reference
UAF –	Ukrainian Armed Forces
UN –	United Nations
UNCT –	United Nations Country Team
UNDP –	United Nations Development Programme
UNFPA –	United Nations Population Fund
UNHCR –	United Nations High Commissioner for Refugees
UNSCR –	UN Security Council Resolution
UN Women –	United Nations Entity for Gender Equality and the Empowerment of Women
USAID –	United States Agency for International Development
WPS –	Women Peace and Security

Introduction

The aim of the EU4Recovery Programme remains delivering on the key outputs of the EU Emergency Support Programme for Ukraine, via an area-based approach which strengthens the capacity of Ukrainian government institutions and civil society to address immediate needs of the Ukrainian population and which provides ongoing support to the country's resilience and recovery.

Globally, UNDP has been applying and developing the Area-Based Development (ABD) approach with increasing methodological rigour since the 2000s. Experience has shown that it makes most sense “*in post-conflict environments, where the sheer complexities of the challenges called for comprehensive, integrated multi-agency, multi-sector and multi-level responses and above-all flexibility to adequately respond to sometimes rapidly changing conditions.*” (McAslan Fraser, 2011).

UNDP Ukraine was an early adopter of the ABD approach. A number of early initiatives led in 2007 to launch of the large-scale EU-funded **Community Based Approach to Local Development Project (CBA)**. Over the CBA project's implementation period (2008-2017), UNDP established a strong footprint across the country and achieved significant impact, delivering over 4,000 microprojects and reaching over 7 million people in more than 2,400 urban and rural communities. In the following years (2018-2023), several programmes and projects implemented by UNDP in Ukraine – including the **UN Recovery and Peacebuilding Programme (RPP)**, to which the EU has been the single largest donor¹ - have successfully adapted the ABD approach to the evolving context, maintaining some of the pre-established regional presence and partnerships with local stakeholders.

The RPP remains a significant ongoing initiative that will be implemented in parallel with the EU4Recovery Programme outlined herein, given the role of EU Member States in funding the RPP, the overlap of aims and objectives, and the possibility of achieving considerable synergies – as well as potential cost savings – between interventions. In addition, UNDP is also implementing two other EU-funded initiatives, an FPI intervention for debris and explosive ordnance clearance, critical hazards and utility restoration, and an ECHO project for schools' rehabilitation, as part of its area-based approach.

Collectively, these interventions establish a sound basis to develop durable solutions for IDPs, and for refugees willing and able to return to Ukraine. Both sets of beneficiaries will need support either to integrate into host communities, where their return home remains blocked by conflict or occupation by Russian Federation forces, or to re-establish themselves in de-occupied locations considered safe enough for return processes to be initiated. Modulating the five-pillars of the UNDP Recovery & Resilience Programme, as outlined in the EU4Recovery Description of the Action, a comprehensive and integrated approach to durable solutions in Ukraine requires work under the following five pillars:

- Pillar 1:** Debris and EO clearance; critical hazard containment; restoration of essential utility infrastructure (water and sanitation, power, district heating systems etc) in war-affected areas;
- Pillar 2:** Strengthening relevant governance structures for crisis management and response in general, and through capacity building and enhanced accountability mechanisms to create the basis and harness the potential for durable solutions in particular. *Competent authorities have the primary duty and responsibility to establish conditions, as well as provide the means, which allow IDPs to return voluntarily, in safety and with dignity, to their homes or places of*

¹ Other relevant programmes managed in recent years by UNDP Ukraine include the EU-funded “Home-owners of Ukraine for Sustainable Energy Solutions” (HOUSES); the SIDA-funded “Empowered Partnerships for Sustainable Development”, as well as some smaller-scale projects, such as “Sustainable local development in rural areas of Chernivtsi and Odesa Oblasts”, “Local Socio-Economic Recovery” implemented in Kherson and Ivano-Frankivsk oblasts, and “Strengthening the Community Resilience in Kherson region”.

habitual residence, or to resettle voluntarily in another part of the country. In the initial phase, UNDP will work to enhance local integration capacities, which remains the preferred durable solution option for IDPs in the current security context.

- Pillar 3:** Reconstruction and repair of affected key social and transport infrastructure (schools, health centres, local bridges etc) and houses in war-affected areas, and potential expansion of social infrastructure in IDP-hosting areas, to accommodate and serve the increased population;
- Pillar 4:** Incomes, livelihoods and private sector revival (emergency employment, asset restoration, social entrepreneurship, MSME support etc), so that people can better sustain themselves as IDPs in new locations or as returnees to war-affected areas;
- Pillar 5:** Reinforcing social cohesion by ensuring non-discriminatory access to services, restoring housing, land and property, promoting dialogue and peaceful coexistence between IDPs and host communities, and inclusion in recovery/development planning.

While the EU FPI project focuses on pillar 1, the ECHO4schools contributes to pillar 3, and EU4Recovery contributes to pillars 2, 3 and 5. Pillar 4 is currently implemented in war-affected areas under the UN RPP, also with EU funding, and in the west and centre of Ukraine under a major new intervention funded by GIZ and implemented by UNDP. It should be noted that collectively, these different projects and programmes effectively operationalise the hd(p) nexus in a very concrete way, integrating a development lens from the outset, and establishing a continuum from humanitarian support to early recovery to longer-term development processes aligned with EU accession aspirations and achievement of the 2030 Agenda.

Data collection and analysis will be pivotal to the implementation of activities throughout all 5 pillars, ensuring that all interventions have a strong evidence base. Timely collection of data will in turn provide recommendations to inform decision-making and measure progress made towards solutions.

The Description of the Action of the EU4Recovery Programme made provision for activities in approximately seven oblasts. Following review during the Inception Phase, it is suggested to prioritise the following oblasts: Chernihiv, Sumy, Kharkiv, Poltava, Dnipropetrovsk, and Mykolaiv. In addition, a limited set of activities will be undertaken in Luhansk, Donetsk, Zaporizhzhia, and Kherson Oblasts, considering accessibility and security considerations. However, this is suggested to be in support of local Government capacities for crisis coordination and management, and in line with agreement with the EU Delegation that the Programme should remain flexible and responsive to the evolving situation and needs on the ground. Since the DoA was submitted the frontline has moved and, fortunately, areas previously inaccessible have become accessible for early recovery interventions. Finally, Zakarpattia and Chernivtsi will be included as there are specific circumstances due to these two regions being destinations for IDPs arriving from eastern Ukraine which make them relevant for the type of intervention the second objective provides regarding community security and maintaining the social fabric. Data from the first wave of the recent data collection under the Social Cohesion and Reconciliation Index (SCORE) inspired Holistic Assessment of Resilience of Population (SHARP), also show that Zakarpattia and Chernivtsi are oblast that according to SHARP results rank lower than the national average on trust towards local institutions.²³ Zakarpattia is also one of the top three ranking regions in terms of reporting tensions between the IDP community and hosts. It should also be mentioned that Zakarpattia has also been chosen by the Durable

² SHARP: SCORE-inspired Holistic Assessment of Resilience of Population, National sample, Presentation January 2023.

³ The SHARP assessment represents a “light” tool for the gathering of evidence to support Ukraine’s resilience was launched in 2022 and includes data from a national representative sample of more than 4,000 respondents, in addition to 12 city-level boosters, and the use of SCORE panel sample covering 13 war-affected oblasts in the north, south and east of Ukraine. Key focus areas for SHARP are (access to) services; issues linked to the experience of displacement/return; social cohesion (horizontal and vertical dimensions); resistance and recovery issues.

Solutions Steering Committee under the leadership of the UN Resident Coordinator as the testing ground for durable solutions models provided by UN agencies in support of integration of IDPs over the medium period.

Kyiv oblast was mentioned in the DoA as a possible priority area, but it is suggested for a more limited intervention. However, and considering other development interventions planned there, also with the EU, the region will remain as a potential area of interest for synergies between interventions, not least with EU-UNDP collaborations in project such as ‘Support to Early Recovery in War-affected Areas in Ukraine’⁴ and ‘ECHO4SCHOOLS-UA: Repair/Retrofitting of schools in war-affected regions’⁵. It is suggested that the Project Board (see below) can take decisions to prioritize other/new areas. This is justified by the unpredictable situation and the ongoing war.

Support to local Government coordination is considered a central element of ABD programming in all oblasts targeted, which will improve effectiveness of UNDP implemented programming as well as catalyse collaboration and complementarity with other stakeholders (such as GIZ and other key EU contractors). This, in turn, will allow UNDP to leverage others’ resources and knowledge and – where relevant – pool resources with others’ programs and services, thereby enabling UNDP to achieve a more sustainable development impact on behalf of the European Union, in support of the resilience and recovery of Ukrainian communities and the public institutions that serve them.

⁴ NDICI CRISIS FPI/2022/433-850

⁵ ECHO/UKR/BUD/2022/91027

Changes to Programme Context

The last quarter of 2022 has seen some significant changes in the frontline, following a counter-offensive of the Ukrainian Armed Forces (UAF) in the north and south of the country. During the month of September, a significant portion of the territory previously held by Russian Federation Forces in Kharkiv oblast was progressively regained by the UAF in a rapid military operation.

In the south, similar offensives launched in late August 2022 culminated on 9 November 2022 in the withdrawal of Russian forces from the city of Kherson. As in the East, the success of military operations has allowed the resumption of humanitarian assistance to communities previously out of reach of both national authorities, local and international partners.

Needs in these newly accessible communities are dire and focus on the provision of humanitarian assistance (health and hygiene kits, food and non-food items especially as pertains urgent winterization needs of populations residing in these areas) as well as security needs including for urgent mine action. While the scope of the programme does not encompass the provision of humanitarian assistance, supporting the resumption of basic services, including security and basic social services, is envisaged, and programme targeting has been adjusted accordingly to expand the implementation of some activities to the newly accessible areas.

Furthermore, looking at the medium term, the significant damages caused by the incessant shelling and targeting of civilian infrastructure, as well as the loss of equipment and resources as a consequence of the Russian invasion of Ukraine, is a call for action for programme partners to plan, as soon as the security situation allows it, tangible action in support of the recovery of some key community infrastructure. Already, capacity building and the operationalization of coordination and implementation mechanisms for damage assessment (covering environmental, housing and key infrastructure elements) is envisioned under the programme to cover the oblasts of Chernihiv and Dnipropetrovsk; these activities will build and expand on current initiatives being piloted thanks to EU support in Sumy, Kharkiv, and Mykolaiv oblasts where mobile teams for damage assessment have been created and deployed to the field. Further expansion of this model will be conducted in Kherson oblast as the security situation will allow. Such research will be essential to guide programme implementation under Specific Objective 1, and the identification of priorities for infrastructure recovery by communities and oblast authorities. According to governmental sources, the amount of damage to the Ukrainian environment from the armed aggression of the Russian Federation already [amounts to more than 46 billion dollars](#).

The situation in Luhansk and Donetsk oblasts remains extremely fluid with minor changes in the frontline, while the intensification of the military operations around the cities of Bakhmut and Soledar brings daily additions to the number of casualties and to the preliminarily recorded damages to these and nearby settlements. At present, access to these areas is extremely challenging for both local and international partners. First responders, both the State Emergency Services of Ukraine and units of the National Police of Ukraine deployed to the frontline, require urgent support in the form of provision of specialized rescue equipment and protective equipment. In parallel efforts are ongoing to ensure the quick establishment of “points of invincibility” in all oblasts, in line with the indications of the Office of the President, and their equipping with generators and non-food items such as thermal blankets, mattresses and beds, and small appliances, to ensure these premises can offer safe and dignified living conditions to those in needs throughout the cold winter months.

The arrival of winter, with temperatures already reaching -20°C in some of the most war-affected communities, has generated additional hardship to populations along the frontline with a consequent new wave of displacement hitting especially the central oblasts of Ukraine. According to the 11th round of the [Internal Displacement Report](#) issued by IOM, 5.9M IDPs are displaced across Ukraine as of 5 December 2022. Slightly less than 700,000 individuals were recorded as being newly displaced within the previous 30 days, mostly from locations in the east (43%) and south (25%) of Ukraine. Macro-regions currently hosting the highest number of IDPs are currently the eastern macro region (including Kharkiv, Zaporizhzhya, Dnipropetrovsk oblasts in addition to Donetsk and Luhansk) and the central macro region (including Poltava, Kirovohrad, Cherkassy, Vinnitsia oblasts) followed by regions in western Ukraine (especially Lviv and Zakarpattia). Dnipropetrovsk, Poltava and Kharkiv regions are currently the top three for share of IDPs hosted.

According to the same source, the coping mechanisms for displaced women and men are veering towards actions with the potential to negatively impact their essential wellbeing: 53% of Ukrainians ready to accept a risky job offer that could lead to exploitation or violence are women, and with private resources becoming scarce (43% of all households in Ukraine have reportedly completely exhausted their savings), 63% of those participating in the IOM displacement tracking exercise reported that they are rationing their use of gas, electricity, and solid fuel. As a consequence, financial assistance and access to medications and health services remain some of the key priorities for those experiencing displacement, together with access to solid fuel.

The experience of displacement is also deeply impacting the social fabric across communities country-wide, both hosting settings and newly liberated areas where people are returning. Anecdotal information about tensions between IDP's and host communities, corroborated through different surveys⁶, highlights that, since the beginning of the war key "social" challenges were often related to martial law and the arrival of IDPs, which placed additional strain on host communities' infrastructure and resulted in long queues for government agencies and services and pressure on the medical system. The high influx of IDP's also led to significant growth in housing prices, as well as pressure on the labour market. The results of a study launched in December 2022, conducted by the research company 'Info Sapiens' with the aim of investigating conflict situations related to displacement through interviews and focus groups with representatives of IDP's, host communities and returnees, showed that conflict situations were usually arising when people were under severe stress.⁷

Across Ukraine, about two thirds of IDPs participating in Round 11 of the Internal Displacement Survey expect to remain in their current location for at least the upcoming six months, and a significant number (close to 800,000 according to the same source) are preparing to integrate in their current location. The intention to integrate in the hosting areas is almost equally voiced in the eastern and western macro-regions and in very similar numbers (in the eastern macro-region 206,000 individuals plan to integrate in current places of residence vs. 201,000 in the western macro-region). Among these, almost half (44%) express the need for integration support.

⁶ Reference is made to the "INFO SAPIENS Int" report (referenced below), the SCORE-Inspired Holistic Assessment of the Resilience of the Population (SHARP, referenced below), regular "Atmospherics Report" issued by Left Bank Analytics (LBA) on a monthly basis (<https://leftbankanalytics.org>), and quarterly updates of the Protection Monitoring Tool (PMT), issued by the Protection Cluster in Ukraine (unpublished).

⁷ Survey report "Relationship practices, conflicts, and trigger themes among Ukrainian IDPs and host communities, as well as returnees and home communities," Prepared by «INFO SAPIENS Int» LLC and CF «Right to Protection» Survey report.

Young women and men aged 18 to 34 are the group least likely to express an intention or plan to return to their areas of origin in the long-term and most likely to express intentions to resettle to another location; conversely, IDPs aged 60+ are the group that is least often planning integration in their current location or resettlement to another location (2%).

For those IDPs expressing an intention to integrate in their hosting areas, the most urgent needs are financial support, support to identify/achieve means for income generation; and support to identify housing solutions. In light of the still fluid patterns of displacement, and the generalized expressed intention of a majority of IDPs to remain at least for a period in their places of relocation, the adoption of development solutions to the needs of children, women, and men who have left their areas of origin becomes of paramount importance, both in the east and west of the country. Such solutions must be enabled by the principles of the Humanitarian-Development-Peace Nexus and in line with the best practices and frameworks of the global Durable Solutions agenda. Data from the first wave of the recent data collection under SCORE broadly reconfirms the abovementioned information and analysis.

The responses of the nation-wide sample highlight that while access to basic necessities (food, housing, medicines) and key public services including communication services is guaranteed, there is a statistically significant divide between access to services in rural areas (worse served but safer and thus a more attractive relocation destination for displaced individuals), and urban areas (better served but comparatively more dangerous), and between areas of relative stability in western and central Ukraine, and newly accessible and frontline areas towards the north, east and south of the country. Roads and access to public infrastructure rank comparatively lower, re-emphasizing well-known needs for large-scale rehabilitation/repairs. Displaced individuals are more likely to report having to access welfare payments and administrative services compared to individuals who did not experience displacement. Access to childcare and secure places (i.e. bomb shelters) is more scattered and constitutes a more pressing issue for the younger cohort of respondents compared to the 60+ group (more concerned with access to medications). Access to schooling opportunities is also a big concern for families with children, as the education process continues uninterrupted in-person, in hybrid modality, or online depending on the prevailing security situation in the areas assessed.

Trust in key central level institutions (the Armed Forces, the State Emergency Services (SES), the President) rank exceedingly high in the SHARP results across demographic and geographical dimensions. In this context, support to increased operational and communication capacities for first responders, including the SES and National Police, is considered fertile ground for further rapport-building between these institutions and Ukrainians at large. Trust towards the local-level institutions (oblast and hromadas administration) has also shown an increase, although with some significant regional differences, for example in Poltava, Zakarpatia, Chernivtsi, Zaporizhzhia oblasts, where trust towards local administrations ranks below the national average. Programme implementation in these oblasts may thus be explicitly designed to bring together local administration and residents in line with trusted and tested community mobilization mechanisms aiming to build better mutual understanding and enhance cooperation between community groups. Of relevance for programme implementation is also the increased homogeneity of views of the SHARP respondents around key external relations issues including EU accession and NATO membership: as the war is actively uniting Ukrainians around some high-visibility issues, it will be imperative for the programme to identify key factors that will continue binding people in unity at the end of the war, and leveraging these elements to substitute social cohesion that is born around a “negative” (i.e. a common enemy) with social cohesion founded on a “positive” (i.e. a shared vision for recovery of the country).

In terms of horizontal relations between community groups, both the sense of civic duty and the propensity to civic engagement has increased across demographic and geographic groups, the first more significantly than the second. The sense of responsibility towards the collective is especially high among younger respondents and individuals with higher incomes, clearly pointing at, on the one hand, two key groups that must be engaged by the project for supporting target communities embrace early recovery processes, while on the other, identifying one potential pathway (economic support and empowerment) through which the project may support indirectly and deeper engagement of individuals in shaping the life of their hromadas. Age and income are also correlated to acts of “resistance” – including donating to humanitarian/civic causes, volunteering, and supporting IDPs in their experience of displacement; this said, almost unanimously all respondents reported having engaged in acts of civic resistance, once again highlighting the window of opportunity the programme has to build on the increased sense of individual responsibility towards the community to develop pathways of inclusion for the recovery process.

Echoing results from the survey by ‘Info Sapiens’, SHARP shows that displacement represents a source of stress and hardship, but also an opportunity for exchange and dialogue for women, men, and children in war-affected communities. Displaced persons are undoubtedly among the most vulnerable in today’s Ukraine: their incomes are lower and, as a group, they report much higher personal exposure to adversities than their hosts or those who were never displaced. Displaced individuals hailing from severely affected areas, including oblasts that have experienced a partial occupation, can become either drivers of change or spoilers upon return.

Displaced individuals who lived in severely affected or partly occupied oblasts before February 24, 2022, show a higher level of trust towards local administration than returnees or individuals never displaced. Displaced are also more likely, as indicated above, to have approached the relevant institutions for the provision of welfare payments or administrative services. Particularly individuals displaced in western areas of the country tend to support linguistic diversity and tolerance towards Russian-speaking Ukrainians. It is essential that, in the event of, and upon return to areas of origin, this group’s trust in the public administration is not marred by insufficient service provision or unclear, non-transparent communication from the side of the public administration on the processes and eligibility criteria to access services and compensations.

Interestingly, housing and income scarcity are two issues affecting both displaced and “stayers” equally, validating the use of a whole-of-community approach to address issues normally connected to displacement status.

Tensions between displaced and host populations reportedly affect one in every sixth person nationwide, but with key differences between geographical areas. A higher occurrence of tensions is reported in oblasts in western Ukraine (highest of all in Zakarpatia oblast) as well as high-traffic transit areas such as Poltava, Dnipropetrovsk, and Kirovohrad oblasts, and in hard-hit areas of Zaporizhzhia oblast. Displaced individuals are more likely to identify in access to services, especially housing, a source of tension with their hosts, while hosts themselves are more likely to point at anti-social behaviour and perceived attempts at evading military conscription. The issue of housing is particularly difficult in the most severely war-affected oblasts and those currently or recently having experienced occupation, and to an extent in central oblasts of Ukraine. Service provision in general is reported to be an issue of contention in newly accessible areas as well as frontline oblasts. In western and central regions that are enjoying a relative degree of stability, the reporting of anti-social behaviour as a source of tensions is significantly higher than in other, less secure, areas of the country – as is the presence of political, cultural, or linguistic differences and stereotypes. Conversely, access to income, jobs and essential items

reportedly drive tensions between hosts and displaced in recently liberated areas or oblasts at the frontline and partly under occupation.

The evidence above has been instrumental in validating the choice of target oblasts for the area-based implementation of project activities across macro regions. Throughout the inception phase, the project team has ensured that in areas of relative stability in western Ukraine, in newly accessible areas in the north of the country, and in regions still under partial occupation that are closest to the frontline and thus are hardest hit by the kinetic military action, programming is designed in a nuanced way that allows for risk-informed piloting of community-led models for response and recovery with the potential to scale up in the future as circumstances allow.

Programme Strategy Update

The following section records some of the key activities and preliminary actions undertaken during the inception period, modulating project strategy and activities to better meet the needs expressed by the programme's target beneficiaries.

While no change is proposed to the area-based development approach described in the Description of the Action, except suggestion to target eight (8), i.e. the six prioritized ones in east and south, and the two oblasts aimed for objective 2 'pilots' in west, rather than seven (7) oblasts, the changes to the Programme context described in section 1 of this Report above requires a reconsideration of the tripartite typology originally presented.

Ukrainian military forces, with support of western countries, have blunted Russian advances, stabilised the situation, and indeed turned the tide in several theatres of the conflict, with the recapture of significant territory. This has largely stanching new IDP movement and prompted spontaneous IDP and refugee returns to areas in the north and centre of the country. The concept of transit and hub communities presented in the Description of the Action is therefore considered effectively redundant, and Programme strategy will now be predicated upon simple division between directly war-affected communities and indirectly affected areas of the country further to the west, hosting large numbers of IDPs from the former.

The steps already taken in **Specific Objective 1 ('quality public services')** in terms of identifying target communities are herein described in more detail, as well as how UNDP plans to use the lessons learned regarding the role of local governance and the processes around the decentralisation reform.

As the first step, the UNDP team initiated a survey for the possible regions of intervention (Chernihiv, Sumy, Kharkiv, Poltava, Dnipropetrovsk, Mykolaiv, and to some extent Zaporizhzhia and Kherson) to assess their needs and capacities in the sphere of efficient local governance and territorial management, as well as to identify gaps in local recovery decision-making policies.

A description of the five key steps currently in process or completed:

1. Identify focal points in each oblast (done for all target oblasts).
2. Conduct a needs assessment survey, together with the oblast focal point, in oblast communities (done).
3. Rank the results to identify the most relevant communities for an efficient intervention using the following criteria:

- community development (social, economic, budget, service delivery, etc.),
 - motivation of the community to cooperate with the donor,
 - preparedness of the community to cooperate with the donor,
 - the kind of support needed,
 - the location of the community vis-à-vis the frontline and related security concerns,
 - favourable conditions and interest in certain types of pilot projects (in the field of administrative services, social, medical, environmental, etc.)
4. Selection of 44 main target communities and 20 in reserve for eight (8) oblasts. During this stage of the assessment the following criteria were considered (in addition to the above-mentioned):
- damages in the community,
 - proximity to the frontline and occupied communities (the list of the communities approved by the Order of the Ministry on Reintegration of Temporarily Occupied Territories No. 75 dated 04/25/2022 (as amended as of 06/14/2022) was considered),
 - potential of the community as a model for other communities (number of intersections of the activities of different specialists was considered).
5. Deployment of activities in all pilot communities (ongoing).

Based on reports and available data on local governance development, as well as the rising demand for efficient services provision in conflict-affected oblasts, it is expected that outputs to achieve Objective 1 within the EU4Recovery project will include the formation of a ‘Local Integrated Development Model’ based on a number of key steps and processes, including creation of a working group; establishment of a recovery support office, work on a plan for the recovery and prospective development of the territory/community; creation of a Local Recovery Fund and implementation of the plan prepared.

UNDP already started the creation of the local community working groups for recovery planning. Members are local decision- and opinion makers (local authorities, local activists, NGOs, local security and service providers, businesses and other relevant stakeholders) and efforts are being made to ensure at least 40% women’s representation in the groups. A proactive approach will be taken to ensure women’s/women groups’ participation in all mechanisms to promote community safety and peace, in line with UNSCR 1325 and the Women, Peace & Security (WPS) Agenda.

‘Community Recovery Plans’, inclusive, gender responsive and comprehensive, will be the main product from these group discussions. The local development programmes covering different spheres will also be updated to align with the new national ‘Recovery Plan’. The ‘Community Recovery Plans’ will cover the most critical spheres influencing the prosperity of the community, including socio-economic development, safety and security, gender equality, capacity development for recovery and efficient territorial management, efficient services provision, critical infrastructure restoration, as well as other recovery concerns.

Subject to agreement of the local Governments concerned⁸, the next step will be the establishment of a local Recovery Support Office, which will be responsible for the efficient implementation and budgeting of the ‘Community Recovery Plans’, including timely monitoring and evaluation. EU4Recovery will

⁸ It is proposed to support the creation of such models of integrated restoration in 6 target communities of 5 regions (Nikolaev, Voznesensk in the Mykolaiv oblast, Pervomayisk in Kharkiv, Sumy, Nizhyn Chernihiv oblast, Kamyansk Dnipropetrovsk oblast).

support the procurement of equipment to establish these offices, as well as organisational and legislation support, and other capacity-development activities. These offices will also serve other programs and projects and thereby ‘help authorities to prioritize projects for the attention of all donors, funds and programmes available’ (DoA; p.22).

In parallel, EU4Recovery will offer specialized training courses for representatives of local self-government and NGOs, focused on recovery planning skills, crisis management, principles of good governance, rule of law, gender equality, human rights, and ethical conduct/anti-corruption, site management, project management of objects and lands, integrated development and reconstruction of territories, etc. This training programme will be offered at the start of the working group formations.

EU4Recovery will also advocate for the creation of a ‘Local Recovery Fund’ aimed at overseeing all available resources for recovery and efficient implementation of the ‘Community Recovery Plans’. It will include costs from local, regional and national budgets, contributions from local businesses and other donors, etc. It will be suggested that the mentioned fund will be organised following UNDP regulations, which should increase transparency and confidence among the stakeholders (UNDP has good previous experience of establishing such funds under special accounts of the state treasury).

EU4Recovery will offer to take on full responsibility for the implementation of the specific activities, as identified in the ‘Community Recovery Plans’ and thereby expressing the interest of the community. These may include: establishment of Module Centres, mobile teams (vehicles) for damages assessment, ‘suitcases’ for administrative services delivery, information kiosks and digital queue systems, vehicles for the provision of psycho-social support, mobile teams (vehicles) for social care, Computer literacy centres, telemedicine infrastructure establishment in target regions, Public Health Centres, modern environmental equipment for different issues, small grants for local businesses, for citizen involvement in the decision-making process related to the organization and quality of local services and implementation of environmental activities etc.

Work in communities affected by the war, and in newly accessible communities, will also remain the focus of the activities under **Strategic Objective 2 (community security/social fabric)** both in terms of support to first responders and to re-establish basic access to justice services. In particular, partnership with the State Emergency Services of Ukraine (SES) and National Police of Ukraine (NPU) will focus on supporting conflict affected communities in Chernihiv, Sumy, Kharkiv oblasts, with activities in support of Kherson, Zaporizhzhia, Donetsk and Luhansk departments being agreed on an *ad hoc* basis.

In Chernihiv, Poltava, Dnipropetrovsk oblasts the project will take an area-based holistic approach that brings together and synergizes activities under both strategic objectives in order to support the transition from humanitarian assistance to community recovery and resilience. The three regions were chosen based on the population of IDPs according to the latest information as recorded by the [Ukraine Internal Displacement Report — Round 11 \(25 November - 5 December 2022\)](#), as well as on the basis of continuity of EU-financed action in these areas, conducted over the course of 2022 as part of the UN Recovery and Peacebuilding Programme.

In a limited number of IDP-host communities in Zakarpattia and Chernivtsi (six communities overall) the project will implement pilot initiatives specifically oriented at developing and piloting development solutions for displaced populations, in line with the United Nations Strategy for Durable Solutions to Displacement co-led by IOM, UNDP, UNHCR. The two oblasts have been chosen based on the number and trend of IDP populations (both oblasts have recorded an increase in the number of IDPs registered in the oblasts according to Round 17 of the IOM Area Baseline Assessment [as of 25 November 2022](#));

as well as the presence of experienced partners (based on the recent assessment of International Alert close to 20% of civil society organizations have relocated from eastern areas into the western macro-region) and buy-in from local authorities in engaging in Humanitarian-Development Nexus approaches to support the recovery of local communities.

Preparatory Activities of the Inception Phase

This section provides an overview per component of the progress made with the implementation of the Action during the inception period, including:

- (Preparatory) activities
- Main outcomes of consultations with Government counterparts at both national and local levels

Specific Objective 1: Target communities have increased access to quality public services

Based on Inception Phase assessments and multiple discussions with partners, the key premise of the Objective remains valid - significant work is required to support Government counterparts with assessing needs and sustaining delivery of quality public services to meet increased demand in IDP-hosting and transit communities, and to assist authorities with the restoration of basic services in war-affected areas, for remaining residents and in support of IDP/refugee returns.

Findings of the Inception Phase assessments have validated the intervention logic of the programme design and highlighted the need both to scale-up and geographically extend activities even beyond available resources. As such, the programme will be implemented in a way that ensures complementarity with other UNDP-implemented projects such as the UN RPP with similar activities, funded by the EU, SIDA and Canada.

Output 1.1. Increased capacity of healthcare facilities, professionals and other services to provide quality gender-responsive physical and mental health and psychosocial support services (MHPSS)

The implementation of this particular output is the strengthening of the activities, which had been initiated previously with the help of other projects and supports a major line of UNDP assistance to the Ministry of Health, for enhanced coordination and health procurement, and which has been scaled-up to meet immediate needs for life-saving medical equipment and supplies. As a result of the initial phase and launching of the activities, the project herein will continue to deliver the following activities:

1. Medical supplies and equipment to health facilities and ensure the availability of psychosocial support services for the caregivers, medical specialists and first-line responders, incl. law enforcement agencies, in its target areas.

The programme will deliver patient monitors and hematology analysers to the emergency units of the hospitals of the target oblasts. Any healthcare support (whether physical, or psychosocial) need the primary inspection of the patient, so the haematology analysers are the basic equipment, which is needed for basic diagnosis. In addition, portable defibrillators will be delivered to the primary level hospitals. The activities will be accompanied by a series of first aid trainings for medical staff.

The programme had identified the reasonability to continue the support to nurses and family doctors who deal with the patients suffered from the violence.

Needs assessment is ongoing and equipment lists with precise technical specification will be available in February 2023 for a selected number of healthcare facilities in target regions.

2. Equipment and training for medical colleges, with a focus on training of paramedics and emergency medical technicians.

In January 2023, UNDP launched the next series trainings for emergency/ambulance drivers from Sumy Oblast to become ‘emergency medical technicians’. They will thereby not only operate the vehicles, but they will also have the skills to provide emergency assistance together with the medical brigade. During the project implementation UNDP will organise trainings for a total of 200 drivers in their respective oblasts or in locations as close as possible with relevant training. This training will be done together the Bakhmut Medical College, previously supported within the joint EU-UNDP project ‘EU Support to the East of Ukraine – Recovery, Peacebuilding and Governance’. Due to the ongoing war the Bakhmut Medical College was relocated to Poltava, but it is still licensed to provide the above-mentioned trainings.

In parallel, and in order to ensure sustainability, Lubny Medical College (Poltava Oblast) has been identified as a good location for continued training for ‘emergency medical technicians’ beyond the end of the project. This is also justified by the expected return of Bakhmut Medical College to Donetsk Oblast when the security situation allows. UNDP will support Lubny Medical College to obtain the license, which might only be obtained in 2024. The main expense will be the procurement of relevant equipment, computers, and mannequins for simulation activities, all a prerequisite for Lubny Medical College to be certified and thereby obtain the needed license. Once it has obtained the license Lubny Medical College is well-located to serve other oblasts in the wider north-east of Ukraine.

3. Expand epidemiological surveillance & epidemiological control at national & sub-national levels.

UNDP has initiated and conducted an assessment of infection control in the collective centres for IDPs in Dnipropetrovsk, Poltava, Sumy and Kharkiv oblasts under the project “EU support to the eastern Ukraine”, which has also provided a complementary series of trainings for healthcare and social workers on the organisation of the infection control in collective centres.

Under this project UNDP will continue to build the capacities of identified hospitals to detect the epidemiological threats. As for now, the Programme is in the process of the needs assessment of the hospitals in target communities and expects to have the exact list of the hospitals by end of February 2023, which will be supported in the mentioned area. Preliminary, these hospitals are Central Municipal Hospitals and Centres of Primary Medical and Sanitary Support in Nova Vodolaha, Pervomais’kyi and Lozova (Kharkiv Oblast), Sumy, Romny and Konotop (Sumy Oblast), Chernihiv, Poltava, Lubny and Myrhorod (Poltava Oblast), Kamians’ke (Dnipropetrovsk Oblast), Mykolaiv and Voznesens’k (Mykolaiv Oblast).

UNDP has identified the need for the support the on-site laboratories in target hospitals equipped automated testing systems. As the first step UNDP will pilot such a laboratory in Poltava Oblast Hospital. Furthermore, other locations will be clarified by the end of February 2023.

4. Establish digital solutions for telemedicine services.

The Inception Phase of the Programme herein has identified the need for further support of the healthcare facilities in this area. There is an urgent need for medical equipment and to support availability of fast and high-quality consultation. UNDP has already initiated the procurement of 33 telemedicine cases for the primary healthcare institutions in Kharkiv, Sumy, Mykolaiv, Dnipropetrovsk and Chernihiv oblasts, funded by the project “EU Support to the East of Ukraine”. These telemedicine cases contain a set of

equipment for the provision of medical services using telemedicine, including for electrocardiographic examination, blood pressure measurement, heart rate measurement, blood oxygenation measurement, body temperature measurement, spirometry, general examination of the patient with the possibility of obtaining digital images, auscultation, function of measuring glucose and cholesterol levels. The cases also have necessary tools to connect to the medical information platforms in primary healthcare facilities via internet and transfer all the diagnosis data from the remote areas.

The equipment is intended for telemetric measurement of vital signs of patients, conversion of information into digital form and transmission over the Internet to a dispensary or institution of specialized medical care for further processing, entry into the electronic medical record and telemedical consultation. UNDP also intends to respond to requests from Sumy and Poltava oblasts to establish three call centres in 2023. Furthermore, seven call centres will be established in the hospitals of the target oblasts.

5. Mental health and psychosocial support services (MHPSS).

Under a complementary project, UNDP is supporting establishment of Public Health and Recovery Centres (PHRC) in premises of medical institutions in Kharkiv, Sumy, Chernihiv, Poltava and Dnipropetrovsk oblasts, which will be equipped with modern training equipment and furniture as well as special medical equipment for rehabilitation of medical workers, affected population and IDPs.

Under the programme herein, UNDP will capture results and lessons learned from this experience as well as deploy international trainers to organise dissemination of best practices in the hospitals, where the PHRC are operational or envisaged.

UNDP continues to identify the needs and capacities to organise the mobile teams for palliative care (vehicle-based), which will include medical specialists (doctor, psychologist) and a social worker. The provision of such support will be complemented by opportunities to obtain international experience via deployment of international experts and possible study visits to EU Member States.

Under another intervention, also supported by the EU, UNDP has provided support to the provision of basic equipment for displaced healthcare institutions - namely Kramatorsk Territorial Medical Alliance from Donetsk Oblast and Rubizhne Central Hospital from Luhansk Oblast - which moved to Stryi (Lviv Oblast) and Dnipro respectively.

Further support is required to ensure the sustainable operation of these displaced healthcare facilities through provision of knowledge and tools to re-establish their activities in host communities, and to develop and implement rehabilitation and recovery programmes. The project will strengthen the capacity of health care providers to improve services at all levels (medical doctors, paramedics, nurses) through training pertinent to emergency health care. The focus will be on increasing capacity to deliver better pre-hospital and emergency health care services, the establishment of an effective patient referral system, and improved capacity to address mental health and psychosocial factors, to improve the health systems response to special needs, particularly of patients affected by the war, including survivors from Gender Based Violence (GBV) and Conflict Related Sexual Violence (CRSV).

Moreover, the constant and fruitful communication with new partners, as well as the analysis of the current situation, elaborated by SHARP/SCORE, had identified the potential to expand into other areas of additional support, which UNDP could provide to the target communities, including:

1. Supporting strategy of creating new hospital clusters. (6 oblasts x 10,000)

Latest hearings held in regard to the “*Draft Law of Ukraine on amendments to some legislative acts of Ukraine on improving the provision of medical care*” dated 01.07.2022, suggest imminent re-organisation of the provision of healthcare services.

According to the new approach, the hospital network in the region, united into one hospital district, will be further divided into hospital clusters, taking into account:

- boundaries of administrative-territorial units;
- geographical features of the region and the state of roads;
- current and projected demographic characteristics of the population, the structure of morbidity and mortality;
- optimal clinical routes for patients for timely access to medical and rehabilitation care based on the principles of evidence-based medicine;
- burden on healthcare workers and rehabilitation professionals.
- In addition, according to the types of medical care provided in the hospital cluster hospitals, they will be divided into supra-cluster, cluster and general hospitals.

UNDP will provide expert and technical support to the elaboration of the development strategies of the mentioned clusters.

2. Supporting psychological rehabilitation for civilians (adults and children, families) – creating 10 permanent psychological hubs with ability for group and individual consultation. (10 hubs x 20,000). The HUBs will provide psychological support and will be established on the basis of PHRC/Modular Centres.

3. Purchasing 30 passenger vehicles for primary health care institutions to make possibility for the family doctors and specialist to consult patients at home (logistically difficult to reach settlements in the oblast). (30 vehicles x 20,000). The vehicles will be provided to the Health Departments of the target oblasts (Chernihiv, Sumy, Dnipropetrovsk, Kharkiv, Poltava and Mykolaiv oblasts).

4. Providing international training programmes (study programme) for nurses in order to improve the quality of health care provision in hospitals. (2 visits x 12 persons x 50,000 USD per year). UNDP will pilot the international training programme for nurses and infectious diseases specialists/epidemiologists/rehabilitation specialists/palliative care specialists in Lithuania, Latvia and Estonia (possibly Sweden and Poland).

5 Purchasing of freight and passenger vehicles (6) equipped with diagnostical units for ability to diagnose palliative patients at home. (6 vehicles x 126,000 USD)

The vehicles will be based at the Raion level hospitals (secondary level) to provide healthcare services in remote rural areas. Especially will be relevant for the palliative patients (including conflict-affected patients, ex-combatants, disabled persons etc.

6 Safety in hospitals. (18 hospitals (6 secondary and 12 primary)

- video surveillance (inner and external) for primary and secondary level hospitals,
- emergency buttons for security services (police, private security),
- security access systems for the high-risk departments of raion level hospitals (surgery, emergency unit, drug storage rooms, accountants’ offices etc.)

7. Grants for the development of the healthcare services provision. (6 grants x 25,000 USD)

Output 1.2. Social service providers are better capacitated to deliver, and conflict-affected populations are increasingly enabled to access, social services in target areas.

Within the context of a comprehensive UNDP programme and the results of the initial needs assessment, the project herein will initiate in 2023 the needs assessment and analysis of social services in priority target oblasts and will make recommendations for the design and implementation of innovative solutions to upgrade the level and variety of services provided in response to the crisis.

Based on the analysis of the status of the organization and provision of social services in the territorial communities of the six target oblasts of the project (Chernihiv, Sumy, Kharkiv, Poltava, Dnipropetrovsk and Mykolaiv oblasts), UNDP will develop recommendations (with possible elaboration of the relevant plans, if necessary) for the improvement of social work and the development of the system of providing social services to meet the needs of residents of the territorial communities in social services and reducing the level of unsatisfied demand for social services. A number of interrelated measures will be implemented:

- conduct an analysis of the state of the provision of social services to the residents of 217 territorial communities in six target oblasts of the programme and the compliance of the organizational structure of communities on issues of social protection of the population, the system of providing social services to the requirements of current legislation by analysing documents, data from open sources, etc. (cabinet analysis), Google surveys/ questionnaires regarding the organization and provision of social services in each community.
- carry out a qualitative study in 36 selected territorial communities of the target oblasts (2 urban, 2 village, 2 rural territorial communities in each oblast) of the level of unmet demands for social services, the main trends, reasons and barriers that led to the dissatisfaction of territorial communities residents in social needs services
- based on the conducted analysis and assessment, map the state of provision of social services to residents of 217 territorial communities from six target oblasts of the project. (If there is a regional geo-information system for spatial planning, provide for the possibility of creating a thematic layer).
- to create regional working groups for the planning and development of the system of providing social services in six target oblasts of the project. Principles of participation and gender equality will be important considerations when forming the working groups.
- prepare recommendations/plans/programs for the preparation and implementation of innovative solutions to increase the level and variety of services provided in response to the crisis and in accordance with the needs of community residents, aimed at improving social work and developing the system of providing social services for each target oblast as a whole (with taking into account the needs of each territorial communities), which will enable in the future to ensure the unsatisfied demand of residents of territorial communities for social services.

The work will also be complemented by the dissemination of the best practices, obtained in the previous phases, in particular capacity development of social care services providers in six project target areas, with further support in the implementation of the "Electronic case manager" system by local social service providers and capacities for monitoring of social services provision.

UNDP had also initiated the needs assessment, which will result into a delivery of 18 specially equipped vehicles to social services (4 – Dnipropetrovsk Oblast, 3 – Mykolaiv Oblast, 3 – Sumy Oblast, 2 – Kharkiv oblast, 1 – Chernihiv oblast, 4 – Poltava Oblast, as well as 2 pilot projects: 1 – Chernivtsi Oblast, 1 – Kherson Oblast) covering selected communities in the target areas which will be provided with a source of autonomous energy supply to support service provision in site, the necessary equipment for primary medical and social assistance, as well as support to independent living of the elderly, disabled and other infirm or otherwise vulnerable persons.

Moreover, the constant and fruitful communication with new partners, as well as the analysis of the current situation, elaborated by SHARP/SCORE, has identified the possible expansion of the variety of the activities aimed at support to the reforming of the sphere of social services in target oblasts and de-occupied territories, in particular:

1. Development and implementation in pilot communities of a model for implementing a client-oriented approach in the management of an institution providing social services.
2. Working out the standards of social services with the involvement of recipients in the formation of local standards such as:
 - Representation of interests,
 - Temporary ‘respite care’ for parents or persons who replace them, who take care of children with disabilities
 - Supported settlement.
 - Temporary ‘respite care’ for persons caring for persons with disabilities, persons with incurable diseases, diseases requiring long-term treatment,
 - Working out the "chain of services" - social adaptation, social rehabilitation, social integration;
 - Social prevention,
 - Emergency/crisis intervention.
 - Provision of shelter to homeless persons.
 - Consulting.
3. Needs assessment for provision of hardware and software systems for digitisation of social services.

According to the results of the needs assessment, procurement of computer equipment and software for the implementation of electronic document management in the work of social institutions of local government.

4. Development of mechanisms and tools for procurement of social services from non-state providers (Social order, open competition, procurement, etc.)
5. Implementation of online registration for receiving public services in selected communities (social services, administrative, educational, medical, etc.).

Output 1.3. Access to administrative services improved through inclusive and innovative service delivery solutions

Based on a needs assessment undertaken during the Inception Phase, UNDP has initiated the provision of equipment and the expansion of ICT infrastructure within Government Administrative Service Centres (ASCs or TsNAPs) in the form of recovery of the existing ASCs and establishment of the five Modular

Centres (1 – in Kryvyi Rih (Dnipropetrovsk Oblast), 2 – in Kharkiv Oblast (tbc), 1 – in Velyki Sorochyntsi (Poltava Oblast), and 1 pilot in Dymmer (Kyiv Oblast)).

An existing fleet of mobile service units will be enlarged to cover the target areas of the project (2 – in Kryvyi Rih and Kamianske (Dnipropetrovsk Oblast), 3 – in Voznesensk, Bashtanka and Pervomaisk (Mykolaiv Oblast), 2 – in Romny and Shostka (Sumy Oblast), 1 – in Pervomaiskyi (Kharkiv oblast), 1 – in Chernihiv (Chernihiv Oblast), 1 – in Pyryatyn (Poltava Oblast), as well as the possible intervention in Kherson and Zaporizhzhya oblasts to provide them with 2 vehicles), to offer a range of priority administrative services (primarily focused on social protection, pension, identity documents, registration of personal and official transport), as well as legal, medical, personal care and information services, and will be provided based on the TsNAPs “one-stop shop” approach.

The programme will maintain contact and coordinate activities with key actors in the reform process, including other donor organizations and programs (e.g., U-LEAD and the Swedish-Ukrainian project PROSTO, DG East, Hoverla, Dobre) and ensure active engagement of communities, to support establishment and modernization of Administrative Service Centres (ASCs), improvement of access to services for citizens, and a culture of dialogue between community residents and local authorities.

Moreover, the constant and fruitful communication with new partners, as well as the analysis of the current situation, elaborated by SHARP/SCORE, has identified the possible expansion of the variety of the activities aimed at spreading the work of the program in the de-occupied territories and territories affected by the war, including creation of a system for providing administrative services in target communities.

In addition, following a request of the Poltava Oblast Administration, a comprehensive information protection system may become one of the prospective areas of intervention, given UNDP experience of supporting digitalisation processes. These systems will be implemented in every target community that has a public resource and server equipment that stores a sufficient quantity of information. As the first step, in February 2023 UNDP will start a more comprehensive analysis of the status of information protection systems and elaborate the recommendations on their improvement.

Output 1.4. Social infrastructure refurbished or repaired to support service delivery in project target areas.

As soon as the security situation allows, UNDP will work with and through national authorities, municipalities, oblast and rayon administrations and citizen/civic associations in war-affected areas to triage the condition of damaged infrastructure for demolition and replacement, major reconstruction, rehabilitation and/or minor repair, and help authorities to prioritize projects for the attention of all donors, funds and programmes available.

The Programme herein is working in close collaboration with the UNDP Decision Support Unit, undertaking war-damage assessment and initial reconstruction planning to support safe returns process and infrastructure re-development necessary to delivery of basic public services.

Based on the previous developments under other projects in the area of the elaboration of the basic recommendations on the provision of the damage assessment teams, four mobile teams of engineers are planned to be supported to conduct damage assessments in the field (1 – Dnipropetrovsk Oblast, 1- Zaporizhzhya oblast, as well as two potential pilots: 1 – Luhansk Oblast, 1 – Kherson Oblast).

UNDP will also apply the innovative approach in supporting the renovations/repairing, repurposing, or expansions of public (community or subnational) infrastructure to strengthen local service providers in

their efforts to provide timely and efficient public services to all, through the organisation of the two pilot projects on the establishment of power plants on the principles of green energy.

Specific Objective 2: Community security is enhanced, and the social fabric is maintained

The overall aim of Specific Objective 2 remains fully relevant in view of the rapidly evolving security situation, the progressive increased access to communities along the shifting frontline, and preliminary information from SHARP.

Conversations with partners from the State Emergency Service of Ukraine, the National Police, as well as the existing Community Security and Social Cohesion Working Group platforms, have highlighted the importance of capacity building as well as the provision of specialized equipment in order to re-establish a presence in newly accessible areas. At the same time, tailored support to ensure transparent, timely, and reliable information about public safety and security, with a specific emphasis on the work done with children and youth, remains a key priority across all target oblasts.

The community working group model remains a valid and scalable tool for the creation of dialogue platforms about security issues within a community, with the potential to expand to cover wider recovery topics. The inclusiveness of the platform is in itself a key strategic advantage to ensure a whole-of-community understanding of priorities for (early) recovery and return to development pathways. In recognition of such potential, the Community Security and Social Cohesion working groups will be developed into Community and Security and Recovery working groups, to underline the wider mandate of this community-led body. The working groups will also be an essential platform to validate and implement the Community Recovery Plans envisioned under Specific Objective 1.

The needs of those groups who are particularly at risk of being left behind (including IDPs, survivors of sexual and gender-based violence (SGBV), residents of newly accessible communities, persons with disabilities, veterans and others) will be addressed through both immediate response and medium-term people-centred approaches that aim at the harmonious integration of IDPs into host communities, of vulnerable individuals in the recovery process, and in general at the strengthening of the Ukrainian social fabric, with a deliberate effort at laying the foundation for a continued sense of unity and identity even in the aftermath of the war. In particular, the programme will ensure that development solutions to displacement are piloted in key target communities, in line with the key tenets of the Durable Solutions Agenda, and with best practices from implementation of the Humanitarian-Development-Peace Nexus. Specifically, along this strategic direction, special emphasis will be once again placed on youth as agents of change and engines for recovery of the country.

Finally, as a key element in the preservation and strengthening of the social contract, work will continue to ensure respect for human rights and access to justice, especially the re-establishment of justice and legal redress services in newly accessible areas. Tailored support will be provided to courts and the Free Legal Aid system to boost their outreach to communities along the frontline, including as appropriate through digital tools and through supporting CSOs-led service provision. In parallel the project will identify key strategic areas for capacity strengthening of actors in the justice sector and enshrine such capacities in the curriculum of the National School of Judges of Ukraine.

UNDP will coordinate and agree on joint targeting with project partners UNFPA and UN Women, with special reference to planned work with young women and men, and activities in support to the Women Peace and Security Agenda. Strategic coordination has also been ongoing since October 2022 with the

EUAM. Regular coordination meetings are taking place approximately once a month to ensure complementarity and harmonization of approaches, as well as mutual learning, in support of community security, community mobilization and empowerment efforts, mental health and psychosocial support, as well as service provision for SGBV survivors.

Output 2.1 First responders have enhanced capacities to implement efficient emergency rescue operations and to support public safety and security in war-affected and hosting areas.

The programme builds on the strong relationship with security service providers established thanks to the partnership and generous funding received by the European Union since 2015 in support of the UN Recovery and Peacebuilding programme in eastern Ukraine.

Throughout the inception period, the project team has expanded existing dialogue to include local departments of the State Emergency Services of Ukraine and National Police in Kharkiv, Poltava, Dnipropetrovsk, Chernihiv, and Sumy oblasts.

Key needs identified by the partners, for inclusion as immediate support to be provided by the programme, are special rescue equipment to be used in areas close to the frontline and in newly accessible communities and support to the organization of mobile washing points in newly accessible communities.

From a capacity building perspective, key needs identified in consultation with the partners include work with the press services of SES and NPUs to support the dissemination of key information on safety and security as well as to raise awareness about the work of these partners in support of community safety; support to capacity building for SES and Police personnel on human rights, gender equality, civil protection, conflict-sensitive and non-discriminatory communication, especially for personnel deployed in hard-hit communities; capacity building for psychologists in force to SES and Police to improve their skills in addressing post-traumatic syndromes and other negative mental health impacts of war; capacity building and provision for equipment for training on first aid provision in particular, and more broadly to boost the efficiency and effectiveness of training centres for police and SES departments in target oblasts.

All capacity building envisioned under the project will take the form of Training of Trainers, to ensure ownership and sustainability of the activity over time.

Output 2.2 Increased capacity of local authorities, civil society actors and security service providers to ensure public safety and address GBV/CRSV

Security service provision will take a whole-of-community lens that ensure everyone in a community feels a sense of safety and belonging that transcends its age, gender, disability and displacement status, and any other dimension of vulnerability. In order to do so, the Community Security and Recovery Working Groups will be at the centre of programme action, as the key inclusive and community led platform to identify security priorities and recovery initiatives at large.

Community mobilization has already started in all new target oblasts (Chernihiv, Poltava, Dnipropetrovsk) and is being renewed and strengthened in traditional eastern oblasts (Donetsk, Luhansk, and along the Azov seacoast). The activities of the Working Groups will be buttressed by extensive capacity building activities (including specialized training on recognizing and addressing the needs of survivors of GBV/CRSV, and of women and men returning from active combat) as well as financing of security/recovery projects and mini-initiatives that are identified through the working groups and led by them. In line with identified best practices - community level working groups will be “federated” at oblast level to support exchange of experiences and peer-learning, as well as to influence policymaking at

subnational level and address recovery challenges that go beyond the remit of the hromada. Within the envisioned support, special attention will be placed on the role of CSOs and community groups led by or advocating for the needs of veterans: such groups will be specifically supported to lead the community-based integration of demobilizing women and men, as well as to ensure that the human capital represented by veterans is placed in the service of the community at large.

Beyond the already mentioned specialized capacity building for the Community Security working groups, and supplementing the work envisioned by UN sister Agencies, the needs of GBV/CRSV survivors will receive specialized support through strengthening of the capacities and outreach of national police reaction units to issues of gender-based violence, as well as training of specialized service providers, including lawyers. Awareness raising on GBV/DV issues will take place throughout the year, culminating in initiatives planned for the 16-days of activism against violence against women.

Gender- and disability-responsive community policing will also be piloted in all target oblasts, ensuring that lessons learned in eastern Ukraine can be applied in the new target regions and especially in Chernihiv, Poltava, Dnipropetrovsk). Initial conversations with partners have identified a number of communities in each oblast where community police officers will be supported, with work in Dnipropetrovsk oblast being already ongoing.

Building on the increased trust between citizens and key State institutions, and similar gains in terms of civic duty, civic engagement, and unity identified between citizens groups, the programme will expand the network of community conflict analysts and mediators working within the Geoinformation system for conflict analysis and mediation (GISMAERC). The system, piloted in Donetsk and Luhansk oblasts and later expanded to cover Zaporizhzhia, Kharkiv, Dnipropetrovsk, Chernivtsi. represents a unique tool and platform for the identification of community “fault lines” and triggering/sensitive issues, which in turn guide all programming in support of the Ukrainian social fabric. Lviv and Ivano-Frankivsk oblasts were also included to the monitoring system to have bigger set of data on conflicts including communities from the regions not covered by the Project which will enable better pattern analysis and comparison. Increased integration of the GISMAERC with the work of community-level working groups will further strengthen the conflict-prevention aspect while, in parallel, new approaches that merge mental health support and conflict mediation are being explored to be launched in western oblasts of Ukraine.

Underpinning all envisaged activities will be a strong effort at data collection and analysis, to both validate programme design, including the theory of change, and to guide its implementation. Included under programme support is the continuation of UNDP’s partnership with SeeD, USAID, and the Partnership Fund for a Resilient Ukraine (PFRU) on SCORE, as well as SHARP. Furthermore, and once again in recognition of the key role of communities in designing and engineering the return of the country to development pathways, specialized in-house research will be launched by UNDP exploring the role and degree of inclusiveness of key vulnerable target groups in the community recovery planning and implementation processes.

To prevent gender-based violence against women and girls and to promote long term cultural change towards gender equality, the project will raise awareness of women and men, girls and boys on multiple forms of violence against women and girls as a manifestation of inequality and a violation of women’s human rights through a number of awareness-raising campaigns and initiatives at the community level.

In close collaboration with the women CSOs, the project will strengthen the safe spaces for women and girls, and women’s empowerment. Preference will be given to the locations with the highest numbers of IDPs. This will entail provision of legal, psycho-social and economic empowerment support services for

women at risk of violence, including CRSV, sharing information on available services and referrals pathways.

Output 2.3 Local authorities, private sector and civil society are further capacitated to engage in and promote IDP inclusion efforts.

Massive population movements are a defining characteristic of the present crisis in Ukraine. With the evolution of the security situation, significant numbers of individuals, mostly women, children, and elderly, a number of whom are affected by age-related or other forms of disability, have been moving across the country or abroad, in consecutive waves of displacement and return. The cold and hardship of the Ukrainian winter have also contributed to a great extent to secondary displacement waves, as those who can seek shelter and comfort in communities able to provide a higher degree of comfort.

The incessant attacks to the Ukrainian energy grid have only exacerbated this phenomenon, and added a layer of complexity to the already strained situation in hosting places: as residents of hosting communities become impacted by dwindling electricity supply and regular (and emergency) power cuts, the presence of a high number of additional people in need of shelter and assistance to weather the winter months in safety and dignity is often the last straw on the already overtaxed public service provision systems. To ensure that the population movements do not become a contentious issue that mars the exceptional resilience shown by the social fabric of communities throughout the country, community-led activities that foster inclusion of IDPs in their hosting areas will be launched in tandem with community mobilization efforts in Dnipropetrovsk, Poltava, Chernihiv, Zakarpattia and Chernivtsi oblasts.

Efforts to preserve and boost social cohesion will rely heavily on the role of young women and men as agents of peace and development. Fundraising challenges, youth social entrepreneurship, and the promotion of volunteering are some of the tools that will be employed to engage this specific group in the life and development of their communities. Dedicated research work, in the form of youth consultations and focus groups, will be employed as a real-time pulse check of the perception and opinions of youth involved in project activities.

On a structural level, IDP representation structures will be formed in a limited number of communities in Zakarpattia and Chernivtsi oblasts, to assess their effectiveness in IDP empowerment and involvement in community/oblast level recovery planning. The foundations of this programming will be the best practices identified globally in the area of durable solutions for internally displaced people, as well as the principles underpinning the Humanitarian-Development-Peace Nexus. To this end, collaboration will be sought in this area with other actors beyond the current EU4Recovery partners. During the inception period, significant strategic coordination has taken place with other UN Agencies also concerned with the durable solution agenda – such as UNHCR and IOM – and practical pathways identified for complementary and mutually-reinforcing action in the area of community empowerment, social entrepreneurship, protection of human rights, and social service provision.

Output 2.4 Rule of law and human rights institutions' capacities, functions and tools are strengthened to expand access to justice and support services.

No adequate planning or design for inclusive (early) recovery from a crisis can hinder a robust application of human-rights centred approaches and strengthening of the rule of law, especially for vulnerable individuals. In recognition of this imperative, the project has conducted during the inception period several rounds of consultations with the State Judicial Administration of Ukraine, the Free Legal Aid

System and other key partners to identify strategic priorities to boost the transparency and effectiveness of justice service provision during the war and lay the foundations for resumption of services in areas that become again accessible with the shifting of the frontline.

Key among others, are capacity strengthening needs for justice institutions, as identified in the Assessment of Accessibility of Legal Aid in the context of Martial Law, conducted during 2022 thanks to generous funding of the European Union to the UN Recovery and Peacebuilding Programme (presentation event of the assessment will take place during the spring of 2023).

Throughout the inception period the project has analysed and validated the data collected through this research and in particular the key gaps in resources (both equipment and human resources) that hinder effective legal aid provision to IDPs and other war-affected groups.

In response to these identified needs the project will support professional development for justice institutions, including through online solutions and the development of digital tools, that will be made part of the standard professional curriculum for judges across Ukraine and raise the accessibility and quality of service provision. Support to the Free Legal Aid System (FLAS) will be provided in the form of equipment to establish new offices in newly accessible areas but also to multiply the System's presence in main IDP hosting areas. Tailored support will be provided to the Free Legal Aid hotline that has so far insufficient capacity (equipment and personnel) to respond to the needs of its existing and potential clients. Another key area of support is the still insufficient awareness of the FLAS throughout Ukraine and specifically among newly displaced populations. To address this gap, the project will provide the FLAS with the tools and capacities it requires to autonomously create "content" (i.e., awareness raising campaigns, information materials, etc.) that will make the work of the System better known among its target audience. In so doing, the project will foster local ownership of the solution thus enabling the partner to achieve durable and sustainable results.

Further, building on solutions piloted in the immediately after the beginning of the war, the project will support the multiplication of justice service providers through partnership with specialized civil society actors. This support, that will mainly be provided through granting modalities, will ensure multiplication of service providers, increased "community rooting" of service provision, and a potential for improved service quality thanks to increased competition between different actors engaged in the sector.

To enhance access to justice of survivors of GBV, including CRSV, the project will strengthen the capacities of police to prevent and respond to GBV using gender-responsive policing and a survivor-centred approach. In addition, legal awareness campaigns, including legal literacy initiatives for women victims/survivors of GBV and at risk of such violence, and legal experts, will be conducted in the target communities.

Output 2.5 Inclusion and re-integration of ex-combatants supported through the application of community-based reintegration approaches.

The Government of Ukraine will have to face the formidable challenge of supporting the demobilization and reintegration into civilian life of a large number of women and men who are currently engaged in active combat with the Armed Forces. While an accurate estimation is not available at present, it is likely that more than 1 million individuals will over time acquire the status of veteran, may need tailored assistance in terms of physical rehabilitation and psychological support, and also potential support to reskilling and reinsertion into the civilian workforce. It should be noted that many soldiers on the

frontlines are of an increasingly young age, and will, upon demobilization, have to find new livelihoods opportunities to support themselves and potentially contribute also to the support of their families.

For this reason, veterans will be the focus of dedicated initiatives identified throughout the inception period in consultation with the Ministry of Veteran Affairs of Ukraine, and civil society partners, including veteran hubs and veteran-led civil society organizations.

Activities agreed with stakeholders under this output will be implemented at national and subnational level and be geared towards two primary objectives: a) strengthen the capacities of the Ministry of Veteran Affairs of Ukraine, with a specific focus on the decentralized offices at subnational level, to design and implement programmes and services in support to the specific needs of women and men veterans and b) activities in support of war affected communities to build their capacities to respond to the integration needs of ex-combatants.

Within the first strategic direction will be included the expansion/design of digital tools for service provision to women and men veterans and their families, capacity building of personnel of the Ministry in community-led Demobilization Disarmament and Reintegration (DDR) policy and programmes based on existing best practices at global level; the implementation of a model Information Counselling and Referral Service centre at oblast level (identified location Dnipro city); capacity building initiatives for DDR practitioners from all relevant branches of Government and specialized service providers; information and awareness raising campaigns on available services, including mental health services, with the aim to sensitize target audiences (primarily veterans and their families, but also communities at large) on the issue of mental health and at the same time reduce the stigma surrounding those who approach mental health professionals for support.

In February 2023 the Ministry of Veteran Affairs of Ukraine has reached out to UNDP to request support for the establishment of a subnational veteran's assistants' program for veterans, to be piloted in areas identified in collaboration with the Ministry.. The veterans' assistants' program would provide the first level of support to women and men demobilizing from the frontline and guide them with information and referral services. This strategic direction was identified as a priority by the Office of the President of Ukraine. In consideration of the nationwide scope and relevance of the reintegration challenges for veterans and ex-combatants, UNDP has agreed to the request of the Ministry. The three pilots will provide opportunities for testing how programming may require to be adjusted in relation to the different socio-economic and geographical identity of the targeted communities, thus informing and guiding future programming.

Along the second strategic direction, the project will provide institutional and organizational support to veteran hubs (initially starting from existing partner hubs relocated from Kramatorsk and Pokrovsk to hosting areas); will provide capacity development and specialized financing for Community Security and Recovery working groups to support veterans' reintegration in target communities; will provide equipment for veterans' rehabilitation centres (starting from Chernihiv oblast); and provide specialized grants to civil society partners (including professional associations) engaged in mental health service provision for veterans and their families. Mental health service provision to veterans through CSOs partners will be closely coordinated with activities implemented under Specific Objective 1 in support of the health sector, as well as with initiatives being designed and piloted by the EUAM in support of security service providers at national and subnational levels, as well as the Ministry of Health of Ukraine.

Activities included under both strategic directions are being coordinated with other actors engaged in DDR, such as the Folke-Bernadotte Academy (which is also a UNDP partner in capacity building

initiatives); IOM's Enhancing Successful Reintegration of Veterans from the Conflict in Eastern Ukraine and their Family Members; and other key donors identified in consultation with the Ministry of Veteran Affairs.

No changes are currently envisioned to the sub-activities identified in the Description of the Action in terms of utilising a Low Value Grant (LVG) modality for implementation, awarded either directly by UNDP or through an identified Responsible Party. Annual workplans will contain additional details related to the implementation of LVG schemes such as information on the grant making entities if different from UNDP; specific purpose of the LVGs aimed at achieving the objectives of the respective outputs; and types of entities eligible for LVGs and criteria for their selection. LVGs will be awarded through a call for proposals mechanism in line with UNDP's established procedures for reviewing LVG applications and selecting entities for grant awards.

Project Management & Start-Up

The project will be managed from the central UNDP office in Kyiv and the established regional hubs, in accordance with description in Annex I – DoA. These regional hubs are already established in Poltava, Dnipro and Mukachevo. In addition, establishment of an office in centre/south is ongoing with the suggestion to begin in Odessa (office expected to open in May) with potential move to Mykolaiv when security situation allows.

As mentioned in Annex I – DoA, the project will build on the staffing and operational capacity already supported by the EU under the UNDP component of the UN RPP Programme, within the EU Support to the East of Ukraine project. Below is a status update on positions as of 1 February 2023:

Project Management (numbering as per budget)

- 3.1.1. Senior International Project Manager – completed;
- 3.1.2. National Operations Manager – completed;
- 3.1.3. Administrative Associates (2 persons) – completed;
- 3.1.4. National Senior Procurement Associate – completed;
- 3.1.5. National Procurement Associate (4 persons) – completed for 2 positions, 2 positions under recruitment with expected completion mid-June;
- 3.1.6. National Senior Finance Associate (2 persons) – one completed (suggestion to convert to ‘Finance Specialist’ due to increased responsibility, payroll budget to remain unchanged); for the second, a recruitment process will be launched to find a replacement for the person who successfully went through recruitment to become the National Operations Manager (last day 24 January 2023); (new title ‘Finance Associate’, as supervised by Finance Specialist). – under recruitment with expected completion mid-July;
- 3.1.7. National Specialist on Engineering and Construction (1 person) -- completed
- 3.1.10. National Drivers (7 persons) -- 5 completed, 2 to be advertised (before 3.1.8) – under recruitment with expected completion mid-June;

Monitoring & Evaluation (M&E)

- 3.7.1. National M&E and Innovations Specialist (1 person) -- shortlist, interviews planned on 5 May
- 3.7.2. National M&E Associate (1 person) -- shortlist, interviews planned on 5 May
- 3.7.3. National Data Management Officer (1 person) -- under recruitment – under recruitment with expected completion mid-July;
- 3.7.4. National Reporting Associate (1 person) -- completed

Communication

- 3.8.1. National Communications Specialist (1 person) – completed;
- 3.8.2. National Communications Associate (1 person) – completed;
- 3.8.3. National Knowledge Management Specialist (1 person) – completed;

In addition, to further strengthen the first objective intervention on improving public services (administrative and social) during the recovery planning, UNDP will engage an ‘International Local

Governance and Recovery Specialist’. This recruitment has started with the expectation to be completed with a few months (tentatively by July 2023).

To support implementation of output 2.2 and output 2.4, recruitment for the following positions was initiated by UN Women:

International Team Lead – completed

Project Coordinator – selected with expected start 1 June 2023

Project Analyst – selected with expected start 1 June 2023

Project Associate – completed

Project Assistant – completed

Driver – completed

To support implementation of output 2.3, recruitment for the following positions was initiated by UNFPA:

Project Coordinator – completed

Admin Finance Associate – under recruitment with expected start mid-June

It is suggested to transfer assets, incl. vehicles, from ‘EU Support to the East of Ukraine – Recovery, Peacebuilding and Governance’ (ENI/2018/398-605) to this new project ‘EU4Recovery - Empowering Communities in Ukraine’ (NDICI-GEO-NEAR/2022/436-306). These are listed below:

- Toyota Land Cruiser 200 D201052
- Toyota Land Cruiser DP201056
- KIA Sorento DP201103
- KIA Sorento DP201101
- Volkswagen T6 DP201098
- Kia Sorento DP201108

In addition, the procurement processes are ongoing for the following vehicles:

Project office

- Armoured vehicle (AV) included in budget and one was ordered last year; unfortunately and due to high demand of AVs, it is not possible yet to provide the expected delivery date. When it arrives, it is expected to be used from Dnipro office or possibly in new office in Odessa, as this would improve access to Mykolaiv oblast where one AV still required for missions to the city and two required for missions in other parts of oblast.

Important to note that requirement for use of AVs is closely related to security situation, which as mentioned earlier is fluid. Hence, if the security situation changes, the AVs will be used from offices where this is most required as per UN Security Procedures. Dependent on the total cost of bringing the AV to Ukraine, it might be possible to procure one additional AV. It is expected that this will be determined within the month of May and UNDP will inform accordingly.

Objective 1

- Four vehicles for the creation of four mobile groups for damage assessment and social services (Luhansk, Dnipro, Zaporizhzhia, Kherson oblasts) – procurement process started

- Eighteen vehicles for the creation of mobile social services for vulnerable segments of the population (Terms of Reference (ToR) in the procurement department for approval).

Objective 2

- Eight vehicles for national police in target oblasts to strengthen response on gender-based violence – specifications being consulted with local counterparts.
- Three minibuses for the psychologists of the State Emergency Service – specifications being consulted with local counterparts.

As mentioned previously, strategic coordination and joint targeting is in place with UNDP’s programme partners UNFPA and UN Women.

Complementarity and Coordination

To ensure complementarity with GIZ-implemented projects, such as U-LEAD and EU4Resilient Regions, UNDP has had a few bilateral discussions with the GIZ Country Director and U-LEAD Programme Manager, and UNDP will reach out to GIZ in oblasts where both organisations will be implementing the EU4Recovery programme. In cases where the local authorities have already taken steps to coordinate recovery, such as Mykolaiv, the coordination of GIZ-UNDP intervention should be considered an integral element of this process. In other oblasts, GIZ and UNDP will establish their own coordination mechanism.

As mentioned above, strategic coordination with EUAM has been ongoing since October 2022 with regular coordination meetings taking place monthly to ensure complementarity and harmonization of approaches, as well as mutual learning. Specific topics discussed at these meetings are community security, community mobilization and empowerment efforts, mental health and psychosocial support, as well as service provision for SGBV survivors.

In addition, UNDP participates as an active member of the Humanitarian Country Team (Kyiv-based), as well as the field-based affiliate, the Area Humanitarian Country Team (Dnipro-based), in addition to almost all national and sub-national clusters within the architecture for humanitarian coordination within Ukraine.

Finally, and as mentioned above, the Programme will be implemented in a way that ensures complementarity with other UNDP-implemented intervention, such as the UN RPP with its various projects funded by the EU, Denmark, SIDA and Canada. As already shown above, the ‘EU Support to the East of Ukraine – Recovery, Peacebuilding and Governance’, which will be completed in a few months (30 June 2023), has helped establish an important foundation, including through lessons learned, for this project, ‘EU4Recovery - Empowering Communities in Ukraine’. Likewise, Denmark and UNDP are partnering in ‘community security and social cohesion’ activities in various war-affected oblasts, not least Mykolaiv. These will continue to compliment the interventions under EU4Recovery, as well as ensure funds can be prioritized in oblasts which do not yet benefit from multiple funding streams.

A ‘*Communication and Visibility Plan*’ has been annexed to this inception report (Appendix 1).

Multi-Year Work Plan

Minor changes have been indicated (activities 1.1.2.; 1.1.5.; 1.2.1.; 1.2.2.; 1.2.4.; 1.4.1. 1.4.2.); in the updated *Multi-Year Work Plan*, related to an adjustment of procurement plans or as with partners. A plan indicating this has been annexed to this inception report. These minor changes will not have impact on the completion date (30 September 2024).

Governance Arrangements

As indicated in the DoA, the draft ToR for the Project Board would be prepared during the inception phase and is attached to this report (Appendix 4).

It is recommended to propose the Ministry for Communities, Territories and Infrastructure Development of Ukraine as the co-chair of the Board, together with UNDP. This has been suggested to the Ministry, which has confirmed its readiness to take on the role. Upon agreement from the EU in response to this report, the arrangement can be formalised in an exchange of letter. Immediately upon completion of this process, the first Board Meeting can be announced and it therefore suggested that the first meeting of the Board should take place within the first part of 2023 with a preliminary suggestion to arrange it in May 2023.

Budget

There are no changes to the *Budget* as part of the this Inception Report.

Appendices

- 1) *Communication and Visibility Plan*
- 2) *Multi-Year Work Plan*
- 3) *Result Framework*
- 4) *ToR for the Project Board*
- 5) *Risk Analysis*

Revised Annex 1 – DoA