
ANNEX A

PROJECT DOCUMENT

Mobile Service Delivery to Conflict-affected populations in Eastern Ukraine

1. Background

Five years after the onset of the armed conflict in eastern Ukraine, Donetsk and Luhansk oblasts remain separated between the Ukrainian government-controlled areas (GCA) and non-government controlled areas (NGCA). Daily shelling along the contact line directly affects over 600,000 people, while mines and unexploded ordinance place over 2 million people at risk. Moreover, the vulnerability of these citizens is compounded by increasing food insecurity due to lost employment and limited basic subsistence livelihood opportunities.

The most vulnerable people face particular challenges accessing basic services (distance, cost, time and endurance required to cross). In addition, obtaining and understanding information about the availability of services is limited given the local government's uneven capacity in the region. This increased level of hardship and administrative burden contribute to greater alienation of the Ukrainian population in the conflict-affected regions, especially in NGCA, who feel disenfranchised and abandoned. The conflict has not only exacerbated systemic inefficiencies in public service delivery, it continues to limit the Government of Ukraine's (GoU's) ability to fully implement reforms in the east of Ukraine, including decentralization reform, which aims to improve public service delivery through decision-making at the local level that is informed by citizens' needs. The Donetsk and Luhansk regions (oblasts) have to simultaneously address the challenges resulting from an ongoing conflict (e.g. damaged infrastructure, reduced security, displacement, disrupted economic and social environment), while focusing on reform implementation, as well as social and economic development of the regions.

In 2015, Ukrainian authorities have started taking steps to improve the delivery of public services through changes to the legislation. The most significant change has been the introduction of a new generation of administration services providers, the Centers for Administrative Services Delivery (further referred to as TsNAPs). Since 2016, 750 TsNAPs have been set-up and are operating throughout Ukraine. Twenty-six TsNAPs have so far been established in GCAs of Donetsk and Luhansk oblasts (13 directly supported by the Organization). The Ukrainian government and the regional authorities are strongly committed to the consolidation of a wide network of such centres that will effectively reach out to populations throughout the country.

Amendment context: In March 2019, the COVID-19 pandemic, reached Ukraine, causing further challenging the eastern oblasts'(regional) populations in unprecedented ways. In

government controlled areas of eastern Ukraine, it stands, as at 12 October 2020, at a cumulative total of 6,598 declared COVID-19 cases: Luhansk Oblast (1,480), Donetsk Oblast (5,118). Women (including IDPs) are more affected than men: 59% of the tested population in Luhansk; 61% in Donetsk. This population group, in particular vulnerable groups such as elderly people, persons with disabilities and children who live next to or who have to cross the contact line, encounter inefficiencies that compromises the human rights and gender equality of the population. These inefficiencies include the provision of administrative, legal, psycho-social, home care, medical and information services.

2. Project Description

The Project aims to help the Government of Ukraine to bring public services closer to the most vulnerable citizens, especially those currently unable to access them (e.g. people with disabilities) and alleviate the burden associated with time, cost and physical effort required from those living in remote areas or crossing the contact line every month. The project expects that bringing services to these people will reduce their exposure to risks of harassment, gender-based violence and heat/cold weather exposure. The project also expects to reduce the burden on existing TsNAPs in GCA communities close to the contact line, that currently experience increased pressures from serving residents of large urban areas located in the NGCA.

Recognizing the protracted nature of the conflict, the project will help the Government of Ukraine to pilot innovative ways to deliver essential public services through mobile service delivery to the most vulnerable or marginalized populations. The Project will build on a network of modern TsNAPs already created and support by the Organization by:

- developing effective gender-sensitive TsNAPs outreach facilities (through modular and mobile service units) focused on providing access to services to the most disadvantaged groups mentioned above such as: elderly, women with children, female headed households, women and men with disabilities;
- ensuring real-time localisation of these units to the targeted population;
- setting up an intuitive Information Platform (on all relevant administrative and legal aid services) to be accessed easily by targeted groups.

This project forms a part of the US\$50 million, multi-donor, multi-UN agency Recovery and Peacebuilding Programme (RPP) launched in 2015 and led by the United Nations Development Programme (UNDP). The RPP is supporting economic recovery, local governance and community security and social cohesion in the East. Through this project, Canada will join the RPP Board and will contribute to the RPP overall approach to recovery and peacebuilding in the East.

As an official partner supporting the Ministry of Regional Development, Construction, Housing and Communal Services (MinRegions) to implement decentralization reform in Donbas, the Organization will ensure that the project is aligned with the national decentralization agenda and that lessons from this innovative pilot are applied to reaching remote communities throughout Ukraine. The Project will work closely with the national level reform stakeholders to ensure that legal and regulatory provisions for mobile service delivery be created to support the institutionalization of this innovative approach, should the pilot be successful.

The project will promote inclusive service delivery that is gender-responsive and human rights-based, considering the differentiated needs of women and men. The project will promote the implementation of the gender equality agenda within the decentralization reform and advance the Government of Ukraine CEDAW Action Plan and other gender equality commitments.

The project plans to purchase and equip up to 10 mobile ASCs (provision of administrative and legal services), 2 mobile emergency psychological response service units, 3 home care mobile units, 1 mobile medical station, and 2 modular (stationary) units at Entry-Exit Check Points and provide necessary technical assistance and training to the Government of Ukraine to operationalize them.

Five Mobile ASCs will be initially set up between Month 1 and Month 8 of the Project. Five more ASCs will be further established between Month 9 and Month 17 of the Project. The set up and operationalisation of the 10 mobile ASCs in two set-up rounds is justified by the need for the Project to be able to carefully adjust its support: thus, the establishment of the first 5 mobile ASCs and their operationalisation will allow the Project to test the viability of its planned interventions and to draw important lessons learnt which will be fully integrated into the realisation of the second mobile units' set-up round. The modular units and other mobile service units will be set up between the end of 2020 and mid-2021. Through these mobile service units, a range of priority administrative (primarily focused on social protection, pension, biometric passports, registration of personal and official transport), legal, psycho-social, medical, personal care and information services will be provided on the basis of a "one-stop shop" approach. Target local authorities will be responsible for staffing and supporting these mobile units for the duration of the project and will integrate these assets into their budgets to ensure their uninterrupted operations. Relevant training will be provided to the staff selected in areas such as: public engagement; understanding administrative procedures and relevant legislation, and advisory and consulting skills (including information provision); and security issues management. The project will collaborate with young people from tertiary education institutions in the region through their community engagement programming to help strengthen communication and outreach, making public services more understandable and accessible to people facing multiple forms of marginalization and exclusion.

Under the RPP, UNDP partners with the REACH initiative (a consortium of humanitarian partners collecting data and analysis that underpins Ukraine's Humanitarian Response Planning) to better assess service diversion and pressures created by the conflict. This data will inform and help select communities that face the greatest service pressures and, hence, have the potential to reach the highest number of beneficiaries.

Key stakeholders that will be engaged in the project delivery include the Donetsk and Luhansk Civil-Military Administrations, local self-governments, TsNAPs and central authorities, namely the Ministry of Temporarily Occupied Territories and the Internally Displaced Persons and the MinRegions. As has been preliminary agreed to with MinRegions and oblast authorities, and considering the interest expressed by numerous amalgamated communities to own these mobile units, this project will help the Government of Ukraine develop and approve regulatory frameworks enabling the institutionalization of these service delivery models within the formal decentralized governance structure. By the end of the project, it is expected that these mobile units will be owned by local governments, offered to them on the basis of an open competition, with a requirement to demonstrate political and financial commitment. It is anticipated that this package will be replicated by multiple local governments once the effectiveness and profitability of such service delivery is established. UNDP anticipates that over 450,000 citizens will directly benefit from the current intervention.

3. Expected Results

Ultimate Outcome: Improved stability, increased resilience to COVID-19 pandemic, enjoyment of human rights, and gender equality, of conflict-affected population, especially women and vulnerable or marginalized groups, of Donetsk and Luhansk oblasts

Intermediate Outcomes: (1) Enhanced equitable and safe delivery of needs-based, gender-responsive administrative, legal, psycho-social, home care, medical and information services by mobile unit staff and volunteers that meet the needs of conflict- and COVID-19 affected people of Donetsk and Luhansk oblasts, especially women and vulnerable or marginalized groups; (2) Increased equitable usage of administrative, legal, psycho-social, home care, medical and information services by conflict- and COVID-19 affected people of Donetsk and Luhansk oblasts, especially women and vulnerable or marginalized groups.

The project will contribute to the following Canada's Feminist International Assistance Policy Key Performance Indicator: IG2 - # of people (m/f) reached by GAC-funded projects that support access to justice and public services for women and girls (SDG 5.C, 16.3). It will be integrated and monitoring in the project's performance management framework.

A detailed performance management framework will be developed following the operationalization of the project. As agreed during the last RPP Board Meeting, the RPP will work towards the development of a coherent single results framework for the entire program.

Roles and Responsibilities

Global Affairs Canada:

Board Membership: Global Affairs Canada will designate a representative to represent Canada at the RPP Board according to the Terms and Conditions and/or the Charter of the Board.

Humanitarian-Development Nexus: Global Affairs Canada will ensure collaboration through donor coordination on both the humanitarian and development project delivery to ensure that data and experience generated by the humanitarian community is built on by development partners.

The Organization:

Decentralization Reform Coherence: The Organization will closely coordinate with Canada's projects supporting the decentralization reform at the national level to ensure that regulatory and legislative conditions are created for the pilot to be integrated into a broader decentralization approach to reach the most vulnerable or marginalized populations across the country.

Gender Equality in Decentralization: The Organization will work closely with Canada's support to MinRegions to integrate gender equality in the decentralization reform to ensure consistent integration and implementation of the tools and processes developed and promoted at the national level.

Humanitarian-Development Nexus: The Organization will continue to consolidate humanitarian-development program delivery capitalizing on knowledge, experience and capacity of humanitarian partners and facilitating their exit/transition strategies. Specifically but not exclusively, the Organization will work closely with UNHCR to capitalize on their knowledge about the needs of the most vulnerable (refugees, stateless, NGCA residents), crossing patterns and the most dire needs, administrative hurdles in obtaining services and the Government of Ukraine's obligation and commitments to

protect its citizens (e.g. helping GoU to address the issues raised through humanitarian advocacy).

Annual Reporting (identified in paragraph VII of the Grant Arrangement)

To meet its obligations under Paragraph VII of the Grant Arrangement, UNDP will provide GAC with an annual results-based narrative report.