

PROJECT DOCUMENT

Project Title: Strengthening national and local capacities for effective delivery of security, justice and reintegration services in conflict-affected areas of Ukraine

Project Number:

Implementing Partner:

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Brief Description

In the period since its independence, Ukraine has been characterised by weak rule of law, deep-seated corruption and regular violations of human rights that led to major social, political and economic upheavals. Since 2014 Ukraine has gone through the most difficult period in its 27 years of independence, and Ukrainians have experienced revolution, political transformation, war, internal displacement, and economic collapse.

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

These events have generated further challenges to an already weak rule of law, while creating the space for serious violations of norms of international human rights and humanitarian law and a lack of security in conflict-affected areas. There have been over 34,000 conflict-related casualties along the contact line, including at least 2,500 civilians. Regional and local governance institutions face significant challenges in providing security for communities and in resolving and transforming conflicts, thereby increasing the likelihood of peace in the longer term.

Although UNDP has had a number of interventions aimed at addressing the security and peacebuilding challenges in eastern Ukraine, development challenges remain. Citizens living in those conflict affected areas and in particular close to the contact line have the need and the right:

- To have effective mechanisms for transforming and resolving conflicts: these mechanisms can range from those that generate early warning, to alternative mechanisms as well as those that bolster citizens' initiatives and official institutions.
- To feel secure in their community: this implies that relevant conflict-sensitive *law enforcement and security services* are in place at local level and are delivered effectively and efficiently.
- To be more engaged in creating a secure, peaceful and stable community: this implies that citizens play a key role in enhancing security in their communities, through increased participation and improved communication with law enforcement agencies.

This Project will address these issues and thereby promote peace and stability in eastern Ukraine. It will bolster institutions and mechanisms that promote community security and resolve conflicts most relevant to the region's conflict-affected population. This will help to restore stability and increase social cohesion.

The Project will focus on two principal areas. The first is strengthening personal and community security through greater engagement by citizens and institutions in conflict-affected areas. This will entail supporting local authorities and local citizen initiatives, such as Community Security Working Groups, in their efforts to define key security issues and tackle them jointly.

The second area the Project will focus on is to improve mechanisms for conflict transformation through the provision of effective and innovative services. The Project will support efforts to create effective early warning mechanisms, while also assisting resolving local conflicts. The Project will also look to support other innovative services, including legal and administrative support to persons seeking compensation or remedy for damaged property during the armed conflict, and monitoring of court proceedings resulting from the armed conflict.

The Project will last for three years and will form a part of the multi-donor, UNDP-led, area-based Recovery and Peace-Building Programme, which is designed to respond to and mitigate the causes and effects of the conflict in the east of Ukraine by restoring infrastructure and social services; supporting the reform of decentralisation; promoting economic recovery; and strengthening social resilience and peacebuilding.

Contributing Outcome (UNDAF/CPD, RPD or GPD): Indicative Output(s) with gender marker ² :	Total resources required:	5,000,000 USD	
	Total resources allocated:	5,000,000 USD	
		UNDP TRAC:	
		Donor:	5,000,000 USD
		Government:	
		In-Kind:	
	Unfunded:		

Agreed by (signatures)¹:

Government	UNDP	Implementing Partner
Print Name:	Print Name:	Print Name:
Date:	Date:	Date:

¹ Note: Adjust signatures as needed

² The Gender Marker measures how much a project invests in gender equality and women's empowerment. Select one for each output: GEN3 (Gender equality as a principle objective); GEN2 (Gender equality as a significant objective); GEN1 (Limited contribution to gender equality); GEN0 (No contribution to gender quality)

ACRONYMS

ATC	Amalgamated territorial community
CAB	Citizens' Advisory Bureau
CBA	Community based approach (to local development)
CPD	Country Programme Document
CSO	Civil society organisation
CSS	Centre for Safety and Security
CSWG	Community Security Working Group
DDR	Disarmament, Demobilisation, and Reintegration
EECP	Entry-Exit Check Points
ERW	Explosive Remnant of War
EU	European Union
EUAM	European Union Advisory Mission
FAO	Food and Agriculture Organisation
GCA	Government controlled areas
GoU	Government of Ukraine
HRBA	Human rights-based approach
IDP	Internally displaced person
LSGB	Local self-government body
MoI	Ministry of Interior Affairs
MSME	Micro, Small and Medium Enterprise
NGCA	Non-Government controlled areas
OSCE	Organisation for Security and Cooperation in Europe
PC	Public Council
RPA	Recovery and Peacebuilding Assessment
RPP	(UNDP) Recovery and Peacebuilding Programme
SDG	Sustainable Development Goal
SGBV	Sexual and Gender-Based Violence
SSC	Safety and Security Centre
TRAC	Targets for resource assignments from the core
TsNAP	Centre for Administrative Services (transliteration of ІІНАП)
U-LEAD	Ukraine – Local Empowerment, Accountability and Development Programme
UCIB	Ukraine Confidence Building Initiative
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNET	United Nations Eastern Team
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNPF	United Nations Partnership Framework
USAID	United States Agency for International Development
USE	United Nations Social Cohesion and Reconciliation Index – SCORE for eastern
Ukraine	
UXO	Unexploded Ordnance

I. SITUATION ANALYSIS AND DEVELOPMENT CHALLENGE

In the period since its independence, Ukraine has been characterised by weak rule of law, deep-seated corruption and regular violations of human rights that led to major social, political and economic upheavals. Since 2014 Ukraine has gone through the most difficult period in its 27 years of independence, and Ukrainians have experienced revolution, political transformation, war, internal displacement, and economic collapse.

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

These events have generated further challenges to an already weak rule of law, while creating the space for serious violations of norms of international human rights and humanitarian law and a lack of security in conflict-affected areas.

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

The conflict has had significant human, social, economic and environmental impacts in Donetsk and Luhansk oblasts, including on their local governance systems. According to UNHCR data,² between 14 April 2014 and 15 August 2017, there have been a total of 34,766 conflict related casualties along the contact line (civilians, Ukrainian armed forces and members of armed groups). A total of 2,505 civilians were killed (among which 838 women and 137 children) and around 9,000 injured, over the period. Over 1,600 casualties have been recorded as a result of landmines and other explosive remnants of war since 2014.

At the same time, the conflict has had profound consequences on other regions of Ukraine and on the country as a whole. Around 1.7 million people have moved out of the conflict zone into GCAs and other regions of Ukraine (according to the Ministry of Social Policy, as of 25.01.2018, 1,492,970 people were registered as internally displaced), with 0.8 to 1 million residing permanently in the Government Controlled Areas (GCA) of Donetsk and Luhansk oblasts. According to UNHCR,³ more than 425,000 people moved to Russia between 2014 and the end of 2016. Since then, a number have returned to NGCAs. An estimated two thirds of internally displaced persons (IDPs) are women and children. Other residents have moved back and forth from the Non-Government Controlled Areas (NGCA) with increasing crossings of the contact line (according to UNOCHA,⁴ as at end 2017, just under one million crossings on average were taking place each month through the checkpoints in the east). The crossing checking procedures are protracted and put a strain in particular on the elderly, persons with disabilities and other vulnerable persons, who are exposed for protracted periods to very high summer or low winter temperatures, degrading physical conditions, inadequate sanitary conditions, and serious security risks due to the ongoing shelling and presence of mines, explosive remnants of war (ERWs) and unexploded ordnance (UXO) near the checkpoints. Additional control measures at 'internal' checkpoints operated by the National Police of Ukraine, targeting residents of territory controlled by armed groups, further restrict freedom of movement. These restrictions also isolate residents in villages

² UNHCR, 'Operational Update of August 2018', <https://reliefweb.int/sites/reliefweb.int/files/resources/2018-08-UNHCR-UKRAINE-Operational-Update-FINAL-ENG.pdf>, accessed 21 October 2018.

³ See n 1.

⁴ UNOCHA '2018 Humanitarian Needs Overview', https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/ukraine_humanitarian_needs_overview_2018_en_1.pdf, accessed 21 October 2018.

located close to the contact line, cut off their access to basic goods, services, such as markets, education and healthcare facilities, and make them dependent on humanitarian aid.

The conflict has also significantly affected the regional economy. Since the beginning of the conflict in 2014, production has fallen, investment has plummeted, and workforces have shrunk across the country's five eastern oblasts (Donetsk, Luhansk, Kharkiv, Zaporizhia and Dnipropetrovsk oblasts). Employment security has been severely compromised, having particularly affected IDPs: according to the government's National Monitoring System Report on the situation of internally displaced persons published in September 2017, the share of employed IDPs in June 2016 had plummeted to 35%, (compared to 62% before displacement), reaching 49% in September 2017 and 48% in March 2018.

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

a) In February 2015, **civil–military administrations were** created by the President of Ukraine in territories where a locally elected government (such as that of a municipality, council, or rural council) cannot exercise, or withdrew from the implementation of their constitutionally guaranteed powers. These administrations exercise their authority until the day when new local government units are elected. There are 6 civil-military administrations in Donetsk oblast: 1 at regional level (located in Kramatorsk), 2 at raion level (Volnovakha and Marinka raions), in 2 cities of regional importance (Avdiivka and Vuhledar) and 1 town of raion importance (Krasnohorivka). In Luhansk oblast: 1 at regional level (located in Severodonetsk), 3 at raion level (Novoaidar, Popasna and Stanitsia-Luhanska) and 10 at villages or settlements level;

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

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

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

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

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

- Describes the purpose of state policy to restore constitutional order and protect the rights and freedoms of individuals, and states the necessity to take comprehensive measures to ensure national security and defence
- Highlights the restoration of humanitarian and cultural ties with people living in the occupied areas. It also suggests the provision of humanitarian and legal assistance and access to the Ukrainian media.

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

I.2. Community security, rule of law and access to justice

I.2.1. Security and rule of law

A survey conducted by UNDP in 2018 in the GCA of Donetsk and Luhansk oblasts as well as in Zhytomyr oblast (Security and justice in Ukraine – Perspectives from Communities in Three Oblasts) indicates that the main causes of insecurity in conflict-affected areas have evolved and are now more related to people's livelihoods than to violent crimes. The only exception is the areas immediately adjacent to the contact line, where people felt almost twice more insecure than people in other areas. Major security problems such as unemployment and poverty, corruption, drug abuse, alcoholism, lack of after-school activities for youth, and environmental pollution are prevailing in urban areas. In rural communities, causes of insecurity are linked to failing infrastructures, such as, for instance, the absence of street lighting or absence of regular and reliable commuting services. Issues more immediately related to the conflict, such as mines, shelling, and conflict related trauma are still prevalent, in particular among the population living within 20 km of the contact line. Generally, tensions between IDPs and host communities are perceived as less important.

Among the population living further away from the contact line, petty theft, followed by house burglary are seen as the most common crimes or disputes. Yet, such cases are often turned away by the justice system which does not consider them as criminal offenses. For people living within 20 km of the contact line, the most pressing needs are also, generally, not conflict-related, although the conflict may have a catalyzing or aggravating effect on for, example alcoholism, poverty and unemployment. Moreover, as was mentioned above, the effects of the armed conflict are also felt by the population in regions beyond the two most directly affected (Donetsk and Luhansk) are uncharted. Although they are not directly impacted by armed combat and do not suffer from security threats such as shelling and unexploded ordinances, regions beyond Donetsk and Luhansk have also been tremendously affected by the armed conflict. An impact is felt in areas that soldiers are recruited from; this impact is heightened upon their return from the combat zone, as anecdotal evidence shows they have difficulties in accessing services, supporting themselves and otherwise resuming their lives. This takes a toll not just on them, but also on their families, who are left to cope with attendant issues. This is particularly true of women, including spouses and other relatives, that may be at a particular risk of domestic violence.

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

I.2.2. Access to justice

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

While most citizens are dependent on the formal justice system to resolve legal problems, alternative dispute resolution mechanisms (such as mediation, conciliation, arbitration) seem to exist, and are occasionally used. Despite many problems in the justice system most people prefer to

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

I.2.3. Reforms related to justice, law enforcement and security

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

The law on the National Police entered into force on 7 November 2015 and ushered in police reform. The new structure, placed under the Minister of Internal Affairs, is composed of Criminal Police, Patrol Police present in 33 cities, Police Security, Special Police Units. With this new law, the government intends to tackle corruption within the police force, incorporate principles of community policing, employ a greater number of women into the police force and improve public perceptions. The Patrol Police operates in the city centres and is accountable directly to the HQ in Kyiv and not to the regional head of police. Unlike their regional colleagues who are responsible for policing outside of the city centres, the Patrol Police is well resourced, its officers are trained, and they are well paid to dissuade them from corrupt practices. Since 2015, the EUAM has begun training the Patrol Police in community policing techniques, introducing officers to the concepts of community policing and then training them up to be trainers to their colleagues.

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

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

I.2.4 Disarmament, Demobilisation, and Reintegration

The Disarmament, Demobilisation, and Reintegration (DDR) process is a key contributor to security and stability in post-conflict environments.⁵ DDR is used as shorthand for a range of actions with political, military, security, humanitarian and socio-economic dimensions. Its principal goal is to reintegrate ex-combatants into society in a post-conflict environment and to address the security challenge that arises from this process. This is made difficult by the fact that ex-combatants and their families are frequently left without livelihoods or support networks during the difficult transition from conflict to peace. In order to address this issue, DDR is a process that seeks to comprehensively disarm ex-combatants, and prepare them for civilian life by providing them with psychosocial support and economic opportunities, where possible, allowing them to become stakeholders in the peace process.⁶

Some stakeholders have argued that it is too early to commence with the DDR process in Ukraine as the hostilities are ongoing. Indeed, in the context of the ongoing armed conflict, it is probably impossible to address disarmament and demobilisation. Nonetheless, there are ex-combatants across Ukraine that need support in their efforts to reintegrate into society. This is particularly true of areas outside eastern Ukraine (outside Donetsk and Luhansk oblasts), as the preponderance of combatants are to be found in other parts of Ukraine. According to the information provided to UNDP by the State Service of Ukraine on Issues of War Veterans and ATO participants the highest number of ex-combatants and persons that have been left disabled as a result of the armed conflict are to be found in the Dnipropetrovsk, Lviv and Zhytomyr oblasts. This influx of former combatants, some of whom have been left without livelihoods and support networks, creates a raft of issues for the stability of these oblasts, as they are possibly importing insecurity upon their returns to their communities.

However, programmatic interventions have made little attempt to address issues facing ex-combatants or the attendant security concerns, particularly at the local level. Namely, there has been tentative dialogue held to explore the possibility of DDR by the likes of the Institute for Peace and Common Ground and the Institute of World Policy. Both generated recommendations that more should be done on DDR. The former recommended a variety of measures, ranging from the creation of a national DDR committee to the provision of psychosocial counselling.⁷ These initiatives have, however, been isolated and have had little follow-up to date.

In November 2018, the Government of Ukraine established the Ministry of Veterans Affairs. This is an important step in providing an institutional framework to address the issues facing former combatants. However, previous experiences, indicate that the Ministry could take a long time to establish and operationalise, while thousands more ex-combatants return to their communities through formal or informal processes, further compounding the problem.

I.3 Key development challenges

The above-mentioned strategic reform plans and legislative measures introduced at the national level since 2014 are aimed at security and justice sector reform, combating corruption, the decentralization of local government, and the introduction of community policing approaches. At the regional level, the response of UNDP and its partners in government and civil society in eastern Ukraine has been focusing on recovery, rehabilitation and peacebuilding needs that have arisen as a result of the armed conflict in the region. The most pressing of these included: (i) restoring critical infrastructure and social services; (ii) promoting economic recovery; and (iii) strengthening social resilience, peacebuilding, and community security.

⁵ “Foreword,” Integrated Disarmament, Demobilization and Reintegration Standards, <http://unddr.org/uploads/documents/IDDRS%20Foreword%20and%20Acknowledgements.pdf>, last accessed on 18 October 2018.

⁶ Quoted from “Briefing Note to Senior Managers on the Integrated Disarmament, Demobilization, Reintegration Standards”, Inter-Agency Working Group on DDR, <http://unddr.org/uploads/documents/SMN-FINAL.pdf>

⁷ Institute for Peace and Common Ground, Swedish Peace and Arbitration Society, ‘Recommendations for Ukraine on Disarmament, Demobilization and Reintegration (DDR)’, http://old.svenskafreds.se/sites/default/files/ddr_recommendations_for_ukraine_0.pdf, last accessed 19 October 2018.

UNDP's approach to addressing the third need has focused on two areas: strengthening personal and community security in conflict-affected areas and increasing community justice through capable institutions and effective access to justice. Through its Rule of Law and Community Justice for Conflict-Affected Areas in Ukraine project, funded by the Kingdom of the Netherlands, it has launched a number of initiatives to further advance these two areas, including but not limited to the most prominent – the establishment of 24 Local Development Forums with Community Security Working Groups (CSWGs). The purpose of these mechanisms is to provide citizens with a voice on a variety of public topics as well as to bolster social cohesion and citizen participation. The CSWGs have been fully institutionalised by the respective local administrations through the adoption of decrees or other similar legal instruments to this effect. UNDP has also implemented other initiatives to improve community security, such as training over three hundred police officers in community policing. In addition, UNDP has helped to improve community justice by supporting the opening of mobile legal aid cells at two entry/exit checkpoints (EECPs) in Donetsk oblast.

While these efforts have produced successes, there is still a tremendous amount of need for strengthened peacebuilding, personal and community security and justice in eastern Ukraine. UNDP's research shows that the armed conflict has created a raft of new security issues.⁸ These include lower-profile issues, such as feeling unsafe outside after dark and the presence of stray dogs, that concern considerably more citizens than higher-profile incidents such as shelling, the explosion of mines, and so on.

At the same time, the research (a survey of 3900 individuals aged 16 and over interviewed in the period between February and May 2018 in government-controlled Donetsk and Luhansk oblasts, and in Zhytomyr oblast) shows that groups including women, residents of communities in close proximity to the contact line, former combatants and others have security issues that are of particular concern to them. For instance, women are particularly afraid of being outside after dark,⁹ while over two in five respondents believe that the trauma caused by the conflict is a pressing security issue.¹⁰ The residents of communities in close proximity to the contact line are likelier to feel that 'hard' security issues, such as shelling and the presence of mines, are an issue.

The research shows that there has been a significant upturn in the percentage of those that they "got justice" from their legal disputes since 2017. Yet, there are serious issues in accessing justice that remain unresolved for many citizens. Namely, the economic status of respondents, age and education are still key determinants of how much faith respondents have in accessing justice – the poorer, older, and less educated a person is, the less likely they are to believe that they will get justice. Women are far less likely to be able to afford a lawyer than men are, while the police, prosecution and the courts are seen as lacking in integrity and efficiency.

This shows that many gaps remain in building peace, security and justice in eastern Ukraine. Women and those of modest socio-economic backgrounds have additional obstacles to feeling secure and accessing justice that should be addressed. Also, as the conflict is extended, there are few effective early warning mechanisms to help the government and other stakeholders chart its course and develop appropriate responses. It is therefore of paramount importance to design and introduce such early warning mechanisms, that help flag developments such as criminalisation and radicalisation.

In addition to flagging conflicts, it is also important to develop further tools such as mediation for resolving conflicts, fostering dialogue and strengthening social cohesion within and between communities. These tools should be complementary to the justice system, utilising individuals and institutions, such as local administration bodies, that have been shown to enjoy trust among the population.

⁸ Security and Justice in Ukraine: Perspectives from three Oblasts (2018) (forthcoming)

⁹ 38.2% of women and 63.4% of men report feeling unsafe after dark, Security and Justice in Ukraine: Perspectives from three Oblasts (2018).

¹⁰ 42.8% of those surveyed believe trauma caused by the conflict is either a major or a minor issue in their community, Security and Justice in Ukraine: Perspectives from three Oblasts (2018).

Another gap in this regard is the role of the media in peacebuilding and promoting security and justice in the region. UNDP interventions to date have been focused on local institutions and counterparts, but research has shown that newspapers, Ukrainian television and the internet are an effective way to influence the population. Little attention in this respect has been paid to the youth and their patterns of influencing and changing opinions through less traditional sources, such as social media. The role of development organisations has, in this respect, mostly been reactive, but the extended nature of the conflict requires that they work with civil society and the population, including the youth, to identify and develop narratives that can challenge the dominant narratives about the conflict that help to stoke division.

Thus, despite UNDP's interventions to date, **development challenges remain**. In the difficult conflict context described above, the **key development challenges** that the Project seeks to address are those that constrain or limit stabilisation in the two regions, as well as their overall longer-term development. In particular, insecurity and the weakness of mechanisms for conflict transformation are on-going problems that need to be addressed. **Without effective institutions to create security and mechanisms to settle conflicts, promote the rule of law and in full respect of human rights**, the roots of conflict and social instability will remain, and efforts to pursue political stabilization will be undermined.

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

- **To feel secure in their community:** this implies that relevant conflict-sensitive *law enforcement and security services* are in place at local level and are delivered effectively and efficiently.
- **To be more engaged in creating a secure, peaceful and stable community:** this implies that citizens play a key role in enhancing security in their communities, through increased participation and improved communication with law enforcement agencies.
- **To have effective mechanisms for transforming and resolving conflicts:** these mechanisms can range from those that generate early warning, to alternative mechanisms such as mediation.

The Project will therefore address four sets of key issues of citizens (most of these will be tackled in Donetsk and Luhansk oblasts, where the conflict has had the most significant impact; however, some will also be tackled in other oblasts across Ukraine, including Zhytomyr, where UNDP previously intervened):

- a. **Insufficient personal and community security.** Research conducted by UNDP in the course of its surveys has shown that citizens have numerous concerns regarding their security. These range from the most serious crimes, such as murder, rape, and assault, to street crime, property crimes, such as theft, and sexual- and gender-based violence. In particular:
 - Although residents of Donetsk, Luhansk and Zhytomyr oblasts generally feel safe at home, the environment in which the respondents feel by far the most insecure is outside after dark. In that instance, just under half of those surveyed feel safe.
 - Women have stronger feelings of insecurity and greater concerns than men, particularly when it comes to feeling insecure after night falls. This is most notable outside, as 63.4% of men stated they feel safe walking in their communities at night, while only 38.2% of women said they felt safe this environment.
 - Residents of areas in close proximity to the contact line have stronger concerns about hard security issues, such as the presence of mines and shelling (especially in the Luhansk oblast) and about crime (principally in the Donetsk oblast). For instance, those living close to the contact line in Luhansk oblast are between three and four times as likely to believe that unexploded ordnances and mines are an issue in the community as residents living further afield.

- b. **Weak mechanisms for conflict transformation.** There is currently a deficit of effective mechanisms for peacebuilding and resolving and transforming conflicts. While courts and the formal justice system have received support from donors and other partners, less attention has been paid to supplementary mechanisms for conflict transformation. In particular:
- Ukraine and the regions lack effective early warning mechanisms. UNDP has piloted initial attempts and has collected and analysed this data; these efforts have to be broadened and systematised to support UNDP and the authorities in formulating conflict prevention activities.
 - There is a lack of reliable and trusted mediation mechanisms to help resolve ongoing conflicts. Such mechanisms could engage trusted persons and representatives of institutions to resolve local issues, including conflicts that have particular implications for community security.
- c. **Linked to both of these issues is the issue of weak citizens' engagement in the security and stability of conflict-affected areas of the two oblasts.** As has been shown by previous UNDP efforts, this challenge is closely interwoven with a lack of meaningful citizen participation in determining the key security issues to be tackled in the community. In particular:
- Despite UNDP's efforts to bolster citizens' participation by setting up CSWGs in Donetsk, Luhansk and Zhytomyr oblasts, citizens' participation is not yet as evolved in these oblasts (and even less so in other regions of Ukraine) as it should be to create a meaningful dialogue in communities and with institutions about security needs and how to address them;
 - Although incipient attempts have been made, further efforts need to be made to broaden and deepen the application of community policing. Police have been trained but community policing is not yet widespread and ingrained in police practices in the region.
 - Citizens' awareness of security mechanisms and their role in raising and resolving security issues is not sufficiently evolved. UNDP research has demonstrated that the awareness of citizens in general, and groups like youth in particular, could be raised with regard to legal awareness, the way institutions function, how to handle security risks, and so on.
- d. The issue of **absence or low quality of services that should be delivered at local level:**
- Because of low citizens' engagement in local development decisions, the relevance and effectiveness of services delivered to communities in the conflict-affected oblasts are still under-developed. Evidence on the ground shows that services provided to the population are not client-oriented and inclusive, i.e. are difficult to access and are poorly reflecting the needs of all population groups in a conflict context.
 - Despite legal requirements imposed on local authorities and the police to hold regular meetings with communities on security issues and security services, there is still a general lack of cooperation between these institutions and citizens. Interactions between the police and citizens are crucial for the development of relevant conflict sensitive solutions to ensure security. On the other hand, access to justice at local level, in particular in territorial communities along the contact line, is limited by a lack of information on where and how to obtain free legal aid and by insufficiently developed alternative dispute resolution mechanisms at local level (such a mediation, conciliation and arbitration) which would address, in a more effective manner, the particular issues of citizens directly affected by the conflict (populations living in rural areas and along the contact line).

In addressing this third development challenge, the Project will thus focus particularly on service

design and provision issues **relating to community security, citizen engagement and peacebuilding**, by developing skills and competences of citizens, and of service providers to meet the needs of their “clients” in a conflict and gender sensitive manner.

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

II. STRATEGY

The Project aims to improve personal and community security and to strengthen peacebuilding mechanisms in eastern Ukraine and in select oblasts in the remainder of the country, thus restoring social cohesion in these areas and bolstering their longer-term development. Achieving these aims requires **a) greater engagement of citizens in the development of their communities generally, and in tackling outstanding security issues specifically; and b) the strengthened capacity of security institutions; along with c) the development of innovative mechanisms to transform and resolve conflicts in communities.**

II.1 Theory of change

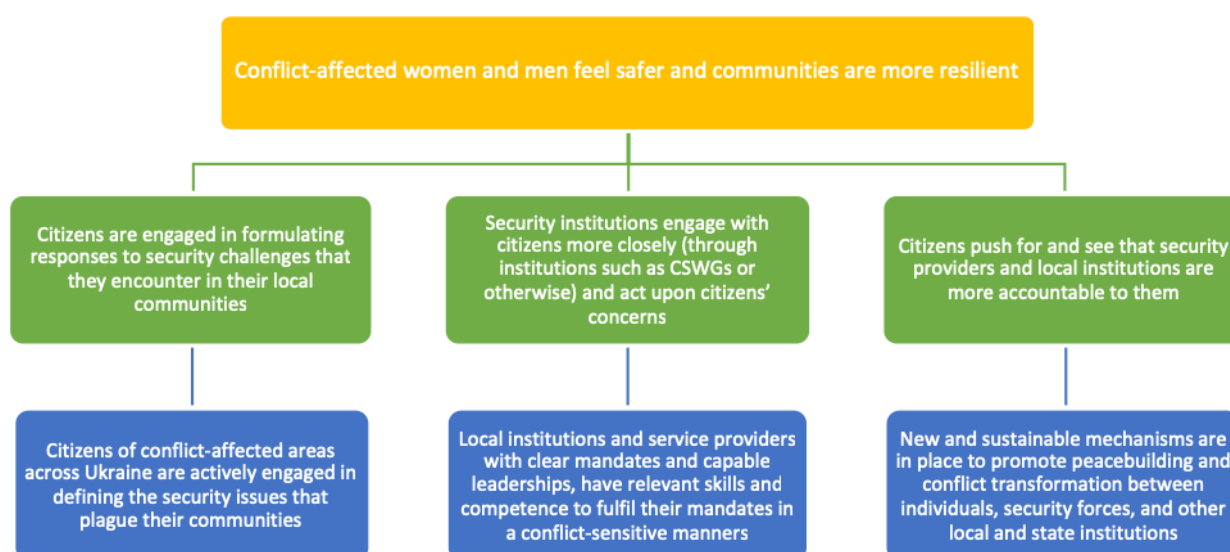
The **theory of change** underpinning the Project, presented in the diagram below, argues that

If citizens are engaged in formulating responses to security challenges that they encounter in their local communities,

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

and if new and sustainable mechanisms are in place to promote peacebuilding and conflict transformation between individuals, security forces, and other local and state institutions,

then the security and stability of communities and citizens in conflict-affected areas will improve and the underlying causes and consequences of the conflict in eastern Ukraine would be addressed.



Therefore, when the citizens of conflict-affected areas across Ukraine become actively engaged in defining the security issues that plague their communities, when security institutions engage with citizens more closely (through institutions such as CSWGs or otherwise) and begin to act upon citizens' concerns, when peacebuilding mechanisms are created or bolstered to help citizens resolve their conflicts at a local level, and when citizens push for and see that security providers and local institutions become more accountable to them, then these citizens start feeling safer and communities more stable. This feeling of safety not only leads to a higher level of trust in public institutions but, combined with increased civic activism, also leads to improved social cohesion.

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

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

- The Ukrainian Government remains committed to the undertaken obligations under international law, including treaties and conventions as well as political commitments;
- Institutions charged with providing security continue to adhere to their strategies that call for greater citizen engagement and closer contact with communities through methods such as community policing;
- There is a strong political commitment at the highest levels in government for recovery efforts in eastern Ukraine and the increasing stability and adhering to the rule of law are key priorities;
- There is space to deepen peacebuilding efforts at the local level through engagement with key actors in the form of mechanisms such as early warning systems and mediation;
- Citizens' engagement takes place and is sustained throughout time.
- The effects of the conflict are not constrained merely to Donetsk and Luhansk as the most directly affected oblasts but are also felt in regions across Ukraine in indirect ways, such as through the potential difficulties facing returning combatants, and the ways that their attitudes and experiences shape their communities.

II.2. Approach to Project implementation

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

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

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

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

regions and is consistent with the SDGs, in particular SDG 16 (Peace, Justice and Strong institutions).

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

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

Component 1: Economic Recovery and Restoration of Critical Infrastructure

Component 2: Local Governance and Decentralization Reform

Component 3: Community Security and Social Cohesion.

The Programme, which operates on the basis of a pooled funding arrangement, follows a multi-sectoral programme-based approach and is implemented using an area-based methodology. With the current project, it is a unifying interventions framework for 16 projects funded by 10 international partners with a total funding amounting to **\$ 55 million**.

II.2.2. Project Implementation

The Project will support efforts to create security, stability and peace in eastern Ukraine and in select other parts of the country. It will cooperate closely with local institutions, including law enforcement and other institutions mandated with ensuring the safety and well-being of local citizens (such as emergency services). The project will support these institutions not only in building their capacities to deliver services but also in reaching out to the communities they are serving and in planning and monitoring service provision in a participatory and conflict-sensitive manner as well as in being accountable to service users. In addition, the Project will support the establishment of new or underutilised mechanisms for resolving conflicts, such as mediation, early warning mechanisms and others.

In parallel, the Project will stimulate local communities' members to take part more actively in engaging with security institutions and others charged with ensuring their safety. In this respect, UNDP has already established good practice through the functioning of CSWGs, and this practice will be expanded upon taking into account the lessons learned since they were initially set up in some of the communities in Donetsk, Luhansk and Zhytomyr oblasts. It will address knowledge gaps of citizens in relation to the respective roles of security institutions in the course of functioning of CSWGs, where they will continue with the practice of designing and implementing relevant community initiatives. This experience will not only enhance community members' skills and competence, it will also promote dialogue with other key stakeholders and will lead to enhanced social cohesion. Dialogue platforms for local bodies, service providers and citizens' groups and CSOs are crucial in this context, which serve not only to discuss and resolve specific territorial development challenges, but, more broadly, to stimulate the completion of the decentralisation process in the region.

In line with the overall approach of the RPP, the Project will be using an **area-based methodology** to carry out its activities. This methodology is the most relevant and suitable for this Project as it targets specific territories in Ukraine (the government-controlled areas of Donetsk and Luhansk oblasts, neighbouring the non-government controlled areas of these regions, as well as Dnipro and Zhytomyr oblasts characterised by a particularly complex conflict-related development problem, which will be tackled through a comprehensive and complementary set of interventions based on an integrated, inclusive, participatory and flexible approach. The Project will intervene in a number of territorial communities, (cities, towns and villages), amalgamated (ATC) or not yet amalgamated, across the two oblasts. These will include locations where UNDP was previously active in setting up CSWGs and providing support to community safety, as well as other areas; however, a specific

approach for selection of the location for each key area of support will be identified during initiation phase of the project and agreed with the donor.

The project's predominant focus will appropriately remain on improving the security and stability of the Donetsk and Luhansk oblasts, as they have been impacted most heavily by the armed combat. The bulk of the services delivered by the preceding project has been delivered in these oblasts, as UNDP has supported the creation and functioning of CSWGs, free legal aid, and other mechanisms for stabilisation and enhanced community security.

However, it should be noted there is a need to deal with the wider security threats posed by the fallout from the conflict and its attendant effects. As was noted above, the return of combatants to oblasts across Ukraine, such as Dnipro and Zhytomyr, raises a number of issues. Accordingly, the Project will direct some of its assistance to these two oblasts in addition to areas that it is focused on (Donetsk and Luhansk oblasts).

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

The fluid nature of armed conflicts, including the one in Ukraine, will require that the Project should maintain its analytical approach throughout its duration. Accordingly, the Project will carry out **conflict-sensitivity analysis** at the outset of the project, and periodically update it. The conflict analysis will be conducted in accordance with established practice, which has been codified in a number of tools.¹¹

As practiced by UNDP elsewhere, the conflict analysis will be carried out in some variation of seven commonly recognised steps. These include:

1. Information validation: acquiring feedback and validation for primary (and, eventually, secondary) research conducted in the course of the conflict analysis. The conflict analysis should ensure through scrupulous triangulation (insofar as possible), that the data it generates is validated and that it stands up to scrutiny.
2. Situation analysis: the situation analysis is the introductory point into the conflict analysis process; it is a 'snapshot' of the context of the conflict. This can be broken down into an analysis of the political, social, economic and socio-cultural context, the emergent political, economic, ecological and social issues, the particular areas affected by the conflict (which in the case of this project encompasses the Donetsk and Luhansk regions), as well as the history of conflict.
3. Factor assessment: this step identifies **conflict and peace factors that are "associated with deeply-rooted issues that underlie the dynamics of conflict and peace, as well as latent conflict or manifestations of conflict in the form of root factors, proximate factors, and triggers."**¹² This element includes an overview of the structural causes of the conflict, the proximate causes of conflict, and the triggers that can contribute to the conflict's escalation.
4. Stakeholder analysis: **it seeks to identify and analyse the key actors that influence or are influenced by the conflict.** This question requires the analysts to provide information on the main actors of the conflict, their main interests, goals, positions, capacities and relationships, the institutional capacities for peace, and actors that may be potential spoilers.

¹¹ For more, please see 'How to Guide to Conflict Sensitivity', <http://www.conflictsensitivity.org/how-to-guide/>, last accessed 15 January 2019, 'Conducting an Conflict and Development Analysis', https://undg.org/wp-content/uploads/2016/10/UNDP_CDA-Report_v1.3-final-opt-low.pdf, last accessed 15 January 2019, and 'Conflict Analysis Practice Note', <https://undg.org/wp-content/uploads/2016/10/Conflict-Analysis-Practice-Note-13-May-2016-Version.pdf>, last accessed 15 January 2019.

¹² Ibid, 'Conducting a Conflict and Development Analysis', p.52.

5. Conflict dynamics: they provide insights into the relationship among situation, factor and stakeholder analyses, allowing us to understand the processes that govern the conflict. This includes the current conflict trends and identifying the windows of opportunity for peace
6. Building scenarios: this step includes a development of various (best-case to worst-case) scenarios.
7. Developing a final report.

The conflict analysis will, in line with the aforementioned, previously developed, precepts and practice, be carried out in line with certain key principles. It will be participatory, collaborative and inclusive, will seek to do no harm, and will be balanced.

The analysis will be carried out in the early phases of the project by project staff with the assistance of experts. The activities required to carry out a conflict analysis will include:

- Qualitative research: this will include including interviews with stakeholders and experts on the conflict, focus groups with relevant actors, and desk research and the review of key documents. The research will be carried out in accordance with the precepts of qualitative research, and will thus aim to be verifiable and, to the extent possible with qualitative studies, replicable.
- The drafting of a report, which will aim to answer the above-mentioned questions, such as: what is the profile of the conflict, what are its causes, who are the key actors, and what are the conflict dynamics.
- Validation sessions: upon the completion of the first draft of report, its drafters (and researchers) will reach out to key interviewees and resources in an attempt to validate the findings of the report. Due to the sensitivity of the research conducted, these will be carried out with a selected group of participants and may take the form of very small groups rather than larger forums for debate.

In addition, the project will integrate conflict-sensitivity throughout the programme cycle (at the outset, in the implementation, and in the monitoring and evaluation). These are not separate activities in the context of the project document but are rather tasks that the project team will undertake in the course of their employment as part of their terms of reference. The conflict analysis will be updated at least once (at the mid-point) of the project, which may cause the project team to demand changes to the project's design or implementation.

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

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

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

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

in conflict-affected areas, increasing the capacity of justice institutions for efficient, effective and transparent service delivery, improving access to security services for people in conflict-affected areas, including IDPs.

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

From the RPP experience on the ground and results achieved, the **key lessons learnt**¹³ include:

- Successful models, processes and examples are important to inform policy-making and replication: such replication process should integrate a necessary adjustment of the outputs to fit the needs of a different set of stakeholders. What may apply to one territorial community may not be relevant or fully apply to another;
- The participation of a wide range of local stakeholders is extremely important for building confidence, and enhancing security, in conflict-affected communities. The participatory nature of the activities carried out by the programme, including the establishment of CSWGs and training seminars on security offered to law enforcement agencies together with citizens, have fostered dialogue at the local level and have helped to promote social cohesion and security;
- These successful models, processes and examples should be fully documented for replication purposes, not only in other oblasts of Ukraine, but also in NGCAs, when those areas return under the control of the GoU. There is evidence of demand for good practices from the population along the contact line and people crossing over from NGCA to receive services;
- The pressing need for legal aid and access to justice among persons in conflict-affected areas will necessitate the introduction of more innovative solutions, similar to those of the Mobile Legal Aid Cells established at the Novotroitske and Mariinka Entry-Exit Check Points (EECPs), the online platform for self-help or the integration of community policing service into TsNAPs;
- Communities that are amalgamated or in the process of amalgamation have appeared more motivated to participate actively in the RPP activities. Many of them had previously been involved in UNDP community development activities. Such a level of motivation and interest presents a real opportunity to involve them in the range of interventions and capacity building activities foreseen by this Project;
- People-to-people exchanges have proven useful so that individuals active in the interventions gain out-of-region exposure and experience. Moreover, it gives individuals exposure to other communities that have endured conflict or see that the situation could “get back to normal.” Structured, well-prepared and moderated visits to other regions in Ukraine seem to have been beneficial to changing attitudes and mindsets;
- The processes set in motion by the RPP require deeper attitudinal changes that go beyond capacity building. The nature of the previous command-based top-down political regime has left local actors passive and believing that the only way to address issues is by referring them to higher-level authorities. In this context, the RPP has expanded efforts (and will continue to do so) to try and foster a culture of responsibility and accountability, among civil society actors, local administrations and state institutions alike. Such a behavioral change can take place, facilitated by the RPP continued involvement with all of the above-mentioned actors in the field and in close alignment with similar efforts under way country-wide;

¹³ Mid-term evaluation report, Anthony Costanzo Business and Government Strategies International USA - October 21, 2017

- Activities that have involved building dialogue within local communities have proven helpful and have, to some extent, not only helped address security and social cohesion but also governance and economic issues. It is thus important to ensure the continuation of such dialogue facilitation;
- In general, there is opportunity for expanding related work (in particular in relation to strengthening dialogue, participation and feedback/control mechanisms) with local communities to strengthen civil society participation to enhance security and cohesion. Efforts should be extended along the contact line where most of such training and the addressing of issues are needed. Such a geographical targeting is addressed by the Project (cf. II.1).

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

- Adjust the Programme's activities in an evolutionary manner from crisis response and rehabilitation to reform and development with peace building as the overarching theme
- Move RPP activities close to the contact line to address the needs of those most impacted by the conflict
- Keep the Programme's flexible approach and an administrative system that is deliverable-oriented; concentrate the Programme's activities on pilots, building model processes and services, and provide examples for replication in the NGCA
- Minimize subsidies and develop/communicate clear exit strategies
- Further address amalgamation and decentralization needs and support processes
- Consolidate results achieved in public services and community support services (e.g. TsNAPs, CABs, LDFs, CSWGs)
- Continue to strengthen legal aid and judiciary reform
- Enhance inclusion of youth in component activities to make them part of the process of recovery, reform and development
- Continue training of and cooperation with police and emergency service providers

The Project will work towards addressing these recommendations.

II.4 Inter-project synergy and coherence

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

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

The Project will start at the time when the RPP Project "Rule of Law and Community Justice for Conflict-Affected Areas in Ukraine", funded by the Government of the Netherlands, will be phased out. While it will take full account of and capitalise on the results achieved, the Project will also ensure that its target groups are "pushed" to a higher level of development, and that the stabilisation paradigm predominates in other parts of Donetsk and Luhansk oblasts not previously covered by UNDP's community security initiatives.

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

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

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

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

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

The Project will also ensure good coordination and effective information exchange with **USAID** initiative:

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

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

III. RESULTS AND PARTNERSHIPS

III.1 Expected results

The Project's overall goal is to promote peace and stability in eastern Ukraine.

The key **intended outcome** of the Project is to bolster institutions and mechanisms that provide community security and justice and resolve conflicts most relevant to the region's conflict affected population, thereby increasing social cohesion.

The Project will contribute to the overall UNDAF Outcomes 3 and 4 via UNDP Recovery and Peacebuilding Programme, which include:

UNDAF OUTCOME 3: By 2022, women and men, girls and boys participate in decision-making and enjoy human rights, gender equality, effective, transparent and non-discriminatory public services.

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

The Project approach builds on the core principle of “leaving no one behind”. It is particularly focused on SDG 16 (Peace, Justice and Strong Institutions). SDGs detailed targets are provided in Section V - Results Framework.

The project will have 2 key outputs. These have been structured to reflect two critical considerations. The first consideration is to build on practices, lessons and successes of the previous UNDP Project “Rule of Law and Community Justice for Conflict-Affected Areas in Ukraine”, funded by the Government of the Netherlands project. An example are the CSWGs; UNDP will deepen its support for existing ones by strengthening them further and expanding their geographical coverage.

The second consideration will be to address the gaps noted over the course of the previous project and the shortcomings of the security sector institutions and peacebuilding processes. An example of such a gap is the lack of an effective early warning mechanism; in order to address it, UNDP will cooperate with its partner institutions and create new mechanisms to provide early warning of inter and intra-communal strife, criminalisation, and radicalisation.

Project target areas will include Donetsk, Luhansk, Dnipro and Zhytomyr oblasts. Donetsk and Luhansk oblasts are those directly located next to the contact line, and as such will receive the bulk of the assistance provided by this Project. Dnipro and Zhytomyr oblast have many military bases that have been the source of military mobilization for the East; it will also receive targeted assistance aimed at supporting locally driven initiatives. Moreover, the project will have relevant lessons and practices that might be replicated countrywide via national level, so having a location from the central Ukraine (but with many similar problems with community security, cohesion and reintegration), may help with controlled piloting and subsequent advocacy at the national level.

The sub-outputs and indicative activities of the project will be sequenced to address priorities in a balanced and mutually reinforcing manner. The Outputs and Sub-outputs are the following:

Output 1 – Strengthened mechanisms for conflict transformation through the provision of effective and innovative services

The project will aim to strengthen the conflict resolution and peacebuilding mechanisms at the national and local levels. It will build on the work done by UNDP to date in piloting early warning mechanisms at the local level and in collecting and analysing this data to support UNDP and the authorities in formulating conflict prevention activities. UNDP will also address the other end of the conflict transformation spectrum with a heightened focus on conflict resolution mechanisms. Namely, in addition to its work on bolstering the effectiveness of courts, thereby increasing stability and social cohesion, UNDP will also aim to foster community mediation to resolve local issues and resolve conflicts.

Some of the sub-outputs under output 1 (such as parts of outputs 1.2 and 1.3) are novel and are answers to problems that UNDP has encountered but has not yet addressed in the course of its previous work. The courses of action proposed under the outputs and activities contained herein are based on information accumulated intermittently, through conversations with stakeholders, field work. However, UNDP recognises that in these instances further research should be carried out in

order to set baselines and to further enrich the activities to be implemented. Consequently, the Project will feature an initial needs assessment of peacebuilding, community mediation and alternative dispute resolution mechanisms and their potential application in Ukraine (under output 1.2).

Output 1.1: Early warning mechanisms are enhanced

Activity 1.1.1: Strengthening the capacity of mechanisms that can be used to provide early warning for security and conflict-related issues. UNDP's experiences during the "Rule of Law and Community Justice" project have shown that there is a clear need for early warning mechanisms that would flag security-related concerns in their initial stages, so they can be tackled earlier and at less of a cost to society at large. UNDP has piloted Community Safety Networks, using them as grassroots-level initiatives intended to act as early warning mechanisms at the local level. In the course of this project, UNDP will further strengthen the Community Safety Networks by enhancing their capacities to generate reliable data. It will also seek to expand this initiative, while connecting these networks and collating the data they generate.

Activity 1.1.2: Promote lessons learned from the functioning of early warning mechanisms at the national level. The Project will collate and analyse the data gathered through the pilot early warning mechanisms. It will present it to government and possibly in broader fora, in order to help formulate a macro-level picture of threats to security reported by the Community Safety Networks and to encourage a wider societal dialogue on this topic. The project will support the building of such capacities in one or more government counterparts, preferably at the national level, as the usefulness of the data generated by these networks is expanded if it is aggregated and analysed beyond the regions where they will be located.

Output 1.2: Alternative conflict resolution mechanisms strengthened

The lessons-learned and research carried out in the course of UNDP's previous project have shown the strengths and weaknesses of CSWGs and other community initiatives for promoting security as a means of transforming the conflict in eastern Ukraine. For instance, CSWGs have notched successes in raising issues to law enforcement and local authorities, but that still leaves a gap in terms of addressing these issues between institutions and other important actors. Similarly, experiences accrued over the course of UNDP's previous project also showed the strengths and weaknesses of the justice system, such as its inaccessibility for vulnerable groups, including low income groups and women.

As a result, UNDP will focus its efforts on fostering and supporting mediation efforts. This approach draws upon the abilities of institutions or individuals that are possible brokers for building consensus and resolve conflict. UNDP has experience in other contexts in promoting community mediation to build community-level conflict management capacities and help local mediators resolve conflicts over issues such as land, and to mediate security arrangements in situations where armed units have been present on the ground.

Activity 1.2.1: Carry out needs assessment on peacebuilding, mediation and alternative dispute resolution. The Project will carry out a needs assessment to determine which communities would most benefit from the use of community mediation and, potentially, other forms of alternative dispute resolution. The needs assessment will be conducted with the participation of representatives of local governments and other key stakeholders and will build on the contacts and experiences previously accrued in setting up CSWGs and Community Safety Networks.

Activity 1.2.2: Select and train community mediators. The Project will select and train mediators from a pool of trusted persons or institutions that possess longstanding relationships in the communities where UNDP is active. It will support them in their work, which could consist of confidence building, mentoring, facilitation of dialogue, and mediation to address specific problems or conflicts. The mediators selected by the project will also have the opportunity for dialogue and exchanges with peers in other countries where community mediation was deployed successfully to resolve community-level conflicts. This activity, along with other activities promoting community

mediation (including for schools and family matters), will be carried out in cooperation with, and under the guidance of, colleagues from the UNDP headquarters and Regional Hub in Istanbul.

Activity 1.2.3: Support the development of a platform for mediators for exchanging best practices. The Project will support the exchanging of best practices between mediators. It will create an e-platform that will enable them to discuss experiences and lessons learned, and it will also convene them on a regular semi-annual basis. These exchanges will be paramount in developing best practices for mediators, all of whom will be new in this function; they will provide an invaluable reference point that will increase the likelihood of inside mediation succeeding.

Activity 1.2.4: Pilot other forms of alternative dispute resolution. Aside from mediation, the Project will also support the piloting of other forms of alternative dispute resolution recommended by the needs assessment. Although this activity is contingent on the outcome of the needs assessment, possible forms of ADR to be explored will include conciliation, restorative justice, and others that may be suitable to the particularities of the situation in eastern Ukraine.

Activity 1.2.5: Strengthen engagement of youth through innovative peacebuilding initiatives. As was mentioned above, the Project will place a special emphasis on engaging youth. It will foster initiatives that increase connectivity between youth and local institutions, CSWGs and other local initiatives, in order to encourage their participation and greater stake in the stability and prosperity of their communities. In addition, the Project will foster contacts between youth across the various parts of the GCAs and, if possible, with youth in NGCAs. Examples from best practice have shown that such contacts can be deepened through small-scale joint initiatives, such as the publication of joint magazines, the organization of cultural or sporting manifestations, or joint work on common problems. The Project will identify youth groups that would implement such initiatives in areas where it is active (and, as was mentioned, possibly in NGCAs via partner organisations); where no such groups are in existence, it will work through schools and other institutions to foster their creation. Particular attention will be paid to using channels of communication, such as social media, that are more commonly used by youth.

Output 1.3: Pilot initiatives for supporting vulnerable populations suffering adverse effects from the armed conflict launched

As part of its efforts in conflict transformation and the provision of effective and innovative services, the project will launch pilot initiatives aimed at providing support to populations adversely affected by armed conflict. Activities under this output will include a variety of measures that will support populations including civilians whose property has been used or damaged, and others in resolving, or dealing with, the aftermath of the conflict.

By way of example, a set of initiatives under this output will see support provided to people living in conflict-afflicted areas that have had their property damaged or deprived through use. As has been documented in reporting by the Office of High Commissioner for Human Rights, over 40,000 private properties have been destroyed or damaged by the armed conflict, and their owners have not had proper redress for the damage incurred. The lack of effective redress, including restitution or compensation,” contributes to financial hardship, and compounds the health and security challenges stemming from residing in an active conflict area and/or displacement.”¹⁴ This Project will undertake efforts to alleviate this situation, thereby addressing the security challenges and promoting stability in the conflict-affected areas. The Project will undertake three principal activities to support owners of damaged property.

Activity 1.3.1: Conducting a survey to tally damage and destruction of homes and private property. The Project (in consultation with OHCHR and other relevant UN agencies) will conduct a survey to assess the damage and destruction of homes and private property incurred during the armed conflict in residences near the contact line. Where possible, it will cooperate with the commission responsible for assessing the damage and destruction of property, which is mandated with issuing

¹⁴ Office of the High Commissioner of Human Rights, ‘Report on the human rights situation in Ukraine: 16 May to 15 August 2018’, https://www.ohchr.org/Documents/Countries/UA/ReportUkraineMay-August2018_EN.pdf, accessed 20 October 2018.

certificates of damage. However, even where it is unable to do so, the Project will utilise other means of assessing the damage including conducting interviews with prospective claimants in order to compile claims of damage (which will be cross-referenced with official land registry data).

Activity 1.3.2: Providing support to prospective claimants for damage and destruction of property. The Project will use the research conducted to assess damage incurred and support claimants by providing them with legal aid and other types of administrative assistance necessary. It will provide grants to lawyers, NGOs and other providers of legal and administrative assistance who will, in turn, aid prospective claimants in accessing remedies through courts and other legal and administrative channels (that may develop in the course of the Project).

Additional initiatives will aim to provide support to vulnerable groups in resolving their conflicts. Namely, to date, UNDP's work has focused predominantly on ensuring communities are brought together in a participative manner that enables them to voice their security concerns and to transform conflicts in tandem with local institutions. The project will seek to utilise similar mechanisms while focusing on the needs and conflicts of vulnerable groups, as well as the community as a whole.

Experience has shown that IDPs, women, and the Roma population are among vulnerable groups that require innovative services to address their needs and to resolve conflicts. UNDP has provided limited support to address a few of the needs of these groups; for instance, UNDP has supported the opening of legal aid offices at checkpoints largely in order to meet the needs of IDPs on both sides of the conflict line. Such targeted initiatives are needed to establish innovative services that can meet the needs of vulnerable groups.

Accordingly, UNDP will support pilot initiatives aimed at utilising well-developed mechanisms, based on the twin pillars of extensive community participation and dialogue with local institutions, to meet the needs and resolve conflicts of vulnerable groups and their members. Local institutions and civil society groups will be invited to submit proposals that will fulfil the aims of assisting vulnerable groups in resolving frequent or ongoing conflicts and/or in meeting pressing needs at the local level.

The exact scope of these interventions will not be limited to the above-mentioned groups, however. Instead, a preliminary assessment phase will be used to determine which groups could be the beneficiaries of such an intervention. This assessment will consider the needs of groups that may have been overlooked and who are to be found in larger numbers beyond the most directly conflict-affected areas in eastern Ukraine. For instance, anecdotal evidence suggests that groups such as ex-combatants may also require to meet their needs at the local level.

Activity 1.3.3: Assessment of vulnerable groups at local level. The assessment will seek to gauge which vulnerable groups can be supported most effectively at the local level, including in oblasts such as Dnipro and Zhytomyr (where UNDP's previous projects already implemented some activities) that are not most immediately affected by the armed conflict. The assessment will strive to give adequate coverage to groups that may have been overlooked by analyses of the effects of the armed conflict to date.

Activity 1.3.4: Supporting the needs of vulnerable groups in transforming conflicts and receiving effective services through pilot initiatives. The Project will provide select grants to local authorities and civil society organisations seeking, separately or in tandem, to pilot initiatives aimed at resolving conflicts and supporting the needs of vulnerable groups affected by armed conflict. These can be aimed at supporting individuals from vulnerable groups, as was the aforementioned initiative to provide legal aid to IDPs, or they can seek to address the collective issues befalling these groups, such as the discrimination facing Roma. However, the exact nature of the interventions will be determined only upon the submission and provision of grants.

Activity 1.3.5: Raise awareness at the national level about lessons learned from local support to vulnerable groups. The Project will collate and analyse the results generated by the conflict transformation pilot initiatives at the local level. It will subsequently draw up the lessons that were learned through these projects and export them to institutions at the national level.

Output 1.4: Improved efficiency and accountability in courts, prosecution offices, and police in resolving conflicts generally, and those emanating from the armed conflict in particular

UNDP's research indicates that certain institutions are seen as inefficient and lacking in integrity. In response to these findings, the project will support justice sector institutions in the areas close to the contact line, including particularly courts, prosecution offices and the police in becoming more efficient and transparent in resolving conflicts and addressing key security issues.

Activity 1.4.1: Capacity building and the introduction of best practices to increase efficiency of courts and the justice system. The Project will support the courts in becoming more efficient by introducing best practices such as committees for tackling backlogs, judicial codes of conduct. These will aim to reduce the average length of court proceedings, thereby allowing more conflicts to be resolved through institutions and reducing the possibility of conflicts escalating and being resolved through violent means.

Activity 1.4.2: Supporting monitoring of court proceedings resulting from the armed conflict

OHCHR has found, in its reports, that “[I]ndividuals standing trial on criminal charges related to the armed conflict continued to experience violations of judicial safeguards and procedural guarantees”.¹⁵ It has also “continued to monitor conflict-related cases where undue pressure was exerted against the judiciary”, citing an example where it “observed intimidation and pressure on the judges from law enforcement as well as right-wing groups”.¹⁶

In order to address these pressures and rights violations, the project will support civil society organisations in strengthening their capacities to monitor court proceedings. It will partner with and train CSOs in case monitoring and will support these CSOs in disseminating and publicising their findings on the independence and impartiality of judicial proceedings in the Donetsk and Luhansk oblasts. These findings will demonstrate the effect that alleged violence against defendants, as well as threats made against judges, have on the conduct of judicial proceedings and the enjoyment of the right to fair trial in Donetsk, Luhansk, Dnipro and Zhytomyr oblasts.

Output 2 – Strengthened personal and community security through greater institutional and citizen engagement in conflict-affected areas

The project will aim to restore local safety and community security through inclusive security interventions such as the CSWGs. It will build on with efforts to raise the capacities of law enforcement and other service providers and efforts to map communities' perceptions of their security situation and the challenges they face in accessing justice. It will also support the functioning of new institutional frameworks, such as the Safety and Security Centres, at the local level, while promoting the lessons learned from all of these initiatives at the national level with the aim of influencing policy and legislation.

In previous UNDP interventions, the bulk of efforts have been directed at Donetsk and Luhansk oblasts; by way of example, 20 of the 24 CSWGs established to date were in these two oblasts (the remaining four were in Zhytomyr oblast). However, the armed conflict has impacted areas other than eastern Ukraine. Accordingly, the project will expand its area-based community security work to areas beyond Donetsk and Luhansk. Aside from Zhytomyr, where the project has an established presence, it will focus on Dnipropetrovsk and possibly other regions that will be determined through further analysis.

Output 2.1. Increased awareness of public attitudes, human rights redress mechanisms, and security risks by policymakers, the public, and particularly the youth

¹⁵ Human Rights Council, 'Report on the human rights situation in Ukraine', A/HRC/37/CRP.1, para. 43, https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=2ahUKEwjui-DryXcAhWM_KQKHxvLB54QFjAAegQIBBAC&url=https%3A%2F%2Fwww.ohchr.org%2FEN%2FHRCBodies%2FHRC%2FRegularSessions%2FSession37%2FDocuments%2FA_HRC_37_CRP_1.docx&usg=AOvVaw2yZaCQYLIUytw0RvNPpRIQ, last accessed 17 August 2018.

¹⁶ Ibid, para. 47.

Activity 2.1.1 Measure the perception of local communities of key security and justice issues, along with their experiences in accessing justice, their security concerns and their knowledge of how to obtain redress. As has been shown to date, the research carried out by UNDP is a very useful tool that enables it to measure the progress made in the course of the project and in attitudes of the population more broadly. On the basis of this research, the project will support the attitudinal change and awareness-raising among local communities and civil society on how to access justice and play a constructive part in addressing security issues in their communities. UNDP will also present national-level policymakers with the results of the research in the course of advocating for measures that strengthen the protection of human rights, the rule of law and address the causes and consequences of conflict.

Activity 2.1.2. Undertake awareness-raising campaign to focus on security challenges and redress mechanisms. The Project will undertake a campaign to raise awareness of citizens and institutions on the security challenges identified through UNDP's annual Security and Justice Survey and the mechanisms to respond to them. The campaign will make use of the results generated by UNDP's annual research (see activity 1.1.1) to highlight security concerns and how citizens and institutions can respond to them (it will be aimed at both citizens and institutions). The information will be disseminated via some of the channels identified in the research as most effective in reaching the population. These include TV and radio, as well as other means of communicating information such as public meetings and social media, particularly for the youth. Indeed, UNDP will place an emphasis on engaging youth and on utilising less traditional avenues of disseminating information, such as social media, which may be used to bolster youth engagement. This stems from a recognition over the course of UNDP's previous work that influencing youth is paramount to changing the hardening attitudes on all sides of the now-prolonged conflict. Thus, efforts will be invested to create new narratives and to give the youth a bigger role in the other components of the project as well – CSWGs, Safety Network Groups, and so on.

Output 2.2: Improved capacities and practices of law enforcement and local authority service providers to carry out community policing and discharge their responsibilities to citizens

Activity 2.2.1: Training law enforcement agencies on community policing, in line with international human rights law, international humanitarian law, and the principles and norms of gender equality. The project will see UNDP continuing and expanding its training on community policing for law enforcement agencies. The community policing training done to date has been adjudged a success by attendees from the ranks of police; it has, according to them, taught them the value of interaction with citizens in performing their duties, while also fostering social cohesion.

Activity 2.2.2: Build the capacities of law enforcement agencies to carry out community policing through additional methods. In addition to the training on community policing, the Project will seek to harness the skills taught to law enforcement agencies over the course of previous projects and support the police in its efforts to carry out community policing in practice. The Project will create opportunities for police officers to learn by doing, in partnership with experienced community police officers from other European countries that will act as mentors in the course of missions to the areas where the project is active. The community police officers will have an opportunity to shadow, and learn from, these community police officers from countries where community policing has a longer history, such as, for instance, Austria, Belgium. The Project will also train the police on how to utilise social media, and mobile communications, as a facilitator and stimulator of community policing.

Through this, and the previous, activity, the project will support the priorities of the Ministry of Interior Affairs (MoI) at the national level, including the implementation of the “principle of community policing”.¹⁷ In particular, the project will support the MoI in implementing some of the activities under action point 3 in the current draft action plan to the MoI Development Strategy,

¹⁷ Strategy of the development of the Ministry of Interior Affairs of Ukraine 2020, p.4 (draft).

such as action point 3.9, which calls on greater education and training of police officers and other relevant officials on community policing.¹⁸

Activity 2.2.3: Support the development and implementation of local security plans for local authorities. Over the course of the previous Project carried out by UNDP in this field (“Rule of Law and Community Justice”), UNDP supported local authorities in developing local security plans. During the course of this project, UNDP will support the implementation of these local security plans through grants provided to local stakeholders, which will have to agree to a plan of outcomes and activities before receiving these grants. A certain allocation of grants will be given to those local stakeholders implementing grants in partnership with Community Security Working Groups (see activity 1.3.1 below).

Output 2.3: Broader and more effective application of mechanisms for coordinating between citizens, law enforcement bodies, local authorities and other stakeholders to promote community security

Activity 2.3.1: Build the capacities of Community Security Working Groups and support their functioning. The project will build on the successes of UNDP in establishing CSWGs. With their role having become entrenched at the local level over the course of UNDP’s previous project, UNDP will support them in raising issues with law enforcement bodies, local authorities and other stakeholders that impact their communities. These will go beyond those raised previously, which included concerns such as the presence of stray dogs and insufficient street lighting, to issues that impact vulnerable groups in general, and women in particular (research indicates such issues could be vulnerability to street crime, interaction with security forces, SGBV, and so on). The Project will provide its support to CSWGs in the guise of grants; as with activity 1.2.3, a certain allocation of grants will be given to CSWGs that partner with local authorities.

Activity 2.3.2: Provide support to ex-combatants to reintegrate into their communities and build links with local authorities, law enforcement bodies and other stakeholders. This activity recognises that ex-combatants can have a difficult time reintegrating into their communities and it is paramount that their voices are heard for the security and stability of these communities. Accordingly, the project will aim to provide ex-combatants with opportunities to voice their concerns and advocate for their interests via CSWGs and other mechanisms of participation. These may include organising workshops and gatherings of ex-combatants, providing grants to civil society organisations representing their interests that will allow them to advocate for their interests and voice their concerns.

This activity will also provide law enforcement bodies and local authorities with counterparts from the ranks of ex-combatants that they can address and establish regular cooperation with. This will be particularly important where former combatants are no longer coalescing around military structures and it is thus less clear who their representatives are.

Activity 2.3.3: Promote lessons learned from the functioning of CSWGs at the national level. The Project will export the lessons learned from the functioning of CSWGs to institutions at the national level. Initial dialogue has been held between UNDP and the MoI about rolling out CSWGs in other areas of Ukraine; this dialogue will be continued, and UNDP will create tools for guiding the MoI in creating functional CSWGs at the national level, in oblasts beyond Donetsk, Luhansk and Zhytomyr. These guidelines will be based on experiences accrued in supporting CSWGs, and they will be rolled out and promoted, with policymakers and citizens as the intended audience, at the national level.

Activity 2.3.4: Build the capacity of Safety and Security Centres. In addition to supporting CSWGs, the project will support the functioning of another local mechanism tasked with improving community security and providing stabilisation - the Safety and Security Centres (SSCs). These are incipient centres (there are only two in Donetsk and Luhansk oblasts at the time of writing) that are

¹⁸ Action Plan to implement the Strategy of the development of the Ministry of Interior Affairs of Ukraine 2020, action point 3.9 (draft).

intended to put the most relevant institutions for community safety and health, including the police force, firefighters, health centres and others, under one roof, so that this arrangement fosters closer coordination between these institutions. One of the roles of the SSCs will be to partner with the population in order to raise awareness of health and security issues. The project will offer particular support to SSCs in this regard, as it will utilise its previous experiences in establishing and supporting CSWGs to strengthen SSCs' relationships with the public.

Activity 2.3.5: Support the Safety and Security Centres in carrying out their mandates. Aside from building the SSCs' capacities, the Project will also assist them in carrying out their mandates. For instance, it will support them in carrying out safety audits, thereby identifying any weaknesses that might exist in the safety programmes and processes of SSCs and their constituent institutions. In addition, the Project will help SSCs' to build a network of volunteer and to establish partnerships with local communities.

III.2. Resources Required to Achieve the Expected Results

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

Human resources

a) Project staff:

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

Human resources

a) Project staff:

- 1 International Programme Manager (5% of time)
- 1 International Component Lead (20% of time)
- 1 Community Mobilization Officer
- 1 focal point in Zhytomyr and 1 focal point in Dnipro oblasts
- 2 Project specialists: 1 Mediation (ADR) Specialist, 1 Rule of Law/Justice Specialist
- 1 Communication Officer
- 1 driver

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

- International experts with up to 120 inputs days per year, each, plus travel costs with particular experiences in training, mentoring and designing strategies and policies for a) improved justice and community security, b) mediation and other forms of alternative dispute resolution, and c) in conducting capacity assessments and risks analyses.
- National experts (and their travel costs) including (but not limited to): trainers in citizen engagement, strategic planning and budgeting, monitoring and evaluation, human rights-based service provision planning and delivery; experts in justice and security systems, mediators, dialogue facilitators, youth work, social media, etc.
- Contractors: whenever necessary, the Project will call upon the services of companies specialised in organising public information/awareness campaigns, capacity-building events and surveys.
- UNDP Country Office HR, Finance, and Procurement personnel, as well as a Programme Analyst (to ensure Project's outputs quality control and oversight) and the UN SCORE Analyst, in country office and/or regional office

Grants: it is planned that a total of **US \$ 1,000,000 (TBC - depends on the final budget of the project)** from the Project's budget will be funding micro-projects at community levels focusing on relevant development problems. The Project will encourage and support the budgeting of civil

initiatives by LSGBs at community level and will ensure that the visibility of community projects designed under the Project for co-funding.

Equipment and supplies. These relate mainly to surveys, communication and visibility items, translation, equipment, vehicle maintenance, office costs, rental of equipment, audio-visual and printing costs, office supplies and direct security.

A detailed budgeting of Project's costs is provided in the Multi-Year Work Plan (to be prepared based on approval of the project activities).

III.3. Partnerships

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

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

- The Ministry of Interior and the National Police;
- Civil-Military Cooperation of Armed Forces;
- The Ministry of Justice;
- State Court Administration;
- the Ministry of Regional Development, Construction, Housing and Communal Services;
- The Ministry of Temporary Occupied Territories and Internally Displaced Persons;
- State Service of Ukraine on Issues of War Veterans and ATO participants
- The Office of the Commissioner for Human Rights.

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

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

- Local self-governing bodies;
- The local police;
- CSWGs that have already been set up;
- Emergency services and other relevant institutions for community security;
- Civil-military cooperation units;
- Local courts;
- CSOs, Citizens' groups, youth groups;
- Schools, colleges and universities;
- Community resource centers.

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

III.4. Stakeholder Engagement

The Project's key target groups are citizens and local authorities. These are already engaged in a number of territorial units where UNDP has been active and where the project is slated to continue. In other municipalities, where no CSWGs have been set up to date, UNDP will draw on the successful approach it utilised in supporting the creation of CSWGs and Community Safety Networks to engage with citizens. In instances where the Project aims to engage a particular segment of the population that does not react to more traditional methods of communication (such as youth), it will utilise a more tailored approach (though, for instance, the use of social media). The engagement of target groups and key stakeholders will be further strengthened when they see

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

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

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

- Train key stakeholders on the importance of *knowing and understanding human rights* (including those of women, youth and vulnerable groups) when planning services to address issues of relevant and equal access to services,
- Support them in developing their *human rights-based and gender-sensitive strategies, plans and budgets*.
- Complement this with *focus groups and public consultations focused on the protection of human rights* (including those of women and vulnerable groups) in the target regions so as to provide a sound analytical basis for all planning and development efforts.

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

III.6. Risk analysis

Whereas Ukraine, as a whole, is still subject to political turbulence, which may be amplified with the upcoming Presidential and Parliamentary elections in 2019, the main risks to the Project implementation are, first and foremost, linked to the evolution of the conflict situation in eastern Ukraine. These vary by oblast, and between the grey zone and other parts of the two most conflict-affected oblasts. There is a moderate possibility of the occurrence and intensification of armed conflict in the grey zone, which would have a high impact, while this possibility is far lower in the remaining parts of Donetsk and Luhansk oblasts. Any intensification of the fighting along the contact line would lead to heightened community security risks, infrastructure damages or destruction, and, potentially, to further population displacements from NGCAs or GCAs.

The recent introduction of martial law that followed the seizure of Ukrainian vessels by Russian ships further raises the risk of armed conflict in eastern Ukraine. Other possible security risks are linked to environmental and economic factors; for instance, if the water supply is interrupted (through infrastructure including the Donetsk Filtration Station) and thus heating is not provided, this would cause hundreds of thousands of persons to move in search of shelter and water.

The second set of risks is smaller than those resulting from the continuation of the armed conflict; these risks revolve around political uncertainty that could arise in the period around the elections scheduled for 2019. Although this does create some risks to nationwide stability, this risk is far smaller in eastern Ukraine. Indeed, the political risk is fairly localized, as populations are negatively impacted by widespread corruption and have expectations that services are going to be improved in the wake of decentralization. In addition, general local elections are scheduled to take place across the country in 2020. This could lead, for the Project, to temporary constraints to its work of strengthening local governance and service delivery.

III.7. Sustainability and Scaling Up

The Project is based on the key principle of sustainability, through building the capacities of community groups, nascent institutions, local self-governing bodies, and service providers such as the police and mediators, so that they can not only acquire the necessary skills and competence to operate effectively but also reach a sufficient level of dialogue and cooperation to ensure that the development decisions of their territories are inclusive and sustainable.

The Project will work extensively on scaling up successful practices at the national level. As was mentioned above, initial steps have been taken in promoting the CSWGs in the course of the “Rule of Law and Community Justice” project. The Project will carry on with these efforts, while also highlighting, through interactions with ministries and other national-level interlocutors, successes in other innovative services it will initiate, including (depending on the results of these initiatives) early warning mechanisms, mediation, and youth engagement in conflict-affected areas. The Project will seek to promote face-to-face experience sharing within the two oblasts as well as with other oblasts across Ukraine as a whole, through exchange visits and web-conferencing and in close collaboration with other programme components operating in other regions. The media (at national and regional levels) will be attracted by the Project to report on Project’s results and scaling up opportunities.

III.8. Communication, visibility and knowledge

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

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

Knowledge product	Dissemination frequency	Means of dissemination	Target recipients
Fact sheets on Project’s key results	Once every 6 months	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
		- Paper version to be handed out at Project’s events	Events’ participants
Success stories (on dialogue platform creation, on new systems, on community projects)	Once a quarter	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
		- Paper version to be handed out at Project’s events	Events’ participants
Results of consultations or assessments	Following consultations / assessments	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
Local security strategies	Once strategy is developed	- Project dedicated web pages on UNDP website, Facebook	Public at large Donors Members of territorial units
Training and workshops materials	Ongoing basis	To be stored (for downloads purposes) on the Project dedicated web pages on UNDP website	Public at large Donors Members of territorial units

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

IV. PROJECT MANAGEMENT

IV.1 Cost Efficiency and Effectiveness

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

From a cost efficiency point of view:

- The Project will share office premises already established in Kramatorsk and Severodonetsk, the regional centers of the Donetsk and Luhansk oblast since the start of the conflict. These costs will be charged to the Project at the rate of 15% of total office costs;
- It will be able to use offices' cars (including armored vehicles), thus avoiding any significant acquisition and disposal costs, whilst responding to UN transportation security requirements when intervening in areas close to the contact line;
- All procurement procedures will be conducted, as required by UNDP procurement regulations, on the basis of the lowest cost proposal.

From an effectiveness point of view:

- The Project will have immediate access to the UNDP knowledge base as well as to UNDP's partners (government and civil society) at territorial, regional and national levels;
- Through office sharing, it will be able to easily and regularly cooperate and coordinate activities with other projects;
- At territorial and regional levels, it will benefit from the presence of resource centers set up through the Community Based Approach to Local Development Project. These centers will be called upon to host capacity building and information/public awareness events as well as to facilitate Project's consultants work and consultations on the ground;

IV.2 Project Management

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

V. RESULTS FRAMEWORK

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

Outcome 3. By 2022, women and men, girls and boys participate in decision-making and enjoy human rights, gender equality, effective, transparent and non-discriminatory public services.

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

National SDG targets:

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

16.8. Recovery of conflict affected areas in eastern Ukraine

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

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

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

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

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

Applicable Output(s) from the UNDP Strategic Plan:

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

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

Project title and Atlas Project Number: Strengthening national and local capacities for effective delivery of justice, security and reintegration services in conflict-affected areas of Ukraine

Key intended outcome: to bolster institutions and mechanisms that provide community security and justice and resolve conflicts most relevant to the region's conflict affected population, thereby increasing social cohesion

EXPECTED PROJECT OUTCOME AND OUTPUTS	INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)				DATA COLLECTION METHODS & RISKS
			Value	Year	01.19/12.19	01.20/12.20	01.21/12.21		
	1. Increased SCORE Index on the level of personal security	SCORE Survey	4.4 (Donetsk Oblast), 4.7 (Luhansk Oblast)	2018	4.6 (Donetsk Oblast), 4.8 (Luhansk Oblast)	4.8 (Donetsk Oblast), 5.0 (Luhansk Oblast)	5.0 (Donetsk Oblast), 5.2 (Luhansk Oblast)		SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks

	2. Percentage of those that believe the courts would likely side with the most powerful person in a dispute (disaggregated by oblast, age and gender)	UNDP Security and Justice Survey	78.4%	2018	75%	71%	66%		UNDP Security and Justice survey; project community mappings and project reports. Minimal data collection risks.
	3. Percentage of those that believe the police would likely side with the most powerful person in a dispute (disaggregated by oblast, age and gender)	UNDP Security and Justice Survey	77.9%	2018	75%	71%	66%		UNDP Security and Justice survey; project community mappings and project reports. Minimal data collection risks.
	4. Percentage of conflict-affected population who believe that they will be able to get justice if victim of a crime (disaggregated by oblast and gender)	UNDP Security and Justice Survey	51.1%	2018	53%	56%	60%		UNDP Security and Justice survey; project community mappings and project reports. Minimal data collection risks.
	5. Increased SCORE index on the “level of neighborhood support” (disaggregated by oblast, age and gender)	SCORE Survey	4.7 (Donetsk Oblast), 5.4 (Luhansk Oblast)	2018	4.9 (Donetsk Oblast), 5.6 (Luhansk Oblast)	5.1 (Donetsk Oblast), 5.8 (Luhansk Oblast)	5.3 (Donetsk Oblast), 6.0 (Luhansk Oblast)		SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks
Project Intermediate Outcome 1 Strengthened mechanisms for conflict transformation through the provision of effective and	1.1. Cumulative number of conflict transformation institutions with improved capacities to resolve and transform ongoing conflicts featuring members of the community	Progress reports and surveys of partners	Pending Baseline Assessment	2018	2	3	4		Project community mappings and project reports. Minimal data collection risks

innovative services	1.2. Increased SCORE Index on “readiness for dialogue towards all groups” (disaggregated by oblast and gender)	SCORE Index (general population survey)	6.7 (Donetsk oblast) 6.1. (Luhansk oblast)	2018	6.8 (Donetsk oblast) 6.3. (Luhansk oblast)	7.0 (Donetsk oblast) 6.5. (Luhansk oblast)	7.2 (Donetsk oblast) 6.7. (Luhansk oblast)		SCORE Index reports, provided that SCORE analytical unit continues to be funded. No data collection risks
Project Output 1.1. Early warning mechanisms are enhanced	1.1.1. Cumulative number of Community Safety Networks established at the local level that are fully functional and provide spaces for members of the community to formulate and address their grievances in cooperation with local institutions. (disaggregated by oblast)	Progress reports, capacity assessments	9	2018	2	3	4		UNDP Security and Justice survey; project community mappings
	1.1.2. Cumulative number of persons that actively use the information produced by CSNs and other early warning mechanisms	Progress reports	TBD	2018	TBD	TBD	TBD		Project community mappings and project reports. Minimal data collection risks
Project Output 1.2. Alternative conflict resolution mechanisms strengthened	1.2.1. Cumulative number of mediators with increased knowledge and skills on conflict resolution mechanisms (disaggregated by oblast and gender)	Progress reports, training feedback forms and follow-up assessment	0	2018	10	25	40		Project interviews/reports of meetings with legal aid providers and police. Minimal data collection risks
	1.2.2. Cumulative number of mediators actively engaged in community mediation at the local level (disaggregated by oblast and gender)	Progress reports	0	2018	5	15	30		Project interviews/reports of meetings with legal aid providers and police. Minimal data collection risks
	1.2.3. Cumulative number of community projects and local initiatives initiated and implemented by youth in a gender-sensitive manner	Project records, administrative data from CSOs	0	2018	1	3	5		Data collected on the basis of project records and CSOs records. Minimal risks.

Project Output 1.3. Pilot initiatives supporting vulnerable populations suffering adverse effects of the armed conflict	1.3.1. Cumulative number of persons assisted in claiming compensation for property damaged during the armed conflict (disaggregated by oblast)	Project records, administrative data from CSOs	0	2018	TBD	TBD	TBD		Data collected on the basis of project records and CSOs records. Minimal risks.
	1.3.2. Cumulative number of members of vulnerable groups benefitted from pilot initiatives (disaggregated by oblast and gender)	Progress reports	TBD	2018	TBD	TBD	TBD		Project interviews/reports. Minimal data collection risks
Project Output 1.4. Improved efficiency and accountability in courts, prosecution offices, and police in resolving conflicts generally, and those emanating from the armed conflict in particular	1.4.1. Cumulative number of court proceedings related to the conflict monitored	Project records, administrative data from CSOs	0	2018	2	6	20		Data collected on the basis of project, court and CSOs records. Minimal risks.
	1.4.2. Cumulative number of CSO representatives with an improved capacity to monitor the transparency of court proceedings (disaggregated by oblast and gender)	Project records, Training feedback forms, Follow-up assessment	0	2018	30	50	100		Data collected on the basis of project, court and CSOs records. Minimal risks.

Project Intermediate Outcome 2: Strengthened personal and community security through greater institutional and citizen engagement in conflict-affected areas	2.1. Percentage of population feeling safe at home (disaggregated by time of the day, oblast and gender)	UNDP Security and Justice Survey	88.6% (overall) 90.4% (day) 76.4% (night) 70.5% (women at night)	2018	90% (overall) 92% (day) 79% (night) 72% (women at night)	91% (overall) 93% (day) 81% (night) 74% (women at night)	92% (overall) 94% (day) 83% (night) 77% (women at night)		UNDP Security and Justice survey; project community mappings and project reports. Minimal data collection risks.
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	2.2. Percentage of population feeling safe in their communities (disaggregated by time of the day, oblast and gender)	UNDP Security and Justice Survey	81.1% (overall) 84.8% (day) 49.5% (night) 38.2% (women at night)	2018	84% (overall) 86% (day) 54% (night) 43% (women at night)	85% (overall) 87% (day) 56% (night) 45% (women at night)	87% (overall) 89% (day) 60% (night) 48% (women at night)		UNDP Security and Justice survey; project community mappings and project reports. Minimal data collection risks.
	2.3. Percentage of CSWG members who feel that their voices were considered in improving security in their communities (disaggregated by oblast and gender)	Progress reports, CSWG surveys	73.8%	2018	75%	80%	85%		Project interviews/reports of meetings with hromadas and police. Minimal data collection risks.
Project Output 2.1. Increased awareness of public attitudes, human rights redress mechanisms, and security risks by policymakers, the public, and particularly the youth	2.1.1. Percentage of population who consider available formal, informal, alternative or traditional dispute mechanisms as just, among those who experienced a dispute in the last 12 months (disaggregated by gender)	UNDP Security and Justice Survey	49.3%	2018	52%	56%	60%		UNDP Security and Justice survey; project community mappings. Minimal data collection risks.
	2.1.2. Percentage of population who are confident about the protection of their rights by security and justice institutions (disaggregated by age, oblast and gender)	UNDP Security and Justice Survey	38%	2018	42%	45%	48%		UNDP Security and Justice survey. Minimal data collection risks.
	2.1.3. Cumulative number of persons reached by information and awareness-raising campaigns on security challenges and redress mechanisms	Project records, Media monitoring	TBD	2018	TBD	TBD	TBD		Project records and media monitoring. Minimal data collection risks.

Project Output 2.2. Improved capacities and practices of law enforcement and local authority service providers to carry out community policing and discharge their responsibilities to citizens	2.2.1. Cumulative number of local community policing units	Administrative data from local authorities, project records	0	2018	1 existing	2 existing and 2 new	3 existing and 4 new	4 existing and 4 new	Data collected on the basis of local authorities' administrative reports and project records. Minimal risks.
	2.2.2. Cumulative number of community policing services (of which women community policing) in place and operating in rural areas and close to the contact line	Project records, administrative data from LSGBs	TBD	2018	Baseline, plus at least 2	Plus at least 4	Plus at least 6	Plus at least 8	Data collected on the basis of project records and administrative data from LSGBs. Minimal risks.
	2.2.3. Cumulative number of local communities who developed comprehensive long-term security plans and strategies	Administrative data from LSGBs	1	2018	3	5	10		Data collected on the basis of project records and administrative data from LSGBs. Minimal risks.
	2.2.4. Cumulative number of community police officers with improved knowledge and skills in mediation, community policing and communication. (disaggregated by oblast and gender)	Progress reports	344	2018	380	450	550		Project reports. No data collection risks.
Project Output 2.3. Broader and more effective application of mechanisms for coordinating between citizens, law	2.3.1. Cumulative number of Centres for Safety and Security (CSSs) in place and operating	CSS records, Project records	6 (Donetsk oblast), 0 (Luhansk oblast)	2018	7 (Donetsk oblast), 1 (Luhansk oblast)	Plus at least 3, of which at least 2 in Luhansk oblast	Plus at least 5, of which at least 3 in Luhansk oblast	Plus at least 7, of which at least 4 in Luhansk oblast	Data collected on the basis of the project records and administrative data from CSS. Minimal risks.

enforcement bodies, local authorities and other stakeholders to promote community security	2.3.2. Cumulative number of Community Security Working Groups in place and operating	CSWG records, Project records	20 in the two oblasts (10 in Donetsk oblast), 10 in Luhansk oblast)	2018	Baseline, plus at least 2 in total (including at least one in each region)	Plus at least 3 in total (including at least one in each region)	Plus at least 4 in total (including at least two in each region)		Data collected on the basis of the project records and administrative data from CSWG. Minimal risks.
	2.3.3. Cumulative number of ex-combatants, youth and women, participating in civic initiatives aimed at increasing their participation in local community security	Project records	TBD	2018	TBD	TBD	TBD		Data collected on the basis of project records and data from partner organisations. Minimal risks.
	2.3.4. Cumulative number of safety audits conducted by the CSSs (disaggregated by oblast)	Project records	6	2018	4	8	10		Data collected on the basis of project records and data from partner organisations. Minimal risks.

VI. MONITORING AND EVALUATION

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

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the Project in achieving the agreed outputs. Three surveys will be carried out. They will represent a continuation of the Security and Justice surveys carried out by UNDP to date which provide some of the baselines used in this project document	Yearly Annual survey	Slower than expected progress will be addressed by project management. The results of the surveys will be used to provide baseline data and for project's monitoring and evaluation		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project		

	improve the project.		performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
1 mid-term evaluation in June 2020 and 1 evaluation at the end of the Project (December 2021)		3.2.2 National and local systems enabled and communities empowered to ensure the restoration of justice institutions, redress mechanisms and community security, 3.3.2 Gender-	Outcome 3. By 2022, women and men, girls and boys participate in decision-making and enjoy human rights, gender equality,	31.12.2021	. National Police . Head of the Civil-Military Cooperation . Ministry of Temporary Occupied Territories and Internally Displaced	\$ 50,000

		responsive and risk-informed mechanisms supported to build consensus, improve social dialogue and promote peaceful, just and inclusive societies	effective, transparent and non-discriminatory public services and Outcome 4. By 2022, communities, including vulnerable people and IDPs, are more resilient and equitably benefit from greater social cohesion, quality services and recovery support		Persons . Oblast administrations . LSGBs, Services Providers and CSOs - Ministry of Justice - Mental health professionals and counsellors -	
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VII. MULTI-YEAR WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4		Funding Source	Budget Description	Amount
Output 1: <i>Gender marker:</i>	1.1 Activity								
	1.2 Activity								
	1.3 Activity								
	MONITORING								
	Sub-Total for Output 1								
Output 2: <i>Gender marker:</i>	2.1 Activity								
	2.2 Activity								
	2.3 Activity								
	MONITORING								
	Sub-Total for Output 2								
Evaluation (<i>as relevant</i>)	EVALUATION								
General Management Support									
TOTAL									

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

VIII.1 Implementation modality

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

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

VIII.2 Governance and management set-up

The Programme Board

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

RPP Board consists of representatives of UNDP in Ukraine, participating donors and representatives of Recovery and Peacebuilding Programme beneficiaries/implementing partners. Board's membership includes the following components:

- Executive (role represented by UNDP), that holds the project ownership and chairs the group
- Senior Supplier (role represented by development partners, including Embassy of Netherlands in Ukraine, who provide financial and/or technical support for the Project) that provides guidance regarding the technical and financial feasibility of the Project;
- Senior Beneficiary (role represented by Regional Administrations of Donetsk and Luhansk Oblasts). The Senior Beneficiary may also include Central Authorities when/if required - the Ministry of Justice, Ministry of Internal Affairs, National Police of Ukraine, the State Court Administration, the Ministry of Temporary Occupied Territories and Internally Displaced Persons, the the Ministry of Regional Development, Construction, Housing and Communal Services. The Senior Beneficiary ensures the realisation of the Project benefits from the perspective of Project beneficiaries.
- In the context of this Project's implementation, the RPP Board will hold meetings on a semi-annual basis, or more frequently if deemed necessary. Senior representatives of the Project Beneficiary, Suppliers and Executive must attend the meeting. Relevant documents will be sent to each Board members at least one week before the meeting takes place. RPP Board will monitor the overall programme's progress; decide on strategic decisions to ensure the continued coherence between implementation and goals and objectives; approve annual work plans and budgets; and review project delivery.

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

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

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

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

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

Consultation and coordination

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

- *within the UN*: under the RPP, four UN Agencies namely UNDP, UN Women, FAO and UNFPA, are jointly implementing all their recovery activities in the two Eastern oblasts for all their joint as well as individual donors. All aspects of the UN RPP are planned and coordinated under the direction of one Board; the programme has one workplan and implementation budget, is managed by one Programme Manager and is implemented by one mixed Programme Team, maximizing the programmatic and operational comparative advantages of the different Agencies
- *with national and regional authorities*: the RPP represents all its projects (including this Project and the EU Support to the East of Ukraine) on the coordination platforms that are currently being organized at national and regional levels
- *with local authorities*: the RPP is decentralized and an area-based approach of projects implementation is applied;
- *with other projects*: A detailed description of the Project's coordination modalities with *other projects* operating in Donetsk and Luhansk oblasts is provided in Section II.3.

VIII.3 Monitoring, evaluation and reporting

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

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

The project deliverables will be monitored on an on-going basis and will be reported on a semi-annual and annual basis. Based on a regular tracking of the Project's indicators at outputs and incomes levels, semi-annual and annual reporting will review the degree of achievement of

Project's outputs and will provide an analysis of the extent to which outcomes are being achieved based on the indicators included in its Results Framework, as well as key lessons learnt and risks and constraints management.

The Project Team Leader and the responsible UNDP Programme Manager will bear responsibility for the timely submission and quality of the semi-annual and annual reporting. A detailed Monitoring and Evaluation Plan is provided in Chapter VI.

IX. LEGAL CONTEXT

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

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

X. RISK MANAGEMENT

1. UNDP as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.).
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the Project funds are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
 - b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
 - c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption

and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

- d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigation Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
- e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.
Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.
- g. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.
Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.
Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.
- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

- i. Should UNDP refer to the relevant national authorities for appropriate legal action on any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
 - j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled “Risk Management” are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled “Risk Management Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.
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XI. ANNEXES

- 1. Detailed Risks Analysis (Risks Log).
- 2. UNDP Security and Justice Survey 2018:
http://www.ua.undp.org/content/dam/ukraine/docs/Donbas/RPP/undp_eng_24.10_print_final.pdf