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ANNEX 1

of the Commission Implementing Decision on the financing of the Annual Action Programme, part 2, in favour of Ukraine for 2020

Action Document for EU4ResilientRegions

PROGRAMME

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	EU4ResilientRegions CRIS number: ENI/2020/42816 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	Neighbourhood East, Ukraine The action shall be carried out at the following indicative locations: Donetsk, Luhansk, Dnipropetrovsk, Kharkiv, Zaporizhzhia, Kherson, Mykolaiv, Odesa, Sumy, and Chernihiv regions/oblasts, with priority given to eastern and southern parts of Ukraine	
3. Programming document	Single Support Framework 2018-2020 for Ukraine ¹	
4. Sustainable Development Goals (SDGs)	SDG 16 – Peace, Justice and Strong Institutions SDG 10 – Reduced Inequalities SDG 6 – Clean Water and Sanitation SDG 5 – Gender Equality SDG 3 – Good Health and Wellbeing	
5. Sector of intervention/ thematic area	Strengthening institutions and good governance, including the rule of law and security [cross-cutting action]	DEV. Assistance: YES
6. Amounts concerned	Total estimated cost: EUR 30 000 000 Total amount of European Union (EU) contribution EUR 30 000 000	

¹ Commission Decision C(2017)8264

7. Aid modality(ies) and implementation modality(ies)	Project Modality Direct management through grants Indirect management with UNDP and GIZ			
8 a) DAC code(s)	43010 - Multisector aid		20%	
	15220 - Civilian peace-building, conflict prevention and resolution		20%	
	41010 - Environmental policy and administrative management		15%	
	32130 - Small and medium-sized enterprises (SME) development		15%	
	15112 - Decentralisation and support to subnational government		15%	
	12110 - Health policy and administrative management		15%	
b) Main Delivery Channel	41114 – UNDP 13000 – GIZ			
9. Markers (from CRIS DAC form)²	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
	10. Global Public Goods and Challenges (GPGC) thematic flagships	n/a		

SUMMARY

In response to the dynamics of the conflict in eastern Ukraine and the illegal annexation of Crimea and Sevastopol, this action will aim to enhance Ukraine's resilience overall and to hybrid threats explicitly and contribute to strengthening its reform progress and country-wide societal cohesion. It will also aim to enable the EU to react to developments that can have an impact on the conflict resolution process. In this vein, the action intends to respond to most recent and developing destabilisation factors like the COVID-19 pandemic and its societal and economic impact. The action will target key resilience components of social capital, human security and information integrity in specific regions of Ukraine that have been identified as particularly vulnerable based on their socio-economic situation, location, affectedness by the conflict and illegal annexation of Crimea and Sevastopol, and potential exposure to disinformation narratives.

1 CONTEXT ANALYSIS

1.1 Context Description

Despite the ongoing conflict in its eastern regions and continued illegal annexation of Crimea and Sevastopol, Ukraine has made major reform progress since 2014, including with unprecedented EU support, notably in the areas of good governance, economic stabilisation and growth and social policies like education.

The dynamics of the conflict and connected destabilisation (socioeconomic destabilisation in the Sea of Azov region; Water, Sanitation and Hygiene (WASH) and environmental situation in the south-east and south of Ukraine; disinformation; and infrastructural and social disconnect) have shown a need for continued support to Ukraine's resilience, not only in the areas directly affected by the conflict (i.e. adjacent to the line of contact), but by taking a broader geographical approach to vulnerabilities. Key factors of instability include: 1) geographic closeness to conflict-affected and illegally annexed areas; 2) infrastructural disconnect and remoteness; 3) overexposure to disinformation and lack of information literacy; 4) cultural and political distrust towards central authorities, notably fuelled by perceived impunity of corruption and attacks against activists; 5) socioeconomic insecurity; 6) environmental insecurity, including WASH; 7) being indirectly affected by the conflict, i.e. as an internally displaced persons (IDP) host community or a community with an important number of veterans.

At the same time, following 2019 elections, the new Ukrainian administration has adopted a significantly more inclusive approach towards the eastern and southern parts of Ukraine and taken an active stance in furthering negotiations in the Trilateral Contact Group and the Normandy format, with a Normandy Summit held at the end of 2019, new disengagement areas and crossing points being negotiated. Ukrainian authorities would like to hold local elections under Ukrainian law in all of Ukraine, including the conflict affected areas still in 2020. The situation nevertheless remains very volatile, including continued ceasefire violations, including one of the heaviest for years as recently as February 2020. The COVID-19 pandemic has added a significant factor of instability, affecting the healthcare system, the socioeconomic situation throughout the country, the level of people-to-people contacts between government-controlled areas (GCA) and non-government controlled areas (NGCA),

increasing disinformation challenges and risk of domestic violence and mental health and psychosocial issues.

Ukraine's reform progress and overall social cohesion needs to be ensured throughout the country and safeguarded from this volatility, including to support and enable conflict resolution efforts. This requires strengthened resilience, notably in regions which can be used as easy entry points for destabilisation. The key issues to be addressed range from more immediate response to the impact of the conflict and the COVID-19 pandemic on the civilian population, to recovery and local development measures tailored to conflict-affected and vulnerable areas and aiming at increasing social cohesion, to increased information resilience.

1.2 Policy Framework (Global, EU)

This action is part of the EU's enhanced support and response measures to the conflict in eastern Ukraine and destabilisation in adjacent regions. In the seventh year of conflict, the situation in eastern Ukraine remains volatile and vulnerabilities high, with over 5 million people affected. This includes not only 3.5 million requiring humanitarian assistance, but also, among others, people living close to the contact line, IDPs and host communities. Other vulnerable groups include veterans and their families. Additional vulnerabilities have become obvious in areas not directly adjacent to the line of contact, but prone to destabilisation, notably after the illegal construction of the Kerch Bridge by the Russian Federation and the 2018 events in the Sea of Azov. Most recently, the COVID-19 pandemic has added challenges ranging from humanitarian (health, food security, protection) to socioeconomic.

The European Union has reacted to the conflict with substantial humanitarian assistance (DG ECHO) in the GCA and NGCA, early recovery (Instrument contributing to Stability and Peace/IcSP) and reform-oriented support. Notably, in 2017 the EU adopted a EUR 50 million Support programme for eastern Ukraine, aiming to provide specific conflict-related assistance to GCA in Donetsk and Luhansk regions while also facilitating their participation in the national reform agenda. An early recovery loan was issued by the EIB.

In 2018, the EU stepped up its support to the Sea of Azov area through the ENI (top-up and geographical extension of the Support to Eastern Ukraine Programme, preparation of actions under the Neighbourhood Investment Platform/NIP and feasibility studies for road, rail and port investments) and IcSP (demining and psychosocial assistance), and by enhancing its visibility on the ground. Furthermore, the regions are covered by large-scale programmes supporting good governance (Ukraine Local Empowerment, Accountability and Development/U-LEAD with Europe, EU Anti-Corruption Initiative/EUACI) and further EU support.

When the COVID-19 pandemic struck Ukraine, the EU reacted quickly by mobilising resources from regional and bilateral ENI budgets as well as humanitarian assistance. Two of its flagship programmes, the Support to the East of Ukraine and U-LEAD with Europe quickly reoriented activities and budgets towards response to the coronavirus crisis ranging from procurement of urgently needed medical and personal protective equipment to support to micro, small and medium-sized enterprises (MSMEs) and vulnerable groups.

This action is in line with the Single Support Framework 2018-2020 for Ukraine and the EU Joint Humanitarian Development Framework for Ukraine 2017-2020. Building on ongoing support and enhancing it, the action also contributes to the aims of the European Neighbourhood Review of November 2015, the EU Global Strategy, the EU policy

framework on Women, Peace and Security ³ and the EU Gender Action Plan 2016-2020 (GAP II).

The Action responds to the measures agreed in the Normandy Summit of 9 December 2019, hence indirectly supporting the efforts to drive the peace process forward. Finally, it ensures the continuity of the EU's approach to providing targeted COVID-19 assistance without weakening the overall reform support.

1.3 Public Policy Analysis of the partner country/region

Peacebuilding and reintegration of the conflict-affected regions in the east, alongside enhanced development and investments into further vulnerable regions are among the key priorities of the new Ukrainian administration. Already under the previous administration, programmatic documents, such as the IDP integration strategy, the Strategy of Information Integration of Donbas, and legislation, including the “Law on the peculiarities of state policy on the restoration of the state sovereignty of Ukraine over the temporarily occupied territory of the Donetsk and Luhansk regions of Ukraine” (Donbas reintegration law) and the Mine Action law, were adopted.

With measures such as the “RE:THINK. Invest in Ukraine” Conference held in Mariupol in October 2019, the launch of a Russian-language TV channel targeted towards the conflict-affected areas, the extension of IDPs' voting rights to all levels of elections (national and local), simplification of some administrative procedures and the planned start of a national platform for dialogue and reconciliation, the new administration is deploying measures aimed at an inclusive approach and enhancing societal cohesion.

In parallel, Ukraine continues actively engaging in the Trilateral Contact Group and Normandy format. At the time of the programme design, the government was in the phase of implementing confinement measures; however, a societal debate about post-COVID-19 recovery was already on its way and the assistance dialogue with Ukraine's international partners encompassed not only immediate healthcare response but also recovery perspectives.

1.4 Stakeholder analysis

- Regional administrations of concerned oblasts, as well as local administrations at municipal, rayon and community/hromada levels;
- Central government ministries (together with their branches at regional level) such as the Ministry for Reintegration of the Temporarily Occupied Territories, the Ministry for Veteran Affairs, the Ministry for Communities and Regional Development, the Ministry for Development of Economy, Trade and Agriculture, the Ministry of Health, the National Public Health Centre and National Health Service of Ukraine, the Ministry of Social Policy and the Ministry of Education and Science, the Ministry of Internal Affairs, the Ministry of Culture and Information Policy, the Ministry of Youth and Sports, the Ministry of Energy and Environmental Protection, the Ministry of Infrastructure, the National Security and Defence Council;
- Regional and local healthcare providers;

³ The EU Strategic Approach to Women Peace and Security (15086/18, December 2018) and its Action Plan (2019-2024) (11031/19 July 2019).

- Local communities and their community organisations, civil society organisations, activists;
- National, regional and local media and media activists;
- MSMEs and business intermediary organisations, such as Chambers of Commerce, at national and regional levels;
- Banks together with their branches at regional and local levels, leasing and possibly insurance companies;
- Bilateral development agencies and international organisations such as UNDP, UN WOMEN, UNFPA, FAO, WHO, OSCE, GIZ, SIDA, KfW, EIB, EBRD, USAID and others.

1.5 Problem analysis/priority areas for support

After six years of conflict, the negotiations in the Normandy and the Trilateral Contact Group formats had, until recently, largely stalled. Preliminary agreements reached during the Normandy format Summit of 9 December 2019 may indicate a willingness to reinvigorate negotiations at highest level with a view to advancing full implementation of the Minsk agreements and eventually reaching a peaceful and sustainable solution to the conflict in eastern Ukraine. The Jointly Agreed Conclusions of the Summit outline several practical confidence-building and security-related measures which, if implemented thoroughly and quickly, could have a direct positive impact on the lives of people in eastern Ukraine, on both sides of the contact line. The Joint Conclusions notably cover: *i.* a possible opening of new crossing points along the line of contact, *ii.* three additional disengagement areas, *iii.* advancing on mine action, and *iv.* the importance of supporting the possibility of enhanced activity of the OSCE Special Monitoring Mission.

In order to support this process and contribute to sustainable recovery and peacebuilding, the EU can, in a first phase, provide short-term upscaling of already ongoing support. Such activities are notably sensitive to the timing agreed for follow-up in the Joint Conclusions (4 months after the Summit).

However, the overall situation calls for a more structured scale-up of conflict response and resilience enhancement in the mid-term. This is due to the volatility of the overall political and security situation as well as the relatively greater vulnerability of certain regions due to their socio-economic situation, location and other factors. The COVID-19 pandemic has added another layer of destabilisation, straining the healthcare system, economy and aggravating vulnerabilities.

This resilience-targeted action can be structured along three key components, which are in line with the EU Joint Humanitarian Development Framework for Ukraine, with an approach that allows for adjustments of funding and actions in reaction to political developments:

1. Building social capital
2. Human security
3. Information integrity

This action shall ensure the EU's mid-term response to increased stabilisation and resilience needs. The key feature of this action will be its modular approach, allowing to fine-tune activities geographically and over time.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Escalation of the conflict in eastern Ukraine	M	The programme is designed to respond to volatility. In case of impossibility of implementation in a given area/activity, funds shall be reallocated in order to enhance resilience elsewhere.
Change of government policy towards conflict-affected regions	L	Reintegration of conflict-affected areas has been a cornerstone of government policy, albeit with varying operational degrees. The programme is designed to offset societal disconnect and potential for conflict and to foster cohesion and unity. EU-Ukraine policy dialogue consistently calls for an inclusive approach.
Escalation of destabilisation in other regions (cf. Sea of Azov events 2018)	M	The programme is designed to respond to volatility. In case of impossibility of implementation in a given area/activity, funds shall be reallocated in order to enhance resilience elsewhere.
Lack of uptake at local level	L	The programme builds on previous and/or ongoing actions. It is designed to maximise synergies and utilise previously achieved results.
Management risks due to high diversity of components	L	The programme builds on previous and/or ongoing actions. It is designed to maximise synergies and utilise previously achieved results. Attention will furthermore be paid to potential implementers' capacity for coordination and building of synergies.
The COVID-19 pandemic and related confinement measures hampers the incremental inclusive measures towards citizens in NGCA	M	The programme is designed to respond to volatility and will reorient activities to enhance an inclusive approach and resilience throughout remaining possibilities.
Assumptions		
<ul style="list-style-type: none"> • Government policy continues with a largely inclusive approach towards conflict affected and vulnerable regions. • The economic situation remains fairly stable (taking into account COVID-19 impact). • The political and security situation remains at least at an acceptable baseline. 		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

The experience of the Sea of Azov events in 2018 and EU support has shown that resilience improvement is needed and vulnerabilities connected to the conflict in eastern Ukraine and the illegal annexation of Crimea and Sevastopol go beyond the areas adjacent to the contact line.

Similarly, the political and security volatility of the conflict and peacebuilding processes requires anticipation and flexibility, in order to be able to react to unforeseen developments.

Finally, over the last years, it has become obvious that resilience is influenced by a multitude of factors which range from tangible (location, infrastructure, environment, socioeconomic situation) to intangible (feeling of connectedness, information resilience) and need to be addressed simultaneously and at a large scale.

3.2 Complementarity, synergy and donor co-ordination

EU activities

Since the start of the conflict in eastern Ukraine in 2014, the EU has been providing conflict response along the humanitarian-development nexus, with substantial funds invested in humanitarian (EUR 154.8 million), early recovery (EUR 113 million IcSP + EUR 200 million EIB early recovery loan) and reform-oriented (around EUR 85 million under ENI) assistance. The EU has also deployed additional actions in response to the 2018 events in the Sea of Azov region with support across the range of its instruments as well as enhanced presence on the ground and visibility (top up and extension of the EU Support to the East of Ukraine programme, EU project office in Mariupol, high-level visits and participation in the 2019 RE: THINK. Invest in Ukraine conference). The present action will build on the previous and ongoing programmes under IcSP and ENI (EU Support to Eastern Ukraine), notably regarding activities under components 1 and 2, with specific attention to avoid overlaps and utilise synergies.

DG ECHO has been providing assistance to the most vulnerable population along both sides of the contact line and in the NGCA of Donetsk and Luhansk regions. It covers the distribution of multi-purpose cash, food and essential household and winterized items; access and support to primary and secondary health facilities with equipment and medicine; psychosocial support, light and medium repair of damaged houses and social infrastructures (schools, kindergartens, hospitals, water and electricity supply systems); support to community self-management and rehabilitation of community spaces; provision of first medical aid, access to safe drinking and non-drinking water and sanitary infrastructures at the entry-exit crossing points; provision of psychosocial support to children and distribution of educational kits; individual and group legal consultations, documentation and administrative services and in-court representations; mine clearance activities and mine risk education, and disaster risk reduction applied to industrial risks in areas along the line of contact. Ukraine has also been and continues to be supported through activities under the Union Civil Protection Mechanism (UCPM) and the regional programme for prevention, preparedness and response to natural and man-made disasters in the Eastern Neighbourhood (PPRD East) that aim at increasing resilience and strengthening capacities to manage different risks. Areas covered

include risk assessment, risk management planning and evaluation, recording disaster damage and loss data, capacity building on preparedness and civil protection volunteerism.

Ongoing projects under the IcSP include support to the OSCE Special Monitoring Mission in Ukraine, support to building capacity for civilian protection and strengthening resilience and civic engagement of conflict-affected youth, support to community-led peacebuilding and the reintegration of veterans of the conflict in eastern Ukraine, reinforcing cyber security in the preparation of the elections and countering disinformation, facilitating peacebuilding and conflict transformation in Ukraine through multi-track dialogue, and support for mine risk education, mine reduction and clearance activities. The EU has increased its support for civilian protection in eastern Ukraine with EUR 1 million to enable the implementation of Ukraine's Strategy on Protection of Civilians. A further EUR 1 million was allocated to support the resilience of the Sea of Azov region in order to contribute to the reliability and availability of information on the region and its immediate, medium and long-term needs. Through the IcSP, the EU will also step up the EU's support to countering disinformation (EUR 2 million project to be launched first half of 2020).

Of particular relevance to the presented action is the EU Support to the East of Ukraine programme. This ENI programme was adopted in late 2017 to work on decentralisation and governance; economic recovery; community security and social cohesion; education and health reforms in the government-controlled areas of Donetsk and Luhansk regions. In July 2019 a EUR 10 million budget increase extended the programme activities to the Sea of Azov region, covering socio-economic development and community security. The programme is currently implemented through a EUR 40 million contribution to the UN's Recovery and Peacebuilding Programme, a EUR 9.5 million *FinancEast* initiative on improving access to credit and finance for SMEs operating in the east of Ukraine, and EUR 10 million to support displaced universities, relocated from non-government-controlled areas.

The EU supports Ukrainian media through regional programme EU4IndependentMedia to all Eastern Partnership countries (EUR 11 million) to be launched in 2020. EU4IndependentMedia and the information integrity component of EU4ResilientRegions will be reinforcing each other's work and impact.

The current action will work in close coordination with the work of the OHCHR, where EUR 3 million is used to support for the operations of the UN Human Rights Monitoring Mission in Ukraine, and with the EU's and other donor-funded nationwide programmes in support of decentralisation (Ukraine Local Empowerment, Accountability and Development (U-LEAD with Europe), anti-corruption (EUACI) and people to people contacts (House of Europe programme). It will also seek to complement the interventions under EU4Business which improves business climate and access to credit for SMEs across Ukraine and under the EU support to civil society via the European Endowment for Democracy and the newly launched Financial Framework Partnership Agreements.

EIB's Ukraine Early Recovery Programme (ERP) is a EUR 200 million framework loan for multi-sector investments in conflict damaged municipal and transport infrastructure. Around 270 small-scale investments to municipal and social infrastructure and housing have been made available in government-controlled areas of Donetsk and Luhansk regions but also in Kharkiv, Dnipropetrovsk, Zaporizhzhia and several other regions hosting influxes of IDPs.

The EU has adopted a first EUR 80 million response package to support Ukraine through the COVID-19 pandemic in early 2020, composed of regional and bilateral ENI funding. It has also reoriented/mobilised humanitarian assistance (worth up to EUR 1.6 million at the time of writing) and was working on facilitating access to existing credit lines worth EUR 200 million as well as additional European Fund for Sustainable Development (EFSD) guarantees of EUR 500 million for European Neighbourhood countries. As outlined above, notably repurposing of activities under the Support to the East of Ukraine Programme and U-LEAD with Europe aimed at mitigating the impact of the pandemic at local communities, including in conflict-affected areas.

Other donors' activities

Humanitarian agencies and International Non-Governmental Organisations (INGOs) active in the GCA in the livelihood and protection sector, especially in providing emergency income support in the areas close to the contact line are expected to remain close partners notably with regard to a coordinated humanitarian response to the crisis and assistance provided to the target groups. INGOs in the region, further away the line of contact, will increasingly move away from 'first response emergency' to a more sustainable recovery and developmental mode.

Other international organisations (in particular the OSCE and the Council of Europe and their respective missions in Ukraine) are seen as key partners in their efforts to support governance reforms, the human rights agenda, gender equality and in building the capacity of national stakeholders, both governmental and non-governmental. National NGOs are expected to continue to partner on strategic advocacy for reforms, capacity building and monitoring. Their role in implementing envisaged measures will be critical.

10 international donors – Canada, Denmark, Germany, Japan, the Netherlands, Norway, Poland, Sweden, Switzerland and the UK – also contribute to the Recovery and Peacebuilding Programme. The programme is implemented by 4 UN agencies – UNDP, FAO, UN Women and UNFPA – in 5 regions of Ukraine to strengthen local governance institutions, support economic recovery and reconstruction of critical infrastructure in the conflict-affected communities, enhance community security and social cohesion, promote the implementation of the healthcare reform, as well as to develop sustainable solutions to existing environmental challenges in eastern Ukraine.

In addition to US-funded interventions through the USAID's Office of Transition Initiatives (OTI), USAID has two dedicated programmes of USD 130 million for the east and south of Ukraine. Its Democratic Governance East (DG-East) is a five-year activity to improve trust and confidence between citizens and government in eastern Ukraine, contributing to a broader development objective of mitigating the impacts of Russia's aggression against Ukraine. Key objectives include increased participation in community problem-solving; more efficient, modern service delivery; integration of separated, marginalized, and isolated communities; greater citizen confidence in and understanding of key reforms; and diversified citizen engagement with inclusive and democratic civic values. Economic Resilience Activity (ERA) supports entrepreneurs and small- and medium-sized businesses in competitive sectors to mitigate the impacts of the conflict and reduce the region's reliance on oligarch-backed big businesses and trade with Russia. In the short-term, ERA will work with conflict-affected and vulnerable populations to help them rebuild their economic livelihoods. In the medium-term,

ERA will work in select value chains and with innovative businesses to help them expand and find new markets. ERA's long-term goal is to build confidence in the future of the eastern Ukrainian economy to stimulate entrepreneurship and investment in the region. ERA primary focus is on providing support to Luhansk and Donetsk oblasts, but it also works to strengthen economic linkages between these two regions and the rest of the country.

Japan has been very active in funding livelihood programmes and activities aimed at employment and income generation in the conflict-affected area. Since the start of the conflict, Japan has financed activities to mitigate the consequences of the conflict, including support to IDP livelihoods and support for restoration of medical facilities and other social infrastructure.

GIZ, through its Sustainable Infrastructure Programme covering Eastern Ukraine, financed projects to strengthen social infrastructure and Ukrainian communities for hosting internally displaced persons and built capacity of emergency service in Ukraine.

In the media sector, other key donors and implementing partners are the US, Sweden, the Netherlands, Czech Republic, and the UK. A number of projects are also implemented through the Council of Europe.

A number of key donors (US, Switzerland, Germany, Canada) have been adjusting their allocations and programming to COVID-19 response. At the time of programme design this included notably contributions to global appeals (notably WHO), support to emergency procurement of medical and protection material, technical assistance in the healthcare sector and community support to vulnerable groups.

Donor coordination will be ensured through mechanisms established under previous EU intervention in the sector, notably the EU Support Programme for Eastern Ukraine and U-LEAD with Europe. In the case of COVID-19 response, the recently established working groups under EU-UN leadership and the policy dialogue recently established via a single mechanism under the Prime Minister of Ukraine.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

Overall objective

To enhance Ukraine's overall resilience, including to hybrid threats and destabilisation, such as the COVID-19 pandemic and increase its peacebuilding capacity.

Specific objectives

1) Improved social capital throughout vulnerable regions, 2) greater human security in the regions directly affected by the conflict, the illegal annexation of Crimea and the wider connected vulnerability and 3) greater information integrity overall.

Expected outputs

Component 1. Building social capital

Output 1.1. All citizens, including from vulnerable groups and those residing in conflict-affected areas, can access administrative and social services in a modern and convenient way.

Output 1.2. Potential of civic activism in target regions is strengthened, including in connection with mitigating the adverse impacts of the COVID-19 pandemic.

Output 1.3 Youth engagement in target regions is strengthened.

Output 1.4. The negative impact of the COVID-19 pandemic on the local economy, MSMEs and individual livelihoods in particular, is lessened.

Output 1.5. Final beneficiaries of the EIB's Eastern Ukraine Recovery Programme increase their capacity in effective and transparent implementation of their investment projects.

Component 2: Enhancing human security

Output 2.1 New crossing points in disengagement areas at the line of contact in Donetsk and Luhansk regions are equipped and, where relevant, service delivery to the civilian population is organised according to Ukrainian legislation and international standards.

Output 2.2 Infrastructure for crossing the administrative boundary line with Crimea is improved and, where relevant, service delivery to the civilian population is organised according to Ukrainian legislation and international standards.

Output 2.3 Capacities of communities in the target regions for citizen dialogue, engagement and security are strengthened.

Output 2.4 The environmental situation in the target regions is promptly monitored and support is provided to alleviate the environmental pressure and to increase community confidence.

Output 2.5 Capacities of the local health system are strengthened, addressing epidemiological response and preparedness.

Component 3: Strengthening information integrity

Output 3.1. Independent media outlets and individual journalists in the target regions are supported to remain operational despite the social and economic fallout of the COVID-19 pandemic and are able to increasingly engage audiences and produce high quality content.

Output 3.2 Independent local media outlets and journalists improve own capacities for delivering quality content and digitalisation.

Output 3.3 Public media have greater capacities to strengthen information resilience and engage audiences.

Output 3.4 Media professionals/activists have enhanced capacity to identify and dismantle disinformation.

Main activities

All activities shall build on previous and ongoing actions and foresee relevant assessments, taking into account the impacts of COVID-19 pandemic and seeking synergies and filling potential gaps. They shall be implemented with due consideration to security and political implications and rolled out with corresponding levels of necessary flexibility.

Component 1. Building social capital

1.1.1 Installation/modernisation and/or capacity building of **Administrative Service Centres (ASCs)**, ensuring innovative solutions and accessibility for all citizens, taking into account vulnerabilities including belonging to a minority group, and COVID-19.

1.1.2 Set up of an **administrative service/social support office** close to the Crimea administrative boundary line, also providing a contact point for **Human Rights Defenders**.

1.1.3 **Assistance to local authorities and communities** in policies related to the decentralisation process, taking into consideration conflict-, gender-, age-, disability- and vulnerability-sensitivity as well as health security. Special attention should also be paid to persons belonging to national minorities.

1.1.4 **Capacity building for local authorities** to respond to the impact of the COVID-19 pandemic, for coordination at national level and better access to international support.

1.2.1 **Identification of sub-regions** with greater potential for civic activism and/or greater vulnerability that can be mitigated by civic activism.

1.2.2 **Provision of small and micro grants** and accompanying capacity building measures to promote, *inter alia*, inter-communal cooperation, networking, and coalition-building.

1.3.1 Empower young women and men, in particular from **vulnerable and marginalised groups**, including through set up and/support of **youth councils**, online education, and increase their access to **practice-oriented training** and broader **youth mobility, engagement and empowerment** schemes.

1.3.2 Set up of a scheme to support **youth representing Crimean Tatars and other minorities**, as well as their educational and cultural initiatives

1.4.1 **Establishment of a dedicated grant and training scheme for a) MSMEs** impacted by the fallout of the COVID-19 pandemic, with a potential for recovery through grant support and training and b) **citizens** whose livelihoods have been significantly impacted by the COVID-19 pandemic and who have interest and potential to engage in entrepreneurship.

1.4.2 Further support to the **re-establishing of local and regional value chains and trade links** impacted by the COVID-19 pandemic.

1.5.1 Capacity building assistance and advisory support to the identification, preparation, implementation and monitoring of projects under the **Eastern Ukraine Recovery programme of the European Investment Bank**.

Component 2: Enhancing human security

2.1.1/2.2.1 **Capacity building for border guards and other staff**, addressing human rights, gender, age, belonging to minorities and other vulnerabilities of the population at the crossing points/crossing the administrative boundary line, and taking into consideration health and epidemiological security aspects.

2.1.2/2.2.2 Ensuring the **provision of assistance (including mine risk education where relevant)** to the population using the crossing points/crossing the administrative boundary line.

2.1.3/2.2.3 Technical assistance, provision of required equipment and/or small-scale infrastructure, where relevant, to **improve accessibility of new crossing points/administrative boundary line** crossing.

2.3.1 Support to initiatives fostering **dialogue on peace-building and reconciliation**, promoting the Women, Peace and Security agenda, IDP and veteran reintegration, local governance, crisis and trauma management, and response to the COVID-19 fallout. In relevant communities, special attention should also be paid to rights of minorities and corresponding intra-communal dialogue.

2.3.2 Support to communities in establishing **referral mechanisms** to assist people affected by e.g. conflict-related trauma, including those affected by the COVID-19 pandemic, and **building local capacity** for prevention and **response to violence and negative coping mechanisms**.

2.3.3 Strengthening capacity of **women's groups** to meaningfully participate in local development and civic activism at all relevant levels.

2.4.1 Technical assistance, including for **humanitarian mine action and education**, if/where politically and infrastructurally feasible and appropriate.

2.4.2 **Technical assistance for the local/regional water supply development** in areas most affected by a critical water and environment situation.

2.4.3 Capacity building and implementation of **confidence-building projects at selected hazardous sites** in coordination with the ECHO Disaster Risk Reduction consortium.

2.5.1 **Capacity building for local authorities and healthcare providers** in areas such as epidemiological preparedness and response, public health, health governance and transparency, and professional skills.

2.5.2 Support to the **integration of healthcare and educational facilities for training medical staff** in providing quality services to the patients.

2.5.3 Strengthening **local authorities' and healthcare providers'** capacities to coordinate with national level on key public health issues, including **epidemiological preparedness**.

2.5.4 Strengthening primary **healthcare accessibility for all citizens and public health**.

2.5.5 Provide support to **patients' oversight and monitoring** of the health sector, support patients' health rights activism.

2.5.6 **Health promotion, awareness raising, and behavioural change** stimulation and, where relevant, promoting good health security and hygiene practices.

Component 3: Strengthening information integrity

3.1.1 Establishing a **grant support scheme** for existing local independent media and media activists, taking into account the economic impact of the COVID-19 pandemic; capacity-building for local independent media and media activists.

3.1.2 **Fostering new media initiatives**, particularly those seeking to inform on the EU, EU-Ukraine relations and reforms.

3.1.3 Supporting media initiatives focusing on **Crimea and human rights coverage**.

3.2.1 Providing **core support to local media outlets**, with a focus on **digitalisation**.

3.2.2 Set up of a **mentoring programme** for **local journalists and media outlets**.

3.3.1. **Set up of a regional content fund** for the branches of the Public Broadcaster.

3.3.2 Support to the production of **educational content on the national TV channel** targeting the conflict-affected regions.

3.4.1 Identification of suitable **independent platforms countering disinformation**, provision of capacity and alliance building support to them.

4.1 Intervention Logic

The action intends to enhance Ukraine's overall resilience to hybrid threats and other destabilisation factors by addressing key issues in particularly vulnerable regions of the country. By addressing the socio-economic situation and the immediate impact of the conflict and the COVID-19 pandemic on the population in the target areas but also taking into account indirect factors that can be instrumentalised for destabilisation in the mid- to long term, it aims to enable anticipation and flexible reaction to new developments in the ongoing conflict and peacebuilding dynamics, hence also supporting the implementation of the Minsk agreements and the work in the Trilateral Contact Group and the Normandy format and Ukraine's post-pandemic recovery.

4.2 Mainstreaming

The programme will also aim to enhance Ukraine's resilience to hybrid threats and societal destabilisation by mitigating vulnerabilities of the population. This includes support to women's rights and countering domestic violence/sexual and gender-based violence, support to human rights and specifically minority rights, to reintegration of veterans and their families, as well as to the elderly who are the most conflict-affected population group. The programme will also aim to address less visible vulnerabilities, e.g. socioeconomic destabilisation connected to the illegal annexation of Crimea and Sevastopol and the Sea of Azov events. Finally, the programme will streamline anti-corruption measures. The action contains a dedicated environment component and will mainstream climate change sensitivity as well as COVID-19 response.

4.3 Contribution to Sustainable Development Goals (SDGs)

This intervention is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 16 – Peace, Justice and Strong Institutions, SDG 10 – Reduced Inequalities, SDG 6 – Clean Water and Sanitation, while also contributing to, SDG 5 – Gender Equality and SDG 3 – Good Health and Wellbeing.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with Ukraine.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is **48 months** from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁴.

⁴ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

5.3.1 Grants: Strengthening information integrity (direct management)

(a) Purpose of the grants

A grant will be awarded to achieve Outputs of Component 3 “Strengthening Information Integrity”, as per outputs 3.1 – 3.4 described in section 4.

(b) Type of applicants targeted

This grant shall be awarded to an EU Public Broadcasting organisation. It shall have operational capacity to implement the intended activities as well as track record of implementing support projects for independent media and capacity building for public broadcasting organisations, notably in Ukraine, and funded by the EU.

5.3.2 Indirect management with entrusted entities

A part of this action may be implemented in indirect management with **UNDP**(activities under Component 1 partly and Component 2 partly andwith **GIZ**. activities under Component 1 partly and Component 2 partly). The implementation by these entities entails achieving outputs 1.1 through 2.5 under Components 1) Building social capital and 2) Enhancing human security.

The two envisaged entities have been selected using the following criteria:

- Operational and management capacity
- Technical expertise to implement large-scale support programmes
- Experience with fragile settings and conflict response
- Track record of successful implementation of EU-funded programmes, including in the target regions

If negotiations with one of the above-mentioned entity fails, the relevant part of this action may be implemented in indirect management with another entity selected using the same selection criteria.

5.3.3 Changes from indirect to direct management mode due to exceptional circumstances

If due to exceptional circumstances outside of the Commission’s control negotiations with above entrusted entities fail, those parts of this action may be implemented in direct management through grants as follows:

a) Purpose of the grants:

Implement activities under Component 1 and 2 (see also section 5.3.2)

b) Type of targeted applicants:

International Non-Governmental Organisations (INGOs)

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution
Component 1 Building Social Capital and Component 2 Enhancing Human Security composed of:	25 500 000	N.A
- Indirect management with entrusted entities – cf. section 5.3.2	25 500 000	
Component 3 Strengthening information integrity composed of:	4 000 000	N.A
- Grants (direct management) – cf. section 5.3.1	4 000 000	
Evaluation (cf. section 5.8)	350 000	N.A
Audit/ Expenditure verification (cf. section 5.9)	150 000	N.A
Communication and visibility (cf. section 5.10)	N.A	N.A
Total	30 000 000	N.A

5.6 Organisational set-up and responsibilities

The EU Delegation to Ukraine will be responsible for the management of the programme and will monitor its overall implementation.

Detailed terms of reference/description of action will be developed for each individual action, including the management structure, the experts' team, the composition of the Steering Committee in charge of the supervision of the project, etc.

5.7 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its

results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

Reports shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the nature of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants. It will be carried out for problem solving, learning and accountability purposes at various levels (including for policy revision), taking into account in particular the fact that this action is part of the EU COVID-19 response.

The Commission shall inform the implementing partners at least one month in advance of the dates foreseen for the evaluation missions. The implementing partners shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

6 APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

	Results chain: Main expected results	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
Impact (Overall Objective)	To enhance Ukraine's overall resilience, including to hybrid threats and destabilisation such as the COVID-19 pandemic, and to increase its peacebuilding capacity	Real GDP growth Unemployment rates Level of personal security, disaggregated by sex and age	-6.5% 2020 (Fitch projection) 8.7% in December 2019 Around 4.5/10 on average in target regions in 2018 (below national average of 4.9)	return to growth return to pre-pandemic level 5.5	National statistics, IMF/WB reports, SCORE index	<i>Not applicable</i>
Outcome(s) (Specific Objective(s))	1. Improved social capital throughout vulnerable regions 2. Greater human security in the regions directly affected by the conflict, the illegal annexation of Crimea and the wider connected vulnerability 3. Greater information integrity overall	Levels of civic engagement Proportion of local population who trust in local government institutions Levels of internal and external cooperation to counter hybrid disinformation threats	Around 4-5% in eastern regions (SCORE), TBD in others Around 40% in eastern regions (SCORE), TBD in others TBD	20-25% increase Up to 30% increase TBD	Project reports, SCORE index, other surveys and assessments	Government policy continues with a largely inclusive approach towards conflict affected and vulnerable regions. The economic situation remains fairly stable (taking into account

						COVID-19 impact). The political and security situation remains at least at an acceptable baseline.
Component 1. Building social capital						
Outputs	1.1 All citizens, including from vulnerable groups and those residing in conflict-affected areas, can access administrative and social services in a modern and convenient way	Proportion of citizens satisfied with the quality of administrative services (by region, disaggregated by sex and age and vulnerability)	55-59% in eastern regions (SCORE), TBD in others	Up to 70% in eastern regions, TBD in other regions	Project reports, SCORE index, other surveys	Government policy continues with a largely inclusive approach towards conflict affected and vulnerable regions.
	1.2 Potential of civic activism in target regions strengthened, including in connection with mitigating the adverse impacts of the COVID-19 pandemic	Number of new mechanisms of citizen-driven participation piloted in target regions (by region)	0	TBD	Project reports	The economic situation remains fairly stable.
	1.3 Youth engagement in target regions is strengthened	Proportion of youth, disaggregated by sex, involved in various youth participation formats and activities in target regions (by region)	0	TBD, with 50% women	Project reports	The political and security situation remains at least at an acceptable baseline.
	1.4 The negative impact of the COVID-19 pandemic on the local economy, MSMEs and individual livelihoods in particular, is lessened	Number of Human Rights Defenders and Crimean Tatar activists who can access support	0	TBD		
	1.5 Final beneficiaries of the EIB's	Number of MSMEs that scaled up their activities in the post-pandemic period, disaggregated by sex of founders/executives	0	TBD	Monitoring data, surveys, project reports, sectoral statistics, media reports	

	Eastern Ukraine Recovery Programme increased their capacity in effective and transparent implementation of investment projects into critical public infrastructure	Proportion of completed public infrastructure investment projects implemented in line with rules and procedures	0	Over 90%	Monitoring reports, project reports, media reports	
Component 2. Enhancing human security						
Outputs	2.1 New crossing points in disengagement areas at the line of contact in Donetsk and Luhansk regions are equipped and, where relevant, service delivery to the civilian population is organised according to Ukrainian legislation and international standards.	Percentage of persons satisfied with services at crossing points, disaggregated by sex and age (by region)	0	TBD	Project reports, government data	Government policy continues with a largely inclusive approach towards conflict affected and vulnerable regions.
	2.2 Infrastructure for crossing the administrative boundary line with Crimea is improved and, where relevant, service delivery to the civilian population is organised according to Ukrainian legislation and international standards.	Number of epidemiological best practices implemented at crossing points	TBD	TBD		The economic situation remains fairly stable.
	2.3 Capacities of communities in the target regions for citizen dialogue, engagement and security are strengthened	Proportion of women in leadership positions within social dialogue and reconciliation mechanisms (by region)	TBD	Increase by 20%	Project reports, surveys, stakeholder's data	The political and security situation remains at least at an acceptable baseline.
		Number of communities where new dialogue and participation mechanisms were piloted in order to address the needs and interests of the population, especially of vulnerable groups	TBD	Increase by 30%	Project reports, media reports	
		Completed mapping of infrastructure, environmental and mine risks in target regions	N/A	Available within 6 months of project start	Project reports, government data	
	2.4 The environmental situation in the target regions is promptly monitored	Number of communities that developed risk and vulnerability assessments	TBD	Increase by 30%	Project reports,	

	<p>and support is provided to alleviate the environmental pressure and to increase community confidence</p> <p>2.5 Capacities of the local health system are strengthened, addressing epidemiological response and preparedness</p>	<p>Overall level of health security in target regions</p> <p>Proportion of households in areas 0-20 km from the line of contact line that experience difficulties accessing healthcare</p> <p>Proportion of primary healthcare facilities in target regions without trained staff in standard Infection Prevention and Control principles</p>	<p>4.7/10 (SCORE) in Donetsk region, 4.4/10 in Luhansk region, other regions TBD</p> <p>Over 50% in Donetsk and Luhansk regions</p> <p>41% in Donetsk region, 47% in Luhansk region, other regions TBD</p>	<p>Up to 5/10 in Donetsk and Luhansk regions, TBD in other regions</p> <p>Around 30% in Donetsk and Luhansk regions</p> <p>Around 10% in Donetsk and Luhansk regions, other regions TBD</p>	<p>government data</p> <p>Project reports, SCORE index, government data</p> <p>Project reports, government data, surveys and assessments, incl. Analysis of Humanitarian Trends by REACH</p> <p>Project reports, government data, surveys and assessments, incl. Rapid Health Facility Assessment by REACH</p>	
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Component 3. Strengthening information security						
Outputs	3.1 Independent media outlets and individual journalists/activists in the target regions are supported to remain operational despite the social and economic fallout of the COVID-19 pandemic and are able to increasingly engage audiences and produce high quality content via a dedicated grant scheme	Number of independent media outlets/individual journalists/activists covered through the support scheme and training, including Crimean Tatar media outlets/activists disaggregated by sex	0	250 (10 per region)	Project reports, surveys	Government policy continues with a largely inclusive approach towards conflict affected and vulnerable regions. The economic situation remains fairly stable. The political and security situation remains at least at an acceptable baseline.
	3.2 Independent local media outlets and journalists improved own capacities for delivering quality content and digitalization	Quality of content according to international journalism practices and standards	TBD	Majority of targeted media outlets and journalists show consistency in fulfilling key criteria	Project reports, surveys, evaluations	
	3.3 Public media have greater capacities to strengthen information resilience and engage audiences	At least 1 media outlet per regions has stepped up its digital platform	0	1 per region	Project reports, surveys, evaluations	
		Level of trust towards public media in target regions	TBD	Increase by 10%	Project reports/surveys, government data, stakeholder's data	
		Content available and broadcasted		1 programme	Project reports	

	3.4 Media professionals/activists have enhanced capacity to identify and dismantle disinformation.	Number of people trained, disaggregated by sex	0 0	broadcasted notably in the East 50, min 30% women	Project/beneficiary reports	
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