UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT DOCUMENT

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Project Title: "UN Recovery and Peacebuilding Programme (Towards good governance through public participation, improved service delivery and greater environmental protection in the east of Ukraine project)"
Project number: 00129543
Implementing Partner: UNDP - SIDA
Start Date: 01/02/2022   **End Date:** 31/12/2024   PAC Meeting Date:

Brief Description
The conflict in eastern Ukraine since 2014 has had significant human, social, economic and environmental impacts in Donetsk and Luhansk oblasts, causing over 10,000 civilian casualties and 1.5 million internally displaced persons. Since 2014, the territories and their populations are divided between Government Controlled areas (GCA) and non-Government-Controlled areas (NGCA). During 2015-2020, the 400 km "contact line" established between the two areas, has been crossed monthly by just under a million people in need of getting their pensions and/or seeking social and administrative services. Since early 2020, the COVID-19 pandemic and related crisis have led to a 90% reduction of the number of crossings of the 'contact line'. It has also led to restrictions on people's freedom of movement: ability to travel, work, get access to markets and services within GCAs. The pandemic has significantly aggravated the social and economic situation of these oblasts, impacting the livelihoods of the conflict-affected women and men, their equitable access to critical services, as well as the protection of human rights and gender equality.
The decentralization reform, which started in 2015 in Ukraine, has been earmarked as a successful transformation. The territorial amalgamation process, which had been on-going for the past 5 years throughout the country was completed in October 2020. Even though Donetsk and Luhansk oblasts' government and governance systems had to face significant changes in 2014, as key government institutions had to relocate, the progress in implementation of the decentralization reform was achieved in these two oblasts, as by 2020 a total of 72 Territorial Communities (TCs) were formed (46 in Donetsk Oblast and 26 in Luhansk Oblast). As of January 2021, following the local elections of October 2020, 54 TCs across the two oblasts have newly elected self-government bodies and 18, which were not able to take part in these elections for security reasons, are managed by Civil-Military Administrations (CMAs), appointed by the President of Ukraine.
In light of the significant institutional and governance changes that the decentralization reform has introduced, the local governments of the two conflict-affected oblasts have had to strengthen their governance competencies and capacities. Progress has been achieved at the local level thanks to the support of the UN Recovery and Peacebuilding Programme (UN RPP) benefiting, in particular from Sida's funding, to increase good governance and citizens' engagement in this region. Yet, more has to be achieved by local self-government, in particular those which have been newly elected, to establish sustainable models of democratic processes, allowing for a meaningful, equal and non-discriminatory public participation in local governance and decision-making. Citizens in their turn need to understand their civic responsibilities, the importance of active participation in community life and the benefits this participation has on the quality of the local decision-making processes. Citizens need to have the relevant skills and competencies to participate in planning local development and services improvement, overseeing local governments' actions and subsequent results.
The proposed Project aims at strengthening **adherence by local governments and citizens to the twelve principles of Good Governance,** which constitute the **indispensable framework** to achieve **the Common Good** of local communities, including in terms of service improvement (in this context, the Project will focus on environmental protection and social services). The notion of **Common Good** refers to what is *shared and beneficial for all members of a given community, including the most vulnerable.* It also refers to what is achieved *by citizenship, collective action, and active participation* in the realm of politics and public service.
The Project is planned over a 3-year period and will target 10 TCs with newly elected governments and 8 TCs managed by CMAs.

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Contributing Outcomes (UNDAF/CPD)	Total resources required:	SEK : 35,068,000	
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	**Total resources allocated:**	**Donor Sida:**	SEK : 35,068,000
Intermediate Results **Intermediate Result 1:** Local authorities are able to effectively lead sustainable and gender-responsive recovery and service delivery in the conflict-affected communities of Ukraine, based on the principles of good governance and with active public participation[1] (GEN 2) **Intermediate Result 2:** Conflict-affected women and men, girls and boys, equally benefit from improved service delivery and greater environmental protection (GEN 2)			

Agreed by (signatures):

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

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[1] 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)

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I.   SITUATION ANALYSIS

I.1.   Overall context

I.1.1.   Political situation

In July 2019, Volodymyr Zelenskyy, a political newcomer, and his newly formed "Servant of the People" party won both the Presidential and Parliamentary elections based on three key promises: to restore peace, to fight corruption and to launch an economic revival. This unprecedented electoral victory – President Zelenskyy won 73% of the vote, while his party won 43% of the vote and was able to form the first ever single-party majority – created a new window of opportunity for advancing both the national reform and peace agendas. Since coming to power, the new President has repeatedly articulated his desire to "end the war" and advance peace through national unity, including the residents of the non-government-controlled areas (NGCA). In October 2019, he convened a National Unity Forum in eastern Ukraine, and in his 2020 New Year's address to the nation, called for national unity based on dialogue and mutual respect between all Ukrainians. The subsequent creation of a Ministry for Reintegration of the Temporarily Occupied Territories (MRTOT), and the elevation of its Minister to the level of Deputy Prime Minister to strengthen the government's coordination on this critical issue, has further underscored the Government's commitment to the peace agenda.

While this vision created fresh hope and a sense of renewal, the tasks before the authorities remained daunting, particularly in the face of longstanding and worsening fissures and tensions that continued to confront the government as they try to implement essential governance, decentralization and health reforms, while at the same time attempting to deliver on the promise of a peaceful settlement of the conflict in eastern Ukraine without crossing political "red lines." Significant obstacles include: unaddressed grievances and perceptions of exclusion related to long-standing regional inequalities, some of which have been exacerbated by the armed conflict and continue to fuel resentment and suspicion between different groups of people; limited institutional mechanisms, services and opportunities for people to fulfil their role as agents of change, including in local governance and decision making, coupled with inadequate skill sets, knowledge and networks; and lack of participation, especially by young people, in decision-making processes at local and national levels, which undermines their sense of agency, social activism and role as agents for change. Such obstacles continued to undermine trust in institutions and the government's articulated strategic objective of building national unity on the basis of inclusion and common values and to restoring stability in the region.

Meanwhile, the socio-economic impact of the conflict continues to drive uneven, and perpetuate, non-inclusive development across the country, particularly in eastern Ukraine, including with regard to the protection of human rights and gender equality, equitable access to social and economic benefits, access to quality health care, and freedom of movement for civilians living in the conflict zone. These dynamics aggravate existing social fragmentation and prejudices, further deepening regional divides, perpetuating instability and magnifying pre-conflict horizontal inequalities.

The years 2020 – 2021 marked a significant change in terms of stability and community security in eastern Ukraine, caused by an escalation of hostilities and increase in military action. The build up of Russian troops on the border and increase in shelling close to the 'contact line' has defined the whole security situation in the region. This coupled with the impact of the COVID-19 pandemic has disrupted on-going development gains, causing distrust in national, regional and local authorities, which had previously been growing, to decline. According to the Social Cohesion and Reconciliation Index (SCORE) data, the levels of trust in central authorities of all kinds (the President, the Cabinet of Ministers and the Parliament) has significantly decreased from 4.2 in 2019 to 2.1 in 2021. Similarly, the trust in local institutions has also deteriorated in the past 2 years from 4.0 in 2019 to 3.6 in 2021, respectively. The socio-economic effect of the pandemic itself and related quarantine measures, combined with delayed or initially insufficient vaccination administration, prompted further increases in unemployment, poverty rates, and social conflicts driven by increasing inequalities. Meanwhile, trust in public authorities has deteriorated significantly during the pandemic accompanied by reduced levels of support for reforms and overall pessimism about the future among the conflict-affected population. Between 2019 and 2021, the overall skepticism about the national reform process has increased from 5.8 to 7.5, while the levels of civic optimism have decreased from 4.5 to 3.0, on average. Feelings of disappointment and neglect prevail over the optimism and hope ushered in by the 2019 national election cycle, and the major concerns for most Ukrainians are still present, namely corruption, the armed conflict in eastern Ukraine, as well as the general economic situation in the country.

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I.1.2. Armed conflict

Since the start of the armed conflict in 2014[2] in Donetsk and Luhansk oblasts of Ukraine, there have been over 10,000 conflict-related casualties (with over 3,390 persons killed and approximately 7,000 injured). As the crisis persists, civilians continue to bear the brunt of the conflict. Fears of shelling, violent clashes, and the threat of landmines and explosive remnants of war are the daily reality for millions of people living on both sides of the 420 kilometer-long 'contact line' separating GCA and NGCA of the two oblasts. Today, eastern Ukraine is considered one of the most mine-contaminated areas in the world[3].

While 2020 saw the lowest level of civilian casualties and attacks on civilian infrastructure for the entire conflict period[4], the recent return to active fighting in February 2021 with reported increased use of heavy weapons and sniper fire compared to January 2021[5] signifies that the positive trend observed following the July 2020 ceasefire has been reversing course. In early March 2021, 100,000 Russian troops had been positioned along the Russia-Ukraine border and within Crimea, in addition to its naval forces in the Sea of Azov. This deployment represents the highest force mobilization since Russia's annexation of Crimea and military incursion into eastern Ukraine in 2014. On 22 April, the Russian Minister of Defense announced a drawdown of the exercise and ordered troops to return to their permanent bases but to remain "in a state of readiness for an immediate response in case of the unfavorable development".

The OCHA Humanitarian Snapshot from August 2021, shows that despite a 16% decrease in the number of security incidents in August compared to July, several negative security-related trends continued to be observed, including the intensification of artillery and mortar use, the doubling of civilian casualties and the increased frequency of incidents against critical civilian infrastructure and within the Zolote disengagement zone.

The most conflict-impacted population groups are those living close to the 'contact line'. Women account for over half of this population (56%), of whom many serve as heads of household. This population group is at risk of harm or displacement should fighting intensify, especially if shelling damages critical infrastructure such as water or electricity systems. Persons with disabilities represent 8% of the total population of GCAs[6]. Cut off from information, people with disabilities – in particular those who have hearing or vision impairments and/or lack assisting devices – may be unable to hear news broadcasted on TV or radio. Isolation is also caused by damaged transportation networks, disrupted by the 'contact line', and a general lack of public services and health infrastructure in the conflict-affected areas.

I.1.3. COVID-19 pandemic crisis

In March 2020, the COVID-19 pandemic hit Ukraine, as well as all other countries in the world. Starting from May 2020, the COVID-19 incidence rate almost doubled every month, reaching 1 million cases by the end of the year. As of 22 October 2021, 2,725,385 of COVID-19 cases (of which 60% are women) were confirmed in Ukraine, including 63,003 deaths (of which 52% women), according to the Office of the National Security and Defense Council of Ukraine. At the same time, the OECD analysis of the excess mortality data in Ukraine shows that the number of deaths caused by the pandemic could be 50% higher than those directly attributed to COVID-19[7]. The country has already experienced two pandemic waves in autumn 2020 and spring 2021, but now reports record-high numbers of COVID-19 cases and deaths. Donetsk Oblast is among the 10 oblasts of the country with the highest number of infections. As of 22 October 2021, Donetsk Oblast registered 118,514 cases and 3,075 deaths, whereas Luhansk Oblast registered 44,043 cases and 1,403 deaths.[8]

From mid-March 2020, the Government of Ukraine (GoU) had imposed quarantine restrictions to minimize the risk of transmission across the country, including in the conflict-affected areas of eastern Ukraine. In May 2020, these restrictions were eased, and an adaptive quarantine was introduced to counter the spread of the virus. Since then, the COVID-19 restrictive measures have been implemented in each oblast in accordance with their own respective risk levels. The adaptive quarantine currently in place has been extended until 31

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[2] https://www.ohchr.org/Documents/Countries/UA/32ndReportUkraine-en.pdf
[3] https://ukraine.un.org/en/88874-10-facts-about-humanitarian-crisis-ukraine
[4] 11% decrease compared to 2019: 149 civilians killed and injured https://reports.unocha.org/en/country/ukraine/
[5] OCHA UKRAINE Humanitarian Snapshot – February 2021
[6] https://www.acted.org/fr/improving-accessibility-for-people-with-disabilities/
[7] https://www.oecd.org/eurasia/competitiveness-programme/eastern-partners/COVID-19-CRISIS-IN-UKRAINE.pdf
[8] https://moz.gov.ua/article/news/operativna-informacija-pro-poshirennja-koronavirusnoi-infekcii-2019-cov19

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December 2021 and may be extended further. As of 22 October 2021, Donetsk Oblast is in the COVID-19 red restriction zone, while Luhansk Oblast is currently in the orange zone[9].

Following the onset of the COVID-19 epidemic, the restrictions imposed at the Entry-Exit Check Points (EECPs) along the 'contact line' in March 2020 have severely limited the freedom of movement of civilians and have made their journey across the 'contact line' even more arduous. Over the past year, due to the lockdown, the EECPs have been shut until September 2020. Since then, only a fraction of individual crossings that had occurred before the nearly complete closure of the 'contact line' was observed: 3 per cent of 1.2 million monthly crossings on average. The year-long restrictions on movement triggered by COVID-19 have left hundreds of thousands of people without access to social entitlements or basic services and have torn them from their families and friends. Residents of non-government-controlled areas (NGCA), especially people over 60 years old, have been most affected. In September 2021, the level of civilian crossings across the 'contact line' in eastern Ukraine remained significantly below pre-COVID-19 levels: around 70,000 individual crossings compared with 1.18 million in September 2019.

Since the start of the crisis, the country has been facing shortages of medical supplies for protective equipment, such as masks, protective suits, as well as ventilators, oxygen concentrators and patient's monitors. These shortages have been more significant in eastern Ukraine. At the request of local authorities, UNDP stepped in to provide such equipment.

The findings of the UN Human Rights Monitoring Mission in Ukraine monitoring[10] of the human rights situation of persons with disabilities indicates that during the pandemic their access to healthcare, habilitation and rehabilitation services, education, social protection, and employment has been further impeded. The COVID-19 crisis has also exposed a large gap between social services that are available in the community and the real needs of persons with disabilities. The lockdown also further aggravated the isolation and exclusion of persons with disabilities in Ukraine.

On 24 February 2021, one year after the beginning of the COVID-19 pandemic, the Government of Ukraine started a countrywide vaccination campaign, which has been slow in its progression. As of 21 October 2021, Ukraine has one of the lowest coronavirus vaccination rates in Europe, having fully vaccinated only 15.5% of its population[11], and the conflict-affected Donetsk and Luhansk oblasts are the two regions with the lowest vaccination rates in the country. The COVID-19 pandemic has further exacerbated existing vulnerabilities, in some cases further compounding them. Intertwined with multi-dimensions of discrimination and marginalization, it also created new vulnerable groups, such as health care workers, the frontline staff of the response and workers in high-contact sectors and occupations, as well as informal workers (83% of which are women) who lost their jobs and remained without social protection.

A 2020 UN Women Rapid Gender Assessment of the Situation and Needs of Women in the Context of COVID-19 in Ukraine suggests that women have been particularly vulnerable during the COVID-19 pandemic and more likely to be severely impacted than men. The quarantine appears to exacerbate the problem of gender stereotypes and patriarchal social norms on the women's and men's roles in the family, as the significant burden of unpaid domestic and care work during the quarantine rests on women. The lack of advanced forms of remote learning for schoolchildren during the quarantine causes an excessive continual burden mainly falling on mothers. Women healthcare professionals and women frontline responders (social workers, nurses, workers at grocery stores and pharmacies, others) are exposed to high risk of infection and additional expenditures to buy personal protective gear at their own expense. While making up 83% of health care workers, only 14% of women who work in the healthcare system have been fully provided with personal protective equipment[12]. Other vulnerable groups include women with disabilities, women ex-combatants, single mothers, women living with HIV/AIDS, older women (65+), women-entrepreneurs, women caretakers of family members with disabilities. These vulnerable groups often have limited or no access to basic services and resources.

I.1.4. Socio-economic situation

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[9] Under the adaptive quarantine, Ukraine color codes its regions green, yellow, orange or red, according to the severity of the outbreak there.

[10] https://ukraine.un.org/en/99869-briefing-note-impact-covid-19-pandemic-persons-disabilities-ukraine

[11] https://health-security.rnbo.gov.ua/vaccination

[12] https://reliefweb.int/sites/reliefweb.int/files/resources/Infographics_UN%20Women_ENG.pdf

The socio-economic impact of COVID-19 has been very marked in eastern Ukraine. For example, as a result of the COVID-19 restrictions, farmers were unable to travel to their fields to plant essential food crops, and this resulted in a spike in food prices and income decreases for them and the small traders who rely on their produce. Unemployment, increased food insecurity, and restricted access to health care, social assistance, and other basic services made conflict-affected people even more vulnerable and dependent on immediate assistance. The recent SCORE data show that the proportion of those who have a stable source of income has declined by 10% points, from 54% in 2019 to 44% in 2021. About 48% of the population have difficulties in meeting their own, or their dependents' nutritional needs, an 8% increase from 2019. Women are most affected with 62 % of this conflict-affected population group having difficulties in meeting their own or their dependents' nutritional needs. According to the SCORE survey, there is, generally across the two oblasts, a higher level of fear of economic instability (8.3) than the national average (7.7).

The local economies of Donetsk and Luhansk oblasts have suffered from insecurity, displacement, interruption of markets in the region, an economic blockade, as well as the disruption of transportation services, causing some settlements to become completely isolated.

The crisis and the imposed lockdown have had other significant negative economic consequences; it caused a reduction in economic activity, hence, in outputs, trade, and, subsequently, household spending. As a result, the real GDP in 2020 decreased by 4 per cent compared to 2019. A significant percentage of local companies from the conflict-affected regions (56%) have not been able to adapt to the new conditions caused by the pandemic or have adapted only partially. According to the assessment of the COVID-19 pandemic impact on MSMEs in eastern Ukraine, women seem to have been more affected by the economic slowdown resulting from the pandemic. Women-managed businesses have demonstrated a lower level of adaptation to the new conditions. Although there are sectoral specifications, in general, women have more likely been laid off or sent to unpaid/paid leave during the quarantine. Unemployment and the level of vulnerability are increasing across Ukraine, with Donetsk and Luhansk oblasts being the most affected, considering that the official pre-quarantine unemployment rates in both oblasts were already almost twice higher than the national average (15% v 9%). The combination of a high level of informality, widespread unemployment, low savings rates, and strong reliance on remittances highlights the vulnerability of large segments of the society to a prolonged lockdown impacted by the economic downturn. According to the World Bank, Ukraine's economic recovery in 2021 is expected to be mild, given the high uncertainty associated with the vaccine rollout and the direction of economic policies to address investment bottlenecks and safeguard macroeconomic sustainability.

COVID-19 travel restrictions dramatically reduced crossings through the 'contact line' and therefore also access to pensions and social benefits, education, employment, food and healthcare, for the population concerned. Even before the start of the COVID-19 crisis, conflict-affected people living along the 'contact line' often faced barriers to access healthcare such as distance, cost of travel, cost and availability of medication, availability of medical personnel, and limited accessibility of ambulances due to the security situation. This is confirmed by the AGORA[13] assessment conducted by ACTED/IMPACT within the UN RPP framework between June-September 2020. In addition, according to the assessment, only 23% of the respondents reported having been able to work remotely during the lockdown periods, while 56% of the conflict-affected households were in debt prior to the lockdown.

According to a REACH assessment[14] conducted in the second half of 2020 in Donetsk and Luhansk oblasts, the COVID-19 crisis seems to have had a disproportionate economic impact on households living close to the 'contact line', with households residing in urban areas more affected than in rural areas. However, households in rural areas were more likely to report a psychological impact of COVID-19, such as increased level of stress. Compared to 2019, the proportion of households reporting not relying on any livelihood coping strategy has decreased.

Youth in the conflict-affected areas have considerably diminished access to their socio-economic rights, for example, lack of access to basic infrastructure and services such as healthcare, education and vocational training, as well as to food and job opportunities due to COVID-19-related movement restrictions. Many

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[13] Hromada Capacity and Vulnerability Assessment" lead by IMPACT Initiatives (available through the AGORA Information Hub) conducted in 2020 within the 5-year project "EU support to the East of Ukraine - Recovery, Peacebuilding and Governance" implemented by four United Nations agencies in the UN Recovery and Peacebuilding Programme

[14] Household Economic Resilience Assessment - Government-controlled areas of Donetsk and Luhansk oblasts – April 2021 – REACH - USAID

children, especially those living in remote rural areas, have been unable to access distance educational services due to lack of access to Internet, computers and tablets.

Access to adequate healthcare services, including COVID-19 related medical supplies and care, remains challenging for people of all ages, especially for older persons and people living with disabilities in rural, hard-to-reach settlements close to the 'contact line'. They have been further isolated due to the COVID-19-related restrictions on movement to and from the communities – in addition to ongoing hostilities and heavy landmine contamination.

I.1.5. IDPs

According to the Ministry of Social Policy of Ukraine, the number of people who are registered as Internally Displaced Persons stands at 1,473,650 as of 6 July 2021[15]. Almost half of the registered IDPs settled in the government-controlled areas (GCA) of Donetsk and Luhansk oblasts[16]. The number of IDPs has not significantly changed over the last three years. The vulnerability of IDPs (of which 58 per cent are women) is compounded by pre-existing hardships including lack of affordable accommodation, fewer employment opportunities, hurdles to access social payments, etc. Their living conditions are at risk of further deterioration as a result of the restrictions imposed by the government to fight the spread of COVID-19 pandemic. IDPs living in collective centres have heightened risks of infection due to poor sanitary conditions and inability to self-isolate. These are the main factors influencing the IDPs' decisions to stay, to return to NGCA or to relocate elsewhere, including abroad[17].

Internally displaced women remain more vulnerable in relation to access to employment and level of income. According to the UNDP's study on Corruption in the Eyes of Women and Men, internally displaced women contact the authorities and local service providers, human rights organizations, migration services, courts and law enforcement agencies more often than men. A noticeably higher percentage of displaced women encounter issues dealing with social institutions, including requirements for additional documents, lack of clarification by officials, lack of information on procedures for processing documents, etc.

Moreover, women have an increased vulnerability to various forms of violence in the conflict setting. For example, the share of IDP women reporting at least one instance of violence outside the family before their displacement was three times higher than that of local women during the entire conflict (15.2 per cent against 5.3 per cent of respondents).

The 2021 SCORE survey mentions a relatively low level of contacts between the residents of host communities and IDPs (average 3.5), despite high social proximity (7.0). At the same time, the perception of social threat from IDPs is very low (1.9) and the readiness for dialogue with this population group is rather moderate (5.1) across the two oblasts. This might indicate that IDPs are no longer considered as merely vulnerable individuals in need of protection, but as equal and valuable members of society.

The Government of Ukraine has launched, in January 2021, a 3-year "Strategy for internally displaced persons integration and implementation of durable solutions as to internal displacement". The strategy aims to improve state policy in the field of IDP protection, with IDP integration as a central tenet.

I.1.6 Local elections

The local elections, held on 25 October 2020, conducted under the new election rules[18], provided an opportunity for the local communities to elect new local self-governments at different levels and thus formally establish these new territorial communities (TCs), marking the end to the reform. At the same time, the government postponed, for security reasons, local elections in 18 communities of Donetsk and Luhansk oblasts, located along the 'contact line'. Thus, a total of up to 450,000 persons[19] in these localities were unable to exercise their voting rights. Deprived of this voting opportunity, these population groups become, de facto, unable to exercise their right to have a say in defining local development policies. In these TCs,

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15 https://www.msp.gov.ua/timeline/Vnutrishno-peremishcheni-osobi.html

[16] IOM June 2020 - https://reliefweb.int/report/ukraine/national-monitoring-system-report-situation-internally-displaced-persons-june-2020

[17] UN Briefing Note on Inclusion of Internally Displaced Persons (June 2021).

[18] On July 22, 2020, the President of Ukraine, Volodymyr Zelensky, signed the Law to amend the Election Code of Ukraine (Law No. 805-IX of July 16, 2020). The new law addresses the functionality of electoral commissions at all levels, as well as campaigning rules and voting procedures

[19] https://rm.coe.int/information-report-on-the-elections-in-ukraine-25-october-2020-remote-/1680a07d8b

where no elections could take place, the President of Ukraine signed, in February 2021, decrees on the establishment of civilian military administrations (CMAs) as the absence of elections caused a vacuum of governance.

The CMAs hold all ordinary legislative and executive powers as well as some emergency powers. The officials are appointed by the President and are not elected, meaning that there is less scope for a participatory and inclusive approach to local government in these communities. While the CMAs were originally envisaged to be a temporary solution, they have been repeatedly prolonged. As of September 2021, all acting heads of CMAs have been appointed in both Donetsk and Luhansk oblasts. Such limitations will impact on the rollout of the decentralisation reform in the region.

I.1.7. Fight against corruption

Corruption is a *symptom of the poor or insufficiently developed system of governance* in a country, not the cause of it. In Ukraine, corruption levels are still high at all levels of governance. However, while systemic corruption remains an issue, there are encouraging signs that the country is started to take steps to tackle it and is currently engaged in implementation of the ambitious and comprehensive reform agenda[20]. For example, Ukraine's Corruption Perceptions Index has increased from 25 points in 2013 to 33 points in 2020[21]. Decentralization and digitalization are creating new opportunities for citizens to hold local authorities accountable for managing the public resources. These changes happened because of strong public mobilization against corruption.

Yet, starting in 2014, Ukraine has undertaken important reforms to address corruption in public life. So far, there has been greater success[22] in restricting the opportunities for corruption than in bringing corrupt officials to justice. The main legislation dealing with fighting corruption in Ukraine is the Law no 1700-VII "On Preventing Corruption" dated 14 October 2014. According to the law, government employees are required to file annual electronic declarations of their assets, and state contracts are awarded through a transparent procurement system (Prozorro). In October 2019, a new legislation amending the anti-corruption law and introducing "corruption whistleblowers" has been approved by the Ukrainian Parliament and came into force at the beginning of 2020. The law is set to protect and provide financial incentives to whistleblowers who report corruption-related offenses. On 5 November 2020, the Ukrainian parliament passed a Draft Law "On the fundamentals of the state anti-corruption policy for 2020-2024" which presents a new anti-corruption strategy for the next four years.

The 2021 SCORE survey also shows that the perceptions of corruption in Donetsk and Luhansk oblasts are somewhat similar to the national average of 7.0 points[23]. This is mainly driven by the perceptions of grand corruption among the political elite (8.1) and key public service providers, such as the police (7.3), courts (7.9), and healthcare system (7.6). At the same time, the views that local authorities could ask for additional payments to provide services are less common (4.5), compared to the abovementioned institutions. This can be attributed to the first results of the decentralization of power and resources from the central to the local level, which provides more opportunities for public participation in defining local budget priorities, monitoring and evaluating the efficiency of their implementation.

I.1.7. Environment

The state of the environment in the conflict-affected areas continues to be a major area of concern. The main danger, under the conflict conditions, is related to the possibility of environmental pollution due to major operational disruptions and incidents at the region's industrial facilities. Of a particular concern is the danger posed by the flooding of coal mines, which represent a high risk of polluting soils, surface and groundwaters with iron, chlorides, sulphates and heavy metals. In addition, higher air temperatures are leading to longer,

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[20] Overview of corruption and anti-corruption in Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine, Transparency International, 2020.

[21] The Corruption Perceptions Index ranks countries and territories based on how corrupt their public sector is perceived to be. A country or territory's score indicates the perceived level of public sector corruption on a scale of 0 (highly corrupt) to 100 (very clean).

[22] According to the 2018 Chatham House Research Paper "Are Ukraine's Anti-corruption Reforms Working?"

[23] SCORE indicators are measured on a 0 to 10 scale, where 0 is absence of the phenomenon in society and 10 its maximum presence. Each indicator is measured through a range of questions (items). The responses to each item are added together to obtain a total score for the indicator.

harsher droughts and more extreme weather events. In 2020, Luhansk Oblast has suffered from 3 large forest fires that killed 11 people, injured dozens of residents and ravaged several villages.

As evidenced by SCORE (2021), over 55% of the conflict-affected population (62% among women) are concerned about the environmental risks in their localities. These findings are also supported by the AGORA assessment (2020), which states that over 50% of households in eastern Ukraine identified at least one environmental issue of high priority in their settlement, including the presence of illegal landfills, high levels of air and water pollution, deforestation, and poor waste management services. For example, over 30% of the respondents reported having no access to waste management services and thus had to dispose of garbage on their own. Across the two oblasts, women reported slightly lower levels of environmental security and satisfaction with access to clean water and the quality of air and were more concerned about the environmental risks, as well as the challenges posed by climate change.

The **national Ukrainian environmental legislation** counts more than 300 laws covering environmental protection and natural resource management. A number of changes have taken place over the last few years which have somewhat reshaped and strengthened the legislative and governance structures in the country.

An environmental governance reform took place between 2010 and 2012 and resulted in the abolishment of the regional departments of the Ministry of Environmental and Natural Resources. These changes were reflected in the 'Law to Optimise the Powers and Competences of the Executive Authorities in the Areas of Ecology and Natural Resources, including Local Authorities'. This law amended several earlier laws and codes, including the Water Code, the law on Environmental Protection, the Law on Nature Reserve Fund, the Law on Environmental Expertise, among others. In addition, through this law, several competences (permits for certain activities, monitoring, supervision, expert reviews) were transferred from the central government (Ministry of Environment and Natural Resources) to regional administrations.

Since 2014, in the context of the decentralisation reform, the Law 'On Local Self-Government' determines that local governments have become responsible for environmental protection and monitoring in their territories.

In 2019, two important steps were made to reform environmental monitoring, namely:

- a new framework for water monitoring for more effective observation of the ecological and chemical status of surface water, groundwater and seawater across all regions of Ukraine;
- a new framework for air monitoring aimed at ensuring a prompt collection of data and assessment of air quality, to facilitate management of decisions and control. It also enables the public to participate in the development and formulation of policies to improve air monitoring. The new system is implementing actions provided in the Ukraine-EU Association Agreement.

The Law on Basic Principles of the Environmental Policy for the Period up to 2030 contains a list of strategic goals and objectives, including among others:

- reform of the public environmental management system, including improvement of environmental monitoring and control systems
- introduction of e-government tools
- introduction of mechanisms for stimulating enterprises to improve energy efficiency
- promotion of environmental awareness among the population
- development of environmentally effective partnerships between the state, private sector and civil society.

UNDP supports the Government of Ukraine in transition to a greener economy – one that is socially inclusive and equitable, low carbon, resource-efficient, and creates more jobs and prosperity for women and men from diverse groups. Within the UNDP's Climate Promise Initiative, gender-related challenges in climate policy are assessed – including energy, waste management, transport, and other sectors – and recommendations provided to address them.

The *Good Governance and Citizens Engagement Project* has since 2018 contributed to building accountable regional and local authorities capable to ensure environmental safety and sustainable management of natural resources as well as to support citizens engagement in addressing persistent environmental problems in Donetsk and Luhansk oblasts. Success has been achieved in terms of building local self-governments (LSGs) and civil society environmental protection awareness and capacities in relation to solid waste management, development of renewable energy sources, air pollution monitoring, prevention of natural disasters and

awareness-raising on existing environmental hazards and risks. More needs to be done to strengthen good governance in further developing efficient environmental monitoring systems, setting up effective local waste management services and improve LSGs capacity for analytical and participatory planning to ensure the development and implementation of improved and sustainable local environmental protection models.

I.2. Decentralization and governance

I.2.1. Decentralization reform and its impact

General impact

On 17 July, 2020, the Verkhovna Rada adopted Resolution № 807-IX "On the formation and liquidation of districts." As a result, all 490 old districts were liquidated, and 136 new districts were formed (of which 17 districts are located in the temporarily occupied territories: 10 districts in the Autonomous Republic of Crimea, 3 districts in Donetsk Oblast and 4 districts in Luhansk Oblast). A total of 72 TCs were formed in the government-controlled areas of eastern Ukraine: 46 in Donetsk Oblast and 26 in Luhansk Oblast. As of January 2021, following October 2020 local elections, 54 TCs across the two oblasts have newly elected self-government bodies and 18 communities, which were not able to take part in these elections for security reasons are, temporarily, managed by Civil Military Administrations (CMAs), appointed by the President of Ukraine.

The Ukrainian decentralization reform, now completed, has had several impacts at the local level[24]:

I. a reduction of the overall number of districts, by merging existing ones. In Luhansk Oblast, the number of districts was reduced from 12 to 8 (of which 4 are in GCA); in Donetsk Oblast, from 18 to 8 (of which 5 are in GCA)

II. in some cases, the establishment of new geographical areas for the existing districts in relation to coverage of TCs – therefore, some TCs are being incorporated in new districts they had no previous linkages with. The newly created TCs have changed their territorial boundaries in comparison with the situation prevailing in October 2020. For instance, in eastern Ukraine, the State Administration of the former Stanitsa Luhanska district was liquidated. The new district of Shchastia now incorporates Stanytsia Luhanska, Shyrokyi and Nyzhnoteple TCs

III. the transfer of essential service provision functions to the authorities at the district and community level[25]. In this respect, the reform is followed by a significant reduction in the number of staff at the district level – considering that TCs are expected to take over these functions and hire their own staff. This is a challenge for the newly created communities as there is an acute shortage of qualified personnel with necessary knowledge and skills in public administration and management.

IV. in terms of fiscal decentralization, a total of 60% of personal income tax, 100% of state duty, and 100% of the fees for administrative services are now paid into local budgets. Local administrations have gained the right to levy a local property tax and a local excise tax on alcohol, tobacco, and fuel. They are also now allowed to borrow more money from the central government and banks for infrastructure and local development projects.

The abovementioned process goes in parallel with the setting up of new administrations and re-structuring of territorial boundaries and institutions at the local level.

Impact on the Provision and Access to Essential Services in Donetsk and Luhansk oblasts

The 2020 AGORA assessment indicates that 40% of conflict-affected households are generally trusting the local government to take care of them. Similarly, the 2021 SCORE estimates show a slight decrease in the level of trust to local institutions from 4.1 in 2019 to 3.9 in 2021 across the two oblast, with, yet, higher levels of trust in town or village administrations (4.2) than in oblast administrations (3.0). Trust in central institutions is generally very low (2.1).

In terms of satisfaction with service provision, the opinions of the respondents differ between the two oblasts: 31% are dissatisfied with administrative services and 18% with social services in Luhansk Oblast, against 23% (administrative services) and 15% (social services) in Donetsk Oblast. In terms of the quality of cleanup

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[24] https://reliefweb.int/report/ukraine/note-impact-ongoing-decentralization-process-communities-affected-conflict-eastern

[25] TCs are responsible for the provision of education, healthcare, administrative services, roads, lighting, water, waste management, landscaping, construction, and safety. They have funds to provide these services and bear all the responsibility for their provision.

in communities, the level of respondents' dissatisfaction stands at 26% in both oblasts, with a much larger percentage of respondents living in peripheral locations stating that there are no waste management services in their communities (66% in Donetsk Oblast and 42% in Luhansk Oblast). Looking at the general trends from SCORE, we can see that the quality of services provided is gradually improving, e.g. administrative services (from 6.2 in 2018 to 6.6 in 2021), infrastructure (from 4.7 in 2017 to 5.7 in 2021), and provision of utilities (from 5.8 in 2018 to 6.2 in 2021).

A monitoring conducted by the Protection, Health and WASH Cluster Partners in January-February 2021[26] indicates that the current stage and pace of the decentralization process may disproportionately impact communities affected by the conflict, particularly in relation to the provision and access to essential services (social, health, legal, administrative, education, water supply) in the short and medium term. The realities across CMAs and TCs vary along the 'contact line'.

Key issues and practical challenges include:

1) Budget allocation: Both TCs and CMAs receive budget allocations from central authorities and local sources (tax income). However, the access to these resources was limited for the CMAs during the transition period, which in some cases took over 6 months.

2) Establishment or re-arrangement of service centers: Service centers have been re-assigned on a territorial basis and they now can only cover the territory of the TCs in which they are located. At the district level, the handover of functions to TCs also implies that the latter are supposed to become the entry point for reception of individuals, applications for social benefits and delivery of social services – while the district will function as the "back office" that processes applications for social benefits. Many villages, however, are yet to establish new service centers or outsource the provision of services through other TCs.

3) Access to services: the issue of access to services is directly related to the previous concerns regarding budget allocation and the establishment or re-arrangement of essential service centers. In addition to that, the transitional period of the ongoing decentralization raises concerns amongst the affected population on how communities located along the 'contact line' will be able to physically access new administrative service centers (ASCs or TsNAPs).

Impact on accountability of authorities

The SCORE indicates that conflict-affected women and men from Donetsk and Luhansk oblasts assess authorities' accountability as being very low (2.6), and corruption among parliamentarians, judges, police and doctors as high (6.8), especially in areas along the 'contact line' (2.2).

I.2.2. E-democracy tools

Currently, a well-functioning system of digital services has been formed in Ukraine, providing platforms for online democratic processes (e-democracy), public budget (open.budget), public spending (e-spending), public procurement (Prozorro and Dozorro), and access to administrative services (Diia).

The Ministry of Digital Transformation of Ukraine, set up by the Cabinet of Ministers Resolution in September 2019, is a key actor in the development of these platforms. The Ministry is responsible, among other tasks, to develop and implement state policy in the field of:

- digital economy, digital innovations, e-government and e-democracy, development of the information society;
- open data, development of national electronic information resources and interoperability, development of broadband Internet and telecommunications infrastructure, e-commerce and business;
- digital and administrative services.

Over the last years, significant progress has been made by governmental institutions at the national level, providing public access to data (including budget data). Yet, these open data platforms appear to be insufficiently advertised among the public, especially at the local level.

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[26]https://reliefweb.int/sites/reliefweb.int/files/resources/2021_03_24_protection_cluster_note_on_the_impact_of_decentralization_in_eastern_ukraine_-_march_2021.pdf

Open-budget, e-spending and administrative services platforms, developed with international technical assistance, are fully owned by the Government of Ukraine, and operationalized through their integration into regional and local self-governments' websites. In addition, several E-democracy projects, benefiting from international support, have been active over the last few years in Ukraine, among which:

EGAP project (E-Governance for Accountability and Participation Program, funded by the Swiss Confederation and operating until 2023), has developed a country wide e-democracy platform (e-dem.ua) which offers the following services: petitions (with voting facility), community budgets (projects proposals), problems to solve, consultations with citizens (including polling facility). These facilities appear to generate citizens participation in larger municipalities than in smaller TCs.

SocialBoost is a Ukrainian non-profit civic technological NGO that develops technological solutions generating social impact. Funded by a number of international donors and private enterprises, it provides the following resources to municipalities: Dosvit (website solutions for TCs, with the possibility to integrate other functions such as participatory budget, open budget, surveys, public consultations, appeals/complaints); Community Project (Gromadskiy Projekt), a resource to automatize participatory budgeting (allocation of funds, project ideas, voting, project implementation); a public opinion polling system (Vasha Dumka); an open data portal (which has been transferred to the State Agency for e-governance of Ukraine and later to the Ministry of Digital Transformation) and a Re Donbass resources (monitoring of destructions in eastern Ukraine).

Several communities (municipalities and TCs) throughout Ukraine have integrated some of these solutions into their own websites. But these platforms and tools sometimes require the establishment of work processes and a corresponding back office for their technical support and content, resources that are not always available at the local level.

An analysis of web services, carried out in October 2020[27] in 19 communities of Donetsk and Luhansk oblasts shows that local websites are neither a front office for the provision of administrative services, nor a tool for providing e-democracy services, focusing primarily on providing information in accordance with the requirements of the law on access to public information. There are practically no other formats of interaction with citizens on local websites, except for requests for public information and the ability to send complaints and suggestions (for example, by e-mail or by filling out online forms through "electronic receptions). The quality of the authorities' responses to such requests, appeals, complaints is low. As a rule, the existing practice is simplified, fixing mainly the statistical side of such appeals (i.e., their breakdown by directions, area of responsibility of the governing bodies, etc.), from which the essence of the issue is hardly covered publicly. Another weakness of local websites is the absence of electronic document management systems with corresponding databases. As shown by a sample survey of the communities of Luhansk Oblast, carried out by UNDP experts in 2019 as part of the UN RPP, small communities do not have such systems, and if they exist, there is no direct relationship between document flow and website services, or the systems function unsatisfactorily. The lack of such communication tools seriously complicates the publication of open data and access to it.

In terms of IT capacity and infrastructure at the local level in the two conflict-affected oblasts, nearly all TCs have at least computer hardware (mostly desktop computers), access to the Internet, and a website administrator. Larger communities have IT departments and several technicians. Plans to engage citizens through e-services are generally lacking.

For the conflict-affected Donetsk and Luhansk oblasts, effective, user friendly and widely advertised local communities' websites, with well-integrated e-democracy platforms and tools, have become crucial to ensure remote and uninterrupted access to information and participation resources for those categories of citizens who are limited in movement within or outside their communities. This is especially true for vulnerable socio-demographic groups such as senior citizens (mostly women), people with disabilities and people living in remote areas or settlements along the 'contact line'. The role that local self-governments and CSOs can play in easing access to these IT tools and services for these groups is important but is, at present, limited.

As part of the Good Governance and Citizens Engagement Project, UNDP has presented and discussed with a number of TCs in Donetsk and Luhansk oblasts an online participation and decision-making tool VOLIS, which is an Estonian software solution designed to increase transparency and improve citizens' engagement. It has been implemented in 30 Estonian municipalities, as well as adapted in the Netherlands, Georgia and Sweden. Local self-governments' feedback has been generally positive. The system generates interfaces for

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[27] Expert report – Yuri Misnikov, Associate Professor, Kaunas University of Technology, Institute of Social Sciences, Arts and Humanities (Lithuania)

different users, connects them depending on the existing regulatory environment, allows local council members to participate in sessions remotely. The system also makes it possible to involve citizens in decision-making processes, giving them an opportunity to propose their ideas, express opinions *in real time*, and discuss draft decisions.

Budget planning and participatory budgeting (e-budget)

In 2018, the Parliament of Ukraine adopted a law concerning the results-based three-year budgetary planning. This law makes it possible to pursue systemic reforms as well as to enhance the responsibility of the entities managing the state budget for the effectiveness of their work. At the local level, the new mid-term budget planning tool becomes the three-year local financial plan.

In January 2019, the Ministry of Finance adopted guidelines on gender-responsive budgeting, which envision an analysis of allocations between and within sectors to determine the differentiated needs of and impacts on men, women, boys, and girls from diverse groups. Without understanding and responding to the different needs of women and men, budget decisions will not contribute to closing gender gaps but rather exacerbate the existing inequalities.

Participatory budgeting (PB) is a decision-making process through which citizens deliberate and negotiate over the distribution of public resources. It can only exist if local communities are given the right to decide by themselves on how to allocate budget funds. Participatory budgeting is not a delegation of authority but direct citizen participation. It is an instrument of direct democracy.

The Participatory Budget mechanism envisaged by the Ukrainian decentralisation reform started to emerge from 2015. With international support (in particular through EGAP and SocialBoost, mentioned above), 'e-budget' tools with voting features were developed and are integrated, to an extent, into a number of municipalities/TCs websites. The core functions related to the project implementation cycle are provided by these platforms, including: (1) project submission; (2) project review and update; (3) voting for projects; (4) defining/announcing winners; (5) planning and realization of projects. Yet, these platforms do not allow for (live) local self-governments-citizens discussions of the projects *prior to voting*. These e-budget facilities have not, so far, been transferred to central or local government structures.

I.2.3. Citizens' participation

With the emergence of the democratic platforms described above, individual citizen's participation has increased in particular in terms of community budgeting (participatory budgeting) and community problem solving ("open city"). Yet, according to the findings of the 2021 SCORE survey, levels of active citizenship and civic engagement remain low in the region, with regional scores of 3.9 and 2 respectively. At the same time, there is a potential for greater public participation as scores for the indicator on civic duty, which measures the degree to which one feels responsible for the future and well-being of their society and country and to which one feels that ordinary people can change things in their community, are quite moderate in both regions (5.0 in Donetsk Oblast and 5.1 in Luhansk Oblast).

Individual citizen participation still appears to be insufficiently boosted by local self-governments which do not communicate clearly on the e-democracy resources available. As indicated above, TCs' websites in Donetsk and Luhansk oblasts are still hard to navigate and are neither promoted nor used as the main instruments for public participation. Citizens' engagement in offline consultation and discussion platforms (such as the Public Councils) is currently limited due to the COVID-19-related restrictions – in addition to the ongoing hostilities and other security challenges in eastern Ukraine.

During the past years several effective mechanisms for cooperation between citizen groups, CSOs and local authorities were established in many locations across the country, including the conflict-affected regions in the east. Generally, civil society organizations throughout the country and in eastern Ukraine have gained strength and are more capable to voice the needs of vulnerable groups and find solutions to address these needs. The support of the international community to develop their organizational and mobilization capacity has been significant, in particular in eastern Ukraine where the UN RPP has been helping them to address the specific gaps related to their ability to engage citizens in local decision-making processes and to cooperate with local authorities. Nevertheless, CSOs and emerging citizen groups from Donetsk and Luhansk oblasts still need further support to become strong advocates of their territorial communities' democratic processes and to be capable to push for the implementation of the Good Governance principles at the local level.

These organizations still suffer from a lack of effective coordination[28], often leading to a duplication of efforts and difficulties in conveying to the public the importance of their work. Until now, CSOs based in Donetsk and Luhansk oblasts have gone through a radical transformation, witnessed in the following three trends:

1. the decline of the volunteer movement;
2. specialization and narrowing of organizations;
3. refocusing of activities to modern and emerging challenges.

Available information demonstrates that these CSOs are mainly concentrated in the regional centers, such as Kramatorsk, Mariupol, Sloviansk and Sievierodonetsk, primarily due to their developed infrastructure, as well as access to resources and information. Many of these CSOs provide assistance to IDPs, veterans and conflict-affected women and men, as well as implement anti-corruption initiatives and monitoring programmes with the aim of increasing transparency in local governance[29]. The Assessment of Institutional capacities of CSOs of Donetsk and Luhansk oblasts, conducted in 2019, revealed gaps in their strategic management, quality reporting, team building and effective communication.

Active youth participation in activities related to community development, in the conflict-affected oblasts of eastern Ukraine, appears to be still limited. Generally, across the country, young women and men prefer engaging in civic activities not as part of formally registered CSOs, but rather as individuals and/or as part of non-formal associations (labor and education groups, initiative groups formed with friends, neighbors, or family members). As evidenced by SCORE, the migration tendencies in Donetsk and Luhansk oblasts are also higher among the youth aged 18-35 years (5.5 in 2021), compared to all other population groups (4.2 for 36-59 years, and 2.6 for 60+ years), as well as the national average (3.7). Sense of belonging, satisfaction with and the pride in a locality are the biggest mitigating factors against migration. People who believe their locality is a good place to live and work, raise a family and have sufficient access to leisure activities express much less willingness to leave their place of residence. Trust in institutions and the perception that all people who live in Ukraine are considered as an integral part of Ukrainian society despite their ethnic and cultural background are specific mitigating factors for youth[30].

The role of youth as "agents of change" is very important in the local context, showing higher levels in the following SCORE indicators: sense of agency (5.7 vs 5.1), sense of civic duty (5.6 vs 5.1), sense of civic responsibility (5.5 vs 5.0), social tolerance (6.7 vs 6.2) and active citizenship (4.5 vs 3.9). They are overall less disappointed in authorities, both at the national and oblast level. They believe more in reforms and their effectiveness (for example, in land, decentralization and health reforms). Youth are also predictably more optimistic about the future (3.9 vs 3.0 among all age groups) and believe that ordinary people can change something in the society (4.5 vs 3.8), and they have higher social tolerance to other groups (especially for the LGBTQI+ community).

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[28] https://www.dcaf.ch/sites/default/files/publications/documents/CivilSociety_Donbas.pdf
[29] Ibid
[30] Drivers of migration tendency in Donetsk and Luhansk oblasts based on SCORE, 2020.

II.   STRATEGY

II.1   Programming Context

UNDP with support from the Swedish International Development Cooperation Agency (Sida), the Danish Ministry of Foreign Affairs (DMFA), and the Swiss Agency for Development and Cooperation (SDC), has been implementing the *"Good governance and citizens engagement for justice, security, environmental protection and social cohesion in eastern Ukraine"* Project since 1 October 2018. The project is due to end on 31 December 2021. The proposed new Project called *"Towards good governance through public participation, improved service delivery and greater environmental protection in the east of Ukraine"* represents a logical and coherent continuation of the above-mentioned project.

The project sits within a larger joint UN programmatic framework, supported by the EU and other development partners, and the United Nations Recovery and Peacebuilding Programme (UN RPP). It has been designed, based on the results, challenges, successes, and lessons learned since the start of the implementation of the current project. In addition, the Project has been widely informed by evidence and learning gathered through a number of studies, analyses and research that have been undertaken as part of the project implementation, as well as by the current context analysis, as provided above. This project has been further informed by the independent Evaluation of the UN RPP completed in August 2021. This allowed for further refinement of the concept based on the evidential findings and recommendations arising from the evaluation.

During the implementation of the project since 2018, a number of lessons learned have been gained, from which this project will learn:

1. Due to the COVID-19 pandemic and the subsequent quarantine restrictions, the Project had to explore new online solutions and e-tools to engage participants in learning through interactive platforms and digital channels. Notably, online training sessions and webinars provide opportunity to engage larger numbers of interested participants compared to limited capacities of similar offline activities. At the same time, online events and capacity-building activities should be designed in such a way to keep the audience interested and motivated to complete these online sessions. In order to avoid exacerbating inequalities and deepening the digital divide, mechanisms to ensure the participation of people and communities with limited access to the Internet should be explored and integrated into the implementation approach.

2. Creating an e-democracy platform, as initiated under the Good Governance Project, is a complex but promising area of work. The challenge lies in developing strong IT expertise in the target communities not only for system design but also system maintenance. Similar future activities shall also be aligned with the current plans of the Ministry of Digital Transformation on the creation a network of chief digital transformation officers and IT experts at the regional and local level in Ukraine.

3. Sufficient consultations and information exchange on planned developments need to be built-in prior to launching capacity development or service improvement activities. This is particularly important in the context of interventions aimed at developing or strengthening attitudes, qualities and capacities of local governments.

4. Despite the temporary nature of the civil-military administrations, it is important to promote and develop good governance principles among the personnel of these administrations, in particular in relation to citizens' participation in decision-making processes and respect of human rights. The 'public platforms of influence' which have been established under the current Good Governance project have proven to be effective tools for dialogue and consultations between local authorities and civil society on the joint development of viable solutions to community problems.

5. The delivery of public services, including environmental protection and social services, need to become more integrated and aimed at genuinely reaching out to the population living along the 'contact line' or crossing the line, as well as those living in remote rural communities in both oblasts.

The design of the proposed new Project has also taken into account the presence of other international technical assistance projects working in eastern Ukraine, especially those in the areas of decentralization and support to local governance institutions. They include:

EU Support to the East of Ukraine - Recovery, Peacebuilding and Governance (Project period: August 2018 – December 2022)

This action, jointly implemented by UNDP, UN Women, UNFPA and FAO within the framework of the UN Recovery and Peacebuilding Programme (UN RPP), aims to contribute to peace, economic revitalization, and reconciliation in the conflict-affected region, as well as to enhance its overall resilience to destabilization and shocks (such as the COVID-19 pandemic) by pursuing the following specific objectives:

1. To enhance local capacity for gender-responsive decentralization and administrative reforms to improve governance, local development, and the delivery of services. To alleviate the environmental pressure on the target regions through environmental protection service improvement.
2. To address the negative consequences of the pandemic on local economies and stimulate sustainable employment and economic growth by providing assistance to Micro, Small and Medium Enterprises (MSME) development through demand-driven business development services, professional skills training and financial support.
3. To enhance community security, social cohesion, confidence in state institutions and reconciliation through promotion of civic initiatives and partnerships between communities and security and justice service providers. To strengthen young women and men participation in community development and decision making.
4. To support education and health reforms in the conflict-affected oblasts of Ukraine, as well as to strengthen the capacities of relevant authorities in coordination, monitoring and capacity building for the rehabilitation and improvement of critical public infrastructure to mitigate the direct impacts of the conflict.

Canadian Government – Mobile Service Delivery for Conflict-Affected Populations in Eastern Ukraine (Project Period: March 2019 – December 2022)

The Project's overall objective is to alleviate the hardships of conflict- and pandemic-affected Ukrainian citizens, mainly women, who have to travel long distances in order to access various administrative, legal, psycho-social, home care, medical and information services. Under this intervention the UN RPP is piloting innovative approaches for service delivery to reach citizens, mostly women and the elderly, residing in remote and rural areas, that are cut off from urban centers by the 'contact line', those living close to the 'contact line' and experience daily shelling, and those living in non-government-controlled areas. The Project is based on previous interventions carried out by UNDP in developing a network of modern ASCs in the conflict-affected Donetsk and Luhansk oblasts by:

- developing effective gender-sensitive outreach facilities (through modular and mobile service units) focused on providing access to services to the most disadvantaged groups, such as elderly, women with children, women headed households, women and men with disabilities.
- ensuring real-time localization of mobile service units to the targeted population.
- setting up an intuitive Information Platform (on all relevant administrative and legal aid services) to be accessed easily by targeted groups.
- building infrastructure for the development of digital skills and competencies among the conflict-affected population, especially women and vulnerable or marginalized groups.

USAID - Democratic Governance East Activity (Project Period: October 2018 – September 2023)

This project is a five-year activity to improve trust and confidence between citizens and government in eastern Ukraine. DG East works to increase participation in community problem-solving, develop more efficient, modern service delivery, integrate separated, marginalized, and isolated communities; build citizen confidence in and understanding of key reforms; and strengthen inclusive and democratic citizen engagement.

Multiple donors - U-LEAD with Europe: Ukraine – Local Empowerment, Accountability and Development Programme (Project period: January 2016 – December 2023)

U-LEAD with Europe is a multi-donor action of the European Union and its member states Germany, Poland, Sweden, Denmark, Estonia and Slovenia to support Ukraine on its path to strengthening local self-government.

U-LEAD with Europe promotes transparent, accountable, and responsive multi-level governance in Ukraine, improves the capacities of municipalities to carry out the newly assigned tasks and promotes citizen and private sector engagement in local affairs. It helps to provide new well-functioning Administrative Service Centres (ASCs) which greatly increase the availability of administrative services to citizens.

The Programme's specific objective is to enhance the capacities of key actors at national, regional and local levels to further implement Ukraine's decentralization and related regional policy reforms, and to contribute to defining the functions for each level of government within specific policy areas.

The UN RPP leads efforts aimed at supporting the decentralization reform and service delivery in the communities of Donetsk and Luhansk oblasts, complementing and reinforcing national-level efforts by the U-LEAD.

SDC - Support to Decentralization in Ukraine; DESPRO (Project Period: July 2017 – December 2021)

Through this project, Switzerland's continued support to decentralization and local governance reform in Ukraine builds upon the good results achieved in previous phases. By strengthening capacities of the key national reform stakeholders and improving national policies, SDC contributes to further advancing the reform. Local governments are capacitated to effectively use newly transferred competences and resources to provide quality public services (in particular water supply & sanitation and solid waste management) to citizens.

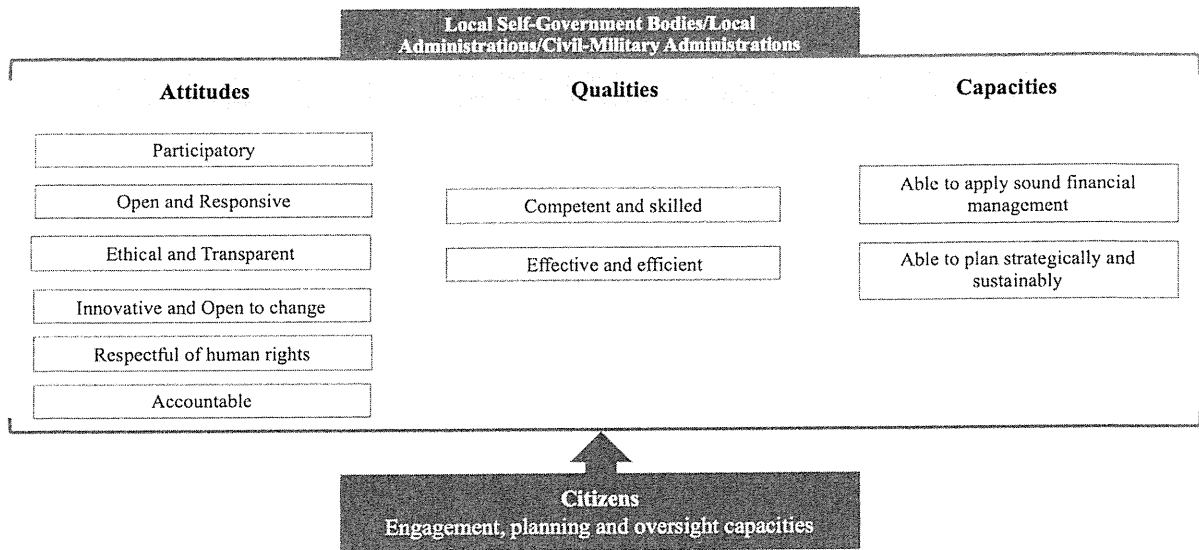The proposed new Project will ensure coordination and synergies with these projects.

II.2.   Theory of change

The implementation of local government reform and decentralization of power in Ukraine is resulting in the development of a new democratic model of governance that follows the devolution principles. It promotes the role of territorial communities entrusted with greater power and authority along with financial and material resources as well as personal responsibility for actions and results. In parallel, the decentralization of power increases the commitment of Ukrainian citizens to be involved in the local decision-making processes, to bring public and administrative services closer to their consumers and promotes an equilibrium between public and social interests.

The new powers and obligations of TCs which entered into force on 12 January 2021 require the reorganization of several functions, including a scale up of essential services provision to the population. This process can only be initiated by the Heads of Local Councils (in the case of TCs where elections took place) or by the Heads of CMAs (when elections were not held), who have the authority to make decisions on budget and staffing. This reorganization process is a challenge that the Project will help address through its proposed interventions.

In the context of the ongoing armed conflict, compounded by the COVID-19 pandemic and related limitations, the Project will be focusing on strengthening the much-needed implementation of local governance and decentralization reforms in the east of Ukraine. Based on the results achieved so far in the conflict-affected Donetsk and Luhansk oblasts, it will **take the governance development efforts of the decentralized territories to the next level by strengthening their adherence to the key principles of good governance** in territorial management, which are summarized below:

The twelve good governance principles

Local Self-Government Bodies/Local Administrations/Civil-Military Administrations

Attitudes	Qualities	Capacities
Participatory		
Open and Responsive	Competent and skilled	Able to apply sound financial management
Ethical and Transparent	Effective and efficient	Able to plan strategically and sustainably
Innovative and Open to change		
Respectful of human rights		
Accountable		

Citizens
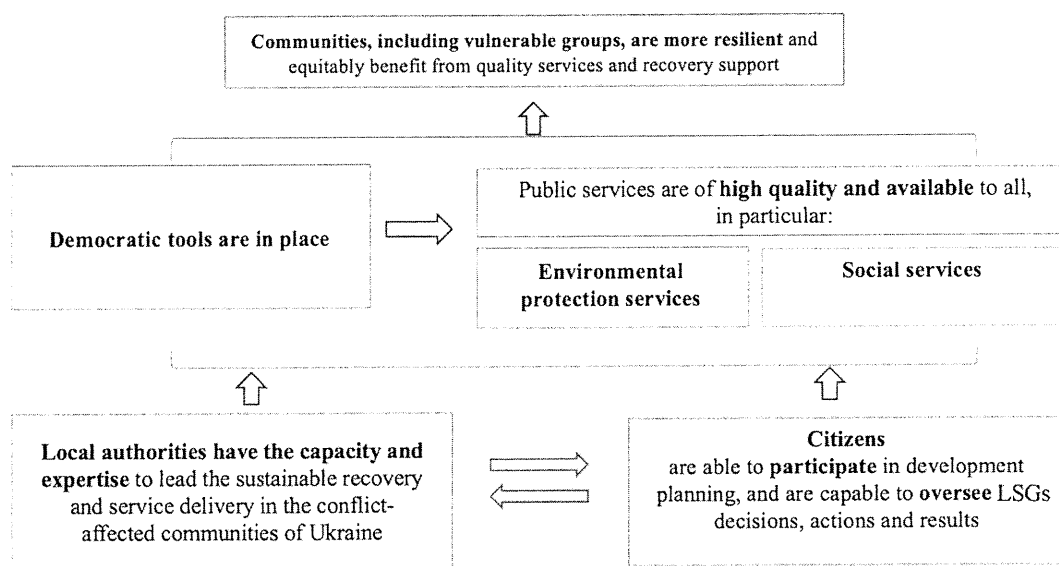Engagement, planning and oversight capacities

These principles encapsulate the fundamental values defining a common vision of democratic governance. Using these twelve principles as a reference point helps public authorities at different levels to improve governance, increase public participation and enhance service delivery. The Project **will use these Good Governance principles to structure its support to local self-governments**, in particular newly appointed CMAs.

As shown in Section II.1, the **role of local governments to stimulate and promote equal and non-discriminatory public participation** is key. It needs to be accompanied with clear communication on what public participation means and the benefits that it represents in terms of achieving sustainable community development and quality service provision. Gender balanced public participation depends on the acquisition of a number of skills such as planning, control and negotiation. Citizens, in particular in newly formed TCs, need therefore to be provided with these specific competences and skills to fulfill their participation role effectively.

Thus, the proposed Project's interventions are based on the following **rationale and theory of change:**

Theory of change: Towards good governance through public participation, improved service delivery and greater environmental protection in the east of Ukraine

Communities, including vulnerable groups, are more resilient and equitably benefit from quality services and recovery support

⇧

Democratic tools are in place ⟹ Public services are of **high quality and available to all,** in particular:

Environmental protection services	**Social services**

⇧ ⇧

Local authorities have the capacity and expertise to lead the sustainable recovery and service delivery in the conflict-affected communities of Ukraine ⟹ ⟸ **Citizens** are able to **participate** in development planning, and are capable to **oversee LSGs** decisions, actions and results

If local self-governments fully understand the key principles of good governance, and in particular that of accountability to citizens, and adhere to them, taking tangible and sustainable actions to develop/strengthen their attitudes, governance qualities and capacities,

If citizens are genuinely stimulated by LSGs, in a non-discriminatory manner, to actively participate in local decision-making through the development of effective and user-friendly democratic platforms and e-tools, as well as to oversee LSGs' actions and results,

If there is genuine and transparent information, as well as consultations between LSGs and citizens (including all vulnerable groups and women and men from the areas along the 'contact line') to improve the quality and accessibility of public service delivery (in particular in relation to environmental protection and social services, such as medical, psychological and home care assistance),

Then trust in local governments increases, communities become more resilient, and all community members equally benefit from quality services and recovery support.

It is crucial that local self-governments in the Donetsk and Luhansk oblasts **are the initiators** of new and facilitated democratic processes as well as of improved public service delivery.

II.3   Project Strategy

II.3.1   Strategic Policy Framework

The project has been designed so that it is fully aligned with national and international, UNDP and Sida's policy frameworks.

In particular, the project is harmonized with Ukraine's *State Targeted Programme (STP) for Donbas Recovery (2017),* which involves stimulating the social and economic development of territorial communities to improve the quality of life by strengthening their capacity and social stability and stimulate economic activity. The STP continues to provide an overarching strategy but in practical terms is now augmented by a wide range of other policy documents, including the National Regional Development Strategy of Ukraine and the Regional Development Strategies of Donetsk and Luhansk Oblasts; 2030 Economic Development Strategy for Donetsk and Luhansk Oblasts; The Human Rights Strategy and Action Plan; and the National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security.

Linkages with the 2030 Agenda and the Sustainable Development Goals

An inclusive process in 2016-2017 to adapt the SDGs for the Ukrainian context resulted in a national SDGs system consisting of 86 national targets with monitoring indicators, which have been incorporated in 162 Governmental regulatory legal acts (4,300 planned actions). The Decree of the President of Ukraine "On the sustainable Development Goals for Ukraine up to 2030" (September 2019) consolidates the SDGs as benchmarks for policy and legislation.

An important milestone for implementation of the SDGs was the preparation and presentation of the first Voluntary National Review (VNR), and this remains a key reference for long term strategic planning in Ukraine. Strategic partnership with the EU under the EU Association Agreement is a clear enabler and opportunity for the Agenda 2030 in Ukraine. The Government of Ukraine has also developed a National Economic Strategy up to 2030, its implementation will need to be grounded in a human-rights based, gender responsive, and consultative approach. The GoU is further implementing a set of foundational reforms aimed at restoring economic growth and bringing the country closer to the EU.

The Project is aligned with the Sustainable Development Goals (SDGs) and will support Ukraine's contribution to them. The main SDGs that are relevant in this respect are: SDG 16 on peace, justice and strong institutions and SDG 5 on gender equality. Gender equality and women's empowerment are cross cutting and distinct initiatives that are included in all engagements. By promoting stronger inclusive and participatory governance at the local level, the project also contributes to SDG 10 on reduced inequalities.

The project will also make a contribution to UNSCR 1325 on Women, Peace and Security (WPS) through promoting the involvement of women in decision-making and dialogue initiatives. The Project's interventions under this activity area will be coordinated with UNDP Democratic Governance Portfolio and will be implemented in cooperation with partnering UN agencies (UN Women and UNFPA).

Alignment with Sida's Development Priorities

In Ukraine, Sida's reform cooperation with Ukraine is intended to strengthen respect for human rights, reduce the country's environmental impact and promote democracy and sustainable economic development. Sida is contributing to the country's decentralization reform through U-LEAD with Europe in collaboration with over 500 Ukrainian municipalities and to the strengthening local governance. This Project is also aligned with Sida's strategic and regional policy frameworks, such as the *Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development* (2018-2022) and the *Strategy for Sustainable Peace* (2017-2022). Project activities will contribute to building up effective, transparent, and inclusive institutions with accountability at all levels in the conflict-affected areas of eastern Ukraine for combating poverty, supporting recovery processes and the implementation of the 2030 Agenda. Transparent and effective public management mechanisms will support sustainable peace and the prevention of violent conflict, as well as promote sustainable development in environmental and climate terms and sustainable use of natural resources.

Alignment with the Concept of economic development of Donetsk and Luhansk oblasts

On 23 December, 2020, the Cabinet of Ministers of Ukraine has approved the concept of economic development of Donetsk and Luhansk oblasts. This concept includes a set of measures aimed to ensure effective coordination of funding and technical assistance to support the development and recovery of the conflict-affected region, introduction of project management practices at the community level, promotion of public-private partnerships, as well as defining the three types of priority development territories and clusters. The concept also prioritizes decarbonization and sustainable transformation of the existing economic models and industries in Donetsk and Luhansk oblasts.

Based on this concept, the Ministry for Reintegration of the Temporarily Occupied Territories (MRTOT) has developed a *2030 Economic Development Strategy for Donetsk and Luhansk Oblasts*, which offers a new approach to the economic revitalization of the government-controlled areas of Donetsk and Luhansk oblasts by seeking to attract new investments, improve socio-economic conditions and showcase the benefits of reintegration to the residents of the non-government-controlled areas. The strategy corresponds to the main priorities and initiatives implemented by the UN RPP, including the strengthening of the regional labour market, promotion of entrepreneurship, and development of critical social infrastructure. The new strategy also reflects the people-centred approach of the UN RPP, by seeking to improve the quality of life of the local population defined in a broader sense, rather than focusing on economic aspects alone. The emphasis on local communities as the basis of economic growth aligns well with the capacity development support and community mobilization that the Programme has been providing in the conflict-affected areas of eastern Ukraine.

II.3.2. Strategic Positioning and Contribution to UNDP development objectives

For its implementation, the Project will be fully integrated into the **UN Recovery and Peacebuilding Programme (UN RPP)**, supported by 12 donors and partially implemented by four UN agencies, under UNDP's coordination and overall oversight. This will allow for the maximization of resources as well as access to complementarities and synergies under numerous other initiatives with multiple other donors and development partners. 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.

This project will be integrated in Component 2 of the overall programme.

With its anchoring in UNDP, the RPP provides a means to ensure that governance, security and human rights issues are well covered and the programme has close links to OHCHR, UN Women, UNFPA and OCHA, as well as UNHCR on the humanitarian-development-peace (HDP) nexus in areas along the 'contact line'. A further relevant attribute of the RPP is its scope to add a stabilization element to national reform processes already underway, such as decentralization, local governance and anticorruption reforms.

The RPP is complementary to these initiatives and contributes to them. With regard to decentralisation, for

example, the RPP is the main donor-supported programme operating in the conflict-affected areas of eastern Ukraine.

The RPP was designed to **respond to and mitigate the causes, drivers 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 Donetsk and Luhansk Oblast Development Strategies up to 2027. It is an integral component of the UNDP Country Programme and is therefore fully aligned with the United Nations Partnership Framework (UNPF). It is part of the Inclusive Development, Recovery and Peacebuilding Portfolio (IDRPB), which is closely interlinked with the Democratic Governance and Energy & Environment Portfolios of UNDP, operating nationally and in all of Ukraine's regions and is consistent with the SDGs, in particular SDG 16 (Peace, Justice and Strong Institutions) and SDG 5 (Gender Equality and Women's Empowerment).

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 and is also fully adjusted to the HDP nexus.

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 12 projects funded by 12 international partners with a total funding amounting to **$105 million**, excluding this project. This project will fall within this framework and will support certain thematic issues related to local governance, gender equality, public participation and environmental protection.

II.3.2 Project Implementation Strategy

The strategy for the project is based on research, analysis and learning, testing and piloting; and rollout and potentially scaling up. Experiences gained during the current project show that only through evidence-based learning can tangible changes be made and results achieved. Thus, the project is innovation driven but evidence based.

Specific project strategies for achieving the outcomes are detailed below:

Integrated Geographical Focus

The project will be implemented in the government-controlled areas of Donetsk and Luhansk oblasts (GCAs) in eastern Ukraine over a period of 3 years. It will cover at least 10 TCs with newly elected local self-governments and 8 communities along the 'contact line' managed by CMAs. This will represent around 547,000 people (382,000 in Donetsk Oblast and 165,000 in Luhansk Oblast) potentially targeted by the Project, of which 56% are women. The selection of target communities will be organized by the Project in coordination with its regional and local partners and other international projects operating in the region. The selection will be based on the compilation and analysis of the following indicators:

a) local government political will, capacity and resources,
b) community size and geographic location,
c) levels of vulnerability of community members (as defined by the AGORA assessment).

The list of criteria is not exhaustive. This integrated selection approach will ensure that the project is reaching the right communities in the right locations.

Gender Equality

The achievement of gender equality will be mainstreamed through all outputs to ensure women and men from diverse groups equally participate in and benefit from each activity. Specific consideration will be given to how the project will ensure that gender equality perspectives are fully considered and reflected in the work of the project. This will be achieved through the following tools:

-   Analysis and Planning: During all planning exercises, from annual work plans (AWP) to each specific activity, the project will apply a gender lens to ensure all inputs are gender responsive and that all perspectives and voices are heard during the implementation. Gender stakeholder

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consultations will be conducted for this purpose.

- Implementation: Necessary support will be provided to ensure gender-responsive institutional transformation of local self-governments, based on the principles of good governance and public participation. The project will also promote and encourage awareness raising on gender equality issues through all its activities to improve general understanding of gender-related challenges and inequalities among the beneficiaries. Gender perspectives will be fully integrated into policies, budgets, programmes and services, including environmental protection, to better respond to the different needs of the conflict-affected women and men.

- Monitoring & Evaluation: The project will track a set of gender-responsive indicators applied across all project areas and collect sex, age, vulnerability, and other disaggregated data to ensure the impact of the project's work on gender equality can be measured effectively. Integration of gender concerns will be mandatory for all evaluations.

Human Rights Based Approach (HRBA)

The principles of *leaving no one behind* (LNOB) and *reaching the furthest behind first* underpin the project, which has been designed in line with the human rights-based approach (HRBA). Applying an HRBA and working with both duty bearers and rights holders, activities will continue to underpin work at the institutional level with on the ground interventions. The project will combine supporting duty bearers to deliver services and strengthen local governance institutions, with supporting rights holders to understand and claim their rights and participate in decision-making influencing their lives. The project will support the integration of human rights principles into the processes and methodologies of the institutions as part of its support towards structural change. It will support the authorities, as duty bearers, to promote, protect and fulfill human rights for all. At the same time, the focus will be made on rights holders and in particular those who are left behind, including women, youth, elderly population, residents of areas along the 'contact line' and other vulnerable groups in the region, by raising their awareness and strengthening their participation and contribution in the decision-making process, through capacity development, networking and accessing the policymaking process.

Whole-of-Government Approach

A 'whole-of-government approach' is important in working for SDGs attainment. The project will continue to build on the successful partnerships that it has forged to date while seeking to deepen and broaden them. Working mainly at the local level, the Project will however also ensure cooperation with regional and national governments for better coordination, planning, information, and results sharing.

Conflict sensitivity/Do No Harm Approach

Eastern Ukraine represents a complex environment with multiple stakeholders, many of whom have divergent goals and aims. Conflict-sensitive programme management will be crucial especially when dealing with restrainers of change. A basic conflict-sensitive approach will be maintained throughout the project implementation to anchor conflict perspectives into the project management cycle. At a minimum the project will adopt a "Do No Harm" approach and will not support dividers. Generally speaking, this will include the identification of resistances to open discussions of potentially difficult issues, management of related risks through ongoing dialogue, good working relations with partners and stakeholders, and finding constructive solutions to implementation issues. Conflict risks have been identified in the risk management log and will be closely monitored through the M&E system. The conflict context and possible linkages with the Project will be monitored throughout the project cycle and if necessary adaptive measures are to be introduced. The key steps that the Project will comply with are: better understanding of the context; analyzing connectors; considering (and Generating) programming options, etc. The conflict sensitivity will be mainstreamed into the planning and the Do No Harm approach will be integrated as an important approach.

Promotion of Local Ownership

Overall, the project aims at achieving strong stakeholders' engagement and local ownership of planned interventions and results. The ownership will be reflected in the ability of the authorities at different levels to integrate new good governance and rights-based principles in their day-to-day operations, strengthened legal and policy frameworks, as well as with a bottom-up approach of engaging the public in raising awareness of their rights, legislative development discussions and supporting mechanisms for public

participation. The project continues this approach with ownership of the process being embedded through the following principles: participation of implementing partners in project design; alignment with the government's development plans and strategic plans of relevant sectoral institutions; ensuring that its stakeholders are not only beneficiaries but play an important role in the reform process.

Transparency and Accountability

In line with SDG target 16.6 to develop amongst others, transparent institutions at all levels and target 10 to "Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements" the transparency pillar is considered a condition for accountability and integrity. The very goal of the project is to promote transparency and accountability of local governments towards citizens. It is only when information is made available that performance can be assessed, and improvements can be proposed through democratic checks and balances. The project will be audited periodically, and regular spot checks and monitoring visits will be undertaken. The internal controlling system will be strengthened, and support will also be offered to the implementing partners to establish the same. "Zero tolerance policy" will be adopted to advance integrity. In terms of engagement with the partners, the project will provide support to develop necessary means and measures to continually impart information and disseminate appropriate levels of detail. This requires not only open and capable institutions but also independent and balanced reporting as well as active citizen engagement.

Limiting the Environmental Impact of Project Implementation

The Project will pay due attention to the environmental impact that its implementation may have on the selected target communities. When planning the details of its actions under each activity, it will aim, among other things, at reducing its carbon footprint and will focus more on innovation and online engagement. Social and environmental sustainability will be mainstreamed based on UNDP's Social and Environmental Standards (SES), which are an integral component of project's quality assurance and risk management. The project will complete UNDP's Social and Environmental Screening Procedure (SESP) to identify potential social and environmental risks and their significance in order to determine the level of management required to address these risks and their impacts. To strengthen the quality of project implementation a principled approach will be applied which will allow to maximize social and environmental benefits for the conflict-affected women and men.

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III. RESULS AND PARTNERSHIPS

III.1. Expected Results

The Project's **main outcome** is to **increase resilience, effectiveness and overall quality of local governance** in the territorial communities of Donetsk and Luhansk oblasts, in particular in relation to their ability to **provide inclusive and non-discriminatory environmental protection and social services**.

In order to achieve the above-mentioned outcome, Project's interventions will be organized around **two key intermediate results:**

> **Intermediate Result 1** - Local authorities are able to effectively lead sustainable and gender-responsive recovery and service delivery in the conflict-affected communities of Ukraine, based on the principles of good governance and with active public participation

> **Intermediate Result 2** – Conflict-affected women and men, girls and boys, equally benefit from improved service delivery and greater environmental protection

The project will implement activities under each output in **10 Territorial Communities (TCs)** with newly elected governments and **8 Civil Military Administrations** (CMAs) in the two oblasts.

Intermediate Result 1 – Local authorities are able to lead effectively sustainable and gender-responsive recovery and service delivery in the conflict-affected communities of Ukraine, based on the principles of good governance and with active public participation

Considering the changes which have occurred in eastern Ukraine, including the establishment of Civil-Military Administrations in territorial communities, in which local elections could not take place, and based on the results achieved so far, the Project will focus on **the development of attitudes, qualities and capacities that local authorities need to strengthen and/or acquire** in order to fully embrace the key principles of Good Governance in their territorial management and day-to-day work. Based on UNDP's experience and evidence on the ground, it will be essential to ensure that all TCs have, as a minimum, the same level of knowledge and understanding of relevant information, concepts, and know-how. Within this development effort, the Project will, however, not be limited to capacity development but will also propose direct advisory services, mentoring, peer-to-peer support through facilitated face-to-face and/or online contacts, as well as networking.

Each city, town, village has its own historical features, traditions, socio-economic situation, and channels of communication within the community. To take into account this specificity in terms of governance and local development, territorial communities have the possibility to adopt their own **statutes (local constitutions)**. So far, just over 20% of territorial communities throughout Ukraine[31] have regulated their local government and governance rights through such a document. Despite the fact that TC Statutes are not compulsory, they are **important to establish good governance frameworks**. The Project will therefore promote and facilitate the development of TC statutes in several target communities, which will serve as models to other TCs. Activities envisaged under the following sub-outputs will contribute to the development of these statutes and ensure local ownership of the process. For TCs that are not ready or willing to develop a Statute, the Project will propose the development of a Local Public Policy framework.

Output 1.1 – The attitudes of local authorities towards the citizens are inclusive, open and transparent, and ethical

Embracing the respect for human rights and gender equity, local self-governments need to actively encourage public participation in the decision-making processes, be responsive, open and transparent, apply the rule of law and adopt ethical conduct. They need to be accountable for their actions and the results they achieve. These are *fundamental attitudes* that local self-governments must possess to exercise good governance in their territories. The Project will support local self-governments of Donetsk and Luhansk oblasts to acquire them.

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[31] https://uplan.org.ua/analytics/statut-terytorialnoi-hromady-v-suchasnii-praktytsi/

Equal and non-discriminatory participation of women and men in the governance of their territories is fundamental to sustainable community development. It needs *to be stimulated and sustained by local authorities*. This activity will therefore include:

- Training new LSGs/CMAs on **what is equal and non-discriminatory public participation** and its underlying principles: freedom of expression, assembly, and association. The Project will support local authorities to access the training programme of the Good Governance and Environmental Protection Platform[32] set up with technical assistance from the *Good Governance and Citizens Engagement project*, jointly funded by Sida, SDC, and DMFA, and implemented by the UN RPP. Training will also include: 1) new modules focused on government representatives' *attitudes in their direct interactions with citizens*: i.e., effective listening, dialogue, consensus seeking, etc.; and 2) a module on human rights, gender equality and cultural diversity. An *equal and non-discriminatory approach* to promoting public participation will be mainstreamed across all other activities. In complement to this training programme, the Project will ensure that exchanges on public participation principles and mechanisms take place on a regular basis between LSGs/CMAs within the target group and outside.

- Supporting LSGs/CMAs and citizen groups, with the development of **a Commitment Statement for the involvement of citizens in community affairs**. This Statement should differentiate between four levels of public participation. It will include a **clear definition of the rights and obligations of LSGs/CMAs and citizens**. The Project will support this by assisting in the development of knowledge and skills on the standards of citizens' participation in public life for both LSGs/CMAs and representatives of the civil society, and by providing the necessary expertise to moderate the process of a participatory design of the Statement.

- **Supporting LSGs/CMAs to test, identify and use the most suitable e-democracy system(s)** for citizens' participation at the local level. The Project will support local self-governments and CMAs in Donetsk and Luhansk oblasts through a participatory process with citizens/CSOs, to consider and adopt e-democracy platforms that will provide the best interfaces for citizens' engagement. In this context, the Project will provide support to LSGs in:
   o sharing information with citizens, including vulnerable groups, about e-democracy platforms, their key principles and use, with potential integration of these instruments into their own websites,
   o organizing consultations with citizens on the selection of a preferred platform,
   o methodological and technological set-up of the chosen platform,
   o setting up a dedicated team of digital officers responsible to develop, launch and technically support the e-democracy tool. The Project will support the development of knowledge and skills of these digital officers.

- **Participation of citizens in budgeting and budget management** is key. If well *organized and facilitated by local self-governments*, **participatory budgeting platforms** will allow citizens to identify and propose projects to authorities that will be implemented from the local budget. The Project will support local self-governments to elaborate, in consultation with citizens, especially the vulnerable groups, participatory gender-responsive budgeting regulations for their territories and adopt and popularize a chosen participatory budget facility within their e-democracy platforms.

- **Help LSGs/CMAs promote dialogue, consultation and cooperation** among citizens and communities. The Project will support local authorities in understanding the key requirements, needed to put in place cooperation and dialogue; will make them aware of the existing best practices, and will support them in implementing these practices at the local level. For instance, the *Good Governance and Citizens' Engagement project* has supported 6 TCs in Donetsk and Luhansk oblasts to develop and operationalize the so-called "public platforms of influence". These platforms were established to serve as alternative consultative and advisory bodies to the Public Councils. Yet, unlike the Public Councils, they do not require permanent membership and members do not necessarily have to represent an officially registered NGO. This type of model of public participation can

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[32] In partnership with the National Academy of Public Administration under the President of Ukraine

therefore be more suitable and effective for small communities with relatively few NGOs and can therefore be expanded in terms of its current geographic coverage.

Activity 1.1.2 – Increased openness and accountability of local authorities

Project's activities will include:

- support to LSGs in the design and implementation of **effective and non-discriminatory communication standards** at the community level. There is a need to help LSGs develop communication standards which take into account good governance principles: i.e., information is clear and substantive, can be accessed (on-demand) by all through clearly defined media, is provided on a regular basis, and gender equality principles.
- support to LSGs to **promote and facilitate access by the public to information, including dematerialized information from open sources, as well as to networking tools**. This will necessitate the training of population groups such as senior citizens (mostly women) who have limited computer literacy skills. Computer literacy is a capacity development course that is in demand in universities of the 'third age'. These universities already exist in Ukraine since 2011 and are integrated into the territorial centers of social services. Such institutions are created and supported by local governments. In this context, the Project will support LSGs to contribute to the set up and maintenance of **Computer Literacy Training sites in their territorial centers**. The Project will also provide advice and hands-on support to develop computer literacy courses that relate to a variety of skills and needs (for instance, from the basics skills of how to use a computer, to searching for information on the Internet, or to use office software, or even to carry out computerized art design). Computer literacy training courses will be as multifunctional as possible and will be conducted by the Centers staff and volunteers, coached by the project. The promotion of these training facilities by LSGs through advertising campaigns and other outreach mechanisms adequately targeting senior women and men in need of computer skills will be important to trigger citizens' buy-in. The fact that LSGs will be seen by the public as facilitating access to new information, practical digital skills and services which, for the users, could lead to concrete results or actions, will consolidate trust in LSGs.
- develop the role of local self-governments' **Community Facilitators**, who will be traveling to settlements located in remote areas and along the 'contact line', to inform their residents about the work of LSGs and, importantly, collect their feedback on the perceived quality of LSGs work and services rendered. The Project will support the development of Terms of Reference for the function of Community Facilitators and their training, in particular in relation to competencies and skills related to effective gender-responsive and conflict-sensitive communication, data collection and analysis of citizens' feedback (disaggregated by sex, age, and vulnerability). The project will support Community Facilitators in their outreach activities through mentoring, coaching, networking and facilitation of experience sharing. The project will also support civil society's monitoring of the way this information is used by the responsible local actors in the design of necessary follow-up measures or service improvement activities.

- Governments are accountable to elected politicians and the public at large for the fulfilment of public trust, for the representation of citizens' interests and for responding to societal needs. Thus, importantly, the above-mentioned communication strategy should foresee the **dissemination of information on LSGs decisions**, *including budgeting and financial management decisions*, on responsibilities of government officials to achieve results effectively and efficiently, and on implementation of policies and results. These should be made available through digitalized and other means to the public in such a way as to enable it to effectively follow and contribute to the work of local authorities. Project support will be provided in this respect.

Activity 1.1.3 – Promoting ethics and transparency in public administration at the local level

The Project will:

- Support LSGs to design their local mid-term **anti-corruption programmes** that will also include dedicated implementation plans and budgets.

- Develop the capacity and skills of representatives of local authorities in compliance procedures and mechanisms. A necessary amount of training will be provided by the project to achieve the required knowledge, capacity, and skills. This will be complemented by actions to promote and facilitate self-supporting networking. These representatives will then be able to act as **compliance officers** who

oversee the implementation of local anti-corruption strategies and ensure compliance of LSGs representatives and staff in adhering to specific rules and regulations. Training will also cover the issue of conflicts of interest generally insufficiently understood across Ukrainian organizations and will introduce the key principles of **whistleblowing** in cases of corrupt actions.

- Develop or strengthen LSGs **knowledge of Ukrainian procurement rules** and the use of Prozorro system. The training will also explain the role of the Dozorro platform (Prozorro monitoring and analysis tools) and the need *for LSGs to entice local civil society* to use it to identify potential misuse of public funds. Training and awareness raising should trigger a *real attitudinal change* among the representatives and staff of local self-governments: LSGs should act and be seen as *fully encouraging* civil society control and oversight.

- Support LSGs to encourage CSOs and initiative groups to carry out **anti-corruption monitoring of local authorities' activities and public procurement**. LSGs will need to clearly inform citizens and CSOs on e-governance tools available to carry out this type of monitoring, in particular on the Dozorro web-based platform. The Project will support LSGs to take corrective actions based on the civil society's monitoring findings and to report to the civil society and the public at large on the taken actions and their results.

Output 1.2 – Local self-governments acquire and maintain essential governance qualities (competence, effectiveness, and efficiency) to manage their territories

Good governance qualities relate to:

- Being *skilled and competent*: the professional skills of those who deliver governance need to be continuously maintained and strengthened in order to improve their output and impact. Thus, public officials have to be genuinely motivated to continuously improve their performance.

- Being *efficient and effective*: these qualities are key to the work of local self-governments, as they need to show that the best possible use is made of the budget resources available.

In order to support newly appointed LSGs in developing or strengthening the above-mentioned qualities, the Project's activities will be focused on achieving the following:

Activity 1.2.1 – Local government professionals have new knowledge and skills enabling them to produce better results

In the new TCs/CMAs, it will be important to develop and strengthen general skills and competences of the new government bodies as quickly as possible, so as to reach the same level as other more experienced TCs. This is key to stimulate these TCs' motivation to do well and to produce better results.

The Project will identify the most appropriate **modular online skills and competence development programme** available in Ukraine (in this context, the curriculum and distance learning facilities of NAPA[33] will have to be reviewed and assessed) and will support target communities to have access to it and to coach them during the training process.

The Project will support the development of the *"LSGs Skills & Competence Development Charter"*[34] that representatives and staff of local self-governments will have *to commit to*. The signature of the Charter could be accompanied, whenever necessary, by Project funding for the set-up or improvement of a *dedicated staff training room* in LSGs premises with relevant equipment. The Project will *support LSGs in informing citizens* on the steps they are taking to *constantly* acquire new skills and competences and the fulfilment of the Charter.

The training programme could focus on (but will not be limited to):

- the use of computer software (Office and other relevant software)
- the use of communication and online document sharing tools (taking into account existing unified systems presented at regional level)
- HR Management
- Strategic Planning (key principles and tools)
- Public service needs assessment

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[33] National Academy for Public Administration under the President of Ukraine
[34] Which could become an element of the TC Statutes

- Gender-responsive financial management and planning (including participatory mid-term budgeting)
- Information processing (best practices and tools)
- Reporting (best practices and tools)
- Management quality standards and introduction to ISO certification.
- Participatory methods and meeting facilitating skills.

The Project will facilitate the integration of these trained TCs/CMAs into existing long-term mentoring programs available within or outside the region.

Activity 1.2.2 – Performance management systems are in place to evaluate and enhance the effectiveness and efficiency of local governments.

Efficiency in local governance and service delivery is closely connected with the overall efficiency of a local self-government body and relates to issues of **performance management**. In Ukraine, performance management is more common at the central level. At local government level, it is more complex to measure as it relates, among other things, to a) the particular performance of LSGs representatives and staff themselves, b) the quality of services rendered to the public and c) public finance performance, i.e., the extent to which public funds are used efficiently and effectively. It is also important that a performance management system is designed in such a way as to **prevent discrimination based on gender, age and vulnerability status**. The proper use of performance management at the community level can make a real difference in driving up standards of performance. It has to be introduced gradually and in a sensible manner. The system must be clear and straightforward; it must focus on priorities and tangible results; it must distinguish between the information needs at different levels of local government. It should cover the principles of efficiency, effectiveness, and impact. Satisfaction surveys of staff, service users, businesses, NGOs, and citizens should be part of it.

The system has to be *owned* by the staff themselves, so that they want to use the information derived from the performance management system to drive up their own standards of performance. As representatives take ultimate responsibility for the TC's performance, both staff and representatives need therefore to be engaged in it. Good performance management and measurement systems are essential tools for LSGs to report in a transparent manner on results achieved.

The Project will provide information and training sessions on the key goals and principles of good performance management in local government bodies, performance management indicators (KPIs, target setting, pay-for-performance) tools and best practices, impact of the use of performance management system on the efficiency and effectiveness of local government representatives and staff. It will support LSGs in identifying and using the most suitable performance management and measurement tools.

Finally, the Project will support the creation of **consulting and analytical centres under the local councils**, whose tasks will include carrying out the situation and participatory gender analyses, drawing up fact-based recommendations, and monitoring the handling of critical issues arising on a given territory.

Output 1.3 – Newly appointed local self-governments have the necessary capacity to plan territorial development in a participatory and gender-responsive manner and apply sound financial management

At the local level, such governance capacities include the ability to (a) strategically plan for the long-term sustainable development of their territories and to (b) carry out sound financial management of their budgets. Both planning and financial management must be carried out in a participatory manner, **involving citizens as widely as possible** (Activity 1.1.1. *Equal and non-discriminatory participation of women and men in community affairs*). In that regard, the Project will aim at leveling up planning and financial management knowledge and competencies of newly elected LSGs to reduce disparities with other more experienced LSGs in the region.

Activity 1.3.1 – Improved quality of planning for sustainable local development

Local self-governments need to develop a broad and long-term perspective on the future of the local community along with a sense of what is needed for such development. This is a key principle of Good Governance. There should also be a clear understanding of the current local political, cultural, social and health complexities in which this perspective is grounded. In this respect, development strategies should contain gender-responsive anti-crisis approaches and measures and clearly identify the role of all stakeholders in contributing to solving the problematic issues.

The Project will design and implement a tailored training programme for local authorities and citizens' groups to develop their capacity and skills in **territorial development strategic planning,** based on participatory and gender-responsive approaches. Evidence on the ground in Donetsk and Luhansk oblasts suggests that newly elected LSGs have very limited understanding and experience in strategic planning. It is therefore important to increase their capacity to a level of other more advanced communities in both of the conflict-affected oblasts. Suggested topics will include (but will not be limited to):

a) Vision, situation analysis and long-term strategic directions for community development
b) The gender-responsive approach to planning
c) Strategic approaches to improve public services provision at the local level, including anti-crisis innovative approaches
d) Strategic approaches to build social capital in crisis conditions.

The Project will provide hands-on support to target communities on the development of their strategic policy documents and plans. It will also provide **advice to LSGs/CMAs to manage the public communication and consultation processes** and the strategies' finalization. Local development strategies are important documents for newly decentralized territorial communities as, not only, do they provide long term development objectives that become the basis for results-orientated budget plans, but they also act as important resource attraction tools. The project will be also supporting the monitoring of actual implementation of these strategies and plans.

Activity 1.3.2 – Financial management capacity is strengthened through improved planning, analysis and cooperation

Since 2017, local self-governments in Ukraine have the obligation to **prepare and manage three-year budget plans**, with participation of the public. The key budget preparation steps include administrative preparation, legislative approval, financial implementation, and annual year-end accounting and financial reporting.

The Project will provide training through e-schools, video courses and other means to selected local self-governments in new TCs/CMAs so that they are able to:

- elaborate their three-year budget plans, taking into consideration the communities' goals and priorities, as well as expected revenues and planned expenditures
- allocate resources according to those goals and priorities, and
- compare actual expenses and revenues to those estimated in the budget plans, making adjustments during the course of the budget year as necessary.

The Project's specific support to LSGs will include (but not limited to):

- promotion of broad dissemination of information through online and offline channels,
- organization of consultations with council representatives and citizens throughout the budget elaboration process
- assisting the LSGs to prepare a system of year-end accounting and financial reporting to be presented to the public.

Intermediate Result 2 – Conflict-affected women and men, girls and boys, equally benefit from improved service delivery and greater environmental protection

Output 2.1 - LSGs are capable to strengthen environmental protection in their territories through effective environmental risks monitoring, land rehabilitation, and waste management

Environmental security and protection services are provided by LSGs to ensure that:

- citizens from diverse groups have equitable access to clean air, clean water, and a healthy environment
- environmental risks are assessed and managed based on the best available scientific information
- all community members - individuals, businesses, and government bodies - have access to accurate information sufficient to effectively participate and manage environmental risks
- contaminated lands and toxic sites are cleaned up by responsible parties and revitalized.

These requirements are for *the common good* of the territories.

The skills and competence of LSGs, their openness and transparency, as well as their responsiveness to new situations and needs and their ability to attract citizens' participation in relation to service improvement are crucial to ensure that environmental protection services are provided in the most effective and efficient manner.

Comprehensive research on the systematization of data and sources of ecological hazards in Donetsk and Luhansk oblast was commissioned and carried out in 2019 at the regional level, with the support from the UN RPP *Good Governance and Citizens Engagement Project*. Based on the findings of this study, key priorities for reducing environmental hazards and improving environmental protection were identified including measures to:

- establish efficient environmental monitoring tools to ensure population's environmental safety
- set up effective local waste management systems
- improve analytical and planning capacities of LSGs to develop quality and inclusive mid-term environmental protection strategies, based on public participation.

The Project will focus its interventions to support LSGs and citizens to achieve the following:

Activity 2.1.1 – Effective environmental risks monitoring systems are in place and functioning

The Project will support local self-governments and CMAs:

- to systematize available data on the **sources of environmental hazards** and **ecologically safe places** in a given territorial unit. Through this activity, the Project will:
  - carry out specialized training on establishing participatory environmental risks inventories at the local level
  - help design, in a participatory manner with equal participation of women and men, and maintain local inventories of industrial and municipal facilities that have become, or hold the potential of becoming, major sources of environmental hazards because of the armed conflict
  - conduct analysis of different impacts of climate change, natural disasters and environmental pollution on women and men
  - support the compilation of local disaggregated data at regional level through relevant training and expert assistance
  - advise on the manner in which environmental risks data should be disseminated to the public, taking into account the specific needs of women and men
  - train and advise on ensuring open access to these data.

- to put in place an **automated pollution control system** (with up-to-date environment monitoring tools) and to carry out regular environmental reporting in the conflict area. Through this activity, the Project will:
  - provide some financing assistance to the acquisition of modern environmental monitoring systems (e.g., acquisition of stationary laboratory for the analysis of water, air and soil in Donetsk Oblast, acquisition of 5 mobile eco-monitoring units for communities, 6 stationary monitoring stations to control mine water levels)
  - carry out specialized training on the use of these systems
  - deliver training and advice on the manner in which local environmental reporting should be carried out and communicated to the public, taking into account the specific needs of women and men.

- to **raise awareness of local community members**, especially in areas along the 'contact line', on environmental safety, their rights, and responsibilities. Through this activity, the Project will help LSGs to organize and deliver several information and public awareness events with a specific focus on mine risks' awareness and the existing legal and regulatory frameworks for hazard and crisis management

- to enhance **cooperation and dialogue on hazard and crisis management, as well as on problem-solving,** between competent authorities and operators of major industrial facilities, as well as citizens. Within the scope of this activity, the Project will:
  - organize and facilitate online consultations and dialogue events between relevant authorities at regional and local levels, operators of major industrial facilities, as well as citizens' organizations, including women's groups

- support the organization of local and regional problem-solving events which will include LSGs/CMAs and civil society representatives to identify the causes of pollution and solutions to minimize or eradicate them
- support the design of public-private strategies and solutions for the identified issues at the local level
- help monitor available local resources for rapid response and support local resource mobilization initiatives for additional response to emergencies in hazardous areas

- to support local self-governments to promote **youth civic activism for a safe environment** and in particular the "right to know" environmental risks. The project will help local self-governments to:
  - organize and deliver information sessions to young women and men and their organizations on grass-roots environmental activism experience in Ukraine and abroad,
  - earmark funding for innovative and gender-responsive approaches of youth CSOs and citizens' groups to deal with environmental safety in their communities.

The Project will ensure that the results of all these activities are systematically compiled, analyzed and **presented to key stakeholders** at the national level during thematic conferences and forums.

Activity 2.1.2 – Rehabilitation of damaged lands and natural areas is initiated in a participatory manner

The Project will support local governments and CSOs in developing **knowledge of lands and nature rehabilitation requirements and processes**, through a series of dedicated workshops and training events. The Project will, in particular:

- explain and disseminate the results of relevant lands and natural areas' rehabilitation work carried out in other parts of Ukraine (as well as abroad) and the costs involved

- showcase and share practical information on successful public-private partnerships set up in Ukraine and abroad to carry out the rehabilitation work.

It will support local governments and territorial community members to **take stock of the number and localization of damaged lands and natural areas** in their communities. The Project will:

- organize and facilitate workshops at the local level for representatives of LSGs, businesses, and civil society's organizations on the most effective ways to conduct such inventories in a participatory and non-discriminatory manner

- provide advisory support to the process of inventory.

Through information and motivation campaigns and events, the Project will promote and support the **formation of public-private partnerships to intervene in the rehabilitation process**. In addition, the Project will contribute to the design of innovative and cost-effective rehabilitation solutions identified in a participatory manner, incorporating equality among women and men.

Activity 2.1.3 – Effective waste management and recycling solutions are piloted at the local level

The Project will provide support to local self-governments to increase the level of awareness and information of territorial communities' members on the existing *cleaning and waste recycling* methods. In the context of this activity, the Project will help to:

- design and conduct an information and public awareness event on territorial cleaning methodology and technology (including waste management and waste recycling)
- organize study visits to other oblasts where modern territorial cleaning approaches have been adopted
- develop a regional evidence-based strategy of solid waste management in Luhansk Oblast, based on public participation.

It will support the design of municipalities/villages territorial *cleaning and waste management solutions and plans*. In this context, the Project will:

- work with relevant professionals from local authorities and grass roots environmental activists and CSOs to promote communities' territorial cleaning
- support local self-governments and CSOs to cooperate on the design of participatory territorial cleaning and waste recycling strategies and projects
- provide advisory support to the design, budgeting and monitoring of such strategies and projects

- support the creation or strengthening of public-private partnerships.

In order to support the implementation of territorial cleaning/waste management and recycling projects, the Project will:

- support at least 6 target communities to launch pilot projects on primary waste recycling. The Project will select these communities based on LSGs/CMAs strong commitment to allocate permanent funding to primary waste recycling after Project's end to ensure sustainability. These TCs will also commit to sharing their experience in waste recycling as widely as possible in the region. The Project will also aim to ensure the subsequent replication of these pilots in other target communities.
- provide advice on and support to innovative (including but not limited to crowdsourcing, web-based tools, etc.) mobilization of additional resources for the implementation of these projects. The Project may also contribute towards their implementation through micro-grants
- help organize study visits to other oblasts of Ukraine with successful experience in territorial cleaning
- help disseminate the results achieved at the national level and to the public at large through mass media, websites and social media.

Output 2.2 – New LSGs take steps to ensure improved access to social services in their territories and promote the diversification of service provision through non-governmental actors

Based on the results achieved so far by *the Good Governance and Citizens' Engagement Project*, the Project will provide additional support to LSGs to **continue developing the quality and accessibility** of (non-administrative) services **as well as to diversify** the number of social service providers at the local level.

Activity 2.2.1 – Access to social services (medical, psychological and home care) is strengthened, in particular for women, elderly population and residents of areas along the 'contact line'

Accessibility of medical, psychological and home care services continues to be an issue for populations along the 'contact line' and in remote rural areas. These are services that require the mobility of specialists in charge of delivering these services. Over the last few years in Ukraine, a number of successful mobile service delivery systems have emerged, including mobile administrative services. The UN RPP has largely contributed to the set-up of such mobile services in the conflict-affected areas of eastern Ukraine.

Based on this experience, the Project will help new local self-governments organize, in partnership with citizens and private sector, the accessibility of the following types of services by diverse groups:

- medical (services focused on virus infection prevention and control, enhancing the availability of medical assistance, including, but not limited to pandemic prevention and medical transportation),
- psychological (related to pandemic- and conflict-related fears and depression, feelings of isolation and loneliness, etc.),
- home care (provision of mobile-first necessity services and shops, etc.).

The Project will help new TCs/CMAs design local *Accessible Service Provision plans* by:

- providing support in organizing and conducting consultation sessions with citizens and experts on service mobility experiences and best practices,
- providing relevant expertise for the design of these plans and their financial construction and budgeting.

The Project will support target LSGs in attracting funding from a variety of sources, including international donors, regional development funds, and private sector. The feasibility of home care service provision through local social enterprises will be researched and promoted.

The Project will support the **operationalization of no less than 4 service mobility plans** across each oblast. It will also help LSGs in ensuring effective public information and communication on the results achieved.

Activity 2.2.2 – Civil society, private sector and initiative groups are engaged in the provision of quality social services for the benefit of conflict-affected women and men

The Ukrainian legislation allows for the **contracting out of social services to non-governmental organizations and private enterprises**. The Project will provide legal support to selected LSGs/CMAs to design, in a consultative manner, a local framework to contract out such services. It will also help them to:

- identify the types of services to be contracted out

- define the service standards, taking into account the different needs and perspectives of women and men
- define service delivery targets and tariffs
- identify the key local actors (CSOs including women's groups, initiative groups, businesses) able to provide services and evaluate their capacities
- consult with citizens on the contracting out mechanism and its planned results
- define an effective online and offline information system for the clients
- define a monitoring and client feedback system.

This support will be related to the organization of a number of consultative events between LSGs and citizens, information sessions and training on services standards, targets and pricing, the possible set up of information platforms, etc.

The experiences and results of these interventions will be compiled and presented to representatives of relevant national institutions, including those of the Ministry of Social Policy of Ukraine, through a series of workshops and forums, to which will be convened stakeholders in other regions of Ukraine having similar intentions of social service provision diversification. This sub-activity will thus **contribute to policy making** in particular in terms of the development of standards for outsourcing the provision of some types of social services.

III.2 Resources Required to Achieve the Expected Results

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

Human resources

a) Project staff:

- 1 International Programme Manager (5% of time) over three years
- 1 Programme Component Lead (30% of time) over two years
- 2 National Project Specialists (100% of time) over three years
- 1 Project Associate (30% of time) over two years
- 1 Project Associate (50% of time) over two years
- 1 National Operations Manager (8% of time) over three years
- 2 Procurement Associates (20% of time) over two years
- 2 Finance Associates (10% of time) over two years
- 2 Administrative Associates (10% of time) over two years
- 1 Communication Specialist (10% of time) over two years
- 1 Communications Associate (10% of time) over two years
- 1 M&E Associate (10% of time) over two years
- 2 drivers (50% of time) over two years

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

- National experts (and their travel costs) including (but not limited to): legal experts, public administration development specialist, environmental protection specialist, social services development specialist, strategic and budget planning specialists, gender specialist, trainers in strategic planning and budgeting, monitoring and evaluation, gender mainstreaming, human rights-based service provision planning and delivery.
- Contractors: whenever necessary, the Project will call upon the services of companies specialized in organizing public information/awareness campaigns, capacity building events and surveys.
- UNDP Country Office HR, Finance, and Procurement personnel, as well as a Programme Analyst (to ensure Project's outputs quality control and oversight) in country office and/or regional office.

Equipment and supplies

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

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

III.3 Partnerships

In order to achieve its expected outcomes and results, the Project will benefit from the existing and long-term partnerships, established by UNDP through its many projects, with regional and local authorities in the target areas, as well as at the central level. This will allow for strengthening the national level synergies so that local interventions can be tied more closely to country-wide strategies and policies, while also enhancing sustainability by placing local authorities in the lead.

(i) National 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 Digital Transformation
- the Ministry for Reintegration of the Temporarily Occupied Territories
- the Ministry for Communities and Territories Development
- the Ministry of Environment Protection and Natural Resources
- the Ministry of Social Policy
- the National Agency of Civil Service
- the National Academy for Public Administration
- the Office of the Commissioner for Human Rights

(ii) Regional level

At the regional/territorial level, the Project will maintain partnerships with regional administrations/ councils, as well as with environmental protection departments. It will regularly inform them on the Project's achievements and will invite them to key relevant Project's events.

(iii) Local level

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

- Local self-governing bodies
- CMAs
- Local administrations
- CSOs, Citizens' groups (including women and youth groups)
- Community resource centres
- Public councils
- Local training centres.

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

The Project, through the UN RPP staff, will ensure close coordination and cooperation with Sida representatives 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 Programme Board meetings.

III.4 Stakeholder Engagement

The Project's key target groups are the local self-governments and citizens' groups (women, youth, elderly). In order to achieve rapid stakeholders' engagement, the Project will carry out information sessions on the Project's objectives and intended results throughout the two oblasts. These sessions will take the form of

information workshops, carried out, at least twice during the Project's lifetime backed up by media coverage (on-line and through social media) and relevant posts on UNDP website as well as on LSGs' and CSO websites.

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

III.5   Risks and Assumptions

Risks

The project's approach to managing and responding to risks is informed by the UNDP Guidance Note on Managing Risks Across UNDP's Programming and Operations. Risk management will inform decision-making at all levels and forms a key process in the project implementation. Risks will be regularly monitored, analyzed and updated in the project's iterative risk log framework. This will enable smart risk-taking and adaptive management. This will allow the project:

- To ensure that programmes are effective and relevant
- To find more innovative solutions to deliver higher impact
- To allocate resources where they are most needed
- To be accountable for the results produced considering internal and external constraints
- To safeguard people and the environment
- To manage safety and security risks to UNDP personnel, premises and assets, i.e. reduced to an acceptable level.

There are a number of risks that may delay or prevent achievement of the planned results:

- Significant escalation of the conflict, which could divert the target group's attention to the notion of good governance principles and even undermine the willingness to move towards democratic governance
- Changes in regional and local administrations' leadership, as well as a different legal status of the Project's target communities might limit opportunities for local government engagement in some of these communities (CMAs)
- Persisting corruption undermines trust in public institutions and leads to fiduciary risks, as well as it might prevent local authorities to take part in activities aimed at raising transparency and accountability
- Inefficient coordination with new donors, development actors and other UN agencies leads to unclear technical assistance offer at the local level
- Introduction of a complex performance management system is connected to a potential risk of discrimination of local authorities' representatives, based on gender, age or other vulnerability factors
- Several consecutive waves of the coronavirus pandemic would lead to Project's implementation constraints in the region and would trigger a second negative growth phase with serious socio-economic impacts.

A detailed risk log is provided in **Annex 2**.

Assumptions

The key assumptions made in designing the Project are:

- The Ukrainian Government remains committed to their undertaken obligations under international law, including treaties and conventions as well as political commitments, in particular in relation to adherence to good governance principles
- Local authorities understand the need to become more transparent and accountable to the public
- Increased capacities of local governments to attract and manage investments will increase the availability of social and productive infrastructure, support capital formation and job creation, expand the fiscal space for reform implementation and engender inclusive, sustainable development processes
- Citizens' engagement takes place and is sustained throughout time

- Supporting reform and digitalization of services, as well as investing in the development of digital skills of the target population, will facilitate the delivery of appropriate, transparent and accessible social protection that helps fulfil basic rights of all vulnerable groups.

III.6 Knowledge

Knowledge gained through the monitoring and feedback process will inform corrective management measures and decision-making. The project will record good practices and what activities led to positive results and will share this monitoring and evaluation information widely, both nationally among stakeholders, donors and partners.

In the previous phase of the project there has been a strong emphasis on capturing lessons learnt and sharing knowledge – both within the project and other complementary projects, with relevant stakeholders and with the public at large. This will continue through this Project, however an additional focus during this phase will be on strengthening even further the monitoring, evaluation and learning aspects of the project in order to systematically capture all results and lessons learnt from the project implementation. The Project will furthermore strengthen mutual learning and exchanges of experiences within the Project and between partners.

The project intends to conduct a number of studies and research, the results of which will be widely publicized and shared, including with national partners, development partners, CSOs and other relevant stakeholders. In addition, the project will conduct a Final Evaluation to assess its overall impact, relevance, sustainability, effectiveness and efficiency.

The project will ensure and facilitate documented experience sharing between the target communities over its duration. This will include:

1. Production of short information films (one per community) on what has been done, the results achieved in terms of adherence to the Good Governance principles, both from a LSG's perspective and from citizens' perspective. These short films will be screened to the public, on a quarterly basis, in screening sessions in the buildings of the LSGs/CMAs. It is important that the LSGs will be **seen to** organize these screenings for the population, and that these take place in presential which will promote, among the whole community, a sense of ownership of the Good Governance results achieved. The quarterly information films can then be posted on websites of these communities, after their projection to the public.

2. Quarterly opinion polls, whereby public perceptions will be captured on the streets. The results of these polls will be presented at the end of each information films' projection and further posted on the community websites.

3. Bi-annual information sharing events gathering representatives from all 18 target communities, showcasing best practices of public participation, reforms and service improvements. Best practices will include (but will not be limited to):

   - those relating to improving citizens' participation from LSGs' perspective (including the e-tools made available at the local level)

   - those relating to citizens' engagement and their level of participation in the decision-making processes

   - those relating to the impact of good governance practices on the quality of public services (in particular, environmental protection and social services).

The Good Governance documented experience will be widely shared between Project target communities at the local level, as well as at the regional and national level among stakeholders, donors, and partners.

III.7 Sustainability and Scaling Up

The Project's interventions have been developed based on evidence-based research and knowledge gained during the *Good Governance and Citizens' Engagement project*, together with extensive consultations with all stakeholders, including national partners, development actors, CSOs and citizens' groups from the conflict-affected areas of eastern Ukraine. Ownership of the interventions is assessed as high. The project priorities directly support the targets and goals of national and sector specific strategic plans, as outlined above. UNDP has established strong partnerships with all key stakeholders. It is recognized as being the main

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trusted partner of government, giving it access to institutions that other organizations do not have. In addition, UNDP is recognized for its unique integrator role of convening diverse stakeholders together.

Sustainability and scalability of project interventions and benefits in the short and long run depend on the availability of desired policies, institutional frameworks, human and technical skills, social acceptance, environmental viability and most importantly availability of desired financial resources. Overall, in view of the high level of acceptance and ownership of relevant stakeholders for project outcomes and interventions, it can be deduced that the results of the activities will continue, and benefits will gradually continue to flow, especially for women, elderly, residents of areas along the 'contact line' and other vulnerable groups.

The project will also develop an exit strategy that will focus on sustaining the achieved changes and results related to the results framework and will define the specific handover of all interventions to the respective institutions. It will also include a strategy, which will address absorption of project activities into the state budget or budget of respective institutions. The exit strategy will be developed in close consultation with all partners. It will indicate how the project can phase out and handover interventions to partners, to ensure sustainability and continuity. The exit strategy will also highlight possible future options for replicability and scaling up of interventions.

IV. Project Management

IV.1 Cost Efficiency and Effectiveness

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

From a **cost efficiency and value for money** point of view:

- The Project will share office premises already established in Kramatorsk and Sievierodonetsk, the regional centres of Donetsk and Luhansk oblasts since the start of the conflict. These costs will be charged to the Project at the rate of up to 15% of total office costs.
- It will be able to use offices' cars (among which armoured vehicles), thus avoiding any significant acquisition and disposal costs, whilst responding to the 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 best value for money.

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 local, regional and national levels.
- Through joint implementation and office sharing, it will be able to easily and regularly cooperate and coordinate activities with other projects under the RPP.
- In order to ensure the Project's implementation efficiency, clear criteria will be defined, at the very start of the Project, for territorial communities "graduation" from a given Project's capacity building and support cycle. In other words, the target groups will be made aware, early in the training/support cycle, of the level of skills and competence to be attained at the end of the cycle.

Criteria will relate to (but will not be limited to):

- Evidence-based ability of local governments to actively encourage public participation
- Proven effectiveness of e-government tools (including e-budgeting)
- Proven effectiveness of local governments' communications to the public
- Existence of strategies and programmes aimed at governance openness and ethics (e.g. local anti-corruption programmes)
- Proven understanding of key principles of human rights-based approach to service development
- Evidence based competence in organizing equal and non-discriminatory community dialogues and acting on their results

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

IV.2 Project Management

The Project will be an integral part of the UN RPP in general and in particular of its Component 2, described in section II.2. The Programme implementation 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 Programme Board meetings as well as for ensuring synergies between similar projects within the UN RPP and/or across the UN system. UNDP Country Office Support Services will be also provided to the Project on an ongoing basis.

V.   RESULTS FRAMEWORK

EXPECTED RESULTS	INDICATORS	DATA SOURCE	BASELINE		TARGETS			DATA COLLECTION METHODS & RISKS
			Value	Year	2022	2023	2024	
Intermediate Result 1 – Local authorities are able to lead effectively sustainable and gender-responsive recovery and service delivery in the conflict-affected communities of Ukraine, based on the principles of good governance and with active public participation	**IR indicator 1:** The level of trust in local institutions in eastern Ukraine, disaggregated by Oblast, sex and proximity to the 'contact line'	SCORE (0-10 scale where 0 means lack of or lowest degree and 10 means full presence or highest degree)	Donetsk: 4.0 (3.9 – men, 4.0 – women) Luhansk: 3.8 (3.8 – men, 3.9 – women) 'Contact line': 3.4 (3.1 – men, 3.6 – women)	2021	Donetsk: 4.4 (4.4 – men, 4.4 – women) Luhansk: 4.2 (4.2 – men, 4.2 – women) 'Contact line': 3.8 (3.5 – men, 3.8 – women)	Donetsk: 4.7 (4.7 – men, 4.7 – women) Luhansk: 4.6 (4.6 – men, 4.6 – women) 'Contact line': 4.2 (4 – men, 4.2 – women):	Donetsk: 5.0 (5.0 – men, 5.0 – women) Luhansk: 5.0 (5.0 – men, 5.0 – women) 'Contact line': 4.7 (4.5 – men, 4.7 – women)	SCORE Index reports, provided that SCORE analytical unit continues to be funded and/or is not constrained by anti-pandemic measures. Some data collection risks.
Output 1.1 – The attitudes of local authorities towards the citizens are inclusive, open and transparent, and ethical								
	Indicator 1.1.1: Proportion of interviewed residents of target communities who recognize the role of LSGs in driving equal and non-discriminatory participation in their communities, disaggregated by Oblast, sex and proximity to the 'contact line'	Survey	Pending baseline survey and selection of target communities	2022	Donetsk: TBD - men TBD - women TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women TBD - total	Donetsk: TBD - men TBD - women TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women TBD - total	Donetsk: TBD - men TBD - women TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women TBD - total	Data collected on the basis of baseline and annual surveys. Minimal risks unless stringent anti-pandemic measures are in place constraining freedom of movement.
	Indicator 1.1.2: Proportion of interviewed residents of target communities claiming their involvement in budget planning processes, disaggregated by Oblast, sex and proximity to the 'contact line'	Survey	Pending baseline survey and selection of target communities	2022	Donetsk: TBD - men TBD - women TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women	Donetsk: TBD - men TBD - women TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women	Donetsk: TBD - men TBD - women TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women	Data collected on the basis of baseline and annual surveys. Minimal risks unless stringent anti-pandemic measures are in place constraining freedom of movement.

Indicator	Data source	Baseline	Year	Target	Target	Target	Assumptions/Risks
Indicator 1.1.3: Cumulative number of Community Facilitators appointed in target territorial communities to inform citizens on LSGs work and collect their feedback, disaggregated by Oblast, sex and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks.
Indicator 1.1.4: Proportion of trained representatives of local authorities and CSOs claiming their involvement in anti-corruption monitoring, disaggregated by Oblast, sex and proximity to the 'contact line'	Survey	0%	2022	Donetsk: 70% - men 70% - women 70% - total Luhansk: 70% - men 70% - women 70% - total 'Contact line': 70% - men 70% - women 70% - total	Donetsk: 75% - men 75% - women 75% - total Luhansk: 75% - men 75% - women 75% - total 'Contact line': 75% - men 75% - women 75% - total	Donetsk: 80% - men 80% - women 80% - total Luhansk: 80% - men 80% - women 80% - total 'Contact line': 80% - men 80% - women 80% - total	Data collected on the basis of baseline and annual surveys. Minimal risks.

Output 1.2 – Local self-governments acquire and maintain essential governance qualities (competence, effectiveness, and efficiency) to manage their territories

Indicator	Data source	Baseline	Year	Target	Target	Target	Assumptions/Risks
Indicator 1.2.1: Cumulative number of 'Skills and Competence Development Charter' designed and approved by pilot LSGs and communicated to the public, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks.
Indicator 1.2.2: Cumulative number of target communities with developed and approved performance management systems in place, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD	Data collection based on project records and administrative data from LSGs. Minimal risks

Result	Indicator	Data source	Baseline	Year	target communities	target communities	target communities	* Pending selection of target communities	Notes
	Output 1.3 – Newly appointed local self-governments have the necessary capacity to plan territorial development in a participatory and gender-responsive manner and apply sound financial management								
	Indicator 1.3.1: Cumulative number of target communities with approved gender-responsive local strategies developed with public participation, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	Pending selection of target communities	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks
	Indicator 1.3.2: Cumulative number of target communities with developed and approved three-year budget plans, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	Pending selection of target communities	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks
Intermediate Result 2 – Conflict-affected women and men, girls and boys, equally benefit from improved service delivery and greater environmental protection	**IR Indicator 2.1:** The level of environmental security in eastern Ukraine, disaggregated by Oblast, sex and proximity to the 'contact line'	SCORE	Donetsk: 4.0 (4.2 – men, 3.9 – women) Luhansk: 5.5 (5.7 – men, 5.4 – women) 'Contact line': 4.5 (4.8 – men, 4.3 – women)	2021	Donetsk: 4.3 (4.4 – men, 4.2 – women) Luhansk: 5.7 (5.8 – men, 5.7 – women) 'Contact line': 4.7 (4.9 – men, 4.6 – women)	Donetsk: 4.6 (4.7 – men, 4.5 – women) Luhansk: 5.9 (5.9 – men, 5.9 – women) 'Contact line': 4.9 (5.1 – men, 4.8 – women):		Donetsk: 5.0 (5.0 – men, 5.0 – women) Luhansk: 6.1 (6.1 – men, 6.1 – women) 'Contact line': 5.2 (5.2 – men, 5.2 – women)	SCORE Index reports, provided that SCORE analytical unit continues to be funded and/or is not constrained by anti-pandemic mesures. Some data collection risks.
	IR Indicator 2.2: Percentage of community members who are satisfied with the timeliness and	Survey	Pending baseline survey	2022	Donetsk: TBD - men TBD - women	Donetsk: TBD - men TBD - women	Donetsk: TBD - men TBD - women	Donetsk: TBD - men TBD - women	Data collected on the basis of baseline and annual surveys.

Indicator	Data source	Baseline	Year	Target (milestone 1)	Target (milestone 2)	Target (final)	Assumptions and risks
quality of social services provided, disaggregated by Oblast, sex and proximity to the 'contact line'	and selection of target communities			TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women TBD - total	TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women TBD - total	TBD - total Luhansk: TBD - men TBD - women TBD - total 'Contact line': TBD - men TBD - women TBD - total	Minimal risks unless stringent anti-pandemic measures are in place constraining freedom of movement.
Output 2.1 – LSGs are capable to strengthen environmental protection in their territories through effective environmental risks monitoring, land rehabilitation and waste management							
Indicator 2.1.1: Cumulative number of women and men from target communities who are actively engaged in environmental monitoring and risk identification, disaggregated by Oblast, sex and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk: 100 (at least 50 women) Luhansk: 100 (at least 50 women) 'Contact line': 100 (at least 50 women)	Donetsk: 250 (at least 125 women) Luhansk: 200 (at least 100 women) 'Contact line': 200 (at least 100 women)	Donetsk: 400 (at least 200 women) Luhansk: 300 (at least 150 women) 'Contact line': 300 (at least 150 women)	Data collection based on project records and administrative data from LSGs. Minimal risks.
Indicator 2.1.2: Total area of damaged lands which are earmarked for rehabilitation and for which financing has been identified, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	Pending baseline assessment and selection of target communities	2022	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks.
Indicator 2.1.3: Cumulative number of target communities with adopted and budgeted cleaning and waste management plans developed on a participatory basis, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks.

Indicator	Source	Baseline	Year	Target	Target	Target	Means of verification / risks
Indicator 2.1.4: Cumulative number of local service improvement projects on solid waste management implemented in target communities, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks
Output 2.2 – New LSGs take steps to ensure improved access to social services in their territories and promote the diversification of service provision through non-governmental actors							
Indicator 2.2.1: Cumulative number of Accessible Service Provision Plans designed on a participatory basis and having funding commitments, disaggregated by Oblast and proximity to the 'contact line'	Project data, LSGs administrative data	0	2021	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Donetsk*: TBD Luhansk: TBD 'Contact line': TBD * Pending selection of target communities	Data collection based on project records and administrative data from LSGs. Minimal risks
Indicator 2.2.2: Evidence of a social services contracting out plan designed, based on the experiences of target communities, and submitted for review and discussion to the Ministry of Social Policy (yes/no)	Project data, LSGs administrative data	No	2021	No	No	Yes	Data collection based on project records and administrative data from LSGs. 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 analyzed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.	UNDP	
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.	UNDP	
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 Component team and used to inform management decisions.	UNDP	
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	UNDP	
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 Programme Board and used to make course corrections.	UNDP and Programme Board	
Project Report	A progress report will be presented to the Programme Board and key stakeholders,	Annually, and at the end of the		UNDP	

	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.	project (final report)	
Project Review (Project Board)	The project's governance mechanism (i.e., Programme 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 Programme 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 Programme Board and management actions agreed to address the issues identified. UNDP

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
Final Evaluation	Sida		4	End 2025	UNDP, Sida	$20,000 - Project

VII. MULTI-YEAR WORK PLAN

The Multi-Annual work plan is included in **Annex 3**

VIII. Governance and Management Arrangements

VIII.1 Implementation modality

This project will be implemented under the 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 UN RPP Programme Board.

VIII.2 Governance and management set-up

The Programme Board

The UN **RPP Board is the governing body of the Project** and with RPP's management team reporting directly to the board on delivery. A designated UN 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 UN RPP management team directly.

The UN 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 Sida) that provides guidance regarding the technical feasibility of the Project;

- Senior Beneficiary (role represented by Oblast Administrations of Donetsk and Luhansk oblasts) that oversees the coherent implementation of the Project in line with the country's decentralization reform. End-beneficiaries are local self-governments, CSOs and selected public service providers, which contribute to the realization of the Project's benefits from the perspective of service recipients. This role may also include Central Authorities when/if required – in particular, the Ministry for Reintegration of the Temporarily Occupied Territories, and the Ministry of Communities and Territories Development.

- In the context of this Project's implementation, the UN RPP Board will hold meetings on an 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 member at least one week before the meeting takes place. The UN 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 UN 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 UN RPP Board.

In addition to the UN 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 UN 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 UN 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 UN 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 UN RPP is decentralized, and an area-based approach of projects implementation is applied;

- with other projects: a detailed description of the Project's coordination modalities with other projects operating in Donetsk and Luhansk oblasts is provided above.

VIII.3 Monitoring, evaluation and reporting

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

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

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

The Project Manager (Thematic Component Lead) and the responsible UN RPP Programme Manager will bear responsibility for the timely submission and quality of the annual and final reporting.

A detailed monitoring and evaluation plan is presented in **Section VI**.

VIII. 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.

IX. RISK MANAGEMENT

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

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

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

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

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

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

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

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

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

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

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

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

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

f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.
    Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

g. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.
    Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.
    Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

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

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

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

ANNEXES

1. Risks log
2. Multi-year work plan