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COMMISSION IMPLEMENTING DECISION

of 24.7.2019

on the ENI East Regional Action Programme for 2019, Part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012¹, and in particular Article 110 thereof,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action², and in particular Article 2(1) thereof,

Whereas:

- (1) In order to ensure the implementation of the ENI East Regional Action Programme for 2019, part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union, it is necessary to adopt a multiannual financing Decision, which constitutes of a multiannual work programme, for the years 2019 and 2020. Article 110 of Regulation (EU, Euratom) 2018/1046 establishes detailed rules on financing decisions.
- (2) The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU³.
- (3) The Commission has adopted the European Neighbourhood Instrument (ENI) East Regional Strategy Paper⁴ for the period 2014-2020 and the Multiannual Indicative Programme⁵ for the period 2017-2020, which sets out the following priorities (1) economic development and market opportunities; (2) strengthening institutions and good governance; (3) connectivity, energy efficiency, environment and climate change; (4) mobility and people-to-people contacts.

¹ OJ L 193, 30.7.2018, p.1.

² OJ L 77, 15.3.2014, p. 95.

³ 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.

⁴ Decision C(2014)5200 of 28.7.2014.

⁵ Decision C(2017)5408 of 4.8.2017

- (4) The objectives pursued by this multiannual action programme to be financed under the European Neighbourhood Instrument⁶ are to provide assistance to the Eastern Partnership countries to prevent and combat threats to the rule of law, to support justice sector and public administration reform, in line with the European Partnership ‘20 Deliverables for 2020’, to support the implementation of the Eastern Partnership Multilateral Dimension and the implementation of the Northern Dimension and the Black Sea Synergy policy frameworks, as guided by the European Neighbourhood Policy, to contribute to the transformation of the unresolved conflicts in the EaP region (except Ukraine), to strengthen equal rights and opportunities for women and men, through shifting social perceptions and behaviour on gender stereotypes and by increasing men’s participation in caretaking and in prevention of gender based violence.
- (5) The action entitled “EU for Integrity” (Annex 1) aims to focus on the ‘supply and demand-side’ of necessary reforms in the Eastern Partnership (EaP), including measures to foster evidence-based anti-corruption policy implementation in the Eastern Partnership countries through regional analysis and pressure tools, as well as in-depth regional analysis and experience-sharing on specific corruption-prone sectors, such as education and business (component 1). Further, the programme will help enable open, inclusive and responsive governments and citizen-centred service delivery through enhanced civil society participation and engagement in the Eastern Partnership region (component 2).
- (6) The action entitled “Support to the Implementation of the Eastern Partnership Multilateral Dimension and the Implementation of the Northern Dimension and the Black Sea Synergy” (Annex 2) provides a flexible mechanism giving the European Commission the possibility to finance policy processes and dialogue as well as small-scale actions in line with the objectives of these policy frameworks.
- (7) The action entitled “E4Dialogue” (Annex 3) aims to contribute to the transformation of the unresolved conflicts in the EaP region (except Ukraine). It will focus on: (i) establishing an environment that can help defuse tension and foster better understanding across the conflict divides; (ii) improving targeted sectors, including human security, for communities; and (iii) improving exchanges across the divide through education and culture.
- (8) The action entitled “EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries” (Annex 4) aims to focus on the root causes of gender inequality related to norms and gender stereotypes. Furthermore, the programme intends to focus attention on the role of men in caregiving responsibilities and to combat gender based violence through increased use of violence prevention programmes for perpetrators. Finally, the programme will also provide EU expert support on the inclusion of a citizen and gender perspective in planning and implementation of mayor reforms.
- (9) The Commission should acknowledge and accept contributions from other donors in accordance with Article 21(2) of Regulation (EU, Euratom) 2018/1046, subject to the conclusion of the relevant agreement. Where such contributions are not denominated in euro, a reasonable estimate of conversion should be made.

⁶ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument (OJ L 77, 15.3.2014, p. 27).

- (10) It is appropriate to authorise the award of grants without a call for proposals, pursuant to Article 195 of Regulation (EU, Euratom) 2018/1046.
- (11) Pursuant to Article 4(7) of Regulation (EU) No 236/2014, indirect management is to be used for the implementation of the programme.
- (12) The Commission is to ensure a level of protection of the financial interests of the Union with regards to entities and persons entrusted with the implementation of Union funds by indirect management as provided for in Article 154(4) of Regulation (EU, Euratom) 2018/1046.
- (13) The entities referred to in the Annexes are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of Regulation (EU, Euratom) 2018/1046 and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) of Regulation (EU, Euratom) 2018/1046 before a contribution agreement can be signed.
- (14) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of Regulation (EU, Euratom) 2018/1046.
- (15) In order to allow for flexibility in the implementation of the programme, it is appropriate to allow changes which should not be considered substantial for the purposes of Article 110(5) of Regulation (EU, Euratom) 2018/1046.
- (16) The actions provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee established under Article 15 of the financing instrument referred to in recital 4.

HAS DECIDED AS FOLLOWS:

Article 1
The programme

The ENI East Regional Action Programme for 2019, part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union, as set out in the Annexes, is adopted.

The programme shall include the following actions:

- Annex 1: EU for Integrity;
- Annex 2: Support to the Implementation of the Eastern Partnership Multilateral Dimension and the Implementation of the Northern Dimension and the Black Sea Synergy;
- Annex 3: EU4Dialogue;
- Annex 4: EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries.

Article 2
Union contribution

The maximum Union contribution for the implementation of the programme is set at EUR 43 550 000, and shall be financed from the appropriations entered in the following lines of the general budget of the Union:

- (a) for 2019:

- budget line 22 04 02 01: EUR 20 150 000;
- budget line 22 04 02 03: EUR 5 850 000;
- budget line 22 04 03 04: EUR 9 800 000;

(b) for 2020:

- budget line 22 04 02 03 : EUR 5.000.000;
- budget line 22 04 03 04 : EUR 2.750 000.

The appropriations provided for in the first paragraph may also cover interest due for late payment.

Contributions from other donors can be acknowledged and accepted in accordance with Article 21(2) of Regulation (EU, Euratom) 2018/1046, subject to the conclusion of the relevant agreements. Where such contributions are not denominated in euro, a reasonable estimate of conversion should be made.

The implementation of the actions to be carried out in the year 2020 is subject to the availability of the appropriations provided for in the general budget of the Union for 2020 as adopted by the budgetary authority.

Article 3

Methods of implementation and entrusted entities or persons

The implementation of the actions to be carried out by way of indirect management may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 5.3 of Annexes 1, 2, 3 and 4.

Article 4

Flexibility clause

Increases or decreases of up to EUR 10 million not exceeding 20% of the contribution set in the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 110(5) of Regulation (EU, Euratom) 2018/1046, where these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible shall apply the changes referred to in the first paragraph in accordance with the principles of sound financial management and proportionality.

Article 5

Grants

Grants may be awarded without a call for proposals pursuant to Article 195 of Regulation (EU, Euratom) 2018/1046 to the bodies referred to in point 5.3 of Annexes 1, 2 and 3.

Done at Brussels, 24.7.2019

For the Commission

Johannes HAHN

Member of the Commission



ANNEX 1

to the COMMISSION IMPLEMENTING DECISION on the ENI East Regional Action Programme for 2019, Part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union

Action Document for EU for Integrity Action for the Eastern Partnership

<u>ANNUAL PROGRAMME</u>			
<p>This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme in the sense of Articles 2 and 3 of Regulation N° 236/2014.</p>			
1. Title/basic act/ CRIS number	EU for Integrity Action for the Eastern Partnership CRIS number: ENI/2019/041-954 financed under the European Neighbourhood Instrument		
2. Zone benefiting from the action/location	Eastern Partnership countries: Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova and Ukraine The action shall be carried out at the following location: the six Eastern Partnership countries.		
3. Programming document	ENI Regional East Strategy Paper (2014-2020) and Regional East Multiannual Indicative Programme (2017-2020)		
4. SDGs	<p>Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels (and, in particular, paras; 3-7, 10, A-B);</p> <p>Goal 8: Promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.</p> <p>Goal 5: Achieve gender equality and empower all women and girls (and, in particular, para. 2).</p>		
5. Sector of intervention/ thematic area	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 60%; padding: 5px;">Strengthening Institutions and Good Governance</td> <td style="padding: 5px;">DEV. Assistance: YES</td> </tr> </table>	Strengthening Institutions and Good Governance	DEV. Assistance: YES
Strengthening Institutions and Good Governance	DEV. Assistance: YES		
6. Amounts concerned	Total estimated cost: EUR 7 000 000 Total amount of EU contribution EUR 7 000 000		

	<p>The contribution is for an amount of EUR 7 000 000 from the general budget of the European Union for 2019.</p> <p>This contribution is subject to the availability of 100 % of appropriations for 2019.</p> <p>This action is co-financed in joint co-financing by:</p> <p>OECD for an amount of EUR 157 500 for the activities under the Specific Objective 1</p>			
7. Aid modality(ies) and implementation modality(ies)	<p>Project Modality</p> <p>Indirect management with the OECD (with regard to component 1);</p> <p>Direct management through: grant – direct award (with regard to component 2)</p>			
8 a) DAC code(s)	<p>15130 (Sector: Legal and judicial development)</p> <p>15113 (Sector : Anti-corruption organisations and institutions)</p> <p>15110 (Sector: Public sector policy and administrative management)¹</p>			
b) Main Delivery Channel	<p>OECD - 21000</p> <p>Open Government Partnership (OGP) – 20000²</p>			
9. Markers (from CRIS DAC form)³	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment ⁴	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	x	<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			

¹ Please see CRIS Manual 3.4.1 DAC Sector code(s)

² <http://www.oecd.org/dac/stats/annex2.htm>

³When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

⁴ Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.

SUMMARY

The overall objective of the ‘EU for Integrity Action for the Eastern Partnership’ Programme is to provide assistance to Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine to prevent and combat threats to the rule of law, to support justice sector and public administration reform, in line with the Eastern Partnership ‘20 Deliverables for 2020’.⁵

The proposed action will focus on the ‘supply and demand-side’ of necessary reforms in the Eastern Partnership (EaP), including measures to foster evidence-based anti-corruption policy implementation in the Eastern Partnership countries through regional analysis and pressure tools, as well as in-depth regional analysis and experience-sharing on specific corruption-prone sectors, such as education and business (component 1). Further, the programme will help enable open, inclusive and responsive governments and citizen-centered service delivery through enhanced civil society participation and engagement in the Eastern Partnership region (component 2).

The proposed actions will be implemented, when appropriate, at the regional level but also at the countries’ level to address specific needs of the individual EaP countries according to the differentiated approach of the revised European Neighbourhood Policy⁶ and to specific situation in the countries.

1. CONTEXT ANALYSIS

1.1 Context Description

Despite the countries’ individual differences, **similar challenges** remain with a view to the domestic governance systems in the six Eastern Partnership countries. While progress may differ from partner country to partner country, the consolidation of deep and sustainable democracy, respect for the rule of law and responsive public administrations is still to be achieved across the region. Poor governance and in particular corruption are closely interlinked, while the administration of justice and public sector reform do not always meet European standards.

While there has been progress in the EaP countries in implementing **anti-corruption, justice and public sector reform**, and in improving efficiency and transparency of public services through, for example, one-stop shops and e-governance, several challenges remain in the region, particularly in tackling high-level corruption, progressing judicial independence, and ensuring that public services are responsive to the needs of all, including businesses and, first and foremost, citizens.

⁵ [Eastern Partnership - 20 Deliverables for 2020 Focusing on key priorities and tangible results.](#)

⁶ http://eeas.europa.eu/enp/documents/2015/151118_joint-communication_review-of-the-enp_en.pdf

As the EU joins forces with the Organisation for Economic Co-operation and Development (OECD) to support the ‘supply side’ by facilitating evidence and exchange to inform reform launched by their members or beneficiary, they all recognise that there are many challenges and opportunities still ahead in the Eastern Neighbourhood. With the OGP, the EU aims at supporting the ‘demand side’ by creating an enabling environment for a wide range of stakeholders to engage with governments to inform and participate in the decision-making process.

At the Eastern Partnership Summit on 24 November 2017 participants re-committed themselves to strengthening democracy, rule of law, human rights and fundamental freedoms. Promoting democratic consolidation and governance through reinforcement of the rule of law, justice and public sector reform on the basis of the EaP deliverables 9, 10 and 11 of the 20 Deliverables for 2020 agenda endorsed at that Summit is thus at the centre of the EU's cooperation with its Eastern partners. This programme under component 1 and 2, including regional and bilateral actions, is designed to assist the six ENP East countries – Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova⁷ and Ukraine – in continuing their efforts to strengthen their national institutions and local good governance systems.

1.2 Policy Framework (Global, EU)

Through the **revised European Neighbourhood Policy** (ENP) the European Union seeks to enhance its cooperation with the neighbouring countries, especially with the Eastern neighbours in key areas of social and political life. Strengthening democratic processes in the ENP countries, good governance, economic growth and integration, energy security, involving civil society, are among the priorities. Furthermore, these sectors also contribute to greater state and societal resilience in the Neighbourhood, which is a key priority contemplated in the **EU Global Strategy**.

1.3 Public Policy Analysis of the partner country/region

The revised European Neighbourhood Policy introduced **differentiation** among the countries, in accordance with their ambitions in the relationship with the European Union, while maintaining the inclusivity of all six partners in the Eastern Partnership policy framework. It also calls for **prioritisation** and for a more focused approach in order to deliver tangible and noticeable results to the citizens, as reflected in the Joint Staff Working document "Eastern Partnership – Focusing on key priorities and deliverables" identifying a list of 20 deliverables for 2020.

Until 2020, seven specific targets under deliverable 9 are set to **strengthen the rule of law** and anti-corruption mechanisms in the EaP region, including on enhancing the integrity of legislatures, politicians and high-ranking officials through e-asset declarations and robust political party financing rules; in the area of fighting money-laundering the measures include amongst others the introduction of public beneficial ownership registries, centralised bank account registries, and fully-fledged asset recovery offices that are supported by improved

⁷ Thereafter referred to as Moldova

asset recovery and confiscation frameworks; and lastly, on preventing and combating corruption through fully operational independent, specialised anti-corruption institutions.

The focus of the **implementation of key judicial reforms** in 2019-2021, and thus of deliverable 10, will be on enhancing the independence of the judiciary (through track records of transparent, merit-based recruitment systems, and of judges' and prosecutors' performance, through strengthening domestic training institutions⁸, including on ethics; and through strengthened independence of Supreme Councils); on improving the quality of justice (through improved access to justice and legal aid for both women and men); and on the efficiency of the judiciary (through improved enforcement of judgements and recovery rates, reduction of case backlogs). Furthermore, the EaP Rule of Law Panel of October 2017 agreed on a set of indicators, and the added value of justice surveys, which will be launched in spring 2019.

Public administration reform targets of deliverable 11 aim in particular at upgraded PAR strategies in line with the Principles of Public Administration; at depoliticised civil services through the adoption of civil service laws, improved merit-based recruitment and promotion; at strengthened accountability and openness of state administrations (through access to information laws, accessible, service-oriented administrations, including e-services and one-stop shops); at reinforced budget oversight, fiscal rules and councils; and at revised statistical laws for the provision of accessible statistics data of high quality in support of more transparent decision-making in the region. In recent years, the Eastern Partnership Panel has provided a platform to systematically discuss the areas mentioned above, in particular the OECD/ SIGMA Principles of PAR.

By assisting beneficiary countries in focusing on common challenges, a **regional approach** has the potential to increase confidence and peer pressure among partner countries, and thus to promote increased security, stability and prosperity in the region, while **allowing for bilateral actions** to address country-specific needs.

Strengthened institutions and good governance are essential to support the implementation of these policies and democratic processes, while building up democratic societies in the Eastern partner countries. Promoting the rule of law, justice and public sector reform is at the basis of all other policies and a **precondition for economic growth and citizens' trust** in the state.

All the proposed areas of cooperation are central to the new European Consensus on Development adopted in May 2017, partly to the EU agenda 'New Start for Europe: Agenda for jobs, growth, fairness and democratic change', and the Association Agreements (AA) and related agendas between the EU and Georgia, Moldova, and Ukraine.

⁸ Regarding judicial training, this will be done in line with the “Declaration of judicial training principles” of the International Organization of Judicial Training. Training methodologies will build on the European Commission “Advice for training providers”, on the European Judicial Training Network (EJTN)’s [Handbook on Judicial Training Methodology in Europe](#) and [Judicial Training Methods Guidelines for Evaluation of Judicial Training Practices](#).

1.4 Stakeholder analysis

Direct beneficiaries of the programme will be **governments, public administrations, civil society** and other representatives in Multi-Stakeholder Forums (MSFs), where stakeholders work together to co-create, implement and monitor reform progress in the EaP countries. The programme will involve EU, OECD and OGP country representatives to act as peers. Specific target groups are the state institutions, ministries and central agencies of the EaP countries responsible for anti-corruption, justice and public governance reforms, including policy-making, coordination, implementation and monitoring. In addition to the specialised policy, preventive and law enforcement anti-corruption institutions at all levels, the following public institutions will be engaged, among others: prime minister's offices and government administrations, ministries of justice, ministries of interior, prosecutors' offices, financial monitoring units, ministries of education and science, related accreditation and qualification commissions, business ombudsman and other state functions relevant to promoting business integrity. The OECD will also engage, CSOs, business community and academia.

The long-term and ultimate beneficiary of the actions under this programme are **EU and EaP citizens** as well as **economic actors** who will benefit from the results of reform implementation.

1.5 Problem analysis/ priority areas for support

1.5.1 Weak impact of anti-corruption reform

All EaP Partner countries have declared commitment to the anti-corruption agenda. However, this declaration is not always accompanied by comprehensive and **rigorous action against corruption**. Whereas institutional and legal frameworks have been substantially reformed throughout, the quality of legislation calls in some instances for improvement, particularly where the laws were not properly consulted or not based on reliable impact and cost-benefit analyses. As a consequence, the **level of implementation** of these laws and policies, as well as efficiency of institutions in charge, have mostly remained low and did not result in any significant impact on the level of corruption, which remains high in the region.

Most of the EaP countries have developed anti-corruption strategies and action plans. However, lack of solid evidentiary basis, deficient budget planning, the absence of clear objectives and related measurable indicators to assess impact of implementation, remain among the main common challenges. **Civil society** engagement in policy development has increased. Yet **participation in the implementation and monitoring is still limited, while public trust remains to be rather low**. As a consequence, the recent protests in the region leading in Armenia to a peaceful transformation were primarily based on citizens' demand to increase anti-corruption efforts.

Whereas the EU neighbourhood policies and the targeted actions of the relevant international organisations have significantly contributed to the achievements so far, a new level of rigorousness, **coordinated action** and **smarter soft pressure** is required to further push the Eastern Partnership countries' anti-corruption agenda, build on the achievements so far, take them to a new level and increase impact.

Although there is an abundance of hard and soft international anti-corruption standards and good practices, against which the international organisations measure the EaP Partner

countries' performance, these are scattered in various instruments, reports and analysis and have not yet been put together as clear operational benchmarks that the countries should aspire to adhere to. Furthermore, heavy and detailed formats of the evaluation reports often make it difficult to use them as tools for public policy advocacy.

Some critical reforms have reached full implementation in the Eastern partnership countries. Yet, many potentially transformative reforms are stymied by **lack of technical and financial resources for implementation and general lack of enforcement or political will**. There is also a need to depoliticise civil service sectors, which prevent the reforms from trickling down, while reinforcing vested interests. As a result, fewer of these ambitious reforms surface in co-creation processes.

Whereas low performance is sometimes related to the lack of political will, quite often this is also due to the public administrations themselves not being clear on what targets they are required to meet and how exactly their work toward meeting the standards will be assessed. At the same time, most of the EaP countries to a certain degree are committed to international processes that evaluate their anti-corruption performance, they take related assessments and ranking seriously and work towards meeting international standards to improve their international assessments.⁹

Furthermore, **monitoring of progress** within the EU to assess the progress in meeting the anti-corruption targets of **20 Deliverables for 2020** is not systemic or rigorous and none of the existing monitoring instruments outside the EU can serve that purpose either, considering either their limited substantive scope, limited focus, depth and frequency.

1.5.2 High-level corruption as a major challenge for the EaP

High-level corruption has been one of the key challenges for political stability and economic development recognised by both EaP countries and international organisations providing support to them. It led to a series of revolutions and public outcries in EaP countries in the last decade. It is this corruption, which requires serious and concerted response from the Eastern Partnership countries and their partners if corruption were to be reduced and the rule of law established. Finally, it is this corruption, which presents highest economic, political and social threats going beyond national borders and affecting the neighbouring EU countries and the rest of the world. EaP countries face various challenges in addressing high profile corruption, including¹⁰:

- **Lack of true political commitment to pursue such crimes**, which results in political pressure and interference into activities of law enforcement institutions responsible for detection, investigation and prosecution of high-profile corruption.
- **Weakness of law enforcement institutions** to resist undue pressure and meddling is another challenge. Prosecution services are in most cases now independent institutions

⁹ The level of compliance with the IAP recommendations under the 4th round of monitoring is about 70%. This figure includes 4 EaP countries and Central Asia and is drawn from the OECD/ACN activity reports.

¹⁰ This information has been drawn from the OECD/ACN monitoring reports primarily. All these challenges are also relevant to Moldova as identified by the EU in its monitoring of the implementation of the EU association agreement with Moldova.

and not an organisational part of the Ministry of Justice anymore, while instructions by the executive on individual cases are largely prohibited in most countries. In practice, however, the law enforcement bodies often lack independence on the individual level avoiding picking up politically sensitive cases and going rather for petty corruption instead (Armenia, Georgia, to some extent Ukraine, where GPO were identified with such problems).

- **Low capacity to pursue such cases**, many law enforcement institutions do not have necessary resources, many still do not use financial investigative tools (Armenia, Azerbaijan) and lack other types of non-criminal law expertise (Ukraine). Most of the specialised anti-corruption law enforcement bodies struggle with access to financial, bank information and other databases, including asset declarations (Armenia, Azerbaijan, to some extent Ukraine), do not apply confiscation, especially confiscation of proceeds of corruption crimes. Many do not go after new or more complex crimes, such as corruption perpetrated by legal persons, trading in influence, illicit enrichment, foreign bribery, money laundering in which corruption is predicate offence (Azerbaijan, Armenia, and to some extent Georgia and Ukraine).
- **Insufficient level of interagency cooperation and coordination** is another challenge faced by various EaP countries in pursuit of high-profile corruption.
- **Not enough international cooperation** is another challenge that countries face when working on high-profile corruption cases. Many EaP countries resort to international cooperation when all other methods have been exhausted (Azerbaijan) and are still reluctant to use modern methods of international cooperation (Armenia), most rely exclusively on formal Mutual Legal Assistance (MLA) requests. Many of the EaP requests have been left pending. This could be partially explained by the low quality of requests, or lack of understanding and knowledge of the requirements of the country where the request is being sent, but also by the lack of trust between law enforcement officials of various jurisdictions: this is true among the EaP and between EaP and EU.

1.5.3 Challenges relating to business integrity

Promoting business integrity as a corruption prevention measure remains a new area in the EaP region. There is a limited understanding of the **role of government agencies** in promoting business integrity and, apart from some isolated positive instances, EaP Partner countries have not yet engaged in proactive action to promote ethical business conduct.

Meaningful public-private dialogue in order to identify most effective business integrity measures and commit to their implementation is also lacking across the board and the private sector, while complaining about high levels of corruption, does not mean to be ready to engage in anti-corruption work. According to a survey of the companies that included the EaP partner countries, “the main reasons for the ineffective fight against corruption seem to be the lack of cooperation between business organisations and the public domain, absence of trust between the public and private sectors, clashes of understanding about who shall take the primary initiative and leadership”.¹¹ These findings are confirmed with the recent OECD Anti-

¹¹ OECD/ACN 2016, [Business Integrity in Eastern Europe and Central Asia](#).

Corruption Network monitoring report as well. Corruption risks in the **publicly owned or controlled enterprises** and in **public procurement** are other key challenge in the EaP countries.

As these countries get acquainted with the good practices and standards in this area, the interest and readiness to undertake some of the related measures is growing. **Business integrity** is gaining increased attention from both private sector and from state bodies in the EaP region. Stronger application of anti-corruption standards in international markets and adoption of corporate liability for corruption in many EaP countries created the need for companies to improve their compliance. Introducing **Business Ombudsman** institute to protect legitimate business interests from administrative abuses is a recent rising trend. Whereas in **Georgia**¹² and **Ukraine**¹³ such institutions are already operating with the varied degree of success, **Armenia**¹⁴ is considering introducing such a function in the state administration and **Azerbaijan**¹⁵ has been recommended to choose the similar path. These new functions of public administration require guidance as to the international standards and good practices to maximize performance of the new institutions and support their capacity building on promoting business integrity. **Private sector collective actions** are becoming important in promoting business integrity as well. There is a big potential for EaP Partner countries to learn from its peers – member of the EU and the OECD prioritize business integrity in their policies and practices. Private sector is moving closer to taking collective actions against corruption, as demonstrated by UNIC, **Ukrainian** Network for Integrity and Compliance. While multi-national enterprises are better equipped to deal with corruption risks, small and medium enterprises and state-owned companies are the two main risk groups.

There is a need for governments to take more **focused measures** to prevent corruption in the business sector. Governments also need to **strengthen incentives** for companies to improve their **compliance** that are still weak. Companies and business associations need to take a **proactive stance** and engage themselves in awareness raising, collaborating with the government and exploring potential for collective actions, and inform the measures that governments, companies and business associations can take to further promote business integrity in the region.

1.5.4 Challenges relating to integrity in education

With major parts of national budgets usually spent on education, the education sector is naturally prone to corruption – at the political, administrative (central and local), and classroom level. The Eastern Neighbourhood is not an exception to this rule. According to public surveys, **Ukraine** tops the list of high risk European countries. Households in Ukraine are more likely than those from any other country to have paid a bribe for public primary and secondary education with 38 per cent, and 29 per cent of households respectively paid a bribe when accessing schooling in the past 12 months.¹⁶ **Moldova** and **Armenia** also have worrisome trends when it comes to bribery practices to access basic public services, including education, especially vocational education. With bribery rates closer to those of EU member

¹² OECD/ACN Istanbul Anti-corruption Action Plan (IAP) monitoring and progress reports on [Georgia](#).

¹³ OECD/ACN IAP monitoring and progress reports on [Ukraine](#).

¹⁴ OECD/ACN IAP 4th monitoring round report on [Armenia](#)

¹⁵ OECD/ACN IAP 4th monitoring round report on [Azerbaijan](#).

¹⁶ Cf. Transparency International, Global Corruption Barometer (2016).

states, **Georgia** is a less worrying exception to this trend. However, media and civil society in Georgia have raised concerns about alleged nepotism cases in secondary schools and corruption in text book procurements.

When already young people become familiar with corruption at schools and universities, the crucial role of the education sector to convey ethical values and behaviour is hampered, risking corruption becomes the norm at all levels of society. Apart from such social acceptance, corruption in the education sector can also lead to the reduced access to education for the poor; it can lead to unjustified teacher absence and thus less teaching hours, and it can also lead to ill-equipped schools due to fraud. Corruption in the education sector can directly impact on a country’s growth in that teaching staff is under-qualified, while degrees and qualifications are not reliable.

Some efforts in the Eastern Partnership region to address these issues have already lead to some tangible results. For example, in Armenia, the joint **EU-CoE Partnership for Good Governance programme** has provided assistance between 2015-2017 helping to improve the quality of education for Armenian citizens by addressing corruption and poor governance in the higher education system. As a result, the draft Law on Education required the provision of public governance disclosure and the implementation of codes of ethics by higher education institutions. In addition, fifteen piloted universities published for the first time via an online reporting platform (<https://etag.emis.am>) annual institutional reports focusing on transparency in six key governance areas facilitating the institutional inspection process. Baseline assessments on integrity in higher education have also been conducted by the Council of Europe in other regions, such as the Western Balkans, to provide country-specific recommendations on developing tools to fight corruption in the **higher education** system using the Council of Europe’s approaches.

However, interventions in the education sector have limited effect if they are not embedded in a **broader, integrated reform agenda** involving large parts of the public sector and other relevant stakeholders. Further, adequate, **country-specific evidence and evidence-based data on the systemic weaknesses and causes** inviting corruption in the education sector is essential.¹⁷ Likewise, efforts to support local stakeholders in their demand for accountability is crucial. An **active citizenry demanding education and fair use of funds** is crucial for the sustainability of reforms.

2. RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
1. Geo-political tensions, political instability in countries 2. Economic instability in the region hindering the provision of sufficient, local resources to implement the activities and	M M	Risks resulting from political and economic instability in any of the six Eastern partner countries will be addressed through multi-lateral, political dialogue. Continue communication with partners

¹⁷ Coordination with bilateral EU assistance will be crucial, where projects on anti-corruption in the education sector are envisaged, such as for the Republic of Moldova.

<p>follow-up actions.</p> <p>3. Weakening of the government’s political will and commitment to reforms agenda</p> <p>4. Shrinking civic space</p> <p>5. EaP partner countries will refuse to join the programme</p>	<p>M</p> <p>H</p> <p>M</p>	<p>government representatives; strengthening of the role played by the civil society, especially in country monitoring.</p> <p>Strengthen current ACN focal points and support setting up of national-interagency coordination mechanisms meeting regularly (at least annually) before annual reporting</p>
<p>Assumptions</p>		
<ul style="list-style-type: none"> • The governments of the EaP countries maintain their foreign policy objective of closer political and economic integration with the European Union and continue to implement policies pursuant to that objective; • There is willingness to pursue further measures to prevent and combat corruption in public sector, in particular political and economic elites; • The stakeholders are willing to allocate appropriately skilled staff to act as counterparts; • Civil Society Organisations are prepared to play an active and constructive role in the process • Moldova and Belarus (countries currently not covered by ACN monitoring) agree to step up their commitments and join the OGP as partners • All countries approve and accept proposed methodology of the action, as a part of the renewed commitment to the ACN’s work, its new Work Programme in 2020, and adopt and implement OGP Action Plans. 		

3. LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

Corruption raises the cost of business, undermines public trust and hampers growth. It disproportionately affects the poor and vulnerable by diverting resources from essential public services, including for example education.

Various international and regional organisations promote **international anti-corruption standards** in the EaP region; some of them as monitoring bodies of the relevant international conventions (OECD/WGB, CoE/GRECO, UNODC). The OECD has long been engaged in the fight against corruption and in the promotion of integrity, while the Open Government Partnership has successfully engaged partner countries to make more than 3,000 commitments on transparency, integrity and accountability. In addition, various international rankings include **survey data** on perception and experience of corruption, trust towards governments and on other rule of law and governance indicators.¹⁸ In collaboration with the World Bank, the EU is currently implementing **Regional Justice Surveys** in the Eastern Partnership countries, including a part on corruption/integrity in order to track the way how corruption is

¹⁸ Transparency International surveys (CPI and GCB), World Bank Worldwide Governance Indicators, Control of Corruption, World Bank’s Enterprise Survey and others.

used in practice. Moreover, the **EU-CoE Partnership for Good Governance** aims at further aligning EaP anti-corruption legislation/mechanisms and justice sector reforms to European standards, while also providing for capacity-building. These efforts will be taken into consideration when implementing the Action.

The Action will primarily build on the OECD Anti-Corruption Network's twenty years of a successful track record in driving anti-corruption agendas in its member countries; the results of the four rounds of monitoring under its robust peer review programme known as Istanbul Anti-Corruption Action Plan; its pool of experts including from the OECD and the EU countries; the deep thematic and operational expertise accumulated in all three overarching pillars targeted by the Action as well as the knowledge products on law enforcement, business integrity and prevention of corruption that also include the themes of the EaP deliverable 9, as well as some of the targets of deliverable 10 and 11.¹⁹

Further, the OECD Anti-Corruption Network's horizontal assessment of achievements and challenges with trends and benchmark recommendations will be instrumental for the Action.²⁰ Similar review will be developed in 2019 and proposed for high-level political endorsement in 2020 just before the proposed start date of the Action, that will serve as the basis for the work under the Action.

With regard to the Open Government Partnership, providing a platform for a wide range of stakeholders to contribute meaningfully to the decision-making and reform processes has proven to fill the gap of local ownership and to be useful in achieving political commitments in the EaP. Similarly, the organisation of the last OGP Summit in the EaP region (in Georgia) facilitated public awareness raising and resulted in the government and civil society participants to co-create the Paris Declaration on Open Government highlighting 20 areas of open government action, which serve as guiding framework for OGP members in the process of developing their Action Plans, including open contracting, beneficial ownership transparency, citizen engagement, and open and inclusive lawmaking. However, lack of technical and financial resources for implementation and the general lack of enforcement and political will remain a challenge and require further attention, as they can hamper ambitious reforms to surface in co-creation processes.

3.2 Complementarity, synergy and donor coordination

Reinforcing good governance in the area of rule of law, justice and public administration reform have been identified as the main areas where cooperation with the OECD and the OGP will be needed. However, complementarity with currently ongoing and future national and EU funded projects, both at bilateral and regional level is crucial, particularly in the field of anti-corruption and judicial reform amongst others, as a number of Delegations as well as the Headquarter are active in the same fields, for example through bilateral EU assistance²¹ or, at

¹⁹ The latest publications are available at the ACN website.

²⁰ This document will not have in-depth analysis for Moldova and Belarus, since they have not been part of the monitoring programme of the ACN, however, it may include information on these countries obtained separately. The future reports will include all EaP Partner countries if the funding is available.

²¹ For example, in Ukraine, coordination is essential with a view to the PRAVO Justice and the EU Anti-Corruption Initiative. In Armenia, the same applies to the currently drafted Anti-Corruption Strategy 2019-2023, the new PAR Strategy, and the SIGMA Baseline Measurement exercise (the final report expected by 1Q 2019); as well as the planned anti-Corruption Twinning, the upcoming peer review on Law Enforcement, the ongoing

headquarter level, in all six EaP countries through the EU-CoE Partnership for Good Governance (PGG) programme. Further, the Eastern Partnership Civil Society Facility, as well as a number of other civil society projects supported by the European Commission's Directorate for the Neighbourhood and Enlargement Negotiations have pursued supporting civil society in pushing for anti-corruption reforms, while regional hackathons focused on the development of IT tools for civic participation and public accountability.

In the framework of this programme, the OECD and OGP together with the EU will seek complementarity and synergies with currently ongoing and planned projects (including through possibly a mapping) to avoid duplication of efforts and ensure coordinated, result-driven implementation. The coordination will be achieved through reporting as well as via regular involvement of the key actors at the planning and implementation stage of the activities. In particular the OECD will seek to ensure that there are no overlaps with current bilateral and planned regional programmes in the law enforcement sector, but rather synergies are created and stakeholder actively consulted. Similarly synergies will be ensured by OECD and OGP with the EU4Business initiative and its efforts to seek both to strengthen local business support organisations as well as foreign direct investments. Work will also be undertaken to ensure complementarity and synergies with the EU4Youth initiative and existing support in the education sector.

Complementarity, synergies and coordination in the EaP Partner countries will simplify the work of the authorities, since usually the same agencies and officials deal with the cooperation with various international organisation on a specific theme. As an example, the OECD/ACN's established system of national coordinators and inter-agency policy coordination mechanisms could complement the EU EaP local architecture, ensuring civil society and wide stakeholder participation and driving forward the performance. Similarly, the OGP dialogues with the partner countries in the East can assist in coordination and the creation of synergies.

4. DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objectives, expected outputs and indicative activities

The overall objective of the programme is to increase stabilisation and resilience in the Eastern Neighbourhood through contributing to achieving the 2020 targets as laid out in the EaP deliverable 9 (strengthening the rule of law and anti-corruption), deliverable 10 (implementing key judicial reforms) and deliverable 11 (implementation of public administration reform in line with the Principles of Public Administration). Strengthening institutions and good governance is one of the four key policy priority areas that the EU will focus on until 2020 and beyond.

For the cooperation with the OECD and the OGP for the period 2019-2023 and building upon the common strategic objectives and comparative advantages, this can be translated into the following more **specific objectives**:

- (i) to strengthen evidence-based anti-corruption, justice and PAR policy and enforcement;

direct grant to Armenian Lawyer's Association (CSO responsible for constructive RA Government-CSO dialogue). For Georgia, an overlap should be prevented with the "PAR" and "SAFE-Security sector reform" programmes and potentially complementary support to CSOs.

- (ii) to enable open, inclusive and responsive governments and citizen-centered service delivery in the Eastern Partnership region.

The programme will target and engage with all 6 EaP countries across its two specific objectives, while taking into account their different levels of readiness.

The activities listed below (indicative) will seek to involve relevant EU agencies, existing EU cooperation networks and EU Member States where possible.

SPECIFIC OBJECTIVE 1: TO STRENGTHEN EVIDENCE-BASED POLICY ON ANTI-CORRUPTION, JUSTICE AND PAR FOR INCREASED ENFORCEMENT

Output 1.1: Supporting evidence-based EaP anti-corruption, justice and PAR policies and enhanced implementation through tailored anti-corruption standards and innovative pressure tools

The activities under this component of the action will support informed anti-corruption policy-making and reform in EaP countries, including through outputs such as (indicative list):

- Comprehensive ‘baseline report’ covering all EaP countries in 2020;
- Monitoring methodology, including anti-corruption standards/benchmarks and annual indicators, taking into consideration already existing indicators, such as the justice indicators, and work carried out by OECD/SIGMA through the PAR core principles;
- Interim monitoring/progress review reports on the state of play of implementation per EaP country of the targets under deliverable 9 (rule of law/ anti-corruption mechanisms), 10 (key judicial reform) and 11 (public administration reform) of the 2020 deliverables;
- Pressure tools, including governance scorecards, infographics, fact-sheets and, where useful, rankings and alike;
- Final comparative report on the implementation of deliverable 9 (rule of law/ anti-corruption mechanism), deliverable 10 (key judicial reform) and also deliverable 11 (public administration reform)

Main indicators indicating impact and change:

- Level of awareness of the remaining gaps to meet deliverable 9-11 under the 2020 deliverables
- Alignment and multiplier effect of key messaging of international and national stakeholders promoting reform areas as laid out in the deliverables 9-11 under the 2020 deliverables
- Policy reform processes in the area of anti-corruption, justice sector and PAR along the lines of the gaps identified and the recommendations provided

Output 1.2.: Reinforcing law enforcement action against high profile and complex corruption

The activities will contribute to the increased attention to the investigation and prosecution of high-level corruption cases - as a part and not part of organised crime - through data analysis and experience-sharing and more specifically through outputs such as the following (indicative list):

- Analysis of high-level corruption in the Eastern Partnership countries and best practice guidelines to tackle it (e.g. through the use of financial investigation tools and international cooperation);
- Data collection and analysis of alleged high-level corruption cases concerning or involving any of the EaP countries (case matrix), including the monitoring of the follow-up given to each case;
- Multi-stakeholder experience-sharing network events for EaP officials, law enforcement, practitioners and civil society with EU and EU Member States counterparts;
- Multi-stakeholder regional simulation/table-top exercises for EaP countries in the framework of the LEN, potentially involving EU relevant services and agencies, EU Member States and with an specific component involving civil society and practitioners.
- Explore the possibility of setting-up a regional EaP specific online platform for informal, practical exchange of law enforcement authorities..

Main indicators indicating impact and change:

- Level of enforcement of high profile corruption action
- Level of cooperation on high-level corruption cases
- Level of trust in prevention and fight against corruption among citizens of the EaP increased

Output 1.3.: Increasing integrity across the EaP countries in corruption-prone sectors that affect citizens the most, including education and business

The activities under this component will support promoting integrity in EaP and will contribute to the evidence-based policies in specific corruption-prone sectors such as, but not limited to, the business and education sector, including through outputs such as (indicative list):

- Sector-specific integrity assessment methodology, including integrity indicators to monitor progress;
- Country-specific analyses of systemic, sector-specific weaknesses with recommendations for the development and implementation of corruption risk reduction and prevention strategies, also taking into account and stock of experiences identifying, preventing and reducing gender-specific manifestations of corruption ('gender analysis') and those for people in socially vulnerable situations;

- Sector-specific multi-stakeholder partnerships meetings, including key ministries and other state actors, civil society, private sector and other relevant actors to develop, monitor and implement integrity measures and sectoral anti-corruption policies;
- Monitoring reports based on the developed integrity methodology and indicators in the respective public service sectors (business and education).

Main indicators indicating impact and change:

- Level of awareness of systemic weaknesses in particularly corruption-prone sectors of relevance to citizens (such as education and business) and of sound policy responses reducing the corruption risks, while enhancing integrity
- Level of capacity of government in implementing integrity measures in key anti-corruption areas, including education and business
- Political will for and initiation of anti-corruption reform to enhance integrity in specifically corruption-prone sectors, including the education and business sector

SPECIFIC OBJECTIVE 2: TO ENABLE OPEN, INCLUSIVE AND RESPONSIVE GOVERNMENTS AND CITIZEN-CENTERED SERVICE DELIVERY THROUGH STRENGTHENED CSO PARTICIPATION AND ENGAGEMENT

Output 2.1: Enhancing EaP government and civil society dialogue to foster implementation of open government reforms in the areas of anti-corruption (deliverable 9), justice sector (deliverable 10) and public administration (deliverable 11)

The activities under this component will support the Open Government Partnership in enhancing EaP government and civil society dialogue through informed evidence-based communication and enhanced access to international fora to develop and implement open government reforms, including through outputs such as (indicative list):

- Civil Society shadow reports to the OECD platforms;
- Dissemination of pressure tools

Main indicators indicating impact and change:

- Level of government commitment to engage with civil society
- Level of civil society participation in anti-corruption, justice sector and PAR policy development, implementation and monitoring
- Level of civil society involvement in public consultations on national anti-corruption, justice sector and PAR strategy and action plans

Output 2.2: Increased civil society engagement and support of new digital tools to tackle high-level corruption as a particular reform obstacle

The activities under this component will support the engagement and involvement of civil society²² in tackling high-level corruption and, through a sub-grant scheme and in close coordination with the EU delegations, the development and effective use of innovative digital tools that enable civil society (and other relevant actors) to monitor high-level corruption as a watchdog for integrity, including through outputs such as (indicative list):

- Participation and active engagement of civil society organisations of the OECD contact list in OECD plenary meetings and, where feasible, in OECD Law Enforcement Network (LEN) meetings to foster cooperation and exchange specifically on high-level corruption between civil society, government and law enforcement/practitioners;
- Provision of publicly available data on ongoing and alleged high-level corruption cases concerning or involving any of the EaP countries for the purpose of feeding into, completing, and verifying the OECD case matrix, including monitoring the follow-up of each case;
- Harnessing new technologies to strengthen the fight against high-level corruption by fostering innovative ideas and tools facilitating civil society participation and citizens engagement in policy-making and monitoring of political commitments, through digital integrity tools in support of open government's, enhanced transparency, integrity and accountability, such as (indicative list):
 - EaP Citizens' Governance Scorecards to assess the level of service delivery (e.g.: <https://www.demsoc.org> or <http://municipalityscorecard.argudenacademy.org/scorecards>);
 - Open Court databases matching different data sets that allow for analysis whether justice is delivered;
 - Digital tools on undue money flows, including EU funds (e.g. [OpenCoesione](#));
 - Citizen participation and government responsiveness tools (e.g. [DoZorro](#));
 - Open government participation and monitoring platforms (e.g. [Consul](#)).

Main indicators indicating impact and change:

- Level of involvement and engagement of civil society in tackling high-level corruption
- Creation of and effective use of innovative technology tools enabling civil society (and other relevant stakeholders) to monitor as a watchdog for integrity
- Increased number of high-level corruption allegations are reported (i.e. to the media/public and police) and brought to justice (i.e. to the courts and to conviction)

Output 2.3: Building alliances and supporting reform champions in corruption-prone sectors that affect citizens the most

²² Including also organisations that are not affiliated to the Open Government Partnership (OGP).

The activities under this action will assist civil society and other relevant stakeholders to forge coalitions with a view to advocating jointly together for increased integrity in the corruption-prone areas selected under this programme (including but not limited to the education sector and the business sector) as well as celebrate integrity champions (institutions/organisations/individuals) for good practice in the relevant sectors, including through outputs such as (indicative list):

- Coalition-building workshops to help reform teams navigate political economy challenges through stakeholder and influence mapping, building trust and resilience and leadership training;
- Capacity building workshops with government and civil society to develop shared vision and plans for more open governments and adapt on strategies with the view to implementing the EaPs political commitments under the OGP National Action Plans and the 2020 deliverables;
- Regional and/or cross-country peer learning on open government-related advocacy successes and challenges and on crafting effective strategies on specific commitments (e.g. open contracting, beneficial ownership);
- Awareness raising and engagement activities with civil society organisations in the EaP to ensure targeted bottom-up demand and ownership of the OGP agenda and the targets under the 2020 deliverables to hold EaP governments to account to their political commitments under the OGP National Action Plans and the 2020 deliverables;
- Tailored technical assistance through subject matter experts or OGP's thematic partners for specific commitments under the OGP National Action Plans and the 2020 deliverables;
- Awards ceremonies for integrity champions (institutions/organisations/individuals) in the education and business sector to support and promote good practice, in the context of EU-EaP events.

Main indicator indicating impact and change:

- Civil society and other relevant stakeholders alliance advocating for increased integrity in corruption-prone sectors (such as education and business)
- Support for reform champions promoting integrity in corruption-prone sectors of education and business

4.2 Intervention Logic

The overall objective of the 'EU for Integrity Action for the Eastern Partnership' Programme is to address persisting challenges in Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine in preventing and combating threats to the rule of law and to the administration of justice, and in delivering citizen-centered services.

To complement the legal standard-setting and capacity-building work already carried out by the Council of Europe under the Partnership for Good Governance (PGG) programme, this proposed action will focus on the 'supply and demand-side' to facilitate reform efforts in the Eastern Partnership (EaP) through **360degree stakeholder involvement** in policy reform that

meets the targets under the 2020 deliverables, through sector-specific analysis and pressure tools, through hands-on practitioners' exchanges and independent civil society monitoring.

The **multiplier effect** of this intervention approach will be manifold: the publication of the sector-specific analysis and pressure tools developed by the OECD under Specific Objective 1 will enable also change agents that are not directly targeted under this action and could inspire and be applied to other sectors and services in the mid-term. Similarly, the civil society monitoring of the implementation of political commitments under Specific Objective 2 will empower a crucial stakeholder to contribute in an informed and meaningful way to a more evidence-based policy-making process.

Moreover, sector-specific expert exchanges that are fostered through Specific Objective 1 and 2 are geared **to share and learn from best practice**, as well as to apply the same approaches to similar practical challenges. This contributes, inter alia, to increasing trust among EaP countries and the EU, which can have a catalyst effect to steering reform as well as to, for instance, tackling cross-border corruption and weak delivery of justice.

4.3 Mainstreaming

The activities will have a positive influence on gender equality, which will be taken into consideration in the design of activities. Wherever relevant, reports on results and impact achieved should have data disaggregated by sex. Achieving gender equality is not only a goal in itself – as confirmed by the EU Gender Action Plan II and the 2020 Deliverables - but essential for sustainable democracy, economic development and the respect for the rule of law, which the implementing partners will be working towards in the years to come (2019-2021).

The actions will be implemented following a **right-based approach**, encompassing all human rights, which will be particularly relevant for people in vulnerable and disadvantaged situations and those living in rural areas. The five working principles below will be applied at all stages of implementation: legality, universality and indivisibility of human rights; participation and access to decision-making processes; non-discrimination and equal access; accountability and access to the rule of law; transparency and access to information. The Steering Committees co-chaired by the European Commission and the implementing partners will ensure that this approach is taken across all projects implemented throughout the different policy areas identified.

Co-creation processes involving **civil society** through consultation and close cooperation is a core element of component 2 and critical to ensuring inclusive and responsive processes and sustainable results on the ground particularly in the areas of rule of law/anti-corruption, justice and public sector reform.

The cooperation with the OECD and the OGP is expected to be neutral on the **environment**. Addressing anti-corruption, justice and public administration reform in the Eastern Partnership countries is even expected to positively contribute to the implementation of the Aarhus Convention, notably its third pillar 'access to justice on environmental matters'.

4.4 Contribution to SDGs

This Action is relevant for the **Agenda 2030**. It contributes primarily to the progressive achievement of **SDG Goal 16** 'Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels'. The Action will also contribute to the **SDG 8**: 'Promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all'

5. IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

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 72 months from the date of adoption by the Commission of this Financing Decision.

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 measures²³.

5.3.1 Indirect management with an entrusted entities

A part of this action may be implemented in indirect management with the OECD.

This implementation entails activities related to the Specific Objective 1 focusing on the rule of law, justice sector reform and PAR that will be carried out by the OECD.

The envisaged entity has been selected using the following criteria: cutting-edge experience, knowledge of specific needs of project stakeholders, and well-established networks engaging the stakeholders from the region. In particular:

- The OECD has a widely respected capacity for robust and credible analysis and evidence-based policy advice on anti-corruption policies and regulations, as well integrating anti-corruption consideration into sectoral policies and promoting integrity in general.

²³ 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.

- It also supports peer-review mechanisms that gather around the table the OECD, EU and Eastern partner governments on an equal footing to exchange good practices in an impartial setting.
- The OECD has also established a network of local civil society organisations that contribute through Alternative Reports to the anti-corruption monitoring of the Eastern Partnership countries that are members of the OECD Anti-Corruption Network.
- The organisation has also built a solid relationship with various parts of governments of EaP countries through the EU4business and SIGMA Programme.
- The OECD adds value also due to its existing and already practiced convening power relying on an extensive network of expert practitioners from the OECD and EU Member states who provide in-kind support and policy expertise based on their own countries' experience in the form of lead reviewers and expert inputs to policy papers during seminars, working groups and peer reviews.

The OECD is currently undergoing an ex-ante assessment of its systems and procedures. Based on its compliance with the conditions in force at the time previously other indirect management actions were awarded to the OECD and based on a long-lasting problem-free co-operation, the OECD can also now implement this action under indirect management, pending the finalisation of the ex-ante assessment, and, where necessary, subject to appropriate supervisory measures in accordance with Article 154(5) of the Financial Regulation.]

5.3.2 Grants: (direct management)

(a) Purpose of the grant

The Grant will contribute to achieving the objectives and results specified in Component 2 above in section (4).

(b) Type of applicants targeted

The Open Government Partnership (OGP) Europe Office is a private, not-for profit foundation established under Belgian law.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the Open Government Partnership (OGP).

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the Open Government Partnership enables an environment for reform ownership and co-creation processes between government and civil society with a proven track record of gaining high-level political commitments in the form of OGP Action Plans and enforcement, which so far no other organisation does with a view to a wide spectrum of areas, including measures that contribute to anti-corruption, justice sector reform and also PAR. The conditions of specific characteristics that require this particular type of body on account of its technical competence, its high degree of specialisation and the nature of the action with regard to Article 6(1)(c) of the CIR are therefore given in this case.

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 subject to the following provisions.

The 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, in currency identified
Objective 1 – Anti-Corruption Network composed of:	3 500 000	
- Indirect management with the OECD (Components 1) - cf. section 5.4.4		
Objective 2 – Inclusive, responsive governments composed of:	3 500 000	157 500
- Direct grant to the Open Government Partnership (direct management of Component 2) – cf section 5.4.1		
Total	7 000 000	

5.6 Organisational set-up and responsibilities

Components 1 of the programme will be indirectly managed by the **OECD** in close cooperation with the European Commission and the six ENP-East countries. Component 2 will be managed by the **Open Government Partnership** in close cooperation with the European Commission. The Open Government Partnership shall ensure coordination and synergies with other projects currently being implemented and planned at the bilateral level to make sure that there are no duplications.

The **European Commission will ensure**, with the support of the OECD and the OGP, **the coordination and communication** with the interested stakeholders, including relevant Commission Services and EU Delegations. The OECD and the OGP will identify synergies with other relevant programmes, projects and initiatives related to or having impact on strengthening institutions and good governance.

For components 1 and component 2, there shall be a governance structure involving both implementing partners. The **Programme Steering Committee** will be co-chaired by the Commission, the OECD and OGP and include representatives of both implementing partners,

of the European External Action Service and of any other concerned Directorate-General of the Commission.

The Steering Committee is responsible for monitoring the implementation of the Integrity programme on the basis of activity reports presented by the OECD and OGP and for agreeing on the activities for the following year, following the formal consultation with EU Delegations. The Steering Committee shall meet **twice a year** to decide on the annual activities at the outset of the year and for the monitoring of the implementation at the end of the year. The **Secretariat of the Steering Committee** is ensured by the OECD and the OGP respectively.

Where feasible, the Programme Steering Committee will take place back-to-back with a **Local Steering Committee**, involving EU delegations in the form of a video-conference call. In the Local Steering Committee recommendations can be concluded to inform the Programme Steering Committee with the primary goal of ensuring complementarity with other ongoing EU assistance on the ground, internal communication and involvement as well as visibility of the activities.

5.7 Performance and Results monitoring and reporting

Performance measurement will be based on the intervention logic and the log frame matrix, including its indicators.

- Performance measurement will aim at informing the list of indicators that are part of the log frame matrix.
- In certain cases, mainly depending on when the monitoring exercise is launched, contribution to the outcomes will also be part of monitoring and for this to happen indicators defined during planning/programming at the outcome level will be the ones for which a value of measurement will need to be provided.
- In evaluation, the intervention logic will be the basis for the definition of the evaluation questions. Evaluations do mainly focus on the spheres of direct (outcomes) and indirect (impacts) influence. As such, indicators defined for these levels of the intervention logic will be used in evaluation. Depending on the specific purpose and scope of the evaluation exercise, additional indicators will be defined.

Monitoring is a management tool at the disposal of the action. It is expected to give regular and systemic information on where the Action is at any given time (and over time) relative to the different targets. Monitoring activities will aim to identify successes, problems and/or potential risks so that corrective measures are adopted in a timely fashion. Even though it is expected to focus mainly on the actions' inputs, activities and outputs, it is also expected to look at how the outputs can effectively induce, and actually induce, the outcomes that are aimed at.

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 annual progress reports 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.

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

The report 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).

Beside the Results Oriented Monitoring (ROM) review, the Commission may undertake action results reporting through independent consultants recruited directly by the Commission (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Their aim would be to identify and check the most relevant results on the action.

5.8 Evaluation

Having regard to the importance of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for learning purposes, in particular with respect to tangible results of the action and the mid-term impact achieved for citizens, the visibility of the action, internal and external communication and lessons learnt and impacts on reforms in the partner countries.

The Commission shall inform the OECD and Open Government Partnership in advance of the dates foreseen for the evaluation missions. The OECD and Open Government Partnership 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 countries 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.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

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.

The financing of the audit shall be covered by another measure constituting a financing decision.

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. Additional Visibility Guidelines developed by the Commission (European Neighbourhood Policy and Enlargement Negotiations) shall be strictly adhered to.

In particular, the OECD and the Open Government Partnership will ensure adequate visibility of EU financing and of the results achieved. The OECD and the Open Government Partnership will draft a communication and visibility plan containing communication objectives, target groups, communication tools to be used and an allocated communication budget.

Key results will be communicated to all governmental, non-governmental and other stakeholders. All reports and publications produced will be widely disseminated. All activities will adhere to the European Union requirements for visibility on EU-funded activities. This shall include, but not be limited to, press releases and briefings, reports, seminars, workshops, events, publications.

Visibility and communication actions shall demonstrate how the interventions contribute to the agreed programme objectives. Actions shall be aimed at strengthening general public awareness of interventions financed by the EU and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

As implementing organisations, the OECD and the Open Government Partnership shall report to the Steering Committee on its visibility and communication actions, as well as the results of the overall action. This action will be communicated externally as part of a wider context of EU support to the respective country, where relevant, and the Eastern Partnership region in order to enhance the effectiveness of communication activities and to reduce fragmentation in the area of EU communication.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the log frame matrix are indicative and may be updated during the implementation of the action, by mutual agreement and no amendment will be required for the financing decision. The indicative log frame matrix will evolve during the lifetime of the action: new lines will be added to include the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources of data	Assumptions
Impact/ Overall Objective	TO INCREASE STABILISATION AND RESILIENCE IN THE EASTERN NEIGHBOURHOOD	<p>Number of countries in which resilience improves</p> <p>Degree of synergy between the EaP countries in implementation of reforms</p> <p>Level of trust in rule of law, justice and public administrations among citizens of the EaP</p> <p>Level of protection of fundamental rights</p>	<ul style="list-style-type: none"> - OECD/OGP and European Commission reports on the scope of recommendations taken into consideration with regard to reforms prompting resilience and stabilisation - Monitoring reports of international experts (including CEPEJ, GRECO, Venice Commission and European Court of Human Rights findings) - Available international, European and national statistics - Public surveys and indexes on perception levels regarding the rule of law, justice and PAR (including, but not limited to, TI Corruption Perception Index, Corruption Barometer, World Bank indicators and Justice Survey analysis, Bertelsmann Transformation Index for Rule of Law, Index of Public Integrity, SIGMA assessments, etc.) - National stakeholder reports, including from civil society - Available international, European and national statistics - Parliamentary monitoring reports related to anti-corruption, judiciary reform and PAR - Resolutions and decisions of Committee of Ministers - Media coverage 	<i>Not applicable</i>

<p>Outcome/ Specific Objective 1</p>	<p>TO STRENGTHEN EVIDENCE-BASED ANTI-CORRUPTION, JUSTICE AND PAR POLICY AND ENFORCEMENT</p>	<p>Level of trust in prevention and the fight against corruption among population of the EaP countries</p> <p>Domestic legislative and institutional frameworks to fight corruption, to ensure a functioning justice system and public service delivery in the EaP countries in line with the European and international standards</p> <p>Rule of law and anti-corruption mechanisms in place and efficiently used ensuring the delivery of justice and public services</p> <p>Independence of anti-corruption special bodies, of justice and the public sector increased</p> <p>Level of resilience of public authorities against undue influence of private interests increased</p>	<ul style="list-style-type: none"> - Public surveys and indexes on perception levels regarding the rule of law, justice and PAR (including, see above) - Media coverage - OECD/OGP and European Commission reports on the scope of recommendations taken into consideration in the drafting of legal acts, adoption of legal acts - National stakeholder reports, including from civil society - Missions and meetings reports of the OECD, OGP and the European Commission - Monitoring reports of project and international experts (including, see above) - Available international, European and national statistics - Parliamentary monitoring reports related to anti-corruption, judiciary reform and PAR - Resolutions and decisions of Committee of Ministers 	<p>Political commitment of the ENP-East governments to reform initiatives in the project areas</p> <p>Cooperation of national authorities in the beneficiary countries</p>
<p>Outputs 1.1</p>	<p>Supporting evidence-based anti-corruption, justice and PAR policy reform and implementation across the EaP</p>	<p>Level of awareness of the remaining gaps to meet deliverable 9-11 under the 2020 deliverables</p> <p>Alignment und multiplier effect of key messaging of</p>	<ul style="list-style-type: none"> - Increased awareness of the remaining gaps in meeting the 2020 deliverables among EaP governments, EU and EU member states representatives, law enforcement, practitioners, media and civil society - Communication tools are disseminated and 	<p>Political commitment of the ENP-East governments to reform initiatives with a view to meeting the targets under deliverable 9, 10 and 11</p> <p>Cooperation of national</p>

	through gap analyses with recommendations, benchmarks and annual indicators, combined with illustrative communication tools	international and national stakeholders promoting reform areas as laid out in the deliverables 9-11 under the 2020 deliverables Policy reform processes in the area of anti-corruption, justice sector and PAR along the lines of the gaps identified and the recommendations provided	used by third actors to hold the EaP governments to account - Media coverage and social media take ups - OECD, OGP and European Commission reports on the scope of recommendations taken into consideration in the implementation of anti-corruption policies - National stakeholder reports, including from civil society - Available international, European and national statistics -Parliamentary monitoring reports related to anti-corruption, judiciary reform and PAR	authorities in the beneficiary countries
Output 1.2	Reinforcing law enforcement action against high profile corruption	Level of enforcement of high profile corruption action Level of cooperation on high-level corruption cases Level of trust in prevention and fight against corruption among citizens of the EaP increased	- Reported enforcement action against high-level corruption (by media, media prosecutors, crime statistics, government) - Increased informal/ formal cooperation and exchanges on high-level corruption among EaP countries and vis-à-vis EU member states - Public surveys and indexes on perception levels regarding the rule of law, justice and PAR (including, see above)	Political commitment of the ENP-East governments to anti-corruption enforcement Cooperation of national authorities in the beneficiary countries
Output 1.3	Increasing integrity across the EaP countries in corruption-prone sectors that affect citizens the most, including education and business	Level of awareness of systemic weaknesses in particularly corruption-prone sectors of relevance to citizens (such as education and business) and of sound policy responses reducing	- Increased awareness of the systemic weaknesses in corruption-prone sectors that are relevant to citizens of EaP governments, EU and EU member state representatives, law enforcement, practitioners, media and civil society	Political commitment of the ENP-East governments to integrity reform initiatives Cooperation of national authorities in the

		<p>the corruption risks, while enhancing integrity</p> <p>Level of capacity of government in implementing integrity measures in key anti-corruption areas, including education and business</p> <p>Political will for and initiation of anti-corruption reform to enhance integrity in specifically corruption-prone sectors, including the education and business sector</p>	<ul style="list-style-type: none"> - OECD/OGP and European Commission reports on the scope of recommendations taken into consideration in the drafting and adoption of legal acts, codes of conduct - National stakeholder reports, including from civil society - Missions and meetings reports of the OECD, OGP and the European Commission - Monitoring reports of project and international experts - Public surveys and indexes on perception levels (including, see above) - Media coverage and social media take ups 	beneficiary countries
Outcome/ Specific Objective 2	<p>TO ENABLE OPEN, INCLUSIVE AND RESPONSIVE GOVERNMENTS AND CITIZEN-CENTERED SERVICE DELIVERY THROUGH STRENGTHENED CSO PARTICIPATION AND ENGAGEMENT</p>	<p>Level of openness, inclusiveness and responsiveness across the EaP region</p> <p>Quality of service delivery to citizens</p> <p>Level of civil society participation and engagement in decision-making processes</p>	<ul style="list-style-type: none"> - Outreach and co-creation between government and civil society increased - Number of positive citizen responses to satisfaction surveys for public service delivery - Number of public consultation, of requests for CSO expert input, of meetings with civil society, of invitations to high-level dialogues 	<p>Political commitment of the ENP-East governments to reform initiatives in support of openness, inclusiveness and citizen-centered service delivery</p> <p>Cooperation of national authorities in the beneficiary countries</p>
Output 2.1	<p>Enhancing EaP government and civil society dialogue to foster</p>	<p>Level of government commitment to engage with civil society</p> <p>Level of civil society participation in anti-corruption,</p>	<ul style="list-style-type: none"> - Number of co-created OGP National Action Plans adopted and implemented in EaP countries - Number of commitment targets under deliverable 9, 10 and 11 of the 2020 	<p>Political commitment of the ENP-East governments to reform initiatives in support of openness, inclusiveness and citizen-centered service delivery</p>

	<p>implementation of open government reforms in the areas of anti-corruption (deliverable 9), justice sector (deliverable 10) and public administration (deliverable 11)</p>	<p>justice sector and PAR policy development, implementation and monitoring</p> <p>Level of civil society involvement in public consultations on national anti-corruption, justice sector and PAR strategy and action plans</p>	<p>deliverables that are not yet met are reflected in OGP National Action Plans' commitments</p> <ul style="list-style-type: none"> - Open Government Self-Assessment Reports by EaP governments are delivered to OGPs Independent Reporting Mechanism, while government online platforms and respositories are created and operational - Provision of support to Belarus to join the OGP initiative - Number of CSO capacity-building workshops, awareness-raising activities, technical assistance and peer-learning activities are delivered - Increased citizen engagement (including civil society, private sector and other stakeholders) in the anti-corruption, justice sector and PAR policy development, implementation and monitoring - Increased number of OECD progress monitoring shadow reports delivered by civil society 	<p>Cooperation of national authorities in the beneficiary countries</p> <p>Participation and engagement of civil society with government</p>
<p>Output 2.2</p>	<p>Increased civil society engagement and support of new digital tools to tackle high-level corruption as a particular reform obstacle</p>	<p>Level of involvement and engagement of civil society in tackling high-level corruption</p> <p>Creation of and effective use of innovative technology tools enabling civil society (and other relevant stakeholders) to monitor as a watchdog for integrity</p> <p>Increased number of high-level corruption allegations are</p>	<ul style="list-style-type: none"> - Number of innovative digital tools created and effectively used to monitor undue influence, undue money flows and alike - Number of data delivered on alleged high-level corruption cases - Increased civil society participation in network events of law enforcement and practitioners on high-level corruption, including at the OECD 	<p>Political commitment of the ENP-East governments to reform initiatives in support of openness, inclusiveness and citizen-centered service delivery</p> <p>Cooperation of national authorities in the beneficiary countries</p> <p>Participation and engagement of civil</p>

		reported (i.e. to the media/public and police) and brought to justice (i.e. to the courts and to conviction)		society with government
Output 2.3	Building alliances and supporting reform champions in corruption-prone sectors that affect citizens the most	<p>Civil society and other relevant stakeholders alliance advocating for increased integrity in corruption-prone sectors (such as education and business)</p> <p>Support for reform champions promoting integrity in corruption-prone sectors of education and business</p>	<p>- Multi-stakeholder networks of change agents created and operational for experience-sharing, dissemination of evidence-based data and for coalition-building</p> <p>- Number of nominations for champions promoting anti-corruption, justice and PAR reform and awards given</p>	<p>Political commitment of the ENP-East governments to reform initiatives in support of openness, inclusiveness and citizen-centered service delivery</p> <p>Cooperation of national authorities in the beneficiary countries</p> <p>Participation and engagement of civil society with government</p>



ANNEX 2

to the COMMISSION IMPLEMENTING DECISION on the ENI East Regional Action Programme for 2019, Part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union

Action Document for Support to the Implementation of the Eastern Partnership Multilateral Dimension and the Implementation of the Northern Dimension and the Black Sea Synergy

MULTIANNUAL¹ PROGRAMME

This document constitutes the multiannual 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	Support to the Implementation of the Eastern Partnership Multilateral Dimension and the Implementation of the Northern Dimension and the Black Sea Synergy CRIS number: - ENI/2019/042-147 - ENI/2020/042-148 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	Eastern Partnership countries (Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova, Ukraine) and the Russian Federation The action shall be carried out at the following locations: <ul style="list-style-type: none"> • Eastern Partnership countries, • EU Member States, • Norway, Iceland, • Serbia, Turkey, • Russian Federation. 	
3. Programming document	ENI Regional East Strategy Paper (2014-2020) and Regional East Multiannual Indicative Programme (2017-2020)	
4. SDGs	Goal 3 (good health and well-being), 6 (clean water and sanitation), 10 (reduced inequalities), 13 (climate action), 14 (life below water), 16 (peace, justice and strong institutions), 17 (partnerships for the goals)	
5. Sector of intervention/ thematic area	Eastern Partnership Multilateral Dimension, Northern Dimension and Black Sea Synergy policy	DEV. Assistance: YES

¹ Within the maximum contribution of the European Union, the authorising officer responsible may adjust the allocation to the respective budget years subject to the availability of the commitment appropriations.

	frameworks			
6. Amounts concerned	<p>Total estimated cost: EUR 12 924 930</p> <p>Total amount of EU contribution EUR 12 550 000</p> <p>The contribution is for an amount of EUR 9 800 000 from the general budget of the European Union for financial year 2019 and for an amount of EUR 2 750 000 from the general budget of the European Union for financial year 2020, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as provided for in the system of provisional twelfths.</p>			
7. Aid modality(ies) and implementation modality(ies)	<p>Project Modality</p> <p>Direct management through:</p> <ul style="list-style-type: none"> - grants – direct award - procurement of services <p>Indirect management with:</p> <ul style="list-style-type: none"> - entrusted entities to be selected in accordance with the criteria set out in section 5.3 			
8 a) DAC code(s)	43010 - Multi-sector aid			
b) Main Delivery Channel	41310 - UNDP 47110 - BSEC 21000 – International NGOs: EUNIC, NDPHS, NDI ²			
9. Markers (from CRIS DAC form)³	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 ⁴	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	x	<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	<input type="checkbox"/>	x	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	x	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	x	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flagship	N.A			

² <http://www.oecd.org/dac/stats/annex2.htm>.

³ When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

⁴ Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.

SUMMARY

The action supports the **implementation of the Eastern Partnership Multilateral Dimension and the implementation of the Northern Dimension and the Black Sea Synergy**, as guided by the European Neighbourhood Policy. It entails a **flexible mechanism** giving the European Commission the possibility to financially underpin policy processes and dialogue as well as small-scale actions in line with the objectives of these policy frameworks.

The action will address the following areas:

1. Eastern Partnership (EaP) Multilateral Dimension

The main goal of the EaP Multilateral Dimension is to strengthen and complement the bilateral track of the Eastern Partnership and facilitate cooperation and dialogue with a view to achieving the targets set in the “20 deliverables for 2020” agenda. It is aimed at fostering relations between the EU and its Eastern partner countries as well as amongst the countries themselves. This action continues to provide a platform to sustain engagement with all partner countries, share best practice, ensure transparency, promote confidence building and advance each country's reform agenda.

2. Northern Dimension (ND)

The main objective of the ND common policy is to provide a framework for dialogue and concrete cooperation with a view to strengthening stability and confidence building and promoting economic integration, competitiveness and sustainable development in Northern Europe. This action provides continued financial support to policy processes and activities to promote this objective. Work under the ND supported by this action will focus on intensified engagement on people-to-people relations, health and cultural exchanges, cooperation on transport and logistics and decarbonisation of transport and trade routes, as well as follow up on environmental projects in the Baltic Sea catchment area and the Barents region.

3. Black Sea Synergy (BSS)

The main goal of the BSS is to foster regional dialogue and cooperation, to build confidence, and to achieve tangible results for the citizens, while providing practical, more sector-oriented support to the region, complementary to the EU's bilateral activities in the Black Sea. The framework offers a forum for tackling common challenges and sizing regional opportunities, with a view to the stability, sustainability, resilience and prosperity of the region. This action continues to financially support policy processes and activities promoting this goal. Support will focus on further facilitate concrete results in fisheries management, environmental monitoring and build legal and implementation capacity for partner countries' alignment with the EU's Marine Strategy Framework Directive. Further on, capacity building for the Black Sea Economic Cooperation Organisation and its member states, in implementing the BSS objectives will be supported.

1 CONTEXT ANALYSIS

1.1 Context Description, Policy Framework and Public Policy Analysis of the region

The EU's relations with its neighbours are guided by the **Global Strategy**⁵ and the revised **European Neighbourhood Policy (ENP)**⁶. Both call to focus on achieving the overall goal of increasing the **stabilisation** and **resilience** of our neighbours.

⁵ Global Strategy for the European Union's Foreign and Security Policy presented by the High Representative in June 2016.

⁶ The European Neighbourhood Policy was reviewed in November 2015.

The **Eastern Partnership (EaP)**⁷ was launched in 2009 at a Summit held in Prague, in an effort by the EU and its Eastern European partners to help promote political and economic reforms and assist the countries of the region move closer to the EU. At its basis lies a shared commitment to international law and fundamental values, including democracy, the rule of law and respect for human rights and fundamental freedoms, as well as to market economy, sustainable development and good governance. The **EaP Summits in Riga in 2015 and in Brussels in 2017** confirmed the consensus to step up actions in **four key priority areas**: economic development and market opportunities; strengthening institutions and good governance; connectivity, energy efficiency, environment and climate change; and mobility and people-to-people contacts. Within this framework, all partners agreed to deliver tangible benefits to the daily lives of their citizens by focusing on achieving **20 Deliverables for 2020**.⁸

The main goal of the **Eastern Partnership (EaP) Multilateral Dimension** is to strengthen and complement the bilateral track of the Eastern Partnership and foster the relations between the EU and its six EaP partner countries as well as relations amongst the countries themselves. Within its revised architecture,⁹ this multilateral framework provides a platform to sustain engagement with all partner countries, share best practices, ensure transparency, promote confidence building and advance each country's reform agenda. The architecture involves the six partner countries, the EU Member States and EU institutions and is structured around four thematic platforms, in line with the four Riga priorities. Platforms are supported by sectoral panels as well as various workshops, seminars and meetings. The political steering is given by Senior Officials Meetings, as well as by ministerial meetings, feeding eventually into Summit Declarations.

To ensure the involvement of civil society in the Eastern Partnership, and in line with the Riga Summit Declaration and the 20 Deliverables for 2020 that underlines the need to engage on a deeper level with civil society, the **Eastern Partnership Civil Society Forum** promotes contacts among civil society organisation and facilitates their dialogue with public authorities.

The **Northern Dimension** (ND) is a common policy between the EU, the Russian Federation, Norway and Iceland, in which Belarus cooperates in practical activities.¹⁰ Other actors such as International Financial Institutions, regional councils, universities and research centres also take part. Canada, the United States and Belarus are observers. It provides a framework to promote dialogue and concrete cooperation, strengthen stability and confidence building, and foster economic integration, competitiveness and sustainable development in Northern Europe. To facilitate project implementation, **four Partnerships** have been established to deal with the following priorities: environment (NDEP); public health and social well-being (NDPHS); transport and logistics (NDTL); and culture (NDPC). The **Northern Dimension Business Council**, a **Northern Dimension Parliamentary Forum** as well as the **Northern Dimension Institute**, a research institution and university network, also form part of the ND institutional set up. Funding is based on the principle of co-financing. The focus of the project work of the partnerships is Russia, and to a lesser extent Belarus. Enhanced cooperation under the ND offers potential for expanding engagement with **Russia** in the current political context, both with a view to strengthening people-to-people contacts and cooperation in key areas of EU interest (for example climate, environment, public health).

A stable, secure, resilient and prosperous Black Sea region is in the direct interest of its citizens and of the EU overall. The **Black Sea Synergy**¹¹ has been the EU's key regional policy

⁷ The Eastern Partnership is a joint initiative involving the EU, its Member States and 6 eastern European partners: Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova and Ukraine.

⁸ <https://www.consilium.europa.eu/media/31758/final-statement-st14821en17.pdf>.

⁹ http://europa.eu/rapid/press-release_IP-17-4845_en.htm.

¹⁰ https://eeas.europa.eu/headquarters/headquarters-homepage/347/northern-dimension_en#Funding

¹¹ <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0160:FIN:EN:PDF>

Countries of the Black Sea Synergy: Armenia, Azerbaijan, Bulgaria, Georgia, Greece, the Republic of Moldova, Turkey, Ukraine, Romania and the Russian Federation

framework for the Black Sea region since 2007. It was formally launched at a meeting of the EU and Black Sea countries foreign ministers in 2008, in Kiev, and a joint statement was released¹². The main goal of this initiative is to foster regional dialogue and cooperation, to build confidence, and to achieve tangible results for the citizens, while providing practical, more sector-oriented support to the region, complementary to the EU's bilateral activities in the Black Sea. The framework offers a forum for tackling common challenges and sizing regional opportunities, with a view to the stability, sustainability, resilience and prosperity of the region. On 5 March 2019, the **third review of the Black Sea Synergy** was issued, covering period 2015-2018, highlighting important developments in the areas of maritime policy, marine research and innovation, fisheries, environmental protection and civil society engagement. The report (European Commission / EEAS Joint Staff Working Document) also reviews links with other EU strategies relevant for the Black Sea, as well as the cooperation with regional and international organisations active in the Black Sea.

The **Black Sea NGO Forum**, a civil society led initiative, supported by the Black Sea Synergy, brings together CSOs from each of the countries surrounding the Black Sea. The Romanian NGO FOND has been ensuring the secretariat of this platform since its set up in 2008. The Forum has a unique mandate to offer a platform of regional debate to CSOs surrounding the Black Sea on issues of common interest. It meets once a year to propose recommendations to policy makers on issues related to the status of civil society, issues such as citizen participation, youth, education and culture and discussing elements of implementing the Black Sea Synergy.

Synergies and complementarity with other ENI instruments notably the Cross-border Cooperation programme and the Neighbourhood Investment Facility as well as other funding envelopes available for cooperation within these policy frameworks instruments will be sought.

1.2 Stakeholder analysis

Main stakeholders are authorities and administrations of EU Member States and Eastern Partnership, Black Sea Synergy and Northern Dimension countries as well as civil society organisations involved in these three policy frameworks. End beneficiaries are citizens of the EaP, ND and BSS partner countries overall.

1.3 Problem analysis/priority areas for support

The Brussels summit endorsed the **20 Deliverables for 2020**. It also adopted the **revised EaP multilateral architecture**, which is operational since early 2018 and helps ensure effective and timely implementation of these targets in a strategic manner and with a differentiated approach to partners, recognising the different aspirations of each country. The **EaP Multilateral Dimension** provides the right platform to sustain engagement with all partner countries, share best practices, ensure transparency, promote confidence building and advance reforms.

Climate change, pollution, and increasing economic activity are placing growing pressure on the environment in the Northern regions. The **Northern Dimension**¹³ policy already plays a significant role in helping to improve wastewater treatment in cities, increase energy efficiency, and solid and hazardous waste management. Actions mitigating the legacy of operations of Soviet nuclear infrastructure are ongoing. The urgent need to address climate change in the region is an overarching objective. This should be advanced through the introduction of new technologies and monitoring methods, as well as the implementation of the EU's Arctic Communication, in particular tackling black carbon emissions in the European Arctic. An

¹² A joint statement was released: http://eeas.europa.eu/archives/docs/blacksea/doc/joint_statement_blacksea_en.pdf

¹³ This action will fund the work of the partnerships in complementarity with funding from other sources: the ND Environment and Transport and Logistics dedicated support funds and other donors' contribution.

unexplored avenue of the Northern Dimension environmental partnership is regional dialogue on broad environmental issues, for example: legal regulations addressing black carbon emissions; the Circular Economy; promoting renewable energy sources as an economic resource for regional development; and other aspects of climate change awareness raising and mitigation. The **ND Environmental Partnership** and the Northern Dimension Institute (NDI) should be tasked to engage Russia and Belarus in such dialogue. Substantial funding for infrastructure projects with concrete benefits for citizens is available in the **NDEP Support Fund** supported by the EU.

The Regional Transport Network of the ND simplifies planning of infrastructure improvements on the most important routes in Northern Europe. The work under the **ND Partnership for Transport and Logistics** should also contribute to workshops and exchanges on decarbonising transportation, road safety, digitalisation of transport, new emerging trade routes and best practices on transport education in the region, also taking into account the Euro-Asian connectivity strategy. The partnership could also act as a platform for exchanges on the challenges of the Northern Sea Route. The NDI engages to facilitate some of these exchanges.

Social welfare and health care are important factors in economic stability and sustainable development. Priorities of the **ND Partnership on Health and Social Well-being** include *inter alia* the reduction of communicable diseases and infections; actions to address tobacco, alcohol and drug abuse; contributions to healthy aging, primary health care and occupational safety issues; as well as the implementation of strategies on antimicrobial resistance (AMR). Advancing work in these fields in the region are in the EU's genuine interest, in particular in fields that have a cross-border impact, such as communicable diseases and AMR. The importance of this partnership for cooperation with Russia in the current political context should be underlined, both with a view to strengthening people-to-people contacts and cooperation in key areas of EU interest.

The **ND Partnership on Culture** as a tool for developing **people-to-people connections and cooperation** will be supported in this actions fostering cultural cooperation, improving operational conditions for cultural and creative industries, tourism, and youth exchanges, providing visibility for indigenous peoples' issues, and engaging in cross-border collaboration. It is important that the other regional cooperation formats recognise the importance and usefulness of the NDPC for their own work. Funding and networking assistance should be made available to the Secretariat of the partnership. The importance of this partnership for cooperation with Russia in the current political context should be underlined, with a view to strengthening people-to-people contacts and cooperation in key areas of EU interest.

In order to help stakeholders maintain dialogue and cooperation and improve the visibility of the ND in a wider geographic context, the **Northern Dimension Institute** (NDI) will be further supported in its efforts to facilitate exchanges and actively promote and publicise work taking place in the ND context.

The third review of the implementation of the **Black Sea Synergy**, through a **European Commission/EEAS Joint Staff Working Document**¹⁴ issued in March 2019, underlines that promoting cooperative and practical region-wide solutions is essential to address regional and global challenges. The review presents **three concentric circles** streamlining the various fields of cooperation. The design of these concentric circles is flexible and dynamic; topics could 'move' from one circle to another, based on the region's interest and progress made. The concentric circles are the following: The first circle includes the following areas of cooperation: **blue growth/economy**, with particular focus on the **integrated maritime policy, and marine research and innovation; fisheries; environmental protection and climate change; and civil society engagement**. The second circle includes: **education, science and innovation (beyond**

¹⁴ https://eeas.europa.eu/sites/eeas/files/swd_2019_100_f1_joint_staff_working_paper_en_v3_p1_1013788-1.pdf

marine), culture and tourism, and energy and transport of different forms. In particular, the region has key potential for interconnectivity both within the EU and between continents, considering the **Black Sea bridging role**, as mentioned by the Europe-Asia Connectivity Strategy¹⁵. The third circle refers to the rest of the fields of cooperation under the Black Sea Synergy initiative, such as social affairs, employment or trade. Particularly on the first circle, supporting, including financially, the progress made so far is in EU's interest, consolidating EU's guiding and leading role in adopting two important regional agendas, developed under the Black Sea Synergy umbrella in the **blue growth area**, namely the Strategic Research and Innovation Agenda and the Common Maritime Agenda for the Black Sea. The implementation of these common agendas will produce impact and concrete results for the citizens and communities of the Black Sea, with important visibility for EU guiding role.

On the **environment protection** aspect, the environmental situation of the Black Sea is at high risk of degradation, without international cooperation. This remains a pressing issue for the region and achieving a 'good environmental status' of the Black Sea by 2020 is a key EU goal, taking into account also its impact on human health. The EMBLAS project has significantly contributed to an essential part of the MSFD implementation (assessment) and supplied unique and relevant data. At the same time, significant gaps still exist regarding a number of pressures to the marine and coastal environment, such as waste management in the region and regarding the decarbonisation of key economic sectors. The adaptation of critical infrastructure to climate change has not been sufficiently addressed. Building popular support and attracting private sector involvement is crucial.

Furthermore, the Black Sea faces serious challenges with respect to the conservation of **fishery resources**. The General Fisheries Commission for the Mediterranean (GFCM) responsible for the sea is a key actor with a view to preserving fisheries resources in the area. The Black Sea is shared between three GFCM Members (Bulgaria, Romania, Turkey) and three non-Members (Georgia, Russian Federation, Ukraine) who are cooperating with the GFCM. The state of stocks in the area is at a critical level while levels of IUU (illegal, unreported and unregulated) fishing are considered to be extremely high. In addition, scientific advice remains a challenge while fisheries management instruments for non-EU riparian states need to be reformed and modernised to come up to international legal and technical developments.

Enhancing multilateral cooperation in the Black Sea on **fisheries governance** is a pillar for advancements on fisheries management and control towards the sustainability of fisheries. Both the 2016 Bucharest Declaration and the 2018 Sofia Ministerial Declaration made multilateral cooperation a core objective. The GFCM is a key actor, as regional management fisheries organisation for the Mediterranean and the Black Seas, which promotes joint management for shared stocks, ownership over joint action and creates a culture of compliance much needed to fight the endemic high level of Illegal, Unreported and Unregulated fishing (IUU). The BlackSea4Fish project under the GFCM supports the effective collaboration between academia and research institutes on marine fisheries in the Black Sea.

On every appropriate occasion the EU officially expresses through technical and diplomatic dialogue its high interest to become a Party to the *Convention on the Protection of the Black Sea against Pollution* (**Bucharest Convention**) and to its body – the Black Sea Commission. The 7th EU Environmental Action Programme¹⁶ sets the EU's obligation to engage for the accession to the Black Sea Commission¹⁷. Membership to the Bucharest Convention would bring the institutional status of the EU in line with its substantial contribution to the protection of the

¹⁵https://eeas.europa.eu/sites/eeas/files/joint_communication_-_connecting_europe_and_asia_-_building_blocks_for_an_eu_strategy_2018-09-19.pdf

¹⁶ The 2013 Decision of the European Parliament and of the Council

¹⁷ <http://ec.europa.eu/environment/action-programme/>

Black Sea marine and costal environment, while providing grounds for further support to the environmental protection activities of this marine region

Development of existing networks of **civil society** in the BS region was supported in the last action document through the support to FOND, and continues, also from different funding addressed to the EaP Civil Society Forum.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
<p>For objective 1, 2, 3: Partner countries' political reform will slow down, governments lose interest in EaP/ND/BSS cooperation.</p> <p>For objectives 2 and 3: Relations with Russia remain tense or deteriorate further.</p>	<p>M - L, depending on partner country</p> <p>M - H</p>	<p>O 1: Ensure relevant, inclusive cooperation that produces tangible results for citizens and governments</p> <p>O 2: Under both policy frameworks, confidence building measures and people to people focussed initiatives will continue to be supported.</p> <p>For the ND, this implies in practice intensifying cooperation in the fields of people-to-people relations (e.g. public health, culture, policy-relevant research, exchanges on environmental and transport-related issues) and continuing to abide by the limits imposed by the restrictive measures on projects in Russia funded through the NDEP and NDPTL support funds. New projects in Russia that are in the EU's interest may be approved on a case-by-case basis, particularly in the environmental partnership, such as the recently launched black carbon projects. Projects in Belarus continue to pose practical challenges, but no restrictive measures apply to Belarus.</p> <p>For the BSS, the particular challenges and risks for the regional cooperation include the geopolitical landscape of the Black Sea area, with its complex web of diverse and often conflicting interests, aspirations, interactions and identities; the volatile security situation and destabilisation actions in the region; the illegal annexation of Crimea and other violation of international law; the restrictive measures; the evolving security situation in the nearby Sea of Azov. Nevertheless, at intervention-level this has not filtered into deteriorated working-relations at the technical and people-to-people levels, in particular when neutral platforms of implementation are used and the focus is on concrete and sector-oriented developments.</p> <p>Other particular challenges relate to the political will and the level of commitment of the partners to engage in regional cooperation programmes; the difficulties of and limited capacity for managing,</p>

		developing and implementing projects and accessing financial opportunities; the complexity of EU rules and procedures. The impact of global issues, such as terrorism, migration or climate change should be also to be considered.
Assumptions		
Objective 1: The main assumptions are that the political situation continues to allow for the planned activities to be implemented and does not deteriorate, national government partners remain committed and support project implementation, and trust is built among stakeholders.		
Objectives 2 and 3: The situation of EU-Russia relations will be kept under review. It has an impact on the cooperation under the Northern Dimension and the Black Sea Synergy , which needs to follow closely the five guiding principles underlying EU relations with Russia, as laid out by HR/VP in 2016.		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

Since its creation, the **Eastern Partnership** has proven to be a key policy initiative to foster policy dialogue and share experience among partner countries, EU Member States and the relevant EU institutions. The EaP Summit in Riga in 2015 and in Brussels in 2017 have given the process new impetus. A focus on key sectoral priorities, with implementation targets spelled out in the “20 Deliverables for 2020”, as well as the revised architecture, have facilitated cooperation and produce concrete results for EaP and EU citizens. The participation of civil society and international financial institutions has further contributed to cooperation among interested parties.

The support function to the **EaP Multilateral Dimension**, partially funded under this action but mainly through a specific CSO project, continued through this action fully responds to the need to organise and fund EaP events at all levels of the institutional set up and thus to sustain meaningful and effective engagement with all partner countries, share best practices, promote confidence building, design joint actions and have a real impact on reforms.

The engagement of civil society in EaP dialogue continues to be crucial, to ensure that their expertise can be taken into account and that the voice of society in both the EU and Eastern Partnership countries is heard. The participation of civil society in platforms and panels and the creation of the **EaP Civil Society Forum** working groups mirroring the work of the platforms show the importance that civil society attaches to their participation in the EaP process.

The results achieved so far by the various **Northern Dimension** Partnerships, which have positively contributed both to strengthening policy dialogue and to implementing concrete activities, show the importance of continued assistance to dialogue processes and project funding. Many of the ND projects also have positive regional and cross-border impacts in **EU Member States**, as well as **Iceland** and **Norway**. In this context it is worth mentioning that the **Environmental Partnership** policy has served as a model for other multi-donor partnerships and initiatives through its landmark achievements in nuclear safety, wastewater, energy efficiency and now black carbon work. The considerable success of the partnership in leveraging funds (by up to a factor of twenty) inspired the setting up of the Partnership for Transport and Logistics Support Fund, even though new concrete actions have been limited due to the restrictive measures on the Russian Federation resulting from the annexation of Crimea. The difficulties encountered in establishing and stabilising the work of the **Partnership on Transport and Logistics** is indicative of the long time-frames and the need for continued and renewed commitment inherent to regional cooperation in this sector. Maintaining its structures

and redirecting its efforts in the present circumstances also underscores the added value of having established such a partnership at a time of relative stability in EU-Russia relations. The continued work and results achieved particularly in the **Health and Social Wellbeing Partnership** has proven the resilience of people-to-people cooperation in these fields, even with moderate EU funding. The **Culture Partnership** has also achieved good results, and with increased support it is in a position to have a significantly larger positive impact. For its part, the **Northern Dimension Institute's** funding history has shown that a multiannual funding commitment would be desirable to ensure continuity of its activities. Evaluations of the NDPL, NDPHS and NDPC are ongoing with a view to stocktaking and future orientations beyond 2020.

Results seen during 2015-2018 confirm the utility of the **Black Sea Synergy**, its positive contribution to regional cooperation and point to its yet untapped potential. Through this initiative, the EU has continued to play a constructive role and share responsibility in the Black Sea area, building its potential, for the resilient and prosperous development of the region and its citizens. Further coordination in policies and legislation between the Black Sea countries has proven to be a common interest to both the EU and the partner countries. Cooperation under the BSS has enabled Black Sea riparian countries plus the Republic of Moldova to set a **Strategic research and innovation agenda** and a **Common maritime agenda** for the Black Sea. With EU support, progress was achieved by the Black Sea countries, in areas related to blue growth, maritime policy, marine research and innovation, fisheries, and environmental monitoring and protection. Also support to public awareness and participation is provided. Other areas of cooperation (education, culture and tourism; or energy and transport, social affairs and employment), albeit less developed, receive growing interest. The BSS thus constitutes an important means towards regional resilience. Another example of success is the ongoing harmonisation of cooperation activities aimed at building the regional infrastructure for marine environmental monitoring in line with the **Marine Strategy Framework Directive (MSFD)** principles.¹⁸ Finally, the **Black Sea Cross-border cooperation programme** has been supporting a constantly growing number of projects, technical assistance needs and management costs for municipalities and small-scale stakeholders in areas such as environment, SME-development, tourism, research and innovation. Nonetheless, the EU should support a more structured engagement with regional and international organisations active in the Black Sea such as the **Black Sea Economic Cooperation**, as well as the **GFCM** as the exclusive fisheries organisation in the area to drive the new governance towards sustainable Black Sea fisheries for the benefit of the riparian countries, including the EU.

Support to civil society in this region, in particular through the pragmatic development of the **Black Sea NGO Forum**, remains essential. Since its creation in 2008, dialogue and concrete work have been intensifying under this format. With a grant received under Regional Action Programme 2017, FOND is gradually enhancing its role as facilitator of CSO networks and cooperation.

Experience of supporting the **EaP Multilateral Dimension, the ND and the BSS** has shown so far that maintaining a certain level of flexibility as regards the original planning of activities is essential to take account of developments that may take place in the work programmes of the Eastern Partnership platforms throughout the year.

3.2 Complementarity, synergy and donor coordination

This action complements EU support and cooperation under the **bilateral and regional Annual Action Programmes** for the Eastern Partnership countries. It also complements the activities under the **Global Allocation**.

¹⁸ http://ec.europa.eu/environment/marine/eu-coast-and-marine-policy/marine-strategy-framework-directive/index_en.htm.

The main goal of the **Eastern Partnership (EaP) Multilateral Dimension** is to strengthen and complement the **bilateral track** of the Eastern Partnership and foster the relations between the EU and its EaP partner countries as well as relations amongst the countries themselves. It entails by its own nature close coordination with EU Member States and partner countries in the framework of the platforms and related panels. Other donors/entities are also represented in these fora (e.g. European Parliament, Committee of the Regions, Economic and Social Committee, Council of Europe).

Activities implemented in the framework of the **Northern Dimension** are complemented by actions carried out under the European Union Strategy for the Baltic Sea Region (**EUSBSR**), which is an EU policy aiming to save the Baltic Sea, connect the region and increase prosperity of the Member States' regions involved. Cooperation also intersects with the regional development strategies of the other countries and actors in the region. The multilateral nature of the ND brings together not only the EU Member States but also the **Russian Federation, Norway and Iceland. EU Members States individually, the Arctic Council, the Barents Euro-Arctic Council, the Council of the Baltic Sea States and the Nordic Council of Ministers** all participate in this policy. **International Financial Institutions** such as the European Bank for Reconstruction and Development (EBRD), the European Investment Bank (EIB), the Nordic Investment Bank (NIB) and the Nordic Environment Finance Corporation (NEFCO) provide funding for activities. Continuing work on maximising synergies and minimising overlap is necessary. Further systematising this work in relation to the regional councils should be considered.

In the **Black Sea** basin, EU Member States activities to implement the Marine Strategy Framework Directive have been complemented by the EU-UNDP project "Improving Environmental Monitoring in the Black Sea" (**EMBLAS**). This responded to the objective of harmonisation of environmental monitoring and protection policies. Further development of links between the Black Sea Synergy and the Danube Strategy could be envisaged. Main actions in the field of **fisheries governance** will continue to be implemented by the Directorate-General for Maritime Affairs and Fisheries as well as through ongoing in ENI funded actions, as fisheries remains an important policy area of dialogue under the BSS. Coordination with the **GFCM** remains relevant in particular for prioritising capacity building and technical assistance and ensuring complimentary on actions covering the fight against IUU fishing, Monitoring, Control and surveillance (MCS) and scientific projects on data collection and scientific advice. On **maritime affairs** coordination with regional organisations such the **Black Sea Commission and Black Sea Economic Cooperation Organisation** remains relevant in particular for disseminating information to relevant experts and raising awareness about the added value of collective action. The EU is supporting the **German Marshall Fund's Black Sea Trust** for regional cooperation with a view to increase regional and sub-regional cooperation between civil society organisations in the Black Sea region in the field of civic participation and democratic control of public authorities.

4 DESCRIPTION OF THE ACTION

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

In line with the European Neighbourhood Policy, the **overall of objective** of cooperation of this action is to strengthen prosperity, stability, security, and good neighbourliness in the regions covered by this action.

The **specific objective** of the **EaP Multilateral Dimension** (Objective 1) is to provide a forum for cooperation activities, support on legislative and regulatory approximation with the EU, and information and experience sharing on partner countries' steps towards reforms, with a focus on implementing the "20 deliverables for 2020".

The **specific objective** of the **Northern Dimension** (Objective 2) policy is to promote cooperation and dialogue to achieved concrete results in the areas of environmental and climate protection, connectivity, public health, culture and people-to-people contacts in Northern Europe.

Due to the differing character of the three components and their activities, no coherent set of outcomes can be presented here.

The **specific objective** of the **Black Sea Synergy** (Objective 3) is to encourage dialogue and practical regional cooperation between the countries surrounding the Black Sea with a focus on **maritime policy and affairs with blue growth/economy at its centre, environment, fisheries, tourism, interconnections, research and innovation, civil society engagement, and cross border cooperation.**

The individual components of this action will directly address the specific objectives formulated under the three policy frameworks and support the related policy processes and cooperation activities.

The **EaP Multilateral Dimension** indicative planning foresees events in the following formats:

The **following meetings** can be expected per year (indicative figures):

- 3 Ministerial level meetings,
- 8 Platform meetings,
- 24 Panel meetings,
- 30 Seminars and meetings in the framework of panels,
- Civil Society Forum: 1 Annual Assembly, 4 Steering Committee meetings, 5 Working Groups meetings (all partially funding from this action and partially from a Civil Society Forum support contract).

In addition, this support will cover the organisation costs of **ad hoc meetings** and events crucial for the implementation of the 20 Deliverables for 2020. These could include, inter alia, events organised by the EU Presidency, by think tanks and by CSO's as well as facilitating the participation of EaP stakeholders in other key meetings and events selected by the European Commission.

Other activities may be carried out in order to support the implementation of the Eastern Partnership priorities and deliverables and enhance "EU4..." initiatives.

Under the **Northern Dimension**, indicative planning includes the following components:

Within the **ND Partnership for Health and Social Wellbeing**, an action will aim at strengthening cooperation with a view to enhancing health and social wellbeing, as well as people to people relations in the region.

Areas of work envisaged: occupational safety and health, non-communicable and communicable diseases (including HIV/TB), primary healthcare, prison health, healthy aging, antimicrobial resistance, anti-tobacco campaign, alcohol and substance abuse.

Key activities supported may include: capacity development and institutional strengthening of the partnership and its secretariat, supporting the work of the successful network of experts, organisation of workshops and seminars, research and analysis, sub-granting, and awareness raising and visibility actions. Furthermore, the role of the NDPHS as priority area coordinator of policy/sector related analysis within the EU Strategy for the Baltic Sea Region and cooperation with the EU HIV/AIDS, Viral Hepatitis and Tuberculosis Civil Society Forum will be strengthened.

Within the **ND Partnership for Culture**, support will help strengthen cooperation with a view to enhancing cultural and creative industries exchanges and associated people-to-people relations.

Areas of work envisaged: creative culture industries including culture-based services and innovation, tourism, protection and development of Euro-Arctic indigenous peoples' cultures, digitalisation in culture, cross-sectoral collaboration, cross-cultural and cross-regional understanding and youth issues.

Key activities supported may include: capacity development and institutional strengthening of the partnership and its secretariat, exchanges of practitioners and cultural operators, networking, workshops and seminars, policy/sector related analysis, sub-granting and research, and awareness raising and visibility actions. In addition joint projects will be organised, such as road shows, cultural events and exhibitions, the annual St. Petersburg cultural forum, and synergies with and participation in e.g. the EU Film festivals and European Day of Languages and cultural activities of other regional actors, such as the Barents Euro-Arctic Council and the Council of the Baltic Sea States, including youth exchanges are envisaged.

Support to the **Northern Dimension Institute** will further enhance its capacity and activities as facilitator of exchanges and cooperation.

Key activities supported will include: the identification/creation of synergies between themes of ND partnerships and other regional strategies and initiatives, fostering of cross-partnership cooperation, strategy formulation, policy-relevant research, workshops, seminars and expert exchanges (notably for NDPTL and NDEP), and improving the visibility and outreach of the ND policy in a wider geographical context.

Under the **Black Sea Synergy**, indicative planning includes the following components:

Support will aim at further facilitating technical cooperation on **environmental monitoring** as well as enabling Georgia and Ukraine to establish modern systems and facilities in support of environmental monitoring. Work will enhance the achievements of previous EMBLAS phases and further support the alignment with and implementation of the Marine Strategy Framework Directive and relevant aspects of the Water Framework Directive.

Areas of work will continue to address technical capacity building for monitoring, modernisation of monitoring facilities, and further ensure public awareness and actions on the ground.

Key activities supported will include further refinement of monitoring techniques, data collection and analysis, procurement of laboratory equipment, training of experts, public awareness and communication and visibility more generally. Close interaction with the Joint Research Centre and the European Environment Agency will continue, including in order to input **relevant data in EU databases**.

Support to the **Black Sea Economic Cooperation (BSEC)** will strengthen project implementation capacity of BSEC and its role as facilitator of dialogue and cooperation in the region, while implementing the Black Sea Synergy elements, following the EU approach as regards the non-recognition of illegal annexation Crimea, and avoiding any actions, including blending with other BSEC funds, that could affect this position.

Areas of work will address tourism, energy and maritime small-scale transport.

In order to accompany processes and political dialogue in a flexible manner, the ND and BSS components will also receive funding under the standard **events contract** implementing the EaP multilateral dimension,

Financial support to the EaP Civil Society Forum from different funding and support to FOND from a previous year will allow enhanced engagement of **civil society** in EaP and Black Sea area

4.2 Intervention Logic

This action will contribute to the smooth implementation of cooperation, dialogue and targeted actions under the three policy frameworks described above. Through the planned components, it will thus help strengthen prosperity, stability, security, and good neighbourliness in the regions covered by this action and foster the relations between the EU and its partner countries as well as relations amongst the countries themselves.

More concretely:

The **EaP multilateral dimension** will complement the bilateral track of the Eastern Partnership and foster the relations between the EU and its six EaP partner countries as well as relations amongst the countries themselves. Within its revised architecture, this multilateral framework provides a platform to sustain engagement with all partner countries, share best practices, ensure transparency, promote confidence building and advance each country's reform agenda in line with the four Riga priorities and the 20 Deliverables for 2020.

Cooperation under the **Northern Dimension** allows for dialogue and concrete cooperation, helps strengthen stability and confidence building, and fosters economic integration, competitiveness and sustainable development in Northern Europe. This will create further benefits for the environment, the public health situation, transport connections, cultural exchange and thus for the citizens in the ND region.

Cooperation under **Black Sea Synergy** contributes to a more stable, secure, resilient and prosperous Black Sea region. By encouraging cooperation between the countries surrounding the Black Sea, the framework offers a forum for tackling common problems while encouraging political and economic reform it creates concrete benefits the citizens in the BSS region.

4.3 Mainstreaming

Under the **EaP multilateral dimension**, which consists almost exclusively of events, gender equality of participation in events will be taken into account where appropriate and feasible. Human rights, gender equality and environmental issues will regularly be topics discussed at EaP events including during higher level policy dialogue. Intercultural dialogue and conflict sensitivity are key features of this component.

The EU has committed to dedicate at least 20% of the overall EU budget to climate-relevant action. Environmental protection will be one of the major topics of cooperation and dialogue both under the ND and the BSS frameworks. Gender equality in participation in projects and event will be taken into account where appropriate and feasible. Intercultural dialogue and conflict sensitivity are key features of all three component.

4.4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDGs: Goal 3 (good health and well-being), 6 (clean water and sanitation), 10 (reduced inequalities), 13 (climate action), 14 (life below water), 16 (peace, justice and strong institutions), 17 (partnerships for the goals).

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner countries of the Eastern Partnership, the Northern Dimension and the Black Sea Synergy.

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 60 months from the date of the adoption by the Commission of this Financing Decision.

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 for an action under project modality

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 measures¹⁹.

5.3.1 Grant: (*direct management*) Direct award to the Northern Dimension Institute (NDI) - Objective 2

(a) Purpose of the grant

The Northern Dimension Institute is a key stakeholder in the ND policy framework, both as a facilitator of work and dialogue as well as a means to maintain some neutral cooperation structures with the Russian Federation. The Institute is instrumental in capacity building on topics of common interest in the ND area and maintaining dialogue with the ND partnerships and actors through science diplomacy and people-to-people contacts. It provides evidence-based policy-making in the ND area and strengthens academic and civil society communities. The ND Senior officials meeting of 5 March 2019 called on the continuation of this work. The award of this grant would strengthen the capacity of the NDI to implement actions such as: the identification/creation of synergies between themes of ND partnerships and other regional strategies and initiatives; cross-partnership cooperation; partnership's strategy formulation; partnerships' targeted research support, strengthening of ND policy visibility and outreach in the wider geographical context.

(b) Type of applicants targeted

The academic and scientific institute for the Northern Dimension was established in 2009, and the Ministry for Foreign Affairs of Finland provided funding from 2009 until end 2015. Since its establishment, the NDI has gained a role as knowledge provider and awareness raising partner for the four ND Partnerships and proven its ability to contribute to the strategic development of the ND Partnerships.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because, as provided for in Article 195(1) (f) of the Financial Regulation, the action requires a **particular type of body on account of its technical competence, its high degree of specialisation.**

¹⁹ 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.

5.3.2 Grant: (*direct management*) Direct Award to the European Union National Institutes for Culture (EUNIC) - Objective 2

(a) Purpose of the grant

The European Union National Institutes for Culture (EUNIC) will assume a key role in facilitating dialogue and cooperation under the ND Partnership through this grant and help reach the objectives the partnership has set itself in areas such as creative cultural industries, including culture-based services and innovation, tourism, networking, cultural cross-sectoral collaboration, indigenous entrepreneurship, digitalisation in culture and youth exchanges. This component will strengthen one of the neutral cooperative structures remaining with Russia.

(b) Type of applicants targeted

The European Union National Institutes for Culture (EUNIC) is the umbrella association of national cultural institutes from almost all EU Member States. At a local level, EUNIC members join together in over 100 clusters - in cities, regions, and countries - to collaborate on common projects and programmes. By pooling together resources and expertise of its members and carrying out joint work, the EUNIC is a recognised and unique partner of the EU in promoting the role of culture in the EU's internal and external relations.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because as provided for in Article 195(1) (f) of the Financial Regulation, the action requires a **particular type of body on account of its technical competence, its high degree of specialisation.**

5.3.3 Grant: (*direct management*) Direct award to the Northern Partnership for Public Health and Social Wellbeing (NDPHS) - Objective 2

(a) Purpose of the grant

The grant will help reach the objectives this ND partnership has set itself in areas such as: policy/sector related analysis, capacity development and institutional strengthening with a view to strengthening cooperation under this partnership. Areas of work will address areas such as: healthy aging, occupational safety and health, communicable and non-communicable diseases, anti-tobacco campaign, primary healthcare, prison health, alcohol and substance abuse, and antimicrobial resistance. This component will strengthen one of the neutral cooperative structures remaining with Russia.

(b) Type of applicants targeted

The ND Partnership for Public Health and Social Wellbeing is a cooperative effort of ten governments, the European Commission and eight international organisations. It provides a regional forum for concerted action to tackle challenges to health and social well-being in the Northern Dimension area. Through this grant it will be strengthened in its key role to in facilitating dialogue and cooperation under the Partnership.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because as provided for in Article 195(1) (f) of the Financial Regulation, the action requires a **particular type of body on account of its technical competence, its high degree of specialisation.**

If negotiations with the above-mentioned entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.5.

5.3.4 Grant: (direct management) Direct award to the Black Sea Economic Cooperation (BSEC) - Objective 3

(a) Purpose of the grant

With this direct grant, BSEC will be strengthened in its project implementation capacity and its role as facilitator of dialogue and cooperation in the identified sectors, based on its ability to bring all Black Sea countries together around common objectives in the common interest of the EU and all BSEC partners.

(b) Type of applicants targeted

BSEC is the oldest (established in 1992) and most representative regional organisation promoting economic cooperation in the wider Black Sea area with 12 Member States (Albania, Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Republic of Moldova, Romania, Russian Federation, Serbia, Turkey and Ukraine). The EU has had a permanent observer status in BSEC since 2007. BSEC aims at fostering interaction and harmony among its members, encouraging friendly and good-neighbourly relations in the Black Sea region. BSEC serves as a vehicle for cooperation in a wide range of areas for its Member States and beyond, contributes to the overall development and growth in the region and serves as a valuable, confidence-building mechanism.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because as provided for in Article 195(1) (f) of the Financial Regulation, the action requires a **particular type of body on account of its technical competence, its high degree of specialisation.**

5.3.5 Procurement (direct management) - Objective 1

Under the **EaP multilateral dimension**, a service contract will provide a flexible mechanism giving the European Commission the possibility to finance policy processes and dialogue as well as small-scale actions in line with the objectives of this framework.

Subject	Services	Indicative number of contracts	Indicative timing of launch of the procedure
Implementation of the Eastern Partnership multilateral dimension	Services	2	1st quarter of 2020 1st quarter of 2021

5.3.6 Indirect management with an entrusted entity – United Nations Development Programme (UNDP) - Objective 3

A part of this action may be implemented in indirect management with UNDP. The implementation by this entity under the BSS entails technical assistance and procurement of equipment related to environmental protection and marine environmental monitoring with a focus on Georgia and Ukraine. This implementation is justified given that UNDP has implemented three phases of the "Environmental Monitoring in the Black Sea" (EMBLAS) programme on behalf of the EU, and the current action will constitute a follow up. The entrusted entity possesses specialised technical expertise and is well placed not

only to provide technical advice but also to procure laboratory equipment, including because of tax exemptions enjoyed in the two target countries.

If negotiations with the above-mentioned entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in sections 5.3.1 / 5.3.2 / 5.3.3 or 5.3.5.

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.

The 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

Budget 2019: 9 800 000 Budget 2020: 2 750 000	EU contribution (in EUR)	Third party contribution (in EUR)
Support to the implementation of the <u>multilateral dimension of the EaP</u>		
5.3.5 – EaP MD - Procurement (direct management) (Objective 1) - 2019 budget	6 150 000	N.A.
Support to the support to the implementation of the <u>Black Sea Synergy and the Northern Dimension</u>		
5.3.1 – ND - Direct grant to NDI (Objective 2) - 2020 budget	600 000	66 667
5.3.2 – ND - Direct grant to EUNIC (Objective 2) - 2019 budget	1 400 000	76 684
5.3.3 – ND - Direct grant to NDPHS (Objective 2) - 2019 budget - 2020 budget	1 850 000 150 000	97 368 7 895
5.3.4 – BSS - Direct grant to BSEC (Objective 3) - 2019 budget	400 000	21 053
5.3.6 – BSS - UNDP DA (Objective 3) – 2020 budget	2 000 000	105 263
Totals	EUR 12 550 000	EUR 374 930

5.6 Organisational set-up and responsibilities

Each component has its organisational set up with related responsibilities.

The Eastern Partnership Multilateral Dimension will be implemented through a service contract with its respective organisational arrangements and responsibilities, mainly serving the smooth organisation and implementation of events under the EaP architecture.

The set-up of the components related to the Northern Dimension and the Black Sea Synergy are closely linked to institutional arrangements under these political frameworks and the respective service and grant contracts and delegation agreements through which the components are implemented.

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 partners' responsibilities. To this aim, the implementing partners / contractors of the respective implementing modalities 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 as foreseen in the respective contracts. 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.

SDGs indicators and, if applicable, and any jointly agreed indicators should be taken into account.

The report 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).

Where resources are benefiting specific undertakings carrying out economic activities and those resources are granted through the budget of the State or the State contributes to the selection of the specific interventions to be supported, applicable State aid rules should be complied with.

5.8 Evaluation

Having regard to the nature of the action, evaluation(s) will not be carried out for this action or its components.

The Commission may, during implementation within the Northern Dimension or under the Black Sea Synergy, decide to undertake a mid-term or final evaluation, for duly justified reasons either on its own decision or on the initiative of the partner.

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

The financing of any evaluation shall be covered by another measure constituting a financing decision.

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.

Where relevant, the provisions of the Financial and Administrative Framework Agreement (FAFA) between the European Union and the United Nations of 29 April 2003 and its addendum No1 of 26 February 2014 shall apply.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.10 Communication and visibility

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

Actions under the three components shall contain communication and visibility measures which shall be elaborated under the individual component and closely linked to such measures foreseen under the three relevant political frameworks (EaP, ND, BSS).

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner countries, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, 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.

All EU-supported actions shall be aimed at increasing the awareness level of the target audiences on the connections, the outcome, and the final practical benefits for citizens of EU assistance provided in the framework of this action.

All necessary measures will be taken to publicise the fact that the action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the Commission (European Neighbourhood Policy and Enlargement Negotiations) will be strictly adhered to.

It is the responsibility of the implementing organisation to keep the EU Delegations and, where relevant, DG NEAR and EEAS, fully informed of the planning and implementation of the appropriate milestones specific visibility and communication activities.

The implementing organisation shall report on its visibility and communication actions, as well as the results of the overall action to the relevant monitoring committees.

This action will be communicated externally as part of a wider context of EU support to the country, and where relevant to the Eastern Partnership region in order to enhance the effectiveness of communication activities and to reduce fragmentation in the area of EU communication.

LOGFRAME:

Action Document for the Implementation of the Eastern Partnership Multilateral Dimension and the Implementation of the Black Sea Synergy and the Northern Dimension

Specific objective 1: Provide a forum for cooperation, information and experience sharing on partner countries' steps towards reforms, with a focus on implementing the "20 deliverables for 2020"		
<u>Expected Results</u>	<u>Indicators</u>	<u>Means of verification</u>
Enhanced cooperation between the EU, the EU MSs and the EaP partner countries and the countries of other regional fora through multilateral cooperation	Number of events financed Number of participants Number of policy documents produced	Minutes of meetings Ministerial declarations Activity reports Conducted studies
Specific objective 2: Encourage dialogue and practical regional cooperation between the ND countries to achieved concrete results in the areas of environmental and climate protection, connectivity, public health, culture and people-to-people contacts in Northern Europe		
<u>Expected Results</u>	<u>Indicators</u>	<u>Means of verification</u>
Improved cooperation of ND countries on environmental protection, public health and social well being, culture and people-to-people contacts. Stronger links to other EU external policies and strategies. Enhanced capacity of the ND Partnerships to tackle issues of common interest Improved environmental situation in the Baltic Sea region, improved water quality	NDEP: Helcom indicators (such as, nitrogen and phosphorus discharges in the wastewaters). NDPHS + NDPC: Indicators to be designed for specific actions	HELCOM and local beneficiary entities monitoring Project/activity reports Minutes of meetings Conducted studies
Specific objective 3: Encourage dialogue and practical regional cooperation between the BSS countries with a focus on maritime policy and affairs with blue growth/economy at its centre, environment, fisheries, tourism, interconnections, research and innovation, civil society, and cross border cooperation		
<u>Expected Results</u>	<u>Indicators</u>	<u>Means of verification</u>
Increased ownership by Black Sea riparian countries/authorities of BSS projects umbrella, with stronger links to other EU external policies and strategies Increased functional cooperation in key sectors between the BS countries facilitated by BSEC Improved environmental situation in the Black Sea region Improve cooperation of BS countries in fisheries areas, facilitated by GFCM Improved transport links between TEN-T network and the network developed by the NDPTL Improved transport and tourism opportunities in the Black Sea region	Number of joint projects launched by the BSEC structures Number of parameters that Georgia and Ukraine will be able to measure independently at high quality Indicators to be designed for specific actions. Further indicators to be designed for specific actions.	Project/activity reports Minutes of meetings Conducted studies



ANNEX 3

to the COMMISSION IMPLEMENTING DECISION on the ENI East Regional Action Programme for 2019, Part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union

Action Document for “EU4Dialogue”

MULTIANNUAL PROGRAMME

This document constitutes the multiannual 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	EU4Dialogue CRIS numbers: ENI/2019/041-750 and ENI/2020/041-969 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	Eastern Partnership (EaP) countries: Armenia, Azerbaijan, Georgia, and the Republic of Moldova The action shall be carried out at the following location: Eastern Partnership (EaP) countries.	
3. Programming document	Programming of the European Neighbourhood East Instrument (ENI) – 2014-2020 – Regional East Strategy Paper (2014-2020) and Multiannual Indicative Programme (2017-2020)	
4. Sustainable Development Goals (SDGs)	SDG 5 – gender equality SDG 10 – reduced inequalities SDG 16 – peace, justice and strong institutions	
5. Sector of intervention/ thematic area	Security Strengthening Institutions and Good Governance	DEV. Assistance: YES
6. Amounts concerned	Total estimated cost: EUR 15,157,895 Total amount of European Union (EU) contribution EUR 15,000,000 The contribution is for an amount of EUR 10,000,000 from the general budget of the European Union for 2019 and for an amount of EUR 5,000,000 from the general budget of the European Union for 2020, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as	

	provided for in the system of provisional twelfths.			
7. Aid modality(ies) and implementation modality(ies)	Project Modality Direct management through: - Grant - Procurement Indirect management with the entrusted entity(ies) to be selected in accordance with the criteria set out in section 5.3.2			
8 a) DAC code(s)	15220 - Civilian peace-building, conflict prevention and resolution			
b) Main Delivery Channel				
9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	10. Global Public Goods and Challenges (GPGC) thematic flagships	N/A		

SUMMARY (max. ½ page)

In the Eastern Partnership region, five of six countries are affected by conflicts: Armenia and Azerbaijan (over Nagorno-Karabakh), Georgia (Abkhazia and South Ossetia), the Republic of Moldova¹ (Transnistria) and Ukraine (Crimea and Donbass). This Action Document covers all the unresolved conflicts except the one affecting Ukraine. All these conflicts remain unresolved and, in some cases, continue to produce casualties.

Further efforts are therefore needed to move from the current *status quo* towards conflict resolution, and it is crucial that CSOs, NGOs, and opinion shapers across the conflict divides are engaged. Such engagement, in areas of common interest, can help create trust, change

¹ Hereafter Moldova

perceptions, improve conditions and help conflict transformation and diplomatic efforts towards conflict resolution.

The overall objective of this action is to contribute to the transformation of the unresolved conflicts in the EaP region. It will focus on i) establishing an environment that can help defuse tension and foster better understanding across the conflict divides; ii) improving targeted sectors, including human security, for communities; and iii) improving exchanges across the divide through education and culture.

1 CONTEXT ANALYSIS

1.1 Context Description

In the Eastern Partnership region, five of six countries are affected by conflicts, namely Armenia and Azerbaijan (over Nagorno Karabakh), Georgia (Abkhazia and South Ossetia), Moldova (Transnistria) and Ukraine (Crimea and Donbass). This Action Document covers all the unresolved conflicts except that affecting Ukraine. The region's conflicts remain unresolved and, in some cases, involve casualties. Diplomatic efforts manage the conflicts but conflict resolution remains elusive.²

Each conflict is unique, but they all spring from the collapse of the former Soviet Union, and subsequent actions by the Russian Federation. The resolution of these conflicts therefore also depends on broader geopolitical developments particularly the relations between the West and the Russian Federation. As these relations likely will remain difficult for the foreseeable future, lasting solutions to the unresolved conflicts are to be considered as long-term rather than short-term objectives.

The unresolved conflicts (i) continue to impose hardships on the conflict-affected people, including those displaced, (ii) continue to be an impediment to development, and (iii) are a potential threat to broader regional security.

The EU, complementing other actors, supports the existing mechanisms mandated to address these unresolved conflicts. The EU (i) is an observer in the 5+2 negotiations on the Transnistrian settlement process, (ii) co-chairs the Geneva International Discussions addressing the consequences of the August 2008 conflict in Georgia and deploys a large civilian monitoring mission on the ground (the EUMM), and (iii) supports the OSCE-led mechanisms on the settlement of the Nagorno-Karabakh conflict, including the activities of the Minsk Group Co-Chairs. Furthermore, the EU has a Special Representative for the South Caucasus and the crisis in Georgia who engages with stakeholders in the unresolved conflicts in Georgia and over Nagorno-Karabakh.

In the absence of prospects for political settlement, conflict transformation initiatives aim at building trust across the divides and to create opportunities for constructive dialogue. In some

² Track I diplomacy is at State level (e.g. among officials); Track II is between opinion-makers (e.g. intellectuals); Track III involves people-to-people contacts (e.g. involving NGOs). Often there will be an attempt to merge different tracks for mutual benefit.

of the countries, the EU is supporting through FPI (Service for Foreign Policy Instrument) initiatives like COBERM³, implemented in Georgia and encouraging involvement of Abkhaz and South Ossetians and EPNK⁴, facilitating dialogue and people-to-people contacts between Azerbaijanis and Armenians. This engagement in the conflict regions contributes to creating a favourable environment and preparing the ground for long-term conflict resolution.

However, EU engagement in conflict areas has often been met with significant obstacles: EaP countries fear that support to actors in conflict regions may reinforce independence claims or reduce financial costs for Russia; the conflict-affected populations are often sceptical towards the EU as they assess the engagement to be insufficient or perceived as partial to one side of the conflict and Russia has limited political interest in seeing EU engagement in these areas. In practical terms, the EU engagement policy is also limited by the restricted access for travel and financial transactions to the conflict areas, imposed, for different reasons, by both EaP capitals and *de facto* authorities.

In addition to the abovementioned obstacles, all of these conflicts are currently to a degree overshadowed by other conflicts, e.g., in Syria and Ukraine. The relative lack of political attention, however, should not lead us to forget about the deteriorating human security in these conflict regions. This programme aims at improving the lives of every individual within the European Neighbourhood, including in the conflict regions, inter alia by applying a human rights based approach.

1.2 Policy Framework (Global, EU)

The EaP Brussels summit declaration, the EU Global Strategy and the ENP review have all set out increased ambitions and needs for a strengthened engagement on preventing and addressing conflicts including in the Eastern partnership region. Addressing the matter of unresolved conflicts in the EaP region is also very much in line with all four objectives under the 20 Deliverables for 2020 and contributes to the crosscutting deliverables. Additionally, the EU has a multitude of policy documents, from Council Conclusions to strategy papers to working documents and guidelines that are applicable in the conflict transformation context. The latest among them is the new EU strategic approach to Women, Peace and Security, which was adopted in December 2018.

In the context of the conflicts that this action document aims to address, the EU is either by itself or through its Member States involved in the official mechanisms mandated to deal with them. The EU is co-chairing the Geneva International Discussions, addressing the consequences of the August 2008 conflict in Georgia, and is an observer in the 5+2 negotiations on the Transnistrian settlement process. Seven EU Member States are members of the Minsk Group (with France one of three co-chairs), seeking to find a peaceful resolution to the conflict over Nagorno-Karabakh, which justifies EU involvement and efforts to conflict transformation.

³ Confidence Building Early Response Mechanism

⁴ European Partnership for the Peaceful Settlement of the Conflict over Nagorno-Karabakh

Bilaterally the EU has Association Agreements, including Deep and Comprehensive Free Trade Areas, with Georgia and Moldova, and a Comprehensive and Enhanced Partnership Agreement with Armenia (applied provisionally as of 1 June 2018). Negotiations are ongoing with Azerbaijan on a new comprehensive agreement to replace the current Partnership and Cooperation Agreement. These agreements define the respective bilateral relations with each of the countries.

1.3 Public Policy Analysis of the partner country/region

1.3.1 Georgia

The status of South Ossetia and Abkhazia has been disputed following internal conflicts in the early 1990s. These unresolved conflicts formed the background of the conflict that erupted between Georgian and Russian armed forces in 2008. In the aftermath of the 2008 war, Russia recognised Abkhazia and South Ossetia and placed them under its political, economic and military patronage. Russia also restricted the movement of people and goods across newly built boundaries.

From the side of the Georgian government, the conflict is seen as a conflict between Georgia and Russia, with the breakaway regions as the disputed territories between those two parties rather than part of the underlying root causes existing pre-2008. This is the context in which Georgia's policy towards the breakaway entities needs to be seen, including the Law on Occupied Territories, the Georgian Engagement Strategy with Abkhazia and South Ossetia. The latest initiative regarding "Georgian State Strategy on Occupied Territories (Engagement through Cooperation)", while targeting the population in the breakaway regions, is still rooted in this broader context. Nevertheless, long-term conflict resolution will not be possible without more attention being paid to the Georgian-Abkhaz and Georgian-Ossetian levels of conflict, which date back to the 1990s.

The EU's political responses to the conflicts over South Ossetia and Abkhazia are in particular linked to the 2008 war. For the EU, the guiding principle is the non-recognition and engagement policy endorsed in December 2009.

The Geneva International Discussions (GID), co-chaired by the EU, the OSCE, the UN; involving Georgia, the Russian Federation and the United States, as well as participants from Abkhazia and South Ossetia, were initiated after the 2008 war and aim at managing the consequences of the conflicts, but GID is not mandated to deal with root causes, diverging narratives on the conflict as described above, or conflict resolution. The GID provides a forum for its participants to meet and exchange views, and is in this way contributing to relative stability on the ground. They also serve as a platform to discuss issues that can be operationalised for instance in the FPI-funded COBERM project. Beyond the discussions in the GID, the political space for engagement is limited, and the conflict-affected populations still perceive themselves as isolated.

1.3.2 Moldova

The Transnistria⁵ conflict is potentially the most promising as far as conflict transformation in the region is concerned. Both sides have a pragmatic view regarding their day-to-day interactions.

The 5+2 format (Moldova and Transnistria as participants; the OSCE, Russia and Ukraine as mediators; the EU and the U.S. as observers) has produced good results on technical small steps that help building confidence and have an impact on the life of citizens. The Transnistrian *de facto* authorities perceived the conflict in Ukraine as having an impact on their economy on a number of occasions. On the other hand, the result oriented approach promoted by the OSCE Chairmanships in Office allowed Chisinau and Tiraspol to achieve some positive results in recent years. Progress was achieved in the implementation of the agreements reached in areas that have a tangible impact on the lives of citizens from both banks of the Dniester river (e.g. education, transport, use of lands).

Chisinau and Tiraspol have found modalities to extend the territorial application of the Moldovan Deep and Comprehensive Free Trade Area (DCFTA) with the EU to the entire territory of the Republic of Moldova. Increasingly applied customs controls supported by the EU Border Assistance Mission to Moldova and Ukraine (EUBAM) have reduced illegal trade. The EU's successive Confidence-Building Measure (CBM) programmes are implemented and Member States implement projects that operate across the Dniester river.

Continued engagement by the parties will be key, to ensure a sustainable transformation of the conflict.

1.3.3 Nagorno-Karabakh

This is a conflict between Armenia and Azerbaijan over the disputed region of Nagorno-Karabakh (NK) and seven surrounding districts under the control of the *de facto* authorities from Nagorno-Karabakh, but internationally recognised as part of Azerbaijan. The conflict has its origins in the early 20th century when Stalin made NK, historically Armenian and with a majority-Armenian population, part of Soviet Azerbaijan. The present conflict began in 1988, when Armenians in NK demanded that it would be transferred from Soviet Azerbaijan to Soviet Armenia. The conflict escalated into a full-scale war in the early 1990s.

Between 1988 and the ceasefire in 1994, forces in and around NK killed 20,000 people on both sides and displaced more than one million. Since 2014 there has been repeated, localised escalation, with Armenia and Azerbaijan engaging in an arms race that has turned the area into one of the most militarised in the world. In a four-day flare-up in April 2016 at least 200 service personnel were reported killed.

Conflict settlement efforts are currently led by Armenia's prime minister and Azerbaijan's president, and to a certain extent the ministers of foreign affairs. Talks between the sides, mediated by **the OSCE Minsk Group** co-chairs – France, Russia, and the US – have not yet achieved any breakthrough. People-to-people contacts and civilian confidence-building

⁵ Transnistria is a long stripe situated to the east of the Republic of Moldova in the area between the Dniester river and Ukraine. It includes as well the city of Bender and its surrounding localities on the west bank of the Dniester river.

measures are often funded by the EU's European Partnership for the Peaceful Settlement of the Conflict over Nagorno-Karabakh (EPNK) and the associated PeaCE programme.

Azerbaijan and Armenia have developed maximalist positions, creating a complex deadlock. This contributes to the extreme isolation of the NK population: the Line of Contact (LoC) is completely closed and heavily militarised, and there is little to no exchange with countries other than Armenia. It has become very difficult to access NK, including on engagement on human security issues. For instance, the NK population has no access to best practices in terms of education, health, cultural heritage, or agriculture.

While not part of the OSCE Minsk Group, the EU supports the efforts by the Minsk Group Co-Chairs for the settlement of the NK conflict. The EU funds the only international effort for conflict transformation across the conflict divide. Furthermore, the EU Special Representative for the South Caucasus and the crisis in Georgia also maintains close contact with stakeholders over NK and informs the EU structures.

With the recent political change in Armenia, and the subsequent change of rhetoric on both sides, there is some hope that conflict transformation activities now can have more impact, including opportunities for engaging with new and/or wider audiences and help preparing the societies, ensuring the inclusion of both women and men, for peace in a more effective manner.

1.4 Stakeholder analysis

1.4.1 Georgia

Engaging individuals in South Ossetia is extremely difficult due to a policy of self-isolation by the *de facto* authorities and Russia's significant military presence. The administrative boundary line (ABL) is closed, except for a crossing point in Akhalkori where local trade takes place. Financial transfers to and contacts with local organisations within South Ossetia are particularly restricted. Individuals are frequently discouraged from participation in conflict transformation activities or denied travel. The only international organisation authorised to operate in South Ossetia is the ICRC⁶.

Engagement with individuals in Abkhazia is far more substantial. The EU provides support via IFIs⁷ for the Enguri Hydropower Station, supports confidence-building and conflict transformation as well as a human rights based approach to development. In recent years, engagement in different sectors has improved the perception of the EU in civil society and the *de facto* authorities, although EU visibility has been low with main interlocutors being UN agencies and European NGOs.

Due to isolation, relative lack of opportunities to travel abroad and a restricted information and media space, the people in Abkhazia and South Ossetia have developed only a limited understanding of the EU position, values and aims in the conflict context.

⁶ International Committee of the Red Cross

⁷ International financial institutions

1.4.2 Moldova

The government of the Republic of Moldova is the main stakeholder and acts through the Bureau for Reintegration of the Republic of Moldova. The bureau has to conduct consultations and negotiations to resolve the Transnistrian conflict, to develop the legislative framework and to provide the necessary assistance to the country reintegration. The line-Ministries of the relevant sectors of intervention are stakeholders of the 5+2 working groups. They are participating to the technical process of post-conflict settlement and reconstruction. The thematic 5+2 working groups aim to stimulate the settlement process and create additional leverage, which would allow the easing of tensions between the conflicting parties. Several working groups were established, starting in October 2007, to strengthen confidence and security between the two banks and to generate solutions to technical issues at the level of experts from both sides.

On the Transnistrian side, the region is led by the *de facto* authorities, which do not recognize the authority of Chisinau. The *de facto* authorities in Tiraspol are de facto responsible for the implementation of public policies and for governance in the region. Regular consultations and political dialogue are held with the *de facto* leadership in Tiraspol. The *de facto* Ministry of Foreign Affairs has the mandate to negotiate with the central authorities at political level. In 2017, the *de facto* authorities in Tiraspol have professionalized the aid coordination structure under the Coordination Council for Humanitarian and Technical Assistance. The two objectives of this Council are: (i) to attract the greatest number of donors willing to provide funds for the implementation of socio-economic and infrastructure projects; and (ii) to coordinate activities between donors and aid recipients in the region.

Local authorities/municipalities from both banks are beneficiaries and partners in initiatives related to confidence building measures. They are reliable partners when it comes to the implementation of projects together with civil society. Civil society, including Business associations and social partners, is an important actor through which part of the donor's support is channelled (e.g. small grants programmes) despite some operational challenges. Cooperation between civil society from both banks has been developing significantly. Academic institutions and actors and youth organisations are also partners to which access to Erasmus + programme was granted.

1.4.3 Nagorno-Karabakh

The extreme polarisation where contacts with the population or *de facto* authorities in NK are heavily politicised or instrumentalised remains the main challenge for EU engagement in the conflict area, and has practical implications for working with stakeholders also in the two countries.

The basis for conflict resolution is a broad settlement endorsed by Baku and Yerevan through mutual compromises. So far, however, both capitals have demonstrated limited political will to commit to a negotiated peace. Instead of investing in conflict transformation, over the years the sides have resorted to provocations and engage in violence often leading to casualties, harsh rhetoric and a continued reinforcement of their own military capabilities. The NK conflict region is now heavily militarised, and there are no contacts across the line-of-contact between the sides

In NK, discussions are focused on how to: i) participate in negotiations in the format of the Minsk Group, also now backed by the new Armenian leadership, but heavily opposed by

Azerbaijan, and thereby again politicising engagement in NK; ii) build capacity, which remains low and is a major obstacle for engagement in conflict transformation. Few individuals in NK have been active in conflict transformation activities, but according to the experience gained through EPNK activities, there seem to show further possibilities of broadening participation.

1.5 Problem analysis/priority areas for support

The main stakeholders in the unresolved conflicts in the EaP region tend to focus exclusively on the political and military dimensions of the disputes. In most cases therefore diametrically opposed positions have led to deadlocks in peace talks.

Communications, movement of people and goods and contacts across the conflict divides are often disrupted or restricted. Isolation and hardships, as well as tension and in some cases security incidents on the ground, reinforce "enemy images", and revive grievances from previous conflicts. This in turn leads to further entrenched conflict narratives and positions, and ultimately, as time passes, to strong, mutually-exclusive and polarised collective identities based on ethnicity or ideology internalised as part of people's own identities. Women's experience of conflicts and their aftermath may be different from the experience made by men. Some have suffered conflict related sexual violence which shapes their perception on the conflict and yet others may be more in contact with the other side as a result of initiatives by the women's movement or simply due to the fact that their domestic responsibilities, such as cattle herding, provide them with opportunities to meet people from the other side. Young people on the other hand lack opportunities to confront their representation of the other side with more nuanced realities. While these trends are the consequences of past armed conflicts, they are now obstacles to stabilisation and conflict resolution efforts.

These long-term and deteriorating trends are, however, also closely linked to shorter-term patterns in the conflicts, where regularly "windows of opportunity" present themselves. These need to be seized upon to introduce new possible engagement activities that then can be sustained over a longer period.

Key lessons learned from previous engagement is that community leaders need to have ownership and take responsibility for engagement activities. Change cannot be achieved from the outside. The EU can therefore only play a supporting role.

In these long-term unresolved conflicts, there is a growing need for physical and economic security, better livelihood opportunities and ways to overcome isolation. On their own, actions in these areas are obviously beneficial for those affected, but improvements in these areas can also help create and maintain an environment that is conducive to a political mediation process. The key here is to be able to deal with these aspects without necessarily requiring an agreement on the status at political level. Unfortunately, status has often been an obstacle for such pragmatic and result-oriented interventions.

As the conflicts across the EaP region are different, they cannot be addressed by a "one size fits all" approach. It is necessary to identify and assess the preconditions in each and have tailor-made approaches that are flexible, targeted, sensitive to the context, and building on opportunities and advances already created by other EU efforts. This will require an array of

implementation tools and mechanisms. Bearing in mind that good intentions are not enough, the key principle should be to do no harm and to adopt a conflict-sensitive approach.

Conflicts affect men and women differently at various levels. In this context, the UN Security Council Resolution 1325 and its follow-up resolutions⁸ (the WPS agenda) are important to ensure that the rights, agency and protection of women and girls, as well as boys and men, are observed and upheld before, during and after conflict and that a meaningful role in decision-making is secured for women at all stages. The action should strive to promote women empowerment in conflict-related issues and address the needs and rights of women among conflict-affected people, in line with the WPS agenda. Youth also playing a major role in reconciliation processes and peacebuilding efforts, should be supported (see UNSCR 2250).

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Change of conflict dynamics	H	The project aims at working in highly politicised and evolving contexts. The different project components will monitor the situation and adjust to the changing dynamics. Close coordination with all relevant EU actors will be assured.
Stakeholders introduce strong political preconditions	H	EU actors involved in addressing the unresolved conflicts (COM, EEAS, EU Delegations, EUSR, EU missions, etc.) will be associated in discussions on the project activities with a view to help manage conflict sensitivities.
Limited interest, trust, and/or stakeholder buy-in	H	The project components will monitor the situation and try to adapt to the changing dynamics. All relevant EU actors (COM, EEAS, EUSR, EU Delegations, EU missions) stand ready to intervene and support the projects. Should circumstances not allow, the activities will be adjusted and refocused to work in the fields where this is still possible.
Inadequate coordination and lack of institutional capacity at national level	M	Issues to be addressed at ad hoc and Steering Committee meetings; country-specific technical assistance should be considered to improve the capacity.

⁸ The EU Strategic Approach to Women, Peace and Security (WPS) annexed to the Council Conclusions on WPS adopted 10 December 2018, (15086/18) establishes the following UNSCRs being included when referring to the work on the WPS Agenda within the implementation of the new EU Strategic Approach to WPS; UNSCR 1325 (2000), 1820 (2009), 1888 (2009), 1889 (2010), 1960 (2011), 2106 (2013), 2122 (2013), 2242 (2015), 2272 (2016) and 2331 (2016).

Assumptions

The political and security situation allows for the implementation of project activities and does not deteriorate to a level that no longer allows engagement. National government partners remain committed and support project implementation. Trust is built among stakeholders.

Partner countries will demonstrate national ownership, which is a requisite for sustainability of the project deliverables.

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

Despite many challenges, there have been some positive engagement initiatives with the populations in each conflict area.

Projects such as the IcSP funded COBERM or EPNK, but also the ENI funded ENPARD, CBM and others, that generate benefits for both the conflict-affected populations, as well as for the EaP governments have increased the belief in the EU as a genuine broker and as having a genuine interest in improving the conditions for people living on all sides of the conflict divides.

Establishing relationships on each side as well as across the conflict divides is vital but also difficult. Experienced organisations exist in all the conflict areas, which ensure implementation of conflict-sensitive projects.

Activities facilitating people-to-people contacts allow for both bottom-up and top-down approaches. Issues under consideration in conflict management or settlement processes can be piloted in a relatively small context. Activities across the divide can also create trust in a smaller environment, later to be replicated and scaled up to ensure wider impact.

Most people and actors involved continue to associate the EU with attractive values and practices and are therefore interested in EU engagement. However, most stakeholders want such engagement to serve specific goals, particularly to further their positions on political status, and they therefore restrict EU engagement, e.g. on access, complicating EU interventions. To overcome this, those implementing must be able to react rapidly and flexibly to seize opportunities and adjust to sensitive and changing environments.

Many project activities implemented so far in the conflict-affected areas have mainly focused on assessments, training, seminars, studies, etc. Based on the positive experience under COBERM in Abkhazia these activities should now in parallel be complemented by project activities that can further improve conditions for the conflict-affected populations.

Within the constraints posed by the conflict contexts, and taking into consideration also the sensitivities involved, the EU should work on improving its visibility in the conflict-affected areas where possible and considered feasible and ensure communication on project activities

are intensified. For instance, in Abkhazia there are louder calls for more EU visibility. Making use of local implementers, to the extent possible, will most often require additional guidance from the side of the EU, but would have a greater impact.

3.2 Complementarity, synergy and donor co-ordination

Synergies shall be sought by the different projects under this action with other ongoing and upcoming EU regional initiatives when relevant and bilateral programmes in e.g. Moldova and Georgia. The proposed action on the “EU4Engagement” will ensure complementarity with bilateral programmes and provide cross-country added value. With its multi-country approach tailored to regional and individual needs and priorities. Particular attention will be paid to finding synergies with the ongoing FPI-funded EPNK and COBERM projects and which the programme in part aims to gradually replace.

Ensuring co-ordination with other donors, especially projects carried out by EU Member States, and actors on the ground is vital for the success of the programme.

4 DESCRIPTION OF THE ACTION

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

The **overall objective** of this action is to contribute to the transformation of the unresolved conflicts in the EaP region.

The action will build on a regional, individual and multi-country approach, promoting EU best practices and ensuring compliance with human rights and the new EU Strategy on Women, Peace and Security.

Specific objective (SO) 1: Establish an environment conducive to diffusing tension and fostering better understanding amongst the conflict parties.

Expected outputs (indicative), where applicable:

- the programme’s confidence and peacebuilding efforts are inclusive and have involved civil society, including women’s organisations, opinion shapers, and where possible decision-makers;
- strengthened constructive exchange on conflict narratives;
- people-to-people contacts across dividing lines have been reinforced in the framework of the programme activities;
- in the framework of the programme synergies between different dialogue and diplomatic tracks have been strengthened;
- the target groups in the conflict-afflicted communities are aware of the EU’s readiness to provide support.

SO 2: To improve the socio economic development and human security of conflict-affected communities, for both women and men in all activities.

Expected outputs (indicative), where applicable:

- conflict transformation opportunities are identified, developed and where possible fulfilled by the programme, including from a gender perspective, in substantive sectors such as for example: energy, SMEs, trade (incl. local) /DCFTA coverage, agriculture, environmental and ecological threats, water management, education, healthcare, tourism, cultural heritage, justice and penitentiary;
- improved availability of healthcare services, lowered incidence of infectious diseases and better management capacities of non-communicable disease (e.g. diabetes, mental health issues, drug abuse);
- increased promotion of human rights, particularly women's rights and the tenets of international human rights law including on missing persons;
- improved co-ordination and expertise on environmental protection and sustainability, energy security, preparedness measures and safeguarded human security, as well as ecological monitoring and protection;
- improved informal interaction between the conflict sides, including representation of women peace and reconciliation actors;
- when deemed useful, conflict transformation activities have been supported through related works and supplies.

SO 3: Improved exchange (regional, intra-regional and/or with the EU) through education and culture for both women and men in the conflict regions.

Expected outputs (indicative), where applicable:

- improved access to education and training possibilities for all conflict-affected;
- increased specialised conservation, restoration capacities for cultural heritage sites in status-neutral ways;
- improved dialogue across conflict divides through increased people-to-people contacts especially between youth, women's organisations and education professionals;
- increased use of cultural heritage sites for confidence-building measures.

Main activities

The indicative activities identified below will be implemented in a country, multi-country and/or regional tailored manner. The activities will include but not be limited to the ones listed here below:

SO 1: Establish an environment conducive to diffusing tension and fostering better understanding amongst the conflict parties.

- local and/or external research in order to gain better understanding of the situation and support critical debate over peace alternatives in the conflicts-divided societies, including from a gender perspective;
- events that offer conflict-affected population - from youth, women's rights advocates, business, civil society, decision influencers, local administrators, professionals etc.- practical examples of conflict resolution, engagement and training on conflict transformation techniques, support for the development of alternative narratives;

- facilitate for civil society actors focusing on conflict prevention, mediation, peace building and reconciliation to exchange with, and mutually learn from their EU peers;
- support to the affected communities, wider society and possibly Track 1 actors in developing conflict transformation opportunities to help to deal with the past, e.g. on issues connected with missing persons, cultural heritage or gender specific aspects of conflict transformation;
- developing conflict sensitive and responsible journalism; developing a constructive and professionally diverse conversation through media programming, including broadcast and social media;
- cultural exchanges, trainings and performances to foster engagement between conflict affected communities;
- awareness and understanding of EU policy support; outreach that reinforces understanding of the benefits of peace and dialogue.

SO 2: To improve the socio economic development and human security of conflict-affected communities, for both women and men in all activities.

- sub-granting scheme for small scale local initiatives in support of confidence- and peacebuilding measures across the lines of conflict, reaching out to both women and men;
- support to demining actions to prepare the ground and allow progress for peacebuilding measures;
- support to the identification and implementation of infrastructure interventions strengthening interdependence across communities for example in the areas of energy, health, water, transport, education, tourism;
- support to strengthening business and trade opportunities, including sustainable agriculture;
- transfer expertise to professionals in conflict regions for example in the areas of human rights, environment, sustainable management of natural resources, waste management, health, education, media, cultural heritage, etc.

SO 3: Improved exchange (regional, intra-regional and/or with the EU) through education and culture for both women and men in the conflict regions

- allow teachers and professors from schools and universities in the conflict areas to learn from their EU peers;
- explore options for students from conflict areas to undertake study visits in the EU;
- transfer expertise to professionals in the conflict regions in the areas of education and culture;
- provide support to cross-conflict cultural heritage cooperation projects
- logistically facilitate beneficiaries' participation in the above projects and programmes.

Youth plays a major role in reconciliation processes and peace building (see UNSCR 2250). Many young people in the conflict-affected territories are growing up without meeting anyone from the other side of the conflict line and are influenced by the narrative promoted by their elders and authorities that often blame the opposite side for the current situation. Young people can be reached through school and through their teachers but can also form their own impressions if given the possibility. This specific objective therefore aims at providing teachers and students with the possibility of (regional, intra-regional and/or with the EU) exchange through internship and exchange programmes as well as scholarship opportunities. Additionally, all parts of society can be reached through common culture, and especially the cultural heritage shared across the conflict divides. The aim of the activities carried out under this objective is to support the different sides in their capacities to use those opportunities for confidence-building.

Should, for reasons beyond the implementers control and related to the conflict development, certain activities not be implementable, the situation will be analysed together with DG NEAR, FPI, EEAS, EUSR, the concerned EU Delegation and suitable alternatives will be explored.

4.2 Intervention Logic

This action builds on the achievements under the FPI-funded projects, in particular, COBERM and EPNK and aims to gradually take over elements of these projects once they are phasing out.

Diplomatic efforts manage the conflicts but conflict resolution remains elusive. Further efforts are needed to move from the current *statu quo* towards conflict transformation, and it is crucial that CSOs, NGOs, including women's organisations, opinion shapers and, where possible, decision-makers across the conflict divides are engaged. Such engagement, in areas of common interest, can help create trust, change perceptions, improve conditions and help conflict transformation and diplomatic efforts towards conflict transformation.

The project aims at engaging different conflict actors at different levels.

One aspect is to support the political efforts with studies, conferences, and enabling some follow-up actions flowing from decisions taken in the different political fora, through a service contract. A supply and works envelope will also allow for concrete actions requiring equipment or works.

Additionally, the action aims at engaging people across the conflict divides in conflict transformation activities, for instance, facilitating formulating joint definitions of key words such as "compromise" or introducing them to other conflict transformation models to enable new and different perspectives that can help fostering an environment more conducive for conflict transformation. Moreover, increased outreach to the conflict-affected communities and raised awareness on the EU's readiness to provide support will be emphasised.

In parallel, youth, women, activists, experts, professionals, CSOs, NGOs and media shall be engaged with a series of activities that aim at improving livelihood opportunities and security of people in conflict affected areas through support for example to education, health, business

opportunities, environment, - or any other area that might open up in the course of the conflict resolution talks - including through the implementation of a relevant sub-granting scheme and technical assistance.

Additionally connectivity and economic interdependence (transport, energy, water, DCFTA coverage) should be strengthened through small scale preparations, technical assistance and works.

Links between the different components will be established by the different implementers and their work should be mutually beneficial.

4.3 Mainstreaming

Resilience and conflict sensitivity are key areas of engagement in the framework of this action. All activities under this programme will be designed and implemented in accordance with the principles of good governance and human rights, gender equality, the inclusion of socially or economically deprived groups and environmental sustainability.

Good governance and human rights: Several civil society actors are involved in the field of conflict transformation across the different conflict areas. These actors will be closely associated to the programme and encouraged to work in a participative and transparent manner, and to take into account the special needs of the most vulnerable groups of people (women, children, disabled, elderly, destitute, and those vulnerable because of their work/geographical location, or being suspected of being ex-combatants, etc.). The programme will strive to strengthen community engagement and effective collaboration within communities, including inclusive approaches and participation of the most vulnerable.

To ensure compliance of the proposed action with the obligations stipulated in Article 10 ("Human rights") of Regulation (EU) No 230/2014, a clear human rights perspective should be incorporated throughout the different stages of the project cycle (project design/formulation; monitoring of implementation; evaluation) on the basis of the operational guidance developed to this end by the European Commission (https://ec.europa.eu/europeaid/operational-human-rights-guidance-eu-external-cooperation-actions-addressing-terrorism-organised_en). Any potential flow-on risk on the respect of human rights should be constantly monitored and mitigating measures need to be foreseen.

Gender equality: In this context, the new EU Strategy on Women, Peace and Security, which builds on the UN Security Council Resolution 1325 and its follow-up resolutions are important to ensure that the rights and protection of women and girls and boys and men are observed during all phases of conflict will be a guiding document for the activities in this programme. Women have a key role to play in conflict transformation. Efforts will be made to promote strong women's participation in the programme.

Environmental sustainability and climate change: While these fields are not directly targeted by the action, they are of great concern for all conflict parties involved and often provide non-politically charged fields for possible cooperation across the conflict lines. As such, the programme will work in these fields and contribute to further improvements.

4.4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 10 on reducing inequalities and SDG 16 on peace, justice and strong institutions while also contributing to SDG 5 on gender equality.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement.

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 72 months from the date of adoption by the Commission of this Financing Decision.

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 measures⁹.

5.3.1 Procurement (direct management)

Subject in generic terms	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Establish an environment conducive to diffusing tension and fostering better understanding amongst the conflict parties (SO1)	Services	1	2 nd quarter 2020

5.3.2 Indirect management with an entrusted entity

This action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria: proven knowledge and expertise in the given areas of intervention, as well as a track record and the capacity to develop good working relations with government partners and demonstrated capacity to deliver work in a conflict sensitive manner across the region identified in this action. In

⁹ 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.

addition, demonstrated operational and technical capacities required to implement the activities listed under SO2. The implementation by this entity entails implementing activities and reaching results as listed under the expected results related to SO2 as indicated under 4.1. For this purpose, the entity needs to be able to sub-grant and to ensure that envelopes dealing with works and supplies can be flexibly and efficiently handled. In an ideal case, the entity should be pillar assessed.

If negotiations with the above-mentioned entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.3.

5.3.3 Grant: (direct management)

(a) Purpose of the grant

The grant will contribute to achieve the results outlined under specific objective 3, to improve exchange (regional, intra-regional and/or with the EU) through education and culture.

(b) Type of applicants targeted

The applicants targeted are national or sub-national bodies of Member States responsible for international academic cooperation and cultural relations (or relevant competent authorities or entities), i.e. bodies for activities with specific characteristics that require a particular type of body on account of its technical competence, its high degree of specialisation or its administrative powers. In case advisable, due to the political sensitivity of the topic, the consortium can include or partner with appropriate NGOs to facilitate access to the conflict-affected communities.

(c) Justification for a direct grant

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, subject to the following provisions.

The 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, in currency identified
	15.000.000	
Procurement – total envelope under section 5.3.1 related to SO1	3,000,000	N.A.
Indirect management – total envelope under section 5.3.2 related to SO2	9,000,000	N.A.
Grant – total envelope under section 5.3.3 related to SO3	3,000,000	157,895
Total	15,000,000	157,895

5.6 Organisational set-up and responsibilities

The responsibility of the programme lies with the Commission. The steering of the project will be led by Directorate-General for Neighbourhood and Enlargement Negotiations.

The governance structure will be twofold. There will be an overall coordination meeting for all three programme components. This coordination meeting will be chaired by the Commission and will include representatives of the European External Action Service, the EU Special Representative for the South Caucasus and the crisis in Georgia and of any other concerned Directorate-General of the Commission (e.g. the FPI). The coordination meeting shall meet at least twice per year and bring together all the different programme components to be updated on the annual activities and for the monitoring of the implementation. In the meantime, regular video conferences at working level shall be set up to ensure coordination at technical level.

Back to back to the coordination meeting, the Steering Committee meetings for each component will take place. Each Steering Committee meeting is responsible for monitoring the implementation of the respective “EU4Dialogue” component on the basis of activity reports presented by the implementing entity. These Steering Committee meetings directly feed into the overall coordination meeting.

The service provider, the representatives of the selected entity for component 2 as well as the representatives from the Member States consortium will provide the Secretariat of the Steering Committee for their respective components.

The European Commission will ensure, with the support of the implementing partners, the coordination and communication with the interested stakeholders, including relevant Commission Services and EU Delegations. Programme-specific contact points shall be nominated at headquarters and in EU Delegations to ensure coordinated internal and external communication.

5.7 Performance and Results monitoring and reporting

Performance measurement will be based on the intervention logic and the log frame matrix, including its indicators.

- Performance measurement will aim at informing the list of indicators that are part of the log frame matrix.
- In certain cases, mainly depending on when the monitoring exercise is launched, contribution to the outcomes will also be part of monitoring and for this to happen indicators defined during planning/programming at the outcome level will be the ones for which a value of measurement will need to be provided.
- In evaluation, the intervention logic will be the basis for the definition of the evaluation questions. Evaluations do mainly focus on the spheres of direct (outcomes) and indirect (impacts) influence. As such, indicators defined for these levels of the intervention logic will be used in evaluation. Depending on the specific purpose and scope of the evaluation exercise, additional indicators will be defined.

Monitoring is a management tool at the disposal of the action. It is expected to give regular and systemic information on where the Action is at any given time (and over time) relative to the different targets. Monitoring activities will aim to identify successes, problems and/or potential risks so that corrective measures are adopted in a timely fashion. Even though it is expected to focus mainly on the actions' inputs, activities and outputs, it is also expected to look at how the outputs can effectively induce, and actually induce, the outcomes that are aimed at.

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.

The report 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.

Where resources are benefiting specific undertakings carrying out economic activities and those resources are granted through the budget of the State or the State contributes to the selection of the specific interventions to be supported, applicable State aid rules should be complied with.

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 a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving purposes, in particular with respect to possible needs to re-adjust the programme in line with the political developments in the region.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that a possible second phase can be programmed on the basis of the lessons learned.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner 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.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

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.

The financing of the audit shall be covered by another measure constituting a financing Decision.

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.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

	Results chain	Indicators (max. 15)	Baselines (2019)	Targets by the end of the contract (year)	Sources of data	Assumptions
Expected impact of the policy (Overall objective)	To contribute to the transformation of the unresolved conflicts in the EaP region.	Extent to which the confidence between the conflict divided communities has been enhanced	Baselines from EPNK and COBERM	Increased level of interaction and cooperation	Reports and assessments by EU and UN agencies, international organisations and international/local NGOs; media reports	
Expected outcomes of the policy (Specific objective(s))	<u>SO 1</u> : Establish an environment conducive to diffusing tension and fostering better understanding amongst the conflict parties.	Extent to which the EU is recognised as facilitating an effective mechanism for exchange and confidence building has increased Extent to which the conflict narratives positively evolved across the different conflicts	Baselines from EPNK and COBERM	Increased EU visibility as dialogue facilitator Conflict narratives have positively changed	Reports and assessments by EU and UN agencies, international organisations and international/local NGOs; media reports	Process not derailed by the political climate; attempts by authorities to interfere in the actual implementation due to political reasons are kept to a minimum; active and broad engagement of stakeholders
	<u>SO 2</u> : To improve the socio economic development and human security of conflict-affected communities.	Extent to which positive signals (such as in areas like education, culture, environment, health and others to be defined) of a conducive environment in the conflict-affected communities are visible	Baselines from EPNK and COBERM	Increased positive signals of a conducive environment		
	<u>SO 3</u> : Improved exchange (regional, intra-regional and/or with the EU) through education and culture.	Extent to which the cultural and educational exchanges have been created/increased	Baselines from EPNK and COBERM	Increased/created cultural and educational exchanges		

Outputs	SO 1 the programme's confidence and peacebuilding efforts are inclusive and have involved civil society as well as opinion shapers;	Extent to which civil society representatives, women's organisations and opinion shapers have been included in the confidence and peace building efforts Extent to which civil society, including women's organisations, recommendations in the peace building efforts have been taken on board	none none	Civil society representatives and opinion shapers have been effectively associated in participation in confidence and peace building efforts To the extent possible civil society recommendations have been taken into account.	Reports and assessments by EU and UN agencies, international organisations and international/local NGOs; media reports	The authorities on both sides are open to civil society participation
	Strengthened constructive exchange on conflict narratives;	Number of proposals for different conflict narratives have been developed during and after the exchanges	0	At least 1 per conflict narrative	Reports and assessments by EU and UN agencies, international organisations and international/local NGOs; media reports; project progress and monitoring reports	In AZ, implementation of the law on foreign media may mean that the space for journalists is restricted.
	people-to-people contacts across border and boundary lines have been reinforced in the framework of the programme activities;	Extent to which the people-to-people contacts, involving both women and men, across border and boundary lines have been reinforced	Baselines from EPNK and COBERM	Increased people-to-people contacts across the conflict divides.	Project progress and monitoring reports	Both sides of the conflicts are interested in increased contact

	In the framework of the programme synergies between different dialogue and diplomatic tracks have been strengthened;	Extent to which the formal and informal meetings for regular multi-track dialogue and communication between Track 1 and Track 2 actors, including both women and men, have increased	Meetings organised between Track 1 and Track 2 actors are not regular or lack completely	Meetings between Track 1 and Track 2 actors have increased	Project progress and monitoring reports, media, EU and IO reports.	Process not derailed by the political climate; attempts by authorities to interfere in the implementation due to political reasons are minimal; active engagement of stakeholders
	The target groups in the conflict-afflicted communities are aware of the EU's readiness to provide support.	Extent of the visibility of the EU's support has increased within the target groups	Baselines from EPNK, COBERM and conflict specific reporting from EU Delegations	Increased EU visibility	Reports and assessments by EU and UN agencies, international organisations and international/local NGOs; media; project progress and monitoring reports	The conflict-affected communities are interested in the EU's efforts
	SO 2 Conflict transformation opportunities are identified, developed and where possible fulfilled by the programme in substantive sectors such as for example: energy, SMEs, trade/DCFTA coverage, environmental and ecological threats, water management, education, healthcare, tourism, cultural heritage, justice and penitentiary;	Extent to which conflict transformation opportunities have been identified, developed or fulfilled through increased engagement and connectivity.	Baselines from EPNK and COBERM	Increased conflict transformation opportunities implemented in at least 2 thematic areas	Project progress and monitoring reports	Process not derailed by the political climate; attempts by authorities to interfere in the implementation due to political reasons are kept to a minimum; active engagement of stakeholders
	Improved availability of healthcare services, lowered incidence of infectious diseases and better management capacities of non-communicable disease (e.g. diabetes, mental health issues, drug abuse);	Extent to which availability to healthcare services has increased, Extent to which capacities of better management of infectious diseases has increased	Current medical care level and management capacities in the conflict territories is low.	Availability of healthcare services has increased and non-communicable diseases are better managed.	Project progress and monitoring reports	Sufficient engagement and interest of stakeholders

	Increased promotion of human rights and the tenets of international human rights law including on missing persons;	Extent to which information and awareness of the target groups on human, including women, rights has increased	Awareness of human rights in the target groups is limited.	The target groups in the conflict-affected communities are better informed about human rights	Project progress and monitoring reports	Sufficient engagement and interest of CSOs to work in the area
	Improved co-ordination and expertise on environmental protection and sustainability, energy security, preparedness measures and safeguarded human security, as well as ecological monitoring and protection;	Extent to which coordination and expertise in the mentioned fields has improved.	Coordination and expertise in the mentioned sectors is limited or non-existent.	Increased coordination and expertise in at least 2 thematic areas	Project progress and monitoring reports	Sufficient engagement and interest of stakeholders
	Improved informal interaction between the conflicting parties.	Extent to which the conflicting parties, including both women and men, interact informally.	Limited informal exchanges	Increased informal interaction between the conflicting parties	Project progress and monitoring reports	Sufficient engagement and interest of stakeholders
	SO 3 Improved access to education and training possibilities;	Extent to which the access to education and training possibilities, for both women and men, has increased.	Education and training possibilities in the conflict-affected communities are limited	Increased access to education and trainings possibilities	Project progress and monitoring reports	Process not derailed by the political climate; attempts by authorities to interfere in the actual implementation due to political reasons are kept to a minimum; active and broad engagement of stakeholders
	Increased specialised preservation, restoration capacities for cultural heritage sites;	Extent to which preservation and restoration capacities have increased.	Baselines from EPNK and COBERM/none	Increased capacities for preservation and restoration of cultural heritage sites.	Project progress and monitoring reports, media	Sufficient engagement and interest of stakeholders

	Improved dialogue between the divided communities through increased people-to-people contacts especially between youth and education professionals;	Extent to which contacts between students and teachers, including vulnerable groups, women and disabled, targeted by the programme across the divided communities have increased.	none	Contacts between students and teachers across the divided communities have increased	Project progress and monitoring reports	Process not derailed by the political climate; attempts by authorities to interfere in the actual implementation due to political reasons are kept to a minimum; active and broad engagement of stakeholders
	Increased use of cultural heritage sites for confidence building measures.	Extent to which the use of cultural heritage sites for confidence building measures has increased	Baselines from EPNK and COBERM	Increased joint use of cultural heritage sites by both conflicting parties	Project progress and monitoring reports, media	Sufficient engagement and interest of stakeholders



ANNEX 4

to the COMMISSION IMPLEMENTING DECISION on the ENI East Regional Action Programme for 2019, Part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union

Action Document for EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries

ANNUAL PROGRAMME

This document constitutes the annual regional 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	EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries CRIS number: ENI/2019/041-721 financed under the European Neighbourhood Instrument.	
2. Zone benefiting from the action/location	East Neighbourhood, Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. The action shall be carried out at the following location: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.	
3. Programming document	EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries	
4. SDGs	Main SDG(s): <ul style="list-style-type: none"> - SDG 5. Achieve gender equality and empower all women and girls - SDG 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. - SDG 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. - SDG 16. Peace, justice and strong and inclusive institutions. 	
5. Sector of intervention/ thematic area	Gender equality Human Rights Children's rights	DEV. Assistance: YES

6. Amounts concerned	<p>Total estimated cost: EUR 9 000 000</p> <p>Total amount of EU contribution EUR 9 000 000</p> <p>This contribution is subject to the availability of 100 % of appropriations for 2019.</p>			
7. Aid modality(ies) and implementation modality(ies)	<p>Project Modality</p> <p>Indirect management with:</p> <ul style="list-style-type: none"> - an international organisation or civil society organisation to be selected in accordance with the criteria set out in section 5.3.2 <p>Direct management</p> <ul style="list-style-type: none"> - Procurement of services 			
8 a) DAC code(s)	<p>151 Government & Civil Society-general</p> <p>15180 - Ending violence against women and girls</p> <p>15170 - Women's equality organisations and institutions, Support for institutions and organisations (governmental and non-governmental) working for gender equality and women's empowerment.</p> <p>160 Other Social Infrastructure & Services</p> <p>16010 - Social/welfare services</p> <p>16011 - Social protection and welfare services</p>			
b) Main Delivery Channel	<p>Indirect management with</p> <p>Indirect management with:</p> <p>41000 Non-governmental or governmental organization specialised in the area of gender equality and gender based violence.</p> <p>And</p> <p>Direct management:</p> <p>60000 Service contract</p>			
9. Markers (from CRIS DAC form)¹	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	x	<input type="checkbox"/>
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment ²	<input type="checkbox"/>	<input type="checkbox"/>	x
	Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	x	<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"/>

¹When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

² Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.

	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 flagship	Human rights and democratic governance, women’s rights and gender equality. Human development including social justice and women’s empowerment.			

SUMMARY

The EU is committed to gender equality and women’s rights. The proposed action intends to both complement ongoing actions on gender equality as well as addressing areas that is not covered in EU bilateral programmes. The aim is to conduct a transformative programme, which focuses on the root causes of gender inequality related to norms and gender stereotypes with the ultimate aim to enhance women’s empowerment and gender equality. Such efforts will in the long run deepen democracy and improve the respect for women’s rights and provide examples of concrete changes in the roles of women and men. Furthermore the programme intends to focus attention on the role of men in caregiving responsibilities which in the long run can provide better opportunities for women’s employment and better relationships with their children. Moreover, the programme will enhance knowledge and skills through training on available Violence Perpetrator Programmes for professionals who come in contact with perpetrators of domestic and sexual violence in their daily work. This will complement ongoing EU actions on providing support to victims of violence.

Finally, the EaP Governments will be offered expert support through a sector based dialogue and mentoring on the inclusion of a gender sensitive perspective in reforms. The purpose is to ensure effective, fair and inclusive impact of decision making.

1 CONTEXT ANALYSIS

1.1 Context Description

Two-and-a-half decades of unprecedented social and economic transformation of the EaP countries has led to a number of changes and some of them have had long-lasting gender-differentiated impact. This is evident in the results from the lack of social-democratic welfare policies and migration which has made it necessary for women take to the main responsibility for caretaking. Despite signs of economic improvements in some countries in the region this is not always translated into job opportunities for women. A number of barriers to women’s access to economic opportunities persist and gender inequalities are manifest in demographic imbalances, the gendered division of the labour market and underrepresentation in leadership roles.

Persistent gender inequalities are also a consequence of gender stereotypes and norms and the lack of interest and commitment by most governments in the region to progress on the gender equality agenda.

The overall picture shows an urgency of putting more efforts into improving conditions and opportunities for women, girls and their families through targeted measures on the symptoms of gender inequality while at the same time putting equal amount of strength into changing power dimensions between women and men. This can be done through informed and targeted interventions that provides for an environment decision makers at all levels are genuinely

committed to change. This can only be done through a long-term and dedicated dialogue and support to CSOs that are agents of change.

In order to enable change men and boys need to work alongside women and girls. Research by the Overseas Development Institute shows that fathers, brothers or husbands often supported girls that dare to stretch social norms. These men see their daughters, sisters and wives as equal partners. This shows that we need to do more to involve men in changing stereotypes, also in relation to child care responsibilities.³

The proposed regional programme will focus on a few target areas that that has not yet been targeted in EU bilateral programmes the are described briefly below.

Men as caretakers: Gender inequality and barriers to the equitable participation of women in the market remain among the biggest global challenges to women's economic empowerment. All the EaP has decreased the number of women and men in employment in the last 10 years resulting from difficulties finding jobs, a mis-match of skills and weak early childcare and education services. A key determinate for women's participation in gainful employment is typically women's role in caregiving. In various time-use surveys conducted in the EaP countries show that women who are not in the labour force, report domestic responsibilities as the primary reason behind their absence from the labour market.⁴ At the same time New data on men and gender relations has emerged from the region which shows similar results as those of the EU, namely that a more equal sharing of caregiving would have a positive impact on women's employment. A number of measures can be taken to support such change. For instance men have proven to be adopting new caretaking behaviours when the health sector has been engaging with fathers during their partners' pregnancies or when their children are young.⁵ Research also shows that men who take on greater caregiving roles experience deeper connections with children and partners and are more likely to have better physical and mental health. Men's increased participation in children's lives leads to more positive outcomes for children and importantly also to women's employment.⁶

Gatekeepers to norms and attitudes: In order to push for change around social gender norms it is important to recognise influencers that shape society norms and attitudes. Religious leaders are important actors that impact on gender norms in the EaP countries. In the latest EU Barometer survey in the EaP region religious institutions were given high levels of trusting rates across the region and particularly in Georgia and Armenia.⁷ Religion can be used to reinforce social gender structures and ideology yet they have also shown that they become fundamental allies in driving the advancement of women's rights.

For instance, the Armenian Inter-Church Charitable Round Table Foundation of the World Council of Churches has encouraged Armenian priests to speak about issues related to gender equality. Programmes such as this can help reducing the social acceptance of violence against women and to change discriminatory attitudes and behaviours.

³ Conclusion from the 4-year programme - 'Transforming the Lives of Adolescent Girls' by the Overseas Development Institute in 2015.

⁴ UNDP study "Gender and employment in the South Caucasus and Western CIS" by Tamar Khitarishvili

⁵ UNFPA and Promondo study Engaging Men in Unpaid Care Work, 2018

⁶ Ibid.

⁷ Annual survey under the EU NEIGHBOURS east programme across the six Eastern Partner countries (Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine).

Prevalence of violence against women and children (including abortion of girls): Despite some progress in EaP countries on measures to combat violence against women and girls (VAWG) prevalence remain high throughout the region. Even though only limited data is available a recent WHO global review estimates that 26 % of women in Eastern Europe and 23 % of women in Central Asia have experienced either physical and/or sexual violence by an intimate partner or sexual violence by a non-partner.⁸ Figures are particularly high on psychological partner violence: e.g. 83.2 % in Belarus, 60 % in Moldova compared to 43 % in EU member states, according to a Fundamental Rights Agency survey from 2017.⁹

Studies conducted at a national level indicate that some EaP countries rank among the world's highest in terms of prevalence rates of intimate partner violence (IPV).¹⁰

Although Georgia, the Republic of Moldova, Ukraine, Azerbaijan and Armenia have all adopted specific legislation against domestic violence (in 2006, 2007, 2001, 2010 and 2017 respectively) and protecting victims and survivors, a narrow definition of the term 'domestic violence' is used. A majority of such legislation does not address the various forms of violence within family contexts, such as marital rape and few recognise the psychological abuse of women and girls in the family context.

Despite greater awareness of the magnitude of the problem, cultural acceptance of violence against women and girls remains high in the EaP region. Social acceptance of violence against women and girls (VAWG) is demonstrated through victims being blamed when they report violence including in the use of mediation which often further endangering the victim. This practice also shows that institutions are not held accountable for their failure to prevent VAWG and protect victims despite the fact that it is the State's responsibility to protect victims of violence and to proceed with investigation, prosecution and punishment.

Missing girls: In the Eastern Europe and Central Asia region, birth registration documents show evidence of prenatal sex selection in favour of boys in Azerbaijan (116.8 boys born for every 100 girls), in Armenia (114.8) and in Georgia (113.6)¹¹. Although recent data suggest an improving trend, Skewed gender demographics are thus symptomatic of deeper gender inequalities. Such imbalances may also have important social and economic consequences in the long term.¹²

Measures for perpetrators: Recommendations of the CEDAW Committee clearly demonstrate that existing legislation on domestic violence, in all of the EaP countries, are not fully in line with international standards. In some countries domestic violence has not yet been included into the Criminal Code as a specific crime. Adding to the picture, violence prevalence surveys across the region reveal that many women do not report on domestic violence and those who do report do not receive effective action against the perpetrators of violence, besides short-term protection orders. In such an environment, it is all the more important that there are measures targeting perpetrators at an early stage. This would potentially encourage more women to report and it would reduce violence. There are some efforts taking place in the EaP countries to target perpetrators, in for instance Georgia and Moldova.

⁸ The WHO Global status report on violence prevention 2014.

⁹ UNFPA issue brief Combatting violence against women and girls in Eastern Europe and Central Asia, 2015

¹⁰ Ibid.

¹¹ Knowledge Brief by the World Bank on Exploring the phenomenon on missing girls in the South Caucasus

¹² UNFPA issue brief Combatting violence against women and girls in Eastern Europe and Central Asia, 2015

The role of civil society and gender mechanism: Civil society, historically a strong channel for women's social and political mobilization, is currently under severe pressure in some parts of the Eastern Partnership region (limitations on mobility, activities and foreign funding). Civic space for women's participation and influence is shrinking. The overall trend is therefore suggesting that more needs to be done to strengthen women's empowerment and women's organisations.

1.2 Policy Framework (Global, EU)

Equal rights of men and women is reflected in the Preamble to the Charter of the United Nations and it was further strengthened in the International Bill of Human Rights, comprised of the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights. Only as of 1979 the UN agreed on a Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The Convention provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life as well as education, health and employment. States parties agree to take all appropriate measures, including legislation and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms. While the original UN CEDAW document did not explicitly refer to violence against women, the 1992 General Recommendation 19 to CEDAW recognized that the actions necessary to overcome family violence should include, inter alia, 'Services to ensure the safety and security of victims of family violence, including refuges, counselling and rehabilitation programmes for perpetrators of domestic violence.' Important additional measures identified as necessary to provide for the effective protection of women against gender-based violence included '[P]reventive measures, including public information and education programmes to change attitudes concerning the roles and status of men and women...'

In September 1995, the Fourth World Conference on Women in Beijing set out an expansive set of commitments for achieving gender equality, which resulted in a progressive blueprint for advancing gender equality and women's rights worldwide: the **Beijing Declaration and Platform for Action (BPfA)**. The Platform for Action makes comprehensive commitments under 12 critical areas of concern. It stresses that actions needs to be taken for the full implementation of the human rights of women and girls and that there is a need to remove all the obstacles to women's active participation in all spheres of public and private life through ensuring women a full and equal share in economic, social, cultural and political decision-making. The Beijing Declaration and Platform for Action has since been a powerful framework for international and national gender equality policies and practices at national, regional and global levels, together with the Sustainable development goals and EU policy development.

The Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) was adopted in 2011. It is the most far-reaching international treaty to tackle this serious violation of human rights. The Istanbul Convention obliges the States to fully address violence against women and domestic violence in all its forms and to take measures to prevent violence against women, protect its victims and prosecute the perpetrators. Failure to do so would make it the responsibility of the State. So far 34 countries has ratified the Conveniton. Four of the EaP countries made important progress towards ratification. Georgia ratified the Istanbul Convention in May 2017 and adopted a package of laws on violence against women and domestic violence. Moldova adopted amendments to the national law on domestic violence in July 2016, and signed the

Istanbul Convention in February 2017. Armenia adopted a law on domestic violence in December 2017 and signed the Istanbul Convention in January 2018. Ukraine has adopted amendments to the criminal code, passed the law on preventing domestic violence in December 2017 and signed the Istanbul Convention in 2011. So far Azerbaijan and Belarus has not signed the Convention.

Equality between women and men, girls and boys, is one of the European Union's fundamental values. Enshrined in EU treaties since the 1957 Rome Treaty, the Union has been at the forefront of efforts to tackle gender-based discrimination and to defend their right to equal opportunities and equal treatment, and to promote equality between women and men, girls and boys in the public and private spheres. The EU is dedicated to promote gender equality within the Member States and across the world. In October 2015 the EU adopted council conclusions on the Gender Equality and Women's Empowerment: Transforming Lives of Girls and Women through EU External Relations (**the Gender Action Plan II** for 2016-2020). The Action Plan focuses on taking action and transforming lives through four pivotal areas: ensuring girls and women's physical and psychological integrity, promoting the economic and social rights/empowerment of girls and women and strengthening girls' and women's voice and participation.

The WPS Agenda, consisting of UNSCR 1325 (2000) and its follow-up highlight the importance of the gender dimensions in peace and security. It does not only focus on the protection of women and girls from conflict-related violence but also on women's right to meaningfully and equitably participate in all decision-making processes. In addition, addressing gender-related root causes of violence remains critical to conflict prevention.

The Global Strategy for the EU's Foreign and Security Policy (Global Strategy) reaffirms that the EU recognises and will promote the role of women in peace efforts, including the need for women's leadership, in line with the UN Security Council Resolutions (UNSCR) on women, peace and security. Furthermore, the European Council has agreed that WPS, as well as gender equality and women's empowerment, should continue to be mainstreamed into all policy areas when implementing the Global Strategy, including in the areas of security and defence, investing in the resilience of states and societies and developing an integrated approach to conflicts and crises.

On 10 December 2018, the Foreign Affairs Council adopted Conclusions on women, peace and security reaffirming the EU's and its Member States' commitment to the full implementation of the women, peace and security agenda and adopted a new EU Strategic Approach to Women, Peace and Security. The new Strategic Approach identifies EU priority actions under UNSCR1325 in five key areas: participation, prevention, protection, relief and recovery while promoting gender equality and gender mainstreaming.

The European Neighbourhood Policy (ENP) was launched, in 2004. It aims at supporting political and economic reforms in sixteen of Europe's neighbouring countries as a means of promoting peace, stability and economic prosperity in the whole region. The Policy is funded by the European Neighbourhood Instrument (ENI). Support through the ENI is provided to bilateral programmes, multi-country programmes and regional and sub-regional cooperation. The ENI also is intended to support ENP partners in delivering on their commitments to gender equality and girls' and women's empowerment, in line also with the Gender Action Plan II and universal 2030 Agenda. Emphasis is given to ensuring girl's and women's physical and psychological integrity, promoting the social and economic rights and empowerment of women and girls, their access to justice, education, health care and other social services,

strengthening their voice and political participation and shifting the institutional culture to deliver on these commitments.

In November 2017 the 5th EaP summit resulted in a set of key objectives where decided upon to guide the future cooperation in the **20 deliverables for 2020**. One of the 20 objectives of the policy framework concerns gender equality and non-discrimination. In addition, gender equality is mainstreamed across all the objectives. Furthermore the 20 deliverables explicitly state that stronger support to women's rights, empowerment and gender balance in the region will allow Partner countries to take full advantage of the economic and social potential within their societies. Additionally there is also a commitment to address negative gender stereotypes, gender-based violence and pay gaps between men and women among others.

The EU collaboration with the EaP countries is expressed in various agreements. Georgia, Moldova and Ukraine have more advanced political and economic ties with the EU which is reflected in the Association Agreements these countries has with the EU. Armenia has a Comprehensive & Enhanced Partnership Agreement (CEPA) with the EU since 2017, and there is ongoing negotiations with both Azerbaijan on new Partnership and Cooperation Agreements and with Belarus on partnership priorities. All three Association Agreements gives reference to commitments on strengthening gender equality and discrimination. The three countries with AA's have already committed to a systematic, 'gradual approximation' of their laws, regulations, enforcement mechanisms and other practices to the EU acquis communautaire and internationally accepted good practices.

For instance Georgia have agreed to align with the EU acquis on related to employment and occupation and in the access to and supply of goods and services. Moreover, Ukraine has agreed to align with the Council Directive 2010/18/EU of 8 March 2010 implementing the revised Framework Agreement on parental leave.

1.3 Public Policy Analysis of the partner country/region

With respect to legal and policy frameworks, Eastern Partnership countries have made important progress in passing legislation and adopting policies to advance gender equality. Equality between women and men are included in the Constitutions of all the countries and anti-discrimination laws have been adopted in all countries except Belarus, Armenia and Azerbaijan. Most of the EaP countries have a specific National Action Plan on gender equality or are in a process of developing a new one, except for Azerbaijan. Still in most countries the proposed actions in the national action plans has not been provided enough funding and implementation is unreliable and often depend on donor support. Moreover the national machineries for the promotion of gender equality are weak, lacking in funding and strong commitment from political levels to properly implement National Action Plans on gender equality.

In the last years some EaP countries has started to find ways to change the parental leave schemes in a manner which provided more incentives and opportunities for women to return to the labour market earlier after childbirth. Other countries still grant generous and long leave provisions for mothers while providing little incentive to encourage men to take on their fair share of childcare. So far there has not been a lot of pressure from civil society to challenge the weak societal support for shared caregiving and gender equality at the household level.

1.4 Stakeholder analysis

The main stakeholders and direct beneficiaries of the action are as follows:

The Ministries of Social Affairs, Ministries of Interior, Ministries of Justice and when relevant the national machineries for gender equality in the EaP region, as the key guardian of policies and capacity building of the social services and the probation services will be involved in the capacity development of key professionals working on violence prevention programmes for perpetrators.

The Ministries of Healthcare in the EaP region, as the key guardian of policies on health care service and capacity building of professionals, will be involved in the capacity development of health care professionals in neo-natal and childcare to reach out to fathers.

The EaP Governments will be offered expert support through a sector based dialogue and mentoring on the inclusion of a gender sensitive perspective in ongoing or planned reforms in order to ensure fair and inclusive impact. Selected expertise dialogues will be offered around a number of areas, for instance taxation, gender budgeting, education, labour market, health care reforms, pensions, or public service delivery. The expertise will be provided to staff at Ministerial level and in authorities.

The commitment to change cannot only be at the hands of individuals and communities it should primarily be reflected in political commitments from decision-makers. Parliamentarians and local level politicians and local/regional authorities will therefore be targeted through sensitization on the importance of involving men in care taking responsibilities and to enhance access to childcare services in order to enhance women's participation on the labour market and to strengthen economic growth.

The indirect/final beneficiaries of the programme are women and men, boys and girls across the EaP region who will be challenged to reconsider current gender stereotypes and traditional norms, including the roles of women and men in care giving. Particular efforts shall be put on reaching citizens at local and regional level, including representatives of minority groups.

Local advocacy actions will be implemented in coordination with CSOs –key stakeholder that know the environment and actor for change, which will play a critical role in the design and implementation of awareness raising activities around gender equality and men's responsibility for care services. Civil Society Organizations will also be used to enhance sustainability of interventions beyond this programme.

1.5 Problem analysis/priority areas for support

In the last couple of year's most EaP governments have taken actions towards improved legislation on gender equality and gender based violence. This changes has been met with a rise of conservative, traditional and xenophobic sentiments by various stakeholders. In some countries the existence of unresolved conflicts and its impact on the political rhetoric has reinforced the promotion of "strong men" and violence in society. Taken together all these developments have contributed to strengthened the rhetoric of questioning the internationally agreed definition of gender as a social construction. Adding to this research reveal that many people do not fully understand individual human rights which makes them susceptible to a discourse that relates to women's rights as anti-family and dangerous for social stability. Such attitudes and norms spill over to the economic, public and private spheres and impact negatively on progress towards gender equality in legislation.¹³ In the Caucasus, for instance, this is visible in the existence of child marriages and sex-selective abortions in addition to

¹³ MEN AND GENDER EQUALITY IN ARMENIA, 2016 and Rapid Review on Inclusion and Gender Equality in Central and Eastern Europe, the Caucasus and Central Asia, Unicef 2016

women's responsibility for unpaid care work, the gender pay gap, women's lack of ownership of land, and limited presence of women in political decision-making.¹⁴

Taking in to account the rise of traditional gender values in the EaP region and the limited knowledge on individual human rights this programme will contribute to increase awareness that States' have an obligation to eliminate discrimination against girls and boys, in line with the Convention on the Elimination of All Forms of Discrimination against Women, which all the EaP countries have ratified. According to the Convention, dismantling stereotyping by taking proactive measures — in cooperation with girls and boys, women and men, civil society, and community and religious leaders — to promote girls' empowerment and eliminate harmful gender stereotypes in both public and private life.¹⁵

Gender inequalities are more evident in rural areas and accentuated in particular regions. As a result, the programme will pay particular attention to changing discrimination and gender stereotypes in local communities in rural areas.

Men and caretaking:

A number of surveys conducted in the EaP region demonstrate the need to increase men's involvement in advancing gender justice and the redistribution of unpaid care. For instance the 'Caucasus Barometer', provided by the Caucasus Research Resource Centres (CRRC), shows that respondents from Georgia, Armenia and Azerbaijan generally expressed traditional attitudes about gender roles. In Azerbaijan 85% (including both sexes) responded that changing diapers, giving kids a bath and feeding children are the mother's responsibility. (CRRC, 2013). A variety of studies carried out in Georgia provide consistent evidence that in the vast majority of cases (more than 80%) the burden of housework and child care related activities falls primarily on women. Approximately 94% of women are responsible for cleaning the house and approximately 88% of women are primarily responsible for cooking (UNDP Georgia, 2013; UN Women, 2014; UNFPA 2014). In addition, according to a 2014 report by UNFPA only 4% of men in Georgia are involved in the daily care of a child¹⁶.

A time-use survey in Moldova (2011-2012) found that women spend 4.9 hours per day on unpaid work, almost twice the amount of time spent by men (2.8 hours per day). It was also found that mothers spend 2.1 hours per day and fathers 1.3 hours per day on childcare¹⁷.

In contrast to the other EaP countries men and women in Belarus report higher levels of egalitarian views on gender roles. However, differences can be observed in areas related to opportunities and women's empowerment. While there seems to be agreement with women gaining independence by means of a paid job, 60% of women think this is indeed the case, but only 39 % of men believe so¹⁸.

Finally, in Armenia gender stereotypes are still strong around women's work in the public sphere. Although 47% of the respondents noted that these issues are decided through joint discussion with their partners, 38% of the women stated that it's their partners' who makes the final decision. In addition, a new study on men and gender equality in Armenia shows that

¹⁴ Ibid.

¹⁵ UN Human Rights Council report - Realisation of the equal enjoyment of the right to education by every girl, 2017

¹⁶ MEN AND GENDER RELATIONS IN GEORGIA, UNFPA report 2014

¹⁷ National Bureau of Statistics "Time Use Survey in the Republic of Moldova" in the period June 2011-May 2012

¹⁸ BELARUS COUNTRY GENDER PROFILE, World Bank report 2016

more than 80% of male respondents declared that they did not join the partners in the doctor's room in the antenatal visits during the last or current pregnancy¹⁹.

In light of the crucial role that men play in promoting gender equality and the importance of men in caregiving and domestic work this programme intends to provide incentives for men to take their share of childcare. The programme will particularly focus on involving men at an early stage in their role as fathers, which has proven to provide positive results in EU member states.

Religious leaders – gate-keepers on gender equality and women's rights

In several EaP countries religious institutions have been at the core of national identity and have strongly reasserted themselves in the post-Soviet environment. Given the weak position of rights-based religious interpretations and of political alternatives to authoritarianism in several the EaP countries, the space has been open for conservative forces within various religions. These forces have been involved in discussion on gender equality which they perceive as a challenge of religious doctrine or cultural traditions, such as abortion and family law.

Some religious leaders have emphasized the doctrinal bases for male dominance and female submission in marriage. The majority of religious leaders in the Caucasus also condemn abortion as murder. A study on perception of religious leaders in Armenia by USAID (2014) shows for instance that the clergy of the Armenian Church express the opinion that an Armenian woman firstly should take care of her family and only after that be involved in social or public activities.

However there are also signs across that region that there are numerous religious leaders who are open for a more dogmatic dialogue around gender equality issues. For instance in Georgia there has recently been an Inter-Religious Dialogue on the prevention of Violence against Women and Harmful Practices. At the conference the Administration of Muslims of All Georgia adopted a powerful official statement that urges Muslim leaders to support the elimination of Early/Child Marriage and Female Genital Mutilation/Cutting.

Based on these positive examples this programme intends to engage in dialogue with religious leaders and Priests. The aim is to involve religious leaders in advocacy around gender equality and women's rights, including on issues such as reduction in child and forced marriages.

Violence prevention programmes

Gender-based violence (GBV) is the most extreme expression of unequal gender relations in society. It is first and foremost a violation of human rights, and a global health issue. In most of the EaP countries, there has been a number of violence prevalence studies on intimate partner violence published. While these studies are not necessarily comparable they clearly illustrate that there is high GBV prevalence in the EaP region and across Central Asia. 26 % of women in Eastern Europe and 23 % of women in Central Asia have experienced either physical and/or sexual violence by an intimate partner or sexual violence by a non-partner. Figures are particularly high on psychological partner violence: e.g. 83.2 % in Belarus, 60 % in Moldova compared to 43 % in EU member states. Studies conducted at a national level indicate that some EaP countries rank among the world's highest in terms of intimate partner

¹⁹ MEN AND GENDER EQUALITY IN ARMENIA, UNDP report 2016

violence (IPV).²⁰ In Armenia there were 784 official complaints of domestic abuse to the police and over 2,000 hotline calls to the Coalition to Stop Violence Against Women in 2015 alone.²¹ In Belarus, 11.8 per cent of women aged 15-49 years have experienced some form of violence (physical, psychological, economic or sexual) from their current or former husbands/partners.²²

In Azerbaijan, Armenia and Georgia sex-selective abortions are practiced, leading to a deficit of girls born. The social acceptance and tolerance of violence against women also remains one of the most serious obstacles to its elimination in addition to lack of violence perpetrator preventive measures.

Many women do not report their experience of violence due to the common perception that it is a family matter or that abuse is a normal part of marriage. There is also strong social pressure on victims to remain silent. This is very unfortunate since studies show that women who do report on their experience suffer from less symptoms of the violence. Besides the suffering and pain caused by victims of violence it is also a huge cost for society to deal with such consequences. Research indicates that the cost of violence against women could be around 2 per cent of the global gross domestic product (GDP). The direct cost of the health system, counselling and other related services, the justice system, child and welfare support, as well as indirect costs, such as lost wages, productivity and potential, are just a part of what societies pay for violence against women. In addition, violence against women and children brings huge negative impact on their participation in education, employment and civic life.

In addition to providing effective and safe support to victims of violence, more attention needs to be put on the perpetrators, in order to reduce prevalence of violence. This aspect is also reflected in article 16 of the Istanbul Convention. It requires states parties to set up two separate types of programmes: those targeting domestic violence perpetrators (Article 16, paragraph 1) and others designed for sex offenders (Article 16, paragraph 2), while at the same time ensuring the safety and support of victims.

Perpetrator behavior-change programmes usually are framed so that men are held accountable for their actions and for making changes in their thinking and behaviour. Such programmes are being used by an increasing number of jurisdictions as part of sentencing, with courts mandating behavior change programme in addition to other penalties. In some countries the police or social services can also refer perpetrators to such programmes on a voluntary basis when attending less serious incidents of violence against women, in addition to actions such as assigning protection orders and referring victims/survivors to services. In a number of countries in the EU and USA such programmes have been tested and there is already evidence proving that they can be effective if properly followed and implemented.

Access to violence perpetrator programmes in EaP countries is difficult to assess. However, in Moldova, legislation provides for a protection order with 10 protective measures a victim may seek against the aggressor and one of the measures requires the aggressor to participate in a treatment or counseling program. Presently there is a CSO and a local and central authority providing some psychological services for perpetrators in Drochia. The target groups of the

²⁰ Combatting violence against women and girls in Eastern Europe and Central Asia, Issue brief 6, UNDP 2016

²¹ Institute for War and Peace Reporting, 2016

²² BELARUS COUNTRY GENDER PROFILE, World Bank 2016

centre are men (18 years or above), and it provides telephone counselling, face-to-face counselling and crisis intervention (within the community).

With support from the EU Georgia is in a process of developing a Rehabilitation Program for Perpetrators of Violence against Women and Domestic Violence for perpetrators in prison. In Belarus, development donors have been supporting correctional work with perpetrators of domestic violence through the development of strategy titled “Developing National Capacity to Counteract Domestic Violence in the Republic of Belarus”. However still in 2018, this action has not been adopted.

As described above there is so far not much attention given to perpetrator behavior-change programmes in the EaP region. This programme therefore intends to to sensitize and engage frontline professionals who meet perpetrators in their work, to evidence based violence prevention programmes for perpetrators used in a few EU member states. Before the activities begin there will be a proper assessment of existing prevention activities and of the stakeholders to be targeted in the programme.

Establishing a Gender Help Desk

International human development indexes (including gender indexes) shows that the EaP countries have challenges in ensuring that women and men have equal opportunities and conditions in a wide range of areas. Although most EaP countries have experience of gender mainstreaming and a few have piloted gender responsive budgeting (GRB) there are few visible outcomes in terms of reduced gender inequalities. Some of the obstacles identified relates to lack of political commitments, limited knowledge or experience GRB and a lack of sex-disaggregated data. This represents a loss of human potential, with costs for both men and women and an obstacle to democracy, social justice and sustainable development.

Many EU member states have shown that progress towards gender equality has contributed to women’s empowerment and economic growth. It has not happen by itself; it is largely resulted from effective political reforms, which have been based on a gender impact assessment. With this in mind, the EU will provide access to a pool of experts to support EaP Governments, upon request, to give support in the design of reforms and decisions that will provide effective and target results for both women and men. The expert support will be offered in the policy dialogue with various ministries and will also help the EU funded future progress to provide enough attention to gender equality and women’s rights.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Lack of interest among EaP governments to make use of the reform experts provided by the gender help desk due to lack of understanding of the approach.	H	In the policy dialogue with the EaP, EU (HQ and EUDEL) will express how the expert support offered by the helpdesk have a potential to provide effective results.
Difficulties in involving men in programme actions around men and caregiving.	M	In order to involve men in pre-natal health care visits there should be some campaign to explain the beneficial

		outcomes of early engagement in parenting for men.
Reluctance by professionals in maternal and child health services to reach out to fathers in their work.	H	The Ministries of Health and relevant professionals needs to be sensitized by colleagues from EU member states who can provide evidence of the positive outcomes of men’s early engagement in parenting. The action should be carefully designed so there is hands on support to health care staff on the methodology and tools used to involve men in their new role as fathers.
Reluctance by social service professionals to implement new standards and practices on violence prevention programmes for perpetrators of violence.	H	Just as mentioned above the Ministries of Social Affairs and relevant professionals needs to be sensitised on the positive outcomes of prevention programmes for perpetrators. This may require involving the staff in practicing new skills together with a mentor..
Difficulties in engaging religious leaders in a dialogue on gender equality and women’s rights.	H	In order to deal with potential resistance the dialogue should be carefully prepared with a few targeted religious leaders who knows the sensitivities and boundaries for effective discussions on gender equality.
Lack of visibility of the actions in the programme.	L	Part of the success of the programme will depend on effective and contextual visibility on the message to be sent on changing stereotypes around the roles of women and men.
Assumptions		
<ul style="list-style-type: none"> ✓ The EaP Governments have necessary political will and interest in enhancing citizens impact of their reforms to make use of the reform experts provided by the EU. ✓ Since there has already been some activities on men and gender equality in the region there is already some “men activists” to engage with on the activities on men and caregiving in the programme. They will have a critical role in guiding activities. 		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

- Programmes that have successfully been able to bring about a transformation of traditional norms and practices on gender equality are not common. A preliminary report on Results Oriented Monitoring for the period 2015-2019 shows that despite the fact that 66% of the projects and programmes financed by the EU have been positively assessed in terms of measures to enhance the role of women; only a minority of projects adequately mainstreams gender equality throughout design and implementation. The analysis of answers and scores suggests that the focus has been on the gender balance rather than changing structural gender inequalities.

- A review of the results and lessons learned from the Swedish Development Cooperation Agency (SIDA) support to gender equality in the Eastern Partnership countries (2001-2014) provides some lessons learned also for this programme. It stresses that in societies and political cultures in which power and authority are exclusively held and exercised by men, it is essential to work with men – male leaders, administrators and party members – as well as women, to increase women’s participation in political processes.
- SIDA’s evaluation also showed that it is critical to work within State bodies to help improve their functioning and practices in areas under their own control before expecting them to achieve any external impact.
- In dialogues with the beneficiaries of SIDA support, women activists argued that the essential foundation for gender equality was not to be found in externally driven policies, strategies or action plans, but in women’s employment and economic security, from which political participation and representation and with it legal protections and supporting social services could gradually emerge. Therefore, in designing programmes careful consideration should be given to balancing the weight of these multiple factors in interventions, including providing an enabling environment for women’s employment.
- Lessons learned from other donors with experience of working on awareness raising on gender equality shows that effective transformation of traditional norms on gender needs to happen not just at the individual level, but also at the community level and national level through larger scale norm changing interventions. Only when a united effort is made, actions have better impact.
- Experience by Oxfam highlighted the power of creative and interactive means of communication through role plays, dramas and public hearings, rather than passive awareness-raising through leaflets or informational channels. Engaging influential community leaders, religious leaders and duty bearers appeared to be effective in awareness-raising.
- This is the first regional programme on gender equality proposed for the EaP region. The programme involves areas of intervention that has not been emphasised to a large extent in earlier bilateral programmes on gender equality. As a result there are not many lessons learned from EU programmes to draw from.

3.2 Complementarity, synergy and donor coordination

Regarding the programme actions around changing stereotypes and transformative programming lessons learned from for instance Oxfam, SIDA, Switzerland and several UN agencies will be taken on board in the design of the actions. A dialogue may also be needed with the relevant donors to capitalise fully on their experiences. A number of INGOs (Promondo, MenEngage) and various EU donors who has also been involved in support to men and gender equality in the EaP region. These actions will be critical to learn how to frame the interventions so that they can bring results despite hostile environments. When it comes to involving the health care sector in engaging with fathers there is also good experience to learn from EU member states, including in Belarus support from SIDA. Activities on violence perpetrator programmes is well in line with ongoing efforts by the governments in the region in relation to the obligations of the Istanbul Convention. In addition the proposed action will also be a natural continuation of a the EU programmes on victims of

violence, across the region. Finally, the helpdesk will complement support provided by the UN agencies in the region. Therefore, a close dialogue with relevant UN agencies is needed before the help desk mandate is formulated. Lessons learned will also be taken from a number of donors who also have gender help desks in place.

In Ukraine, synergies and complementarity will notably be sought with large-scale EU programmes in the area of governance (including on decentralisation and the rule of law) as well as the support programme for conflict-affected areas of eastern Ukraine which is gender-mainstreamed and will be mainly implemented by an UNDP-led consortium of UN agencies (UN Women, UNFPA and the UN Food and Agriculture Organisation/FAO).

4 DESCRIPTION OF THE ACTION

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

The overall objective of the programme is to strengthen equal rights and opportunities for women and men, through shifting social perceptions and behaviour on gender stereotypes and by increasing men's participation in caretaking and in prevention of gender based violence.

The specific objectives and results of the programme are:

Objective 1 - Shifting societal perceptions and behavior around gender stereotypes and patriarchal norms which assign women and men to fixed roles and limit women's rights

Output 1: Strengthened knowledge and awareness of the importance of challenging gender stereotypes and social systems marked by an unequal distribution of power, among the targeted audience (youth, community leaders including religious leaders, politicians at local and national level, women including in rural areas etc.).

Output 2: Change of attitude and behaviour in relation to the traditional social roles and responsibilities of women and men.

Objective 2 - To increase participation of men in caretaking of their children and in programmes designed for fathers

Output 1: Improved involvement of men in pre-natal care visits and in fathers groups.

Output 2: Men have a greater take up and equitable share of child care responsibilities and have become more involved in advocacy on gender equal family policies.

Objective 3 – To increase the use of evidence based violence prevention programmes for perpetrators among frontline professionals, in line with the Istanbul Convention.

Output 1: Relevant Ministries and key stakeholders in the region have knowledge on the importance of introducing violence prevention programmes for perpetrators in order to reduce the number of victims of gender based violence.

Output 2: Strengthened capacity and knowledge among front line professions (social services, CSOs and prison services) on conducting evidence based violence prevention programmes with perpetrators of domestic violence (both early prevention programmes and programmes for perpetrators in prison).

Objective 4 – To increase the use of a gender analysis in decision-making and reforms by the EaP governments to deliver effective and equal results to all, both women and men.

Output 1: The EaP Governments have been provided with TA on the inclusion of a gender analysis in policy-making and in reform implementation progress.

Main activities:

Since actions that lead to changes in perceptions is difficult to predict, the programme will ensure appropriate stakeholder analysis for the awareness raising activities and behavioural incentives across the components to change current practices and norms. Pilot actions will be conducted where relevant and evaluated for impact and scaling up during the programme. The programme will also have a strong element monitoring, learning and adaptation also after the inception, in response to changes in the context and learning about what works and what doesn't. This might include the use of focus groups, counterfactual evaluations and results monitoring.

Main activities to implement objective 1:

This regional programme will particularly focus on shifting societal perceptions around gender stereotypes and patriarchal norms which is widespread across the region.

In order to ensure effective impact from the programme, the interventions will need to be adjusted in accordance with local context and the ability and scope of local stakeholders.

The outreach activities will be conducted in partnership with civil society actors, community leaders and others based on a proper assessment of country specific norms that hamper gender equality and the capacities of stakeholders to deliver results. The programme will support innovative and evidence based awareness raising activities using a variety of means such as edutainment, social media influencing and theatre as well as more traditional sensitising methods and trainings, which prove to have impact. Actions will be tailored to the local contexts, for instance in actions around fathers in caretaking a particular focus will be on the value of girls in the Caucasus, since son preference is still prevalent in this region. Religious leaders will be targeted through an inter-faith dialogue on gender equality and women's rights. Lessons learned will be drawn from earlier dialogues with religious leaders in the region.

Concrete activities will be identified as a result of these country specific contexts, priorities and lessons learnt. Following this evidence based approach, pilot actions will be rolled out. Those of the actions that prove to be successful will then be scaled up. Further efforts will be made to ensure that the impact is measured to validate the initial analysis and inform future activities.

Main activities to implement objective 2:

The programme include activities around men's behaviour and attitude to caretaking responsibilities. In order to change men's perceptions around caretaking this action will involve sensitizing and training health care professionals in neo-natal and childcare support to engaging fathers in their actions around pregnancy and parenthood. In addition, actions are also taken to reach out to men who are to become fathers and the population at large with advocacy around men's role in caretaking. The public will be subjected to an outreach action on the positive outcomes of men's involvement in caretaking through measures such as media campaigns, interpersonal communication and "edutainment, theatre and radio dramas". Furthermore, the programme will support the establishment of "Men's groups" or other relevant, adapted mechanisms for advocacy around gender equality and men's role in

caretaking and violence prevention. In order to improve the impact on societal level however the actions will also target local communities and local politicians.

The actions will particularly target men who are to become fathers and professionals in maternal health care services who will be given training and guidance on how to engage with men in care taking and in “fathers groups”. These activities will be developed in consultation with relevant Ministries across the region.

Main activities to implement objective 3:

With the objective to reduce the widespread prevalence of violence against women, social workers, mediators, prison staff and CSOs will be subjected to evidence based violence prevention programmes for perpetrators. The action will involve relevant Ministries and it will also include testing a selection of violence prevention programmes in each country.

In order to reduce prevalence of violence against women the programme will offer knowledge and training on a number of available evidenced based violence perpetrator programmes used in EU member states. The programme will be tailored to the needs identified in a joint dialogue with the Ministries of Social Welfare and Ministries of Justice before social workers, prison staff and NGOs are provided training. It is also foreseen that the programme will also pilot a few of the violence perpetrator programmes in order to gain understanding which interventions leads to a reduction of violence.

Main activities to implement objective 4:

Finally, the EU will provide access to a Gender Help Desk with a pool of experts to support EaP Governments, in designing and implementing reforms and decisions that will provide effective and targeted results to ensure real positive impact on lives of men and women. The support can target a broad number of sectoral policy reform efforts such as employment, education, gender responsive budgeting and health care. The helpdesk should provide experts who speak Russian when needed. Knowledge dissemination will also be ensure via high level conferences, technical workshops on the best practice from the actions. The Help Desk will coordinate with ongoing bilateral reform support programmes in the respective countries.

4.2 Intervention Logic

The implementation of this new regional programme on gender equality involves all the six partner countries in the EaP region.

The programme will consist of an indirect management contract with an international organisation or with a civil society organisation that is going to contribute to strengthening equal rights and opportunities for women and men, through actions towards shifting social perceptions and gender stereotypes; men’s participations on caretaking and combatting gender based violence. Areas of work on gender stereotypes will be address through sub-granting to community based NGOs. The intention is to pilot activities that can help bringing about a change in behaviour of men and women which challenge cultural practices and norms that hinders gender equality and women’s empowerment.

Regarding second objective on increasing participation of men in caretaking of their children and in programmes for father’s the areas of work will address a change in practices of health care professionals in neo-natal and childcare and a change in fathers involvement in the care and development of their children. Key activities will involve training of health care staff, advocacy and outreach activities to fathers and society at large on the importance of fathers

engagement in child care. Finally support will also be provided to the establishment of fathers groups.

The third objective intends to increase the use of evidence based violence prevention programmes for perpetrators among frontline professionals, in line with the Istanbul Convention. The target groups for the actions are social workers, prison staff and other professionals who come in contact with perpetrators of gender based violence and the perpetrators themselves. The intention is provide information and training to relevant staff to refrain from using mediation and instead practice using a selection of evidence based violence prevention programmes, tailored to the local needs.

The programme also includes direct management through a service contract which will provide EU expertise on the inclusion of a citizen and gender perspective in planning and implementation of mayor reforms. The purpose is to ensure effective, fair and inclusive impact of decision making. Selected expertise dialogue will be offered around a number of areas, for instance taxation, employment related issues, private sector, health care reforms, pensions, parental leave and social services.

4.3 Mainstreaming

The activities will have a direct impact on gender equality, women's empowerment and men's care giving responsibilities. It will also provide a basis for reducing the number of victims of domestic and sexual violence as a result of the introduction of violence prevention programmes targeting perpetrators. Achieving gender equality is not only a goal in itself – as confirmed by the EU Gender Action Plan II and the 2020 Deliverables. Gender Equality is essential for sustainable democracy and economic development. Reports on results and impact achieved should have data disaggregated by sex.

The actions will be implemented following a **right-based approach**, encompassing all human rights, which will be particularly relevant for people in vulnerable and disadvantaged situations. The five working principles below will be applied at all stages of implementation: legality, universality and indivisibility of human rights; participation and access to decision-making processes; non-discrimination and equal access; accountability and access to the rule of law; transparency and access to information. The implementing partners will be tasked to ensure that this approach is taken across all programme.

Civil society will be central to the implementation of objective 1 and also to some extent in relation to objective 2 and 3. Their role is critical to ensuring inclusive and responsive processes and sustainable results on the ground. They also play an important role in holding politicians accountable in commitments related to family policies, violence prevention and discrimination of women.

The programme is neutral on the **environment**. However changing the roles of women and men in decision making and employment may have an impact on decisions related to the environment.

The programme may have some positive impact for victims of violence related to the **unresolved conflicts** in the region. Since the programme includes actions to scale up activities on violence prevention for perpetrators there is a potential to also involve men who have taken part in the unresolved conflicts.

4.4 Contribution to SDGs

This Action is relevant for the **Agenda 2030**. It contributes primarily to the progressive achievement of **SDG Goal 5** on Achieve gender equality and empower all women and girls

however it also contributes to **SDG 8** on Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, **SDG 10** on Reduce inequality within and among countries and **SDG 16** Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

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 measures²³.

5.3.1 Procurement (direct management)

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Support the EU efforts to increase the use of a gender analysis in decision-making and reforms by the EaP governments Objective 4	Services	1	2 nd trimester 2020

5.3.2 Indirect management with an international organisation

A part of this action, namely objectives 1, 2 and 3 may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: experience and knowledge from actions on gender equality, gender stereotypes, men and fatherhood programmes and combatting violence against women and girls. Furthermore the partner needs to have experience from conducting regional programmes and experience from subgranting to local CSOs in piloting projects on behavioural change. It

²³ 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.

is also useful if the partner has experience from edutainment and other approaches which is effective to ensure transformative change. In addition, demonstrated operational and technical capacities required to implement the activities listed under SOs 1 to 3.

The implementation by this entity entails, implementing activities and reaching results as listed under the expected results related to SOs 1 to 3 as indicated under 4.1. For this purpose, the entity needs to be able to sub-grant. In an ideal case, the entity should be pillar assessed.

If negotiations with the chosen entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.3.

5.3.3 Changes from indirect to direct management mode due to exceptional circumstances and alternative scenario

It is sensible to consider an alternative implementation approach should it not be possible to conclude the planned agreements detailed under sections 5.3.2 due to certain factors that cannot be mitigated at this stage.

Second preferred implementing option – in order to be able to reach the objectives set out under 4.1 - would be a grant in direct management with civil society organisations following a call for proposals.

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, subject to the following provisions.

The 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, in currency identified
Objective 1 – Actions to challenge gender stereotypes	3 500 000	
Indirect award to an appropriate organisation on cf. section 5.4.1		
Objective 2 – Men’s involvement in care taking	2 500 000	
Indirect award to an appropriate organisation on cf. section		

5.4.1		
Objective 3 – Piloting of violence prevention programmes for perpetrators	1 500 000	
Indirect award to an appropriate organisation on cf. section 5.4.1		
Objective 4 – A support help desk	1 500 000	N.A
Procurement of a support help desk that provide EU expertise on a gender and citizens perspective in decision making and reforms, (direct management), on cf. section 5.4.2		
Total	9 000 000	

5.6 Organisational set-up and responsibilities

steering of the project will be led by Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR).

In order to review progress and provide strategic guidance, a Steering Committee meeting will be organised twice a year on the basis of activity reports presented by the implementing entity in relation to objective 1, 2 and 3. The Steering Committee shall decide on the annual activities at the outset of the year and for the monitoring of the implementation at the end of the year. In the meantime, regular video conferences at working level shall be set up to ensure coordination at technical level.

The Programme **Steering Committee** will be co-chaired by the Commission and the organisation in charge of the actions. The exact composition will be decided upon at the programme implementation stage together with the co-chairs. The **Secretariat of the Steering Committee** is ensured by the selected organisation chosen for the programme.

The Steering Committee will also have continued contacts with EU Delegations in relation to the planned activities.

A separate Steering Committee will be established for the service contract. This Steering Committee will meet once a year to review progress and provide strategic guidance on the basis of activity reports presented by the implementing entity in relation to objective 4. The Programme **Steering Committee** which will be co-chaired by the Commission and the organisation in charge of the actions. The exact composition will be decided upon at the programme implementation stage together with the co-chairs.

Programme-specific contact points shall be nominated at headquarters and in EU Delegations to ensure coordinated internal and external communication.

5.7 Performance and Results monitoring and reporting

Performance measurement will be based on the intervention logic and the log frame matrix, including its indicators.

- Performance measurement will aim at informing the list of indicators that are part of the log frame matrix.
- In certain cases, mainly depending on when the monitoring exercise is launched, contribution to the outcomes will also be part of monitoring and for this to happen

indicators defined during planning/programming at the outcome level will be the ones for which a value of measurement will need to be provided.

- In evaluation, the intervention logic will be the basis for the definition of the evaluation questions. Evaluations do mainly focus on the spheres of direct (outcomes) and indirect (impacts) influence. As such, indicators defined for these levels of the intervention logic will be used in evaluation. Depending on the specific purpose and scope of the evaluation exercise, additional indicators will be defined.

Monitoring is a management tool at the disposal of the action. It is expected to give regular and systemic information on where the Action is at any given time (and over time) relative to the different targets. Monitoring activities will aim to identify successes, problems and/or potential risks so that corrective measures are adopted in a timely fashion. Even though it is expected to focus mainly on the actions' inputs, activities and outputs, it is also expected to look at how the outputs can effectively induce, and actually induce, the outcomes that are aimed at.

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 annual progress reports 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.

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

The report 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.

Where resources are benefiting specific undertakings carrying out economic activities and those resources are granted through the budget of the State or the State contributes to the selection of the specific interventions to be supported, applicable State aid rules should be complied with.

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).

Beside the Results Oriented Monitoring (ROM) review, the Commission may undertake action results reporting through independent consultants recruited directly by the Commission (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Their aim would be to identify and check the most relevant results on the action.

5.8 Evaluation

Having regard to the importance of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for learning purposes, in particular with respect to tangible results of the action and the mid-term impact achieved for citizens, the visibility of the action, internal and external communication and lessons learnt and impacts on reforms in the partner countries.

The Commission shall inform the selected organisation for the programme for objective 1-3 in advance of the dates foreseen for the evaluation missions. The selected organisation for the programme 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 countries 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.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

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.

The financing of the audit shall be covered by another measure constituting a financing decision.

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. Additional Visibility Guidelines developed by the Commission (European Neighbourhood Policy and Enlargement Negotiations) shall be strictly adhered to.

In particular, the organisation selected for the programme objectives 1-3 will ensure adequate visibility of EU financing and of the results achieved. The organisation selected will draft a communication and visibility plan containing communication objectives, target groups, communication tools to be used and an allocated communication budget.

Key results will be communicated to all governmental, non-governmental and other stakeholders. All reports and publications produced will be widely disseminated. All activities will adhere to the European Union requirements for visibility on EU-funded activities. This shall include, but not be limited to, press releases and briefings, reports, seminars, workshops, events, publications.

Visibility and communication actions shall demonstrate how the interventions contribute to the agreed programme objectives. Actions shall be aimed at strengthening general public awareness of interventions financed by the EU and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

As implementing organisation for objective 1-3, shall report to the Steering Committee on its visibility and communication actions, as well as the results of the overall action. This action will be communicated externally as part of a wider context of EU support to the respective country, where relevant, and the Eastern Partnership region in order to enhance the effectiveness of communication activities and to reduce fragmentation in the area of EU communication.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the log frame matrix are indicative and may be updated during the implementation of the action, by mutual agreement and no amendment will be required for the financing decision. The indicative log frame matrix will evolve during the lifetime of the action: new lines will be added to include the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex.

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources of data	Assumptions
Impact/ Overall Objective	TO STRENGTHEN EQUAL RIGHTS AND OPPORTUNITIES FOR WOMEN AND MEN, THROUGH SHIFTING SOCIAL PERCEPTIONS AND BEHAVIOR ON GENDER STEREOTYPES AND BY INCREASING MEN'S PARTICIPATION IN CAREGIVING AND IN PREVENTION OF GENDER BASED VIOLENCE	<p>Number of CSOs, religious leaders and politicians engaged in activities or advocacy on challenging traditional gender roles and gender stereotypes.</p> <p>The programme show examples of community and individual changes in the roles and behaviours of women and men in relation to inter alia women's empowerment, men's involvement in child care and in attitudes towards domestic and sexual violence.</p> <p>Population attitude surveys shows a change attitudes towards measures that promotes men's involvement in child care and domestic work.</p> <p>Share of health care professionals in pre-natal care are changing their work to involve men in their services towards pregnant mothers.</p> <p>Frontline professionals who come in contact with</p>	<ul style="list-style-type: none"> - Monitoring reports of international experts - Available international and national statistics on gender equality - Public surveys and international indexes on perception levels regarding gender equality, parental policies and violence prevention measures. - National stakeholder reports, including from civil society 	<i>Not applicable</i>

		<p>perpetrators of domestic and sexual violence have increased knowledge and tools to test evidence based violence prevention programmes.</p> <p>Level of new amendments on family policies which comes closer to the EU acquis on parental leave.</p>		
<p>Outcome/ Specific Objective 1</p>	<p>SHIFTING SOCIETAL PERCEPTIONS AND BEHAVIOR AROUND GENDER STEREOTYPES AND PARTRIARCHAL NORMS WHICH ASSIGN WOMEN AND MEN TO FIXED ROLES AND LIMIT WOMEN'S RIGHTS</p>	<p>Level of supportive attitudes and behaviour for gender equality and women's rights among citizens.</p> <p>A change in the political and societal public debate that challenge traditional norms around the roles and responsibilities of women and men.</p> <p>Number of new legislative and institutional frameworks (health care professionals) which support men's involvement in childcare in line with the European and international standards.</p> <p>Number of men who have been reached by the programme that have taken steps to change their role in order to allow women's employment and/or involvement in local decision-making.</p>	<ul style="list-style-type: none"> - Public surveys and international indexes on perception levels regarding gender equality and parental policies (there may be enough baseline surveys but there may be a need for a follow up survey as part of the programme). - Parliamentary monitoring reports and government decision screening. - National stakeholder reports, including from civil society - Civil society recommendations on actions needed to challenge gender stereotypes and discrimination. 	<p>Enabling environment to work towards eliminating barriers to gender equality.</p> <p>Government upholds its national and international commitments on gender equality;</p> <p>Key state stakeholders support actions that lead to gender equality.</p> <p>Local Municipalities are supportive of the programme; Municipal GE Councils are operational.</p> <p>Following the Parliamentarian (2019) and local elections (2020) gender equality remains on the political agenda;</p>

<p>Outputs 1.1</p>	<p>Strengthened knowledge and awareness of the importance of challenging gender stereotypes and social systems marked by an unequal distribution of power, among the targeted audience (youth, community leaders including religious leaders, politicians at local and national level, women including in rural areas etc.).</p>	<p>Change in perceptions of politicians and other target groups on the negative impact societal gender stereotypes has on women's empowerment and gender equality.</p> <p>Number of new political decisions that indicate increased awareness of gender equality as a result of the programme activities.</p> <p>% of women and men reached by the outreach activities.</p> <p>Number of networks and platforms created to share successful actions challenging gender stereotypes.</p>	<ul style="list-style-type: none"> - Surveys and feed-back from activities - Progress and monitoring reports - Communication and advocacy tools - Media coverage and social media take ups - National stakeholder reports, including from civil society 	<p>NGOs are open to collaborate</p> <p>Representatives of FBOs and Religious Leaders are open for dialogue and willing to collaborate in the focused areas;</p>
<p>Output 1.2</p>	<p>Change in attitude and behaviour in relation to the traditional social roles and responsibilities of women and men.</p>	<p>Number for individuals, men and women, reached by the pilot actions.</p> <p>Number of stakeholders/community actors (local politicians, youth leaders, religious leaders) with increased capacities and knowledge to be agents of change on traditional roles of women and men.</p> <p>Level of change in perceptions by men and women reached by the pilot actions.</p>	<ul style="list-style-type: none"> - Local surveys on perceptions on gender equality and women's empowerment (as part of the activities) - Monitoring and reports from the actions. 	<p>The target audience is open to new ideas expressed in the performances.</p> <p>CSOs are willing to jointly implement initiatives in the focused areas at local levels;</p>

<p>Outcome/ Specific Objective 2</p>	<p>TO INCREASE PARTICIPATION OF MEN IN CARE TAKING OF THEIR CHILDREN AND IN PROGRAMMES DESIGNED FOR FATHERS</p>	<p>% of men who take parental leave and who show more engagement in the daily childcare activities.</p> <p>Number of civil society engagement in fathers groups and in enhancing father's role in care taking.</p> <p>Number of new family policies developed, which contain gender sensitive polices related to parenting and childcare.</p>	<ul style="list-style-type: none"> - Monitoring and reports from the actions - Time use surveys and attitude surveys - Media reports - Information from relevant ministries on new decisions and policies 	<p>Lack of political will of institutions to revise/adopt state documents (such as laws, by laws, etc.)</p> <p>Targeted groups in communities are supportive to advocate about the importance of father's role in childcare.</p> <p>Key authorities and particularly pre-natal care professionals are willing to support responsible fatherhood.</p>
<p>Output 2.1</p>	<p>Improved involvement of men in pre-natal care visits and in fathers groups.</p>	<p>Number of campaigns on the benefits of involving men in pre-natal care visits.</p> <p>Number of advocacy and policy dialogue with politician to disseminate knowledge on the benefits of involving men in pre-natal care visits.</p> <p>Number of civil society organisations participating in advocacy for a parental leave scheme that favour work life balance for both women and men.</p> <p>Number of private companies committed to be involved in outreach to encourage men and women to take parental leave.</p>	<ul style="list-style-type: none"> - Progress and monitoring reports - HR corporate policies and strategies of private companies involved in the actions. - Media coverage reports and press releases - Documents and reports on decisions taken by relevant ministries. 	<p>Findings of IMAGES research helps to boost advocacy action for gender sensitive family policies.</p> <p>The key government counterparts are supportive to the policy dialogue on gender sensitive family policies;</p> <p>Private sector see the benefits of family friendly environment, top management are willing to be role models.</p>
<p>Output 2.2</p>		<p>Number of health care staff being trained and show new capacities to use standards and</p>	<ul style="list-style-type: none"> - Progress and monitoring reports 	<p>Health care facilities are open to engage men in their daily pre-natal check-</p>

	Men have a greater take up and equitable share of child care responsibilities and have become more involved in advocacy on gender equal family policies.	<p>checklist for involving fathers the daily care of their infants/children.</p> <p>Number of men targeted by pre-natal care visits and “papa groups”.</p> <p>Number of Men’s groups formed to support gender equal family policies.</p>		<p>up activities;</p> <p>The target groups (men who are to become fathers) are open to messages from health care staff and Men’s groups.</p> <p>Key government counterparts are supportive to the project vision.</p>
Outcome/ Specific Objective 3	TO INCREASE THE USE OF EVIDENCE BASED VIOLENCE PREVENTION PROGRAMMES FOR PERPETRATORS AMONG FRONTLINE PROFESSIONALS IN LINE WITH THE ISTANBUL CONVENTION	<p>Number of early and probation-led violence prevention programmes for perpetrators used in each EaP country.</p> <p>Number of perpetrators who have completed a violence prevention programmes.</p> <p>Number for frontline professionals (social workers, COSs representatives and probation staff) trained.</p> <p>National level polices on methods and standards for work with perpetrators updated.</p>	<ul style="list-style-type: none"> - Progress and monitoring reports. - National policies and standards on violence prevention programmes for perpetrators - Regulatory documents by the relevant ministries. - Evaluations of the violence prevention programmes. 	<p>The commitments undertaken under Istanbul Convention remain high on the gov. agenda</p> <p>Relevant Ministries Supports piloting of National programme on prevention of DV</p>
Output 3.1	Relevant Ministries and key stakeholders in the region have knowledge on the importance of introducing violence prevention programmes for perpetrators in order to reduce the number of victims of gender based violence.	<p>Number for advocacy meetings with politicians and officials responsible for frontline professionals working on violence prevention.</p> <p>Number of frontline professionals (social services, probation staff and NGOs) on violence prevention programmes for perpetrators targeted by information material</p>	<ul style="list-style-type: none"> - Progress report on advocacy meetings and events with frontline professionals. - - Training packages and training modules - Attendance sheets from meetings 	<p>The key government counterparts are supportive of the pilot actions on early violence prevention programmes for perpetrators.</p>

		<p>on evidence based programmes for perpetrators</p> <p>Number of people covered in the awareness raising material.</p>		
Output 3.2	<p>Strengthened capacity and knowledge among front line professions (social services, CSOs and prison services) on conducting evidence based violence prevention programmes with perpetrators of domestic violence (both early prevention programmes and programmes for perpetrators in prison).</p>	<p>Number of frontline professionals and CSO representatives being trained on violence prevention programmes for perpetrators.</p> <p>Number of violence prevention programmes (both primary and secondary prevention) tested in the EaP region.</p>	- --project reports	<p>Local municipalities support work with male perpetrators as a part of comprehensive response to gender-based and domestic violence at local levels</p>
Outcome/ Specific Objective 4	<p>TO INCREASE THE USE OF A GENDER ANALYSIS IN DECISION-MAKING AND REFORMS BY THE GOVERNMENTS TO DELIVER EFFECTIVE AND EQUAL RESULTS TO ALL, BOTH WOMEN AND MEN</p>	<p>Number of requests by Ministries to have EU expert support on how to develop gendered analysis as a basis for government decisions and sector reforms.</p>	- Yearly reporting of the budget on decisions and reforms taken in the EaP region.	<p>The National machineries are implementing gender mainstreaming in in line with the national action plans on gender equality.</p>
Output 4.1	<p>The EaP Governments have been provided with TA on the inclusion of a gender analysis in policy-making and in reform implementation progress.</p>	<p>Number of Ministries that have been provided targeted with short term support by an EU expert</p>	- Reports on the number of requests for support made in the programme.	<p>The ministries are willing to provide advice on how to develop effective reforms which lead to positive results for both women and men.</p>