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**ANNEX I**

**to Commission Implementing Decision on the Annual Action Programme 2017 in favour of the Republic of Belarus to be financed from the general budget of the European Union**

**Action Document for "EU Good Governance Programme in Belarus"**

**INFORMATION FOR POTENTIAL GRANT APPLICANTS**

**WORK PROGRAMME FOR GRANTS**

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in section 5.3.4.1 concerning call for proposals.

<b>1. Title/basic act/ CRIS number</b>	EU Good Governance Programme in Belarus CRIS number: ENI/2017/040-284 financed under European Neighbourhood Instrument
<b>2. Zone benefiting from the action/location</b>	Belarus The action shall be carried out at the following location: Belarus countrywide
<b>3. Programming document</b>	Multi-Annual Indicative Programme 2014-2017 <sup>1</sup>
<b>4. Sector of concentration/ thematic area</b>	Strengthening institutions and good governance
<b>5. Amounts concerned</b>	Total estimated cost: EUR 10 000 000 Total amount of EU budget contribution: EUR 10 000 000
<b>6. Aid modality(ies) and implementation modality(ies)</b>	Project Modality <ul style="list-style-type: none"><li>- Indirect management with United Nations Development Programme (UNDP)</li><li>- Indirect management with the United Nations International Children's Emergency Fund (UNICEF)</li></ul>

<sup>1</sup> Pending the approval of the Single Support Framework 2017-2020.

	- Indirect management with United Nations Population Fund (UNFPA)			
<b>7 DAC code</b>	15150 – Democratic participation and Civil Society			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	X	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	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"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagship</b>	Chapter 4. Human Development, notably: <ul style="list-style-type: none"> <li>- Employment, skills, social protection and social inclusion</li> <li>- Gender equality, women empowerment and protection of women's and girls' rights</li> <li>- Children</li> </ul>			
<b>10. SDGs</b>	Main 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			

#### **SUMMARY**

This action aims to launch a new culture of Government-CSO dialogue with inclusive policy-making and increased ownership of society.

The action is in line with the EU response to increase support to the Belarusian civil society and population at large, in line with the Eastern Partnership's 20 deliverables that contribute to EU's policy of critical engagement towards Belarus, and the priorities of the Multi-Annual Indicative Programme 2014-2017<sup>2</sup>. The action is also in line with the ENP Review, which emphasises the EU's willingness to increase outreach and diversify the number of civil society actors with whom the EU engages.

With the creation of the High-Level Advisory Group on the Rule of Law and Access to Justice as well as the adoption of the National Human Rights Action Plan, the Government of Belarus has expressed its interest in promoting a participatory decision making process in the country, with the proposed action providing a specific means for advancing such participation.

The EU financial commitment of EUR 10 million promotes a more inclusive, evidence-based and participatory system of governance. This programme will contribute to the establishment

<sup>2</sup> Pending the approval of the Single Support Framework 2017-2020.

of a long-term dialogue between the Government and citizens on issues relevant to local communities. It is expected that at least EUR 5.6 million will be provided to strengthen civil society by way of grant schemes.

The envisaged assistance programme strictly follows the conditions and procedures set out by the restrictive measures concerning Belarus.

## **1 CONTEXT**

### **1.1 Sector/Country/Regional context/Thematic area**

Belarus follows the international practice of amending its national legislation to conform to its international commitments and standards in various fields, especially in the regulation of market economies, protection of the environment, and fighting corruption. Although the situation with regards to the rule of law and access to justice in Belarus remains under close scrutiny of the international community, a few positive trends have been noticed in recent years. The Government of Belarus has expressed its commitment to the Universal Period Review process, passing its second cycle of the UPR in May 2015 and supporting 152 recommendations out of 259 received, while 101 recommendations were noted by the country. In October 2016 Belarus provided the 8<sup>th</sup> periodic report to CEDAW (Committee on the Elimination of Discrimination against Women) and received recommendations to accelerate efforts in advancing national mechanisms for gender equality, foster collaboration of the State and CSOs and media on overcoming discriminatory gender stereotypes, ensure women's access to justice. Furthermore, Belarus is a party to most international human rights treaties and has established a number of specialized public institutions aimed at the protection of human rights. An improvement of the judicial system has been also noted, namely the merger of the Supreme Court with the Supreme Economic Court, abolishing military courts and removing all district courts from the jurisdiction of the Department of Justice to regional courts.

Despite some progress in the socio-economic field, the lack of dialogue and mistrust between different groups of society and the Government, and the lack of public participation in the decision-making process remain critical challenges for Belarus. Belarus continues to be a country with centralized decision-making processes and low inclusiveness as well as a lack of feedback mechanisms from the population.

Still, the Belarusian authorities recognize the need to engage with civil society. The Government of Belarus' 2015 Action Programme included objectives to formulate recommendations on public procurement of social services; to strengthen youth and children's organizations, engaging them in the design and implementation of the national youth policy; and to ensure a greater role for public councils (comprising both state and CSO representatives), identifying national priorities and drafting laws and regulations.

In February 2015, the Government approved its National Strategy for the Social and Economic Development of Belarus through 2030. The strategy places special emphasis on civil society institutions, including the need to establish an enabling legal environment for civil society, improve mechanisms for systematic cooperation between CSOs and

Government bodies, and develop proper infrastructure and mechanisms to support volunteerism and civic initiatives.

Moreover, on 24 October 2016, the Council of Ministers adopted the "Interagency Action Plan 2016-2019" (also known as National Human Rights Action Plan – NHRAP) as the key instrument to implement recommendations of the Universal Periodic Review. The NHRAP underpins the process of domestic reform and legislative amendments.

The National Human Rights Action Plan has been cautiously welcomed by the UN Special Rapporteur on human rights in Belarus, who noted that 'unfortunately none of the 100 points within the plan tackles concerns regarding civic and political rights'.

National efforts in the areas of advancing gender equality, combating gender-based and domestic violence, promoting sexual and reproductive health and rights of young people are clearly articulated in the newly developed and adopted 5<sup>th</sup> Gender National Action Plan on Gender Equality (NAPGE) for 2017-2020 and the State programme "Health of the Nation and Demographic Security of the Republic of Belarus" for 2016-2020.

#### *Civil society sector development*

According to the 2015 CSO sustainability index, Belarus demonstrated a marginal improvement compared to the previous two years, including successful advocacy campaigns, use of online crowdfunding platforms, social contracting and organizational capacity development. However, civic engagement in civil society initiatives remains weak, public level of trust in CSOs is under 38%, and the overall rank of the country in the CSO Sustainability Index continues to be low compared to other countries in Central and Eastern Europe and Eurasia<sup>3</sup>.

Despite various institutional capacity building programmes and gradual development of civil society participation, structured dialogue between state authorities and civil society in Belarus is weak. The main problems faced by CSOs are the restrictive legal framework, including criminalisation of civil society work and excessive fines on civil society operations, limited access to funding and space for independent advocacy, lack of willingness to cooperate with local authorities, as well as lack of organizational and expert capacities, on both the Government and civil society side<sup>4</sup>. Many CSOs, particularly in the thematic areas of human rights, social affairs and media, appeal to the international community to raise issues of concern and influence national policy through international influence. There is a limited amount of training options available for CSOs on establishing a dialogue with the Government.

Both local authorities and civil society representatives have demonstrated greater willingness to cooperate in a participatory manner. Belarus has experience in establishing a number of platforms for dialogue between central Government authorities and civil society: e.g. consultations during the preparation of the National Interagency Action Plan on Human Rights, the National Interagency Council on the Issues of Persons with Disabilities, and the Country Coordinating Mechanism on the Global Fund-related issues. At the local level, co-operation and dialogue is less formal but takes place on a thematic and needs basis.

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<sup>3</sup> [https://www.usaid.gov/sites/default/files/documents/1861/Europe\\_Eurasia\\_CSOSIRReport\\_2015\\_Update8-29-16.pdf](https://www.usaid.gov/sites/default/files/documents/1861/Europe_Eurasia_CSOSIRReport_2015_Update8-29-16.pdf).

<sup>4</sup> See for example

<https://amnesty.org.pl/wp-content/uploads/2016/07/Belarus-surveillance-report.pdf>

<https://freedomhouse.org/report/freedom-press/2016/belarus>

<http://www.osce.org/odihr/elections/287486?download=true>.

Although some progress has been achieved in the area of Government - CSOs cooperation, the institutional climate in Belarus is still a key barrier in advancing inclusive and participatory governance practices. State authorities lack understanding about the mutual benefits of cooperating with CSOs as efficient and effective partners in service provision, country development and the achievement of Sustainable Development Goals. At the same time civil society representatives, especially vulnerable groups, are not empowered to voice their views and sometimes lack necessary skills to establish a sustainable and structured dialogue.

### ***1.1.1 Public Policy Assessment and EU Policy Framework***

The last Eastern Partnership (EaP) Summit in Riga 2015, which was followed-up by the meeting of Foreign Ministers in May 2016, confirmed the consensus to step up actions in the four key priority areas<sup>5</sup>. This project contributes directly to the second key priority area, i.e. strengthening institutions and good governance. In addition, this action will also target at civil society by aiming at a more structured engagement with a wider range of civil society organisations. Furthermore, this project will also address recommendations presented in the territorial approach to local governance and its take on citizen participation in service provision, notably as a way of improving quality of the service provision.

The EU's policy towards Belarus focuses on the engagement of civil society as an important channel to increase transparency of governance, as well as to reinforce socio-economic modernisation processes, new economic activities, to strengthen resilience and innovation. In this regard, the EU policy is aligned to the NHRAP, which underpins the process of domestic reform and legislative amendments. This document has a detailed implementation plan including expected time span and responsible governmental body at central or local level.

The NHRAP represents a window of opportunity to develop a comprehensive and inclusive approach to human rights issues with the direct involvement of a wide number of state authorities and civil society. The Council of Ministers' approval of the NHRAP advances mainstreaming of the human rights based approach and the human rights agenda at all levels of governance. The existence of the plan provides a Government-supported structure for the transparent and effective involvement of a wide range of resources, providing entry points for the international human rights programs in the country. At the same time, diversification of implementing bodies also provides local ownership essential to the success of any programme implementation.

Finally, the programme envisaged in this Action Document is in principle consistent with "The National Strategy for Sustainable Socio-Economic Development of Belarus until 2020," which acknowledges that sustainable development requires a strong civil society.

### ***1.1.2 Stakeholder analysis***

Target groups of this programme are 1) civil society organisations; 2) state authorities and state institutions; 3) private sector organisations as defined below.

**Civil society organisations**, as one of the main target groups under this action, experience a number of barriers that prevent them from full and active participation in decision-making processes and service delivery. Currently, state authorities do not see CSOs as potential partners, which limit CSOs' scope of work and potential impact. The definition of CSOs in this action is understood in its widest meaning: grassroots non-profits, youth initiatives, volunteer initiatives, networks, coalitions and alliances, think tanks, universities, faith-based

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<sup>5</sup> [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near-ecas\\_joint\\_swd\\_2016467\\_0.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near-ecas_joint_swd_2016467_0.pdf).

organizations, associations of non-governmental organisations as well as representatives of academia, media, religious, educational and training institutions, professional associations such as the Union of Lawyers, Bar Association and Notary Chamber (the list is not exhaustive). This action will be specifically targeted at the active engagement of vulnerable groups, including persons with disabilities, prison population, women, youth and the elderly, categories most exposed to poverty and discrimination, rural population.

The influence of CSOs is also mitigated by lack of long-term organizational sustainability, poor capacity and resulting low rate of success in delivering desired changes. CSOs remain dependent on external, foreign sources of funding and have difficulty mobilizing domestic resources, such as membership fees, state contracts for service delivery or commercial activity.

The partnership with CSOs will be based on their ability to effectively and efficiently implement the programme's activities, as well as their position in society and outreach to the target groups, particularly in the regions. CSO partners may be recruited from the ranks of nationwide grassroots organizations such as the associations of parents of vulnerable children. These organizations have broad networks of regional branches, rely on membership fees and voluntary contributions of time and effort from their members, and have a direct contact with their constituencies. They are experienced in direct service provision as well as grassroots advocacy. In addition, there is a number of professional CSOs with a strong capacity for policy analysis and development and potential for high-level advocacy. Furthermore, there are numerous CSOs that combine the features of both types of CSO partners.

All types of CSOs will be taking part in the programme activities depending on their comparative advantages and depending on the particular needs and objectives. The role of CSO is to be a leading partner and the main implementer of the strategic decisions taken by the Steering Committee.

The numerous **state authorities and state institutions** often lack the necessary skills and resources to engage with civil society to develop new policies or amend the existing legislation. Although several working groups, such as ones under the umbrella of the Rule of Law and Access to Justice Group, National Interagency Council on the Issues of Persons with Disabilities, have been established at the central level with active CSOs membership, absence of an effective system of regular consultations and social contracting at the regional and local levels prevents the central authorities from making further advancements and results in ineffective responses.

Local Authorities, both executive and representative branches, are the most relevant target groups among state authorities. A number of ministries and other national entities will be targeted as well, depending on the specific intervention. These include Presidential Administration, Ministry of Education, Ministry of Labour and Social Protection, Ministry of Health, Ministry of Foreign Affairs, Ministry of Internal Affairs, Ministry of Internal Affairs, Ministry of Justice, Supreme and Constitutional Courts, the Prosecutor General's office and Rule of Law and Access to Justice Advisory Group (the list is not exhaustive).

The role of state authorities and institutions is to contribute to the strategic decisions of the Steering Committee in the course of the implementation, as well as support and co-operate with CSO in the implementation of the Steering Committee decisions.

In the framework of this programme the competitiveness of micro-, small and medium-sized enterprises to support inclusive, sustainable growth and development will be enhanced, whenever this could be utilized to promote the issue of business and human rights. The private sector plays a role in contributing to Steering Committee decisions finding innovative

solutions, involving a larger number of target groups in the decision-making process and mobilizing the additional resources for a sustained outcome of the programme.

### ***1.1.3 Priority areas for support/problem analysis***

The development process in Belarus is complicated by the absence of a structured dialogue between the civil society and Government officials, which in turn encumbers delivery on citizen's expectations of participation and full realization of their human rights. This situation affects disproportionately vulnerable groups and therefore the main governance problems that this programme tackles have a social nature that targets vulnerable and marginalized groups. Although the existing mechanisms and systems of cooperation and inclusion exist at the national level, regional and local governance lag behind in the development and implementation of inclusive participatory processes, largely due to a lack of resources and knowledge.

Vulnerable families, children, adolescents and young people should be better protected by strengthening the governance through a partnership of civil society and Government for the development and implementation of policies and services. Currently, children, adolescents and young people in Belarus are entitled to a wide range of mostly Government-funded and implemented health, social and educational services. Many of these services are duly provided and benefit the children and their families. However, children from vulnerable groups of the population receive limited services and suffer from exclusion. The main reason for the shortcoming is a general lack of understanding of and the respect for the rights of the child as part of universal human rights. To a large part, this situation is rooted in the absence of a structured communication mechanism between the Government and specific groups of population that are best represented by grassroots civil society. This is a result of the long-term standoff between the two parties, priorities and values of the existing political system, as well as differences and confusion in understanding the roles and functions assigned to public authorities and CSOs.

New political and economic realities mandate Government institutions to become more open to interaction with the public and encourage CSOs to grow their expert capacities in a variety of professional fields. Over recent years, opportunities for cooperation between civil society groups and local authorities have expanded. The growing number of joint CSO-local authorities and/or Government institutions programmes confirms this progress. The present programme is a chance to give a boost to this rapprochement and to continue it in the interest of equitable development in the country. It will also help complement the existing reform efforts to guarantee vulnerable families, children, adolescents and young people with a comprehensive society-wide dialogue on issues like deinstitutionalization, inclusive education, youth empowerment and others with the shift of social imperative from generic service delivery to respecting human rights and addressing individual needs in mind.

The present programme will ensure CSO inclusion in the advocacy through national consultations on legislation and national frameworks related to the promotion and mainstreaming of gender equality, preventing gender-based violence and domestic violence as well as sexual and reproductive health and rights for young people. It will do so by conducting a comprehensive long-term training course in the area of advancing gender equality for representatives of CSOs and state authorities, ensuring active participation of participants at the design stage. The programme will also support piloting and integration of extra-curricular courses on sexual and reproductive health education, as well as promoting joint implementation and building partnerships between CSOs and state actors in the field of sexual and reproductive health and rights in non-formal education.

Taking into account recent reforms undertaken in the sectors of justice, governance and rule of law, the development of a framework for comprehensive engagement in these areas is a timely measure that would provide a strategic oversight. A comprehensive assessment of access to justice should become a baseline in process of the programme development.

Complicated legislation makes it much harder for not highly-educated and low-income households to access justice, as they lack awareness about the existence of their rights, thus making it hard to understand when their rights are violated. The quality of legal assistance is questionable and state-dependent lawyers may be reluctant to act against the state interests. However, no data exists on access to justice and on legal awareness of the population. In order to ensure that the individual is at the centre of UN’s support to the justice sector reform, access to justice assessment will collect information about the legal capacities and possibilities to seek legal remedies among the vulnerable groups.

With the creation of the High-Level Advisory Group on the Rule of Law and Access to Justice, co-chaired by the EU, the UN, the Ministry of Justice and the Presidential Administration, opportunities have surfaced for a more participatory approach towards the development of a comprehensive programme in accordance with the human rights based approach (HRBA).

**2 RISKS AND ASSUMPTIONS**

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
<p>1. The child rights related segment of civil society continues to operate in an unfavourable legal environment with a lack of domestic financial resources at its disposal and at a low level of public trust.</p>	<p>M</p>	<p>1. The Government is reminded of its national and international commitments (UN CRC, NHRAP, NSSD, etc.)</p> <p>The Government is encouraged to allocate of financial resources to joint programmes with CSOs through social subcontracting, improvement of civil society related legislation and improvement of the public image of the civil society.</p> <p>Some assistance programmes might be made conditional on progress in this respect. Scenario based contingency planning is included in the design of CSO activities.</p> <p>UN agencies solicit a more active buy-in of the private sector into the support of CSO good governance initiatives, thus securing their additional financial sustainability.</p>
<p>2. Belarus demonstrates a decreasing level of openness</p>	<p>M</p>	<p>2. The UN agencies play a moderating role to minimize the differences, reconcile agendas</p>



towards EU.		and resume the dialogue between all involved stakeholders.
3. Lack of trust between Government authorities, CSO and the UN agencies.	L	3. The UN agencies make the provision of assistance conditional on the goodwill, cooperation and joint management of the programme activities between the Government authorities and CSOs. The UN agencies facilitate the cooperation of different stakeholders through supervision, coordination and awareness raising measures.
4. The programme results lack sustainability	L	4. The UN agencies design the programme activities with the perspective of development and replication through the existing country systems funded from the state budget (Government's National Plans, activities of line ministries and local authorities, sub-contracts for CSO etc.) that would require little to no external funding.

**Assumptions**

- The Government already includes civil society representatives in various platforms, such as the National Interagency Council on the Issues of Persons with Disabilities. Based on this experience, specific guidance will be introduced to build sustainable structured partnerships between civil society and state authorities. Through these experiences, the Government will see the added value and gradually include more CSOs in the process of decision-making and policy development, and will review the legislation developed, with recommendations for amendments to ensure national priorities.
- The Government will allocate resources (financial and staff) to meet its obligations to the vulnerable groups under national and international law to mitigate the impact of the current economic downturn.
- The Government is prepared to ensure the transparency and openness of the public administration bodies for the participatory process and to develop further the public administration in the interest of sustainable development, creating the foundation for the national ownership of the project and avoiding delays in completing national approval procedures.
- CSO enhance their strategic planning skills based on the modelling of likely scenarios, involving possible changes in the political, economic and legal climates, and perform contingency planning rather than passively adapt to the changing situation.
- The private sector shows an increasing sense of corporate social responsibility and practical interest in contributing to the good governance initiatives, especially those focused on addressing the needs of specific population groups.

**3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES**

### **3.1 Lessons learnt**

Several results-orientated monitoring (ROM) reports in the past few years have confirmed there is a permanent need to develop participatory processes and co-operation between CSOs and national authorities, notably on the local level. These recommendations are further supported by the lessons learnt during the implementation of "Support to Local Development in the Republic of Belarus" and "Involvement of civil society organizations in environmental monitoring and improvement of environmental governance at local level in Belarus", both implemented by UNDP. The regional project "Strengthening non-State actors' Capacities to Promote Reform and increase Public Accountability" confirmed the same need from the regional perspective. Finally, the USAID funded "2015 CSO Sustainability Index"<sup>6</sup> findings also support these recommendations.

### **3.2 Complementarity, synergy and donor coordination**

Among the EU Member States, the closest co-ordination in this thematic sector is done with Sweden, Netherlands and Poland. In addition, close co-ordination is done also with UN agencies, FIDH, IREX and European Endowment for Democracy (EED) to ensure that EU financed activities in this sector are not overlapping others.

Among other donors, the U.S. Government promotes the practices of democratic governance and the development of civil society and civic participation in decision- and policy-making at the local and national levels. While the governance programmes are normally run from outside the country and have limited outreach and efficiency, the civil society development programmes enjoy considerable success. In recent years, 140 CSOs and initiatives were trained in core CSO development competencies, such as project management, human resources. Many graduates of the capacity building campaign are expected to join the current good governance programme and strengthen it with their improved capacity.

The Swedish Ministry of Foreign Affairs (MFA) is another donor working within this thematic sector. The Swedish MFA has provided funding for a UN project aimed at conducting a study on the national human rights institution; the project is to be implemented in 2018 depending on support of the national counterparts. The Netherlands, another international actor active in this thematic area, provided funding to the project that aims to strengthen capacities of the joint Government and UN/EU Advisory Group on the Rule of Law and Access to Justice in Belarus, which includes state authorities and civil society representatives.

Specific attention will be paid to ensuring that policy and legislative development in all sectors is inclusive and evidence-based, in line with the targets of SDG 16 and as further defined by the Principles of Public Administration.

### **3.3 Cross-cutting issues**

Gender equality will be accelerated by deepening multi-stakeholders partnership, ensuring active participation of women and women's organizations in decision-making, ending all forms of violence against women and girls and ensuring their access to justice/survivor

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<sup>6</sup> [https://www.usaid.gov/sites/default/files/documents/1861/Europe\\_Eurasia\\_CSOSIRreport\\_2015\\_Update8-29-16.pdf](https://www.usaid.gov/sites/default/files/documents/1861/Europe_Eurasia_CSOSIRreport_2015_Update8-29-16.pdf).

services, ensuring women and girls have the capacity to make choices, including about their sexual and reproductive health and rights.

The programme advances human rights with a focus on the most vulnerable groups of the population through the application of a methodology that recognizes beneficiaries as active participants (rights-holders) in the decision-making processes and the implementation of the decisions that directly affect their lives (human rights based approach, HRBA).

This programme approaches existing challenges from a right-based perspective, thus changing the archaic system of distribution and identifying the appropriate duty-bearers whose responsibilities include ensuring the full realisation of the human rights of the programme's beneficiaries. The programme coordinates the upstream support to public sector reforms with downstream support, to reinforce governance at the regional and local levels to address the current vulnerabilities and enhance capacities of local and regional civil society and authorities to sustain progress and deliver on citizen expectations for participation and realization of human rights.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

The **overall objective** is to establish a functioning Government-CSO dialogue which advances legislative initiatives, policy developments and decision-making that involves inputs from civil society members, enhancing governance principles of joint responsibility, inclusiveness, efficiency, transparency and accountability.

The **specific objectives** are to:

1. Enhance Belarusian citizens' participation and voice in decision-making affecting their lives, advancing inclusive, accountable and responsive governance at the local, regional and national levels and reinforcing rule of law and access to justice practices;
2. Build an inclusive and enabling society where women, girls and young people are empowered and protected;
3. Strengthen governance practices through a partnership of civil society and the Government resulting in the advancement of rights of vulnerable families, children, adolescents and young people.

The **expected results** of the programme are:

#### ***For Specific Objective 1***

1. The legislation, legal protection, legal awareness, litigation and enforcement are improved to increase access to justice and ensure a fair and efficient justice service delivery to all, including vulnerable groups.
2. Sustainable dialogue mechanisms and stronger partnerships between civil society and state authorities are developed and implemented at the local, regional and national levels.
3. Civil society actors promote active citizenship and effectively influence political processes at the national and local level to better serve the needs and priorities of the country's citizens.
4. National Human Rights Action Plan is progressively implemented, and improved in line with the recommendations of the UN Special Rapporteur in any potential future reviews, and continued dialogue between the Government and civil society is maintained in the process of implementation.

#### ***For Specific Objective 2***

1. Conducive environment is strengthened to ensure partnership between civil society and state authorities for advancing gender equality, combating gender-based violence/domestic violence and promotion of sexual and reproductive health and rights of young people at the local, regional and national levels.
2. Effective cooperation of civil society and state authorities is supported in joint formulation and implementation of programmes and initiatives in the area of advancing gender equality, combating domestic and combating gender-based violence/domestic violence and promotion of sexual and reproductive health and rights of young people.

#### ***For Specific Objective 3***

1. Unified database for child rights monitoring is created, providing evidence to advance child-friendly governance practices and participatory policy-making.

2. Government-CSO platforms at the national and local levels to coordinate policy, programming, and budgeting for child rights issues are established, which provides strategic inputs to key mechanisms for upholding child rights in Belarus.
3. Service delivery for children and families, especially vulnerable groups, is enhanced through increased coordination between civil society and Government agencies.

This programme 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. This does not imply a commitment by the country benefiting from this programme.

## **4.2 Main activities**

### **Specific Objective 1:**

- Providing technical and expert support to the Advisory Group on the Rule of Law and Access to Justice; capacity building of state authorities, bar association and notary system on the rule of law and access to justice issues.
- Increasing access to justice to all including vulnerable groups: a) increasing access to legal aid services; b) increasing access to alternative dispute resolution, such as mediation.
- Improving court transparency and case management; conducting sectoral assessment of the corruption vulnerabilities; providing expert and technical support on innovative anti-corruption techniques.
- Promoting legal awareness and strengthening Belarusian Legal Forum ([www.forumpravo.by](http://www.forumpravo.by)) and National Legal Internet Portal ([www.pravo.by](http://www.pravo.by) (in Russian) and [www.law.by](http://www.law.by) (in English)).
- Providing support to civil society in creating a system of resocialization of the ex-offenders and working with the prison population.
- Strengthening the capacity to create new and support existing sustainable dialogue mechanisms between civil society and state authorities, supporting stronger partnerships in legislation and policy formulation, implementation and evaluation at the local, regional and national level, and by gathering data to enable evidence-based policy making.
- Strengthening the partnerships between civil society, private sector and state authorities for addressing priority needs of the region/district and national development, including innovative approaches, through provision of funding on a competitive basis.
- Facilitating technical assistance for the implementation of the National Human Rights Action Plan.

### **Specific Objective 2:**

- Convening and facilitating regular meetings and consultations of public authorities, parliament, CSOs, academia, private sector and media to ensure the country's fulfilment of the international and national commitments on human rights and gender equality, sexual and reproductive health and rights for young people and to facilitate policy dialogue.
- Supporting existing regional and national advisory/consultative mechanisms in the action's focus area, ensuring CSOs involvement and membership.

- Organising educational activities to strengthen capacities of the civil society in advocacy, lobbying and communicating on issues related to country's international commitments on gender equality and sexual and reproductive health and rights for young people.
- Developing and conducting two comprehensive long-term training courses for representatives of CSOs and state institutions (using 50/50 participation approach and methodology) to boost knowledge of key actors in the gender equality/gender-based violence area and cooperation for developing and implementing relevant joint activities.
- Building capacity of the CSOs working in the area of promoting gender equality and combating gender-based and domestic violence to apply and to be eligible for social contracting on provision of direct services for survivors of gender-based and domestic violence.
- Developing jointly with the state authorities and CSOs experts an educational extra-curriculum age-specific courses for young people on sexual and reproductive health and rights, gender equality issues to be piloted in the selected vocational educational institutions, secondary schools and at non-formal settings.
- Implementing a grant scheme for the support of the implementation of the jointly developed initiatives by CSOs and state authorities in the areas of advancing gender equality, combating gender based and domestic violence, sexual and reproductive health and rights of young people.
- Providing expert and consultative support to the process of project proposals development, submission and implementation, organising efficient monitoring process of the grants implementation with participation of civil society, state authorities and beneficiaries.

### **Specific Objective 3:**

- Supporting the development of a unified statistical database for monitoring child rights and well-being, with active participation of civil society in the database design and clear role for CSOs in the public oversight.
- Supporting the formalized collaboration between the Government and civil society (including parents and youth groups) in the format of policy platforms at the national and local levels.
- Strengthening the enhanced service delivery for children and families, especially most vulnerable groups, through capacity building in coordination between CSOs and state providers.

## **4.3 Intervention logic**

First, the programme advances human rights with the focus on the most vulnerable groups of population. Specifically, the programme will apply a methodology that recognizes beneficiaries as active participants and rights-holders in the decision-making processes and the implementation of the decisions that directly affect their lives (human rights based approach, HRBA).

Second, the programme aims to change the current system's responses, where the Government develops policies without the participation of beneficiaries and their caregivers and where services are delivered based upon availability of resources rather than based on needs. Such a utilitarian and availability-based system has its downsides, neglecting

vulnerable groups' universal human rights. With such an attitude, services are considered a complimentary favour rather than the Government's duty to uphold the inherent human rights of all.

This programme approaches existing challenges from a right-based perspective, thus changing the top-down system of distribution and identifying the appropriate duty-bearers whose responsibilities include ensuring the full realisation of the human rights of the programme's beneficiaries. The programme coordinates the upstream support to public sector reforms with downstream support, to reinforce governance at the regional and local levels to address the current vulnerabilities and enhance capacities of local and regional civil society and authorities to sustain progress and deliver on citizen expectations for participation and realization of human rights.

The intervention strategy is based on an international good practice in the area of promotion of domestic accountability, which is "to bring together citizens and societal demand with formal channels of state responsiveness and supporting both top down and bottom up reforms to achieve strong constituencies for change"<sup>7</sup>. The programme will support existing positive processes strengthening democratic governance and promoting active citizenship without imposing models and blueprints from other countries. In doing so, the planned programme follows an intervention approach built on understanding the wider system of accountability that goes beyond purely the institutional needs of either the state bodies or civil society institutions.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

### **5.3 Implementation modalities<sup>8</sup>**

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<sup>7</sup> OECD DAC, *Draft Principles on Development Co-operation, Accountability and Democratic Governance*, Paris 2012.

<sup>8</sup> All beneficiaries of grants and entities provided with indirect management are required to fully comply with the provisions and procedures set out by the EU restrictive measures concerning Belarus.

### ***5.3.1 Indirect management with the United Nations Development Programme (UNDP)***

A part of this action may be implemented in indirect management with the United Nations Development Programme in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation entails supporting expectations of Belarusian citizens for voice, inclusive, accountable and responsive governance at the local, regional and national level and reinforced rule of law and access to justice. This implementation is justified because the objective of the programme corresponds to the mandate and unique competency of the UNDP. The choice is further justified by the fact that the UNDP in Belarus has a specific mandate to operate in the country on the basis of the Universal Declaration of Human Rights, the International Covenants on Civil and Political Rights, on Economic, Social and Cultural Rights; the UN Convention on the Rights of Persons with Disabilities as the basis for all efforts aimed at protection of vulnerable groups. UNDP follows the principles of the Human Rights Based Approach to Development in its interventions.

In preparation of the Belarus' second cycle of the UPR review in 2015 UN agencies have been supporting the Government in facilitating an inclusive dialogue on the UPR recommendations. These consultations for both representatives of the Government and NGOs opened up genuine discussions over the promotion of a number of civil, political, economic and social rights. National interagency action plan on realization of the UPR and human rights treaty bodies' recommendations was adopted by the Government of Belarus in October 2016 as one of the outcomes of the human rights dialogue progressively facilitated by the UN and EU. UN provided assistance in drafting the first ever human rights action plan in a participative manner and aims to support its coordinated implementation by the state authorities jointly with the civil society, international partners, and facilitate engagement of the vulnerable groups.

Taking into account recent reforms undertaken in the sectors of justice, governance and rule of law, UNDP is well positioned to further assist in improving legal awareness, enhancing access to legal aid, upgrading capacities of the bar association, notary chamber, judiciary and law enforcement, helping to apply international best practice and norms to promote the rule of law and due process, supporting development of the alternative dispute resolution, anti-corruption efforts, improvement of the law making and legal education, public engagement in the legislative process.

The entrusted entity would carry out the following budget-implementation tasks: running the public procurement, grant award procedures, concluding and managing the resulting contracts, including making of the related payments.

The UNDP would be responsible of the Technical Assistance facility (indicatively EUR 2 million out of the EUR 7 million allocated to UNDP-implemented activities) which provides expert support for the Government of Belarus in the implementation NHRAP allocated within the Specific Objective 1. The type of expertise will be identified in the course of project implementation by the three implementing agencies (UNDP, UNFPA and UNICEF) in joint discussion with the Government of Belarus, the EU Delegation and the participating UN agencies. Under the aegis of the EU Delegation, the EU Member States will be welcomed to participate in the process.

Indicatively at least 70% of the remaining EUR 5 million will be provided through grant schemes for Civil Society.



If negotiations with the above-mentioned entrusted entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.4.

### ***5.3.2 Indirect management with the United Nations Population Fund (UNFPA)***

A part of this action may be implemented in indirect management with the United Nations Population Fund in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation entails building an inclusive and enabling society in Belarus by strengthening capacity of and partnership between civil society and state authorities, and by reinforcing governance and improving citizens' participation for advancing gender equality, counteracting gender based violence, empowering women and girls and enhancing social inclusion of the most vulnerable and marginalised. This implementation is justified because the objective of the programme corresponds to the mandate and unique competency of the UNFPA. The choice is further justified by the fact that the UNFPA in Belarus has a specific mandate to operate in the country on the basis of the Universal Declaration of Human Rights, the UN Convention on the Rights of the Child, the UN Convention on the Rights of Persons with Disabilities and the UN Convention on the Elimination of All Forms of Discrimination against Women.

UNFPA enjoys a good reputation among CSOs and state actors in the areas of advancing gender equality and combating gender-based and domestic violence, promotion of sexual and reproductive health and rights for young people. UNFPA is well-positioned to facilitate cooperation and interaction among stakeholders in these areas, to serve as a facilitator that bridges the gap and to foster the development of long-term strategic partnerships in these areas of work. Having a well-established network among the relevant authorities and CSOs at both central and regional levels, UNFPA has the ability and experience in bringing different stakeholders together to establish partnerships, promote coalition-building and start dialogues with the provision of access to international technical expertise.

The entrusted entity would carry out the following budget-implementation tasks: running the public procurement, grant award procedures, concluding and managing the resulting contracts, including making of the related payments.

Indicatively at least 70% of EUR 1 million budget foreseen for the implementation of this part of the action will be provided through grant schemes for Civil Society.

If negotiations with the above-mentioned entrusted entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.4.

### ***5.3.3 Indirect management with the United Nations International Children's Emergency Fund (UNICEF)***

A part of this action may be implemented in indirect management with the United Nations Children's Emergency Fund in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation entails strengthening the governance through partnership of the civil society and Government for the development and implementation of the policies and services

that protect vulnerable families, children, adolescents and young people. This implementation is justified because the objective of the programme corresponds to UNICEF's mandate and unique competency. The choice is further justified by the fact that the UNICEF in Belarus has a specific mandate to operate in the country on the basis of the Universal Declaration of Human Rights, the UN Convention on the Rights of the Child and the UN Convention on the Rights of Persons with Disabilities, as the basis for all efforts aimed at improving the well-being of children, adolescents and young people.

Belarus's recent reforms in the sectors of justice, governance and rule of law underscore the necessity to develop a more comprehensive and strategic framework for building access to justice and rule of law responses. The UNICEF-UNDP-led Comprehensive Access to Justice Assessment will define efficient ways to develop state and non-state capacities to address human rights, ensuring that the rights of vulnerable groups, especially children, are recognized within the scope of justice systems.

UNICEF actively participated in adoption of first Belarus Human Rights Action Plan (NHRAP) 2016-2019 that will serve as a roadmap for addressing human and child rights issues, UNICEF also takes active part in drafting of the National Action Plan for implementing the provisions of the UNCRC, the National Action Plan for the Advancement of Child Protection and Children Rights for 2017-2021.

Building on UNICEF contribution to the existing challenges in the field of Justice for Children in close cooperation with EU, other UN agencies and national partners, UNICEF is uniquely positioned to further develop Rule of Law and Access for Justice agenda in Belarus.

The entrusted entity would carry out the following budget-implementation tasks: running the public procurement, grant award procedures, concluding and managing the resulting contracts, including making of the related payments.

Indicatively at least 70% of EUR 2 million budget foreseen for the implementation of this part of the action will be provided through grant schemes for Civil Society.

If negotiations with the above-mentioned entrusted entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.4.

#### ***5.3.4 Changes from indirect to direct management mode due to exceptional circumstances***

If negotiations with one, several or all of the above-mentioned entrusted entities fail, the respective part(s) of this action may be implemented via 1) Call for proposals (direct management) **and/or** 2) service contract as described in sections 5.3.4.1 and 5.3.4.2 below.

NB: Fall-back options are limited to one per action/activity.

##### **5.3.4.1 Grants: call for proposals "Launching a new culture of Government-CSO dialogue with inclusive policy-making and increased ownership of society in Belarus" (direct management)**

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The global objective of this call for proposals is to identify projects that will contribute to launching a new culture of a Government-CSO dialogue with inclusive policy-making and

increased ownership of society, inter alia vulnerable groups, in legislative, policy and decision-making that reflect their direct and indirect needs and lead to greater implementation of basic good governance principles of joint responsibility, inclusiveness, efficiency, transparency and accountability.

Specific objectives of the call are to increase the possibilities of civil society to provide a contribution to participatory decision making processes, as follows:

- Supporting expectations of Belarus citizens for voice, inclusive, accountable and responsive governance at the local, regional and national level and reinforced rule of law and access to justice, **and/or**
- Strengthening capacity of and partnership between civil society and state authorities, and by reinforcing governance and improving citizens' participation for advancing gender equality, counteracting gender based violence, empowering women and girls and enhancing social inclusion of the most vulnerable and marginalised, **and/or**
- Strengthening the governance through partnership of the civil society and the Government for the development and implementation of the policies and services that protect vulnerable families, children, adolescents and young people.

(b) Eligibility conditions

In order to be eligible for a grant, it is envisaged that the applicant will be civil society organisations, local authorities, public bodies and international organisations (indicative and non-exhaustive list). Eligibility criteria may be further specified in the Guidelines for grant applicants.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 95% of the eligible costs of the action.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's Authorising Officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

First trimester of 2018.

**5.3.4.2 Procurement (direct management)**

Subject	Type	Indicative number of	Indicative trimester of launch of the
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		contracts	procedure
Technical Assistance facility to support Government of Belarus in the implementation of National Human Rights Action Plan	Services	1	First trimester of 2018

#### 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 in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 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 (in EUR)	Indicative third party contribution, (in EUR)
5.3.1 – Indirect management with UNDP	7 000 000	0
5.3.2 – Indirect management with UNFPA	1 000 000	0
5.3.3 – Indirect management with UNICEF	2 000 000	0
5.8 – Evaluation 5.9 – Audit	To be covered by another funding source	N.A.
Totals	10 000 000	0

#### 5.6 Organisational set-up and responsibilities

The implementation of the programme will be undertaken under the leadership and coordination of the EU Delegation to Belarus. Partners involved in the programme implementation will include UN Agencies, CSOs, Government institutions, as well as the public authorities at the local and regional level. A programme steering committee will be established to provide the strategic direction, monitor the achievement of the results under each individual project and ensure efficient coordination of activities. The steering committee will be co-chaired by the EU Delegation to Belarus and the UN Resident Coordinator, and will include other stakeholders of the programme as will be decided at the first steering committee meeting. The Commission will ensure that the entities receiving or managing funds in the context of this action will ensure compliance with existing EU restrictive measures.

#### 5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring

system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). 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).

## **5.8 Evaluation**

Having regard to the importance of the action, a mid-term and final evaluations will be carried out for this action or its Specific Objectives via independent consultants, contracted by the Commission.

Mid-term evaluation will be carried out for learning purposes, in particular with respect to the intention to launch a second phase of the action (if any).

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 this action is a pilot being tested.

The Commission shall inform the implementing partner at least 1 month 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.

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 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.

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 order to achieve systematic and far reaching promotion the Visibility & Communication Strategy is to be developed in cooperation with EU Delegation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, 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 Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Lessons learnt from the previous programs implemented through UN agencies in Belarus and other countries will be duly taken into account. In line with that, this programme will be branded as EU programme, implemented by UN agencies.

With regards to the Neighbourhood East, 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. Visibility actions should also promote transparency and accountability on the use of funds.

Outreaching/awareness raising activities will play a crucial part in the implementation of the action, in the case of budget support the national government shall ensure that the visibility of the EU contribution is given appropriate media coverage. The implementation of the communication activities shall be the responsibility of the implementing organisations, and shall be funded from the amounts allocated to the 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.

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.

It is the responsibility of the implementing organisation to keep the EU Delegations and, where relevant, DG NEAR, 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.

The implementing organisation shall coordinate all communication activities with EU Delegations as well as regional communication initiatives funded by the European Commission to the extent possible. All communication strategies developed as part of this action shall ensure they are in line with the priorities and objectives of regional communication initiatives supported by the European Commission and in line with the relevant EU Delegation's communication strategy under the "EU4Country" umbrella initiative.

## **APPENDIX - INDICATIVE LOGFRAME MATRIX FOR "EU GOOD GOVERNANCE PROGRAMME IN BELARUS"**

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including 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.

It has not been possible at this stage to define quantifiable baseline and target values for all results. These will be defined when implementation starts.

	<b>Results chain</b>	<b>Indicators</b>	<b>Baselines (incl. reference year)</b>	<b>Targets (incl. reference year)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
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<b>Overall objective: Impact</b>	Establish a functioning government-CSOs dialogue which advances evidence-based legislative initiatives, policy developments and decision-making that involve inputs from civil society members, enhancing governance principles of joint responsibility, inclusiveness, efficiency, transparency and accountability.	Level of public satisfaction with public service delivery with respect to the principles of efficiency, transparency and accountability	There is a qualitative indication of low satisfaction and dialogue between the Government, civil society and the private sector (2016)	High (2021)	Surveys, official government reports, expert analysis	The Government of Belarus in cooperation with the civil society genuinely seeks to improve its governance approaches and practice
		Proportion of private and public stakeholders contributing to national gender equality policy	10% (2017)	50% (2021)	Media coverage Programme reports Reports from local authorities	Key stakeholders support issues of gender equality and ready to incorporate them into their corporative strategies and policies
		Proportion of legislative initiatives, policy developments, decision-making procedures and governance practices that involve inputs from civil society members	TBD (2018)	Increase by 2021 Expected: 20% Minimum: 10%	Mapping of civil society members' involvement in relevant legislative initiatives, policy developments, decision-making procedures and governance practices; CSOs project reporting;	The Government of Belarus seeks to improve a functioning government-CSOs dialogue which advances evidence-based legislative initiatives, policy developments, decision-making procedures and governance practices that involve inputs from civil society members
	<b>SO 1: to enhance Belarusian citizens'</b>	Proportion of decision-making procedures implemented with	Baseline: less than	By 2021	Mapping of CSOs'	The Government of Belarus in

<p><b>participation and voice in decision-making affecting their lives, advancing inclusive, accountable and responsive governance at the local, regional and national levels and reinforcing rule of law and access to justice practices.</b></p>	<p>CSOs' participation.</p>	<p>5% (2017)</p>	<p>40%</p>	<p>involvement in decision-making procedures; CSOs project reporting;</p>	<p>cooperation with the civil society genuinely seeks to improve its governance approaches and practice;</p>
<p><b>ISO 1.1</b> by strengthening the rule of law, access to justice and justice service delivery to all including vulnerable groups, promote public participation, in legislative, policy and decision-making at the local, regional and national level.</p>	<p>1.1.1 Degree of alignment of national legislation with the generally recognized principles of international law and the provisions of international agreements to which Belarus is a party; implementation of these principles and provisions in judicial and enforcement practices.</p> <p>1.1.2 Degree of improvement in the analysis and implementation of recommendations made by international organizations, including through the Universal Periodic Review of the UN Human Rights Council, in national practice.</p>	<p>National legislation and practice have not fully incorporated the provisions of international agreements to which Belarus is a party (2017).</p> <p>Low participation of civil society and public administration bodies in international monitoring processes focused on Belarus and efforts to implement recommendations from international organizations (2017).</p>	<p>Improvement of national legislation and expansion of the practice of implementing the provisions of international agreements to which Belarus is a party (2020).</p> <p>High participation of civil society and public administration bodies in international monitoring processes focused on Belarus and efforts to implement recommendations from international organizations (2020).</p>	<p>National legal information portal (<a href="http://www.pravo.by">www.pravo.by</a>).</p> <p>Workshops, national reports to the treaty bodies on Belarus's implementation of the provisions of the international treaties to which it is a party;</p> <p>Monitoring data on the number of civil society organizations participating in sessions of international monitoring mechanisms and in work on analysing and incorporating</p>	<p>Belarus seeks to genuinely implement the international agreements to which it is a party.</p> <p>Government institutions and other organizations and civil society organizations are committed to building and maintaining constructive collaboration.</p>

		1.1.3 Number of new legislative acts and regulations that incorporate the provisions of international agreements.	Baseline: 0 (2016)	Target: 6 (2020)	international recommendations. Official government reports, project reports, documents of United Nations human rights treaty bodies.	
		1.1.4 Number of updated curricula for training and retraining of legal professionals and curricular for law faculties of higher educational establishments that incorporate provisions of international agreements on human rights, the rule of law and gender equality, to which Belarus is a party.	Baseline: 0 (2017) No curricular exists.	The relevant curricular is drafted and piloted. Target: 3 (2020)	Reports of professional educational establishments, expert analysis.	
	<b>ISO 1.2:</b> by strengthening the capacity to create new and to support existing sustainable dialogue mechanisms between civil society and state authorities, by supporting stronger partnerships in legislation and policy formulation, implementation and evaluation at the local, regional and national level, and by gathering data to enable evidence-based policy making.	1.2.1 Extent to which there is a political commitment to expand civil society participation in the decision-making process.  1.2.2 Number of CSO members that participate in the Country Coordination Mechanism for HIV and Tuberculosis Programmes in Belarus.  1.2.3: Number of formal	No comprehensive legislation exists that governs public consultation on draft laws and citizen law-making initiatives (2017).  Baseline: 12 (2014)	Relevant legislation is adopted and enacted (2020).  Target: 20 (2018)	National legal information portal ( <a href="http://www.pravo.by">www.pravo.by</a> ).  Reports of the Country Coordination Mechanism. Reports of the Global Fund Programme	A favourable environment is in place for dialogue between the Government, civil society, and the private sector.

		partnership arrangements under which local authorities, communities and CSOs work.	No data available	Target : 40 (2020)	reports, official government reports.	
	<b>ISO 1.3:</b> by strengthening the capacity, for the establishment of funding facilities to strengthen the partnerships between civil society, private sector and state authorities for addressing priority needs of the region/district and national development, including innovative approaches.	1.3.1 Degree of implementation of public consultation on draft legal acts, government resolutions and national programmes; the share of submissions from civil society and the private sector that are taken into account in the process of amending legislation.  1.3.2. Amount and quality of data on the Rule of Law and other sectors where relevant	Isolated instances of public consultation on draft legal acts and government resolutions; a small number of submissions from civil society and the private sector are taken into account in the process of amending legislation(2017).	The practice of public consultation on draft legal acts and government resolutions is expanded; the share of submissions from civil society and the private sector that are taken into account in the process of amending legislation is increased (2020).	Evaluation of partnerships between the state, civil society and the private sector through studies, surveys, analysis of official statistics and administrative data and of information posted on the official websites of government institutions.	The Government of the Republic of Belarus intends to expand the participation of civil society and the private sector in the development of public regulatory measures.
	<b>SO 2: to strengthen the capacity to build an inclusive and enabling society where women, girls and young people are empowered and protected.</b>	Degree of alignment of national policies and programmes to the international and national commitments on human rights and gender equality, sexual and reproductive health and rights for young people.	Existing national policies, programmes and practices in the area of gender equality, combating gender-based/domestic violence, promotion of sexual and reproductive health and rights for young people do not fully follow international standards and recommendations	Improvement of national policies, programmes and practices in the focused areas in line with international and national commitments (2020).	Official reports from profile ministries: Ministry of Labour and Social Protection, Ministry of Education, Ministry of Health, Ministry of Interior  Project reports.  Media coverage  Expert analysis.	Suggested activities and interventions are in line with the existing state policy and programmes and are supported by the government.

			(2017).			
	<p><b>iOS 2.1:</b> by strengthening conducive environment to ensure partnership between civil society and state authorities for advancing gender equality, for combating gender-based violence/domestic violence and for promotion of sexual and reproductive health and rights of young people at the local, regional and national levels.</p>	<p>2.1.1 Number and profile of stakeholders increased capacities for advancing gender equality, combating gender-based violence/domestic violence and promotion of sexual and reproductive health and rights of young people.</p> <p>2.1.2 Degree of effectiveness of joint work of CSOs and state authorities in the areas of advancing gender equality, combating gender-based and domestic violence, sexual and reproductive health and rights of young people, engaging focused target groups in prevention, education and advocacy.</p>	<p>Will be identified at the beginning of the project (2018).</p> <p>Competence gap analysis with CSOs and state actors in focused areas conducted (2018).</p>	<p>200 representatives of CSOs and state authorities (2019).</p> <p>200 representatives of CSOs and state authorities (2020).</p> <p>Impact assessment indicates more regular, explicit and effective joint work of CSOs and state authorities in the areas of advancing gender equality, combating gender-based and domestic violence, sexual and reproductive health and rights of young people, engaging focused target groups in prevention, education and advocacy.</p>	<p>Agenda and list of participants of the events conducted.</p> <p>Content of newly developed policies and programmes at national and regional levels.</p> <p>Belstate webpage information.</p> <p>Project reports.</p> <p>Expert analysis.</p>	<p>Key state stakeholders support issues of gender equality and sexual and reproductive health and rights for young people and contribute to their implementation.</p>
	<p><b>iOS 2.2:</b> by supporting the establishment of effective cooperation of civil society and state</p>	<p>2.2.1 Number of specific activities to collect evidence about the needs of focused target groups organised.</p>	<p>Results of mapping of materials and programmes directed at focused</p>	<p>At least 3 activities (2018).</p>	<p>Mapping and assessment documents.</p>	<p>The initiatives developed and implemented within the project are</p>

	<p>authorities in joint formulation and implementation of programmes and initiatives in the area of advancing gender equality, combating domestic and combating gender-based violence/domestic violence and promotion of sexual and reproductive health and rights of young people.</p>	<p>2.2.2 % increase in number of most vulnerable and marginalized women, girls and young people being reached with specific education and prevention initiatives jointly developed and implemented by CSOs and state authorities.</p> <p>2.2.3 Number and profile of jointly developed and implemented initiatives by CSOs and state authorities in the area of</p>	<p>target groups as well as review of needs and concerns (2018).</p> <p>Assessment of number of young people, women and girls (in general) being reached by combined efforts of state and non-state actors with specific education and prevention programmes in the focused areas (2018).</p> <p>Assessment of number of most vulnerable and marginalised women, girls and young people among estimated number of those being reached by efforts identified (2018).</p> <p>0 (beginning of 2018).</p>	<p>50% increase.</p> <p>40 initiatives totally (schedule of competition announcement will</p>	<p>Media coverage. Project reports.</p> <p>Submitted project proposals.</p>	<p>really address needs and concerns of the most vulnerable and marginalised groups, they have easy access to the programmes and initiatives.</p> <p>CSOs and state authorities are willing to jointly</p>
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		<p>advancing gender equality, combating gender-based and domestic violence, sexual and reproductive health and rights of young people.</p> <p>2.2.4 Number of new and improved educational materials and prevention tools/programmes directed at focused target groups are made available to relevant stakeholders and implementers.</p>	<p>Will be identified at the beginning of the project (2018).</p>	<p>be elaborated at a later stage).</p> <p>Will be identified at the beginning of the project (2018).</p>	<p>Reports on implementation of supported by project initiatives.</p> <p>Media coverage.</p> <p>Reports from local authorities.</p> <p>Content of new and improved educational materials, tools/programmes.</p>	<p>develop and implement initiatives in the focused areas at national, regional and local levels.</p>
	<p><b>SO 3:</b> Strengthen governance practices through partnership of civil society and the government resulting in the advancement of rights of vulnerable families, children, adolescents and young people.</p>	<p>Percentage of Convention on the Rights of the Child (CRC) Concluding Observations implemented.</p> <p>Proportion of policies and services in areas of access to justice, youth empowerment and inclusive education aimed at vulnerable families, children, adolescents and youth improved and implemented with CSOs' participation.</p>	<p>50% (2017)</p> <p>TBD (2017)</p>	<p>By 2021 Expected: 75%, Minimum: 60%</p> <p>Increase by 2021 Expected: 20% Minimum: 10%</p>	<p>CRC Report (presented 2018); Expert review of relevant child rights legislation;</p> <p>Mapping of CSOs' involvement in relevant child rights policies and services; CSOs' project reporting;</p>	<p>The Government of Belarus in cooperation with the civil society genuinely seeks to improve its governance approaches and practice related to the child rights in accordance with CRC and CRPD provisions;</p>
	<p><b>iSO 3.1:</b> by developing unified statistical database for monitoring child rights and well-being, with active participation of civil</p>	<p>3.1.1 Number of nationwide public engagements (parliament hearings, forums, national conferences) on key child rights issues where the Universal data portal on child-related statistics is</p>	<p>0 (2017)</p>	<p>By 2021 Expected: 4, Minimum: 3</p>	<p>Source: national action documents, parliamentary and forum agendas; MoV: official and alternative reports,</p>	<p>The Government ensures the practical implementation of the National Human Rights Action Plan (NHRAP), the Rule</p>

<p>society in the database design and clear role for CSOs in the implementation.</p>	<p>used as a primary source of information disaggregated by gender and disability status.</p> <p>3.1.2 Number of child-friendly cities with adjacent rural areas where the unified statistical database for monitoring child rights and well-being is piloted by CSOs in collaboration with local authorities to feed the local monitoring system of the situation of vulnerable children, adolescents, and youth.</p>	<p>0 (2017)</p>	<p>By 2021 Expected: 4, Minimum: 3</p>	<p>direct observation.</p> <p>Mapping of vulnerabilities of children, adolescents and youth; CSOs project reporting.</p>	<p>of Law (RoL) Initiative, other initiatives aimed at the introduction of the human rights based approach with the involvement of the civil society and other stakeholders in the area of child rights protection and an active society wide discussion on the topic.</p>
<p><b>ISO 3.2:</b> by formalizing collaboration between the government and civil society (including parents and youth groups) in the format of policy platforms at the national and local levels.</p>	<p>3.2.1 Number of CSOs participating in the national level platforms with the key line ministries to coordinate cross-sectorally for child protection policy, legislation and programming.</p> <p>3.2.2 Number of joint reviews and/or cost benefit analyses of policies and service planning, budgeting and quality assuring in the areas mutually selected by CSOs, the government and local authorities.</p>	<p>0 (2017)</p> <p>0 (2017)</p>	<p>By 2021 Expected: 12, Minimum: 9</p> <p>By 2021 Expected: 4, Minimum: 3</p>	<p>Official reports, the national platform statute, meeting notes, agendas, and programmatic documents.</p> <p>M&amp;E reports. Interviews with CSOs and local authorities representatives; CSOs project reporting.</p>	<p>The civil society representatives actively participate in decision-making and policy development, including the development and review of legislation.</p>
<p><b>ISO 3.3:</b> by enhancing service delivery for children and families, especially most vulnerable groups, through capacity</p>	<p>3.3.1 Number of new services aimed at the most vulnerable groups of children, adolescents and youth developed and delivered in coordination between CSOs and state providers in child-</p>	<p>0 (2017)</p>	<p>By 2021 Expected: 4, Minimum: 3</p>	<p>Source: local administration data; MoV: CSOs project reporting.</p>	<p>The representatives of the local communities and governments sustain their commitment to the child/youth</p>



	development in coordination between CSOs and state providers – development of allied local and cross-sectoral agendas, harmonized professional guidelines and training curricula.	friendly cities.  3.3.2 Number of child-friendly cities where an assessment of the quality of services provided by the government and CSOs to children, adolescents and youth is performed on a bi-annual basis and examined by Youth Parliaments.	0 (2017)	By 2021 Expected: 4, Minimum: 3	Expert survey assessment; customer satisfaction survey; minutes from Youth Parliaments' sessions.	participation policies in the form of Child Friendly City (CFC) and Youth Parliament (YP) initiatives and support it with sufficient in-kind contributions.
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