

ANNEX 11

of the Commission Implementing Decision on ENPI East Regional Action Programme 2013
Part II

Action Fiche for the Eastern Partnership Culture Programme II

1. IDENTIFICATION

Title/Number	Eastern Partnership Culture Programme II CRIS number: ENPI/2013/024-845		
Total cost	Total estimated cost: EUR 5,170,000 Total amount of EU budget contribution: EUR 5,000,000 This action is co-financed in joint co-financing by the Council of Europe for an amount of EUR 170,000		
Aid method / Method of implementation	Project Approach Direct centralised management (procurement of services) Joint management with the Council of Europe		
DAC-code	16061	Sector	Culture

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The Eastern Partnership (EaP) Culture Programme II builds upon the experience of the EaP Culture Programme I and aims at further strengthening cultural policies, as well as the capacities of the culture sector and the culture operators in the EaP countries. It also aims to increase the links between public institutions and private actors and to include civil society in the decision making process, thus enhancing the role of culture as a driving-force for reform, promotion of inter-cultural dialogue and social cohesion.

2.2. Context

2.2.1. Sector context: policies and challenges

In line with the Commission communication on Eastern Partnership of December 2008¹, the European Council of March 2009 welcomed the establishment of an ambitious Eastern Partnership as a specific Eastern dimension of the European Neighbourhood Policy, to promote stability and prosperity among the EU's Eastern partners and to accelerate reforms, legislative approximation and economic integration. It endorsed the launch of Flagship Initiatives in order to give momentum and concrete substance to the Partnership. The Eastern Partnership recognises the

¹ COM(2008)823 of 03/12/2008.

value of cultural cooperation and inter-cultural dialogue as an integral part of all external policies and has underlined the importance of cultural cooperation in addressing political processes and challenges. The very first Eastern Partnership Ministerial Conference on Culture was held on 27-28 June 2013 in Tbilisi, Georgia. It highlighted a consensus on the need to integrate culture in the development agendas and to deepen dialogue on culture in the framework of the Eastern Partnership. The so called “Tbilisi Declaration” agreed upon by participants in the conference conveyed a strong message about a shared commitment to support culture as a driver for growth and stability in the region. Therefore the Eastern Partnership calls for the continuation of the Culture Programme that will strengthen cultural policies and the capacity of cultural operators in the region, as well as enhance the role of culture as a force for reform, promotion of inter-communal tolerance and social cohesion.

An important tool of the Eastern Partnership is represented by the Platform IV “Contacts between people”, which is a forum for policy dialogue on culture, among other issues. The Platform gathers at least twice a year at the level of senior officials engaged in the reform work in the relevant policy areas. The work of the platform may be promoted and deepened through sector-specific Ministerial meetings and may establish panels in order to support its work in specific areas.

All EaP countries (Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova² and Ukraine), in varying degrees, have established their national and European credentials in the period since independence, showing that they wish to contribute to and benefit from regional development. This can be particularly true in the field of culture and audiovisual. Particularly in the last decade these countries have been treading a path towards recognised international standards. Their citizens, particularly the young, are beginning to recognise the benefits of modernisation and the new opportunities offered by the communications and digital revolutions currently unfolding.

In the Eastern Partnership countries public policies have had a tendency to see culture narrowly defined in terms of heritage, both 19th century traditional and Soviet classical, then high culture and ethnic folk culture. This problem of an un-dynamic, narrow definition of culture can be a major stumbling block to cultural policy development and economic growth. It can also be an important limit to the modernisation and development of the agendas that envisage the contribution of culture to other important social spheres (e.g. culture and employment, culture and social cohesion, culture and "well-being", etc.), which are becoming an integrated part of economic and social policy and planning in most European countries. The challenge for EaP countries is to integrate culture into all spheres of society and to pay systematic attention to the independent, private and commercial cultural sectors.

2.3. Lessons learnt

The Eastern Partnership Culture Programme II builds upon the experience of the existing EUR 12 million regional Programme on Culture approved in 2009 and currently on-going. The overall objective of this programme is to “support the role of

² Hereinafter Moldova.

culture in the region's sustainable development and to promote regional cooperation..." In particular it aims to: 1. Promote policy reform, modernisation and capacity building; 2. Contribute to exchange of information, experience and best practices with the EU; and, 3. Support regional initiatives and partnerships which demonstrate the positive contribution of culture to economic development, social inclusion, conflict resolution and intercultural dialogue. In line with these objectives, the EaP Culture Programme II aims at further supporting the role of culture in the sustainable development of the region, focusing on cultural and creative industries, synergies between public and private actors and the inclusion of civil society in policy formulation.

In particular, phase II of the Culture Programme builds upon:

- The recommendation contained in the Regional Research Report on Cultural Policies and Trends of Eastern Partnership Countries drafted in 2012 by the Regional Monitoring and Capacity Building Unit under phase I of the Culture Programme.
- The ROM (result-oriented monitoring) reports produced in September 2012

Given the different amount allocated to phase I of this Programme (EUR 12,000,000 of which EUR 3,000,000 for Technical Assistance and EUR 9,000,000 for project grants) the second phase will mainly focus on technical assistance. This decision is based on the findings of the evaluation of eight EaP Culture Programme projects which confirms the high degree of complexity of the tasks related to these projects and which therefore could potentially jeopardise the overall objective of the programme. Another reason for opting for technical assistance only is that it is considered to be the best tool to tackle policy reform issues.

2.4. Complementary actions

For what concerns culture, the EU has been developing a number of tools in order to develop international cooperation outside its boundaries. More specifically, funding opportunities for European Neighbourhood Policy countries were opened up under a Special Action of the EU Culture Programme in 2009 and 2010, with a clear political conditionality linked to the ratification of the 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (candidate and potential candidate countries can participate in the Culture Programme on an equal footing with Member States). In the Eastern Neighbourhood Armenia, Belarus, Georgia and Moldova were eligible since 2009 and Ukraine and Azerbaijan joined the programme in 2010 after ratification of the UNESCO convention. The programme has contributed EUR 4.8M to support 30 projects with a maximum contribution of EUR 200 000 representing 50% of total eligible costs. Projects, whose duration cannot exceed 24 months, have covered fields such as performing arts, cultural heritage, multimedia and new technologies, architecture, visual arts, design and applied arts.

For the next budgetary period, the European Commission proposal for the Creative Europe Programme is to take this approach even further: it would offer full participation for ENP countries which will strongly encourage artists and cultural operators to cooperate in a broad cultural space around Europe. On the condition that

a framework agreement and a MoU are signed with the EU, ENP countries will be able to participate in the Creative Europe Programme. The state of play of the framework agreements in the East is the following: (1) Protocols in force with Moldova and Ukraine (2) Protocol signed in December 2012 with Armenia (3) A signature is expected with Georgia before the end of 2013 (4) Official request for a protocol expressed by Azerbaijan.

For what concerns bi-lateral cooperation, the EU is implementing over 2013-2015 in Georgia a Twinning project called “Support to the institutional development of the National Agency for Cultural Heritage Preservation of Georgia”. The EU contribution is EUR 1,000,000 and the overall objective is to introduce internationally recognized best practices in the heritage sector in Georgia. Through strengthening the capacities of the National Agency of Cultural Heritage Preservation (NACHPG) and enhancing the legal framework regulating the sector, the main aim is to improve heritage conservation and management. The project will also improve governance in the field of cultural heritage protection and contribute to economic and social development.

An important programme in the field of culture in the EaP region is the Kyiv Initiative, run by the Council of Europe. The programme aims to support and coordinate a variety of activities including vineyards and winemaking, contemporary and archival film, the restoration of historic town centres, etc. More specifically, the Pilot Project 2 on "Rehabilitation of Cultural Heritage in Historic Towns" – implemented between 2009-2011, with an EU contribution of EUR 200,000 – focused on institutional capacity building in relation to rehabilitation of cultural heritage sites. In line with the achievements of this project and after the requests coming from the EaP countries, the EaP Culture Programme II has foreseen a continuation of this initiative through the project “Community-led Urban Strategies”. This activity, envisaged in the second component of the EaP Culture Programme II, will build upon the experience of the project “Rehabilitation of Cultural Heritage in Historic Towns” in order to let EaP countries better protect and promote historic centres of their selected towns.

UNESCO, the United Nations Educational, Scientific and Cultural Organisation, is also involved in a number of initiatives in the Eastern Partnership countries. Here are some examples of activities recently carried out: organization of conferences to foster regional cooperation on the promotion of creativity, the diversity of cultural expressions, and intercultural dialogue as drivers and enablers for sustainable development; awareness-raising and capacity-building activities for the effective implementation of international conventions against illicit trafficking of cultural property; research, training and policy advice on the role of museums in preservation of cultural heritage, education, and cultural tourism development; strengthening institutional capacities and legal instruments for the safeguarding of intangible cultural heritage; supporting research, capacity-building and policy development for the improvement of arts and cultural education, based on relevant international standards and exchange of knowledge/good practices.

Another important actor in the field of culture for the Eastern Partnership is the European Cultural Foundation (ECF), an independent pan-European organization which receives core funding from the Dutch lottery system. For the past ten years

ECF has been running a number of project funding schemes as well as operational programmes and advocacy actions in all Eastern Partnership countries. Capacity development for the independent cultural sector and the creation of networking opportunities for newly-founded cultural NGOs in the Eastern Partnership countries with peers and partner organizations in the European Union have been at the focus of the ECF Neighbourhood Programme. However, also public cultural institutions and policymakers (especially on local level) have benefitted from ECF capacity building. ECF-supported projects link new civil society actors in the field of culture with public stakeholders in order to positively influence on-going processes of cultural policy reform in the Eastern Partnership countries on EU level.

2.5. Donor coordination

Various support mechanisms and initiatives on culture are already implemented by Member States and other donors in Neighbourhood countries. When designing the specific activities, other donors' interventions in the area of culture have to be taken into account. Further development of the concrete activities under the Culture Programme at implementation stage will have to avoid overlap, involving the respective EaP Ministries of Culture, cultural institutions, civil society and private organisations. The overall co-ordination among donors will be ensured both in the field through EU Delegations and from headquarters. EU Delegations will keep other donors informed of progress under the Programme in the context of country-level donor coordination groups.

In accordance with the Paris Declaration the ENP East Culture Programme II will be demand-driven and will respect the principle of ownership.

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall objective** of the Eastern Partnership Culture Programme II, is to further support the role and contribution of culture and creativity to the social and economic development of the EaP region.

The **specific objectives** are:

1. Developing and further strengthening cultural and creative industries as vectors of cultural, social and economic development;
2. Creating synergies between public and private actors for a more efficient cultural sector;
3. Enhancing the contribution of civil society to cultural policy development and reform in the region by bridging the gap between state institutions and independent sector;

4. Strengthening the capabilities of EaP countries to facilitate their participation in international culture cooperation initiatives, including the MEDIA and the Culture strand of the EU Creative Europe programme and UNESCO activities;
5. Enhancing cultural heritage protection at local level.

3.2. Expected results and main activities

The Programme will provide technical assistance to address specific priority needs of both public institutions and private actors active regionally and nationally in the field of culture; it will also provide a contribution to the Council of Europe to support a cultural conservation and urban development project, as a follow up to the joint EU-Council of Europe pilot project on "Rehabilitation of Cultural Heritage in Historic Towns", part of the Kiev Initiative Regional Programme 2009-2011.

Component 1 (specific objectives 1 to 4)

Expected results and main activities:

This component will foresee a regional coordination body that, similarly to the current Regional Monitoring and Capacity Building Unit, will provide specific technical assistance to public institutions and the cultural sector of the EaP countries and will coordinate all efforts to support culture in the region. The technical assistance will be provided taking into account the country specific needs and all activities will be carried out to ensure local ownership and sustainability.

- Cultural policy reforms are developed to include cultural and creative industries in the EaP countries political agenda, in line with what has been achieved by the current EaP Culture Programme. Such industries will be identified in collaboration with public and private institutions and will contribute to wider results at regional level, i.e. economic growth, job creation, social inclusion, prevention/resolution of local conflicts and intercultural dialogue. To achieve this result, the project will provide technical assistance to Ministries of Culture and the authorities responsible for audiovisual policy: the framework legislation pertinent to cultural and creative industries will have to be created/revised through capacity building activities; the potential areas of intervention within the cultural and creative industries will be identified through a number of discussion fora between institutions, civil society and private sector; the relevant authorities will be trained to include such areas into public policies.

- The existing links between public institutions and private actors who deal with culture across the region are strengthened. This result will be achieved through a number of discussion fora and tailor-made activities, like conferences and workshops. The use of best practices and exchanges with EU countries will be instrumental to establishing common priorities and identify ways for a fruitful collaboration. Furthermore, in order to enhance the regional dimension of the action, the regional network of cultural operators created by the on-going EaP Culture Programme will be further developed and links to EU cultural actors will be established.

- Civil society from the region actively participates in the formulation of culture policies. In order to achieve this goal a series of capacity building activities will be organised to identify priorities of civil society in the culture sector and to share experience about the existing dialogue structures with public authorities. A series of training activities will be organised to strengthen their capability to present valuable reform plans and funding requests to public institutions. Moreover, seminars and workshops will involve the public at large in the cultural debate in order to foster a bottom-up approach.

- The Eastern Partnership countries have access to international culture cooperation initiatives, including the MEDIA and the Culture strand of the EU “Creative Europe” Programme and UNESCO activities. In order to achieve this goal a number of training activities will be organised to increase the capacity to join the different cultural projects and initiatives organised, among others, by UNESCO and the different Creative Europe strands. Such activities will be combined with other training initiatives to facilitate the drafting and signing of framework agreements between the EaP countries and the EU. This will be based on the protocols already present in some states (in force in Moldova and Ukraine; signed in Armenia; to be signed by Georgia before the end of the year and officially requested by Azerbaijan). Taking advantage of the initiatives managed by other international actors in the field of culture and the Creative Europe programme will allow artists and cultural and audiovisual operators from the eastern neighbours and the EU to cooperate and exchange best practices.

Component 2 (specific objective 5)

Expected results and activities:

A significant sample of historic towns in the EaP countries will be the target of focused interventions in their historic centres to lay the foundations for an effective revitalisation of their urban and social fabric. These interventions will be channelled through the project “Community-led Urban Strategies – COMUS”, managed by the Council of Europe. Aim of the project is to pilot the regeneration of the urban and social fabric and value the presence of local communities. This goal will be achieved through a series of capacity building activities that will enable up to 10 municipalities to draft development strategies in line with international standards and which take into account the requests of local communities. The whole project will ensure the participation of local beneficiaries and the private sector through public debates, seminars and conferences.

3.3. Risks and assumptions

The risks linked to the low capability of local institutions to respond appropriately to the requests deriving from the Programme will be mitigated with ad hoc capacity building activities, particularly on reform and modernisation of the culture sector.

In order to ensure transparency, the supporting mechanisms will ensure broad dissemination of information so that most beneficiaries are well informed during all phases of the Programme.

A particular attention will be dedicated to sustainability, the realisation of which will be ensured by local ownership. More specifically, this will be targeted by the constant involvement of local authorities and civil society at all stages assuming that turnover of stakeholders will not be an issue.

The risk that the overall regional impact of the programme is jeopardised by a slow down at national level will be mitigated by continuous monitoring and assessment of national activities *vis-à-vis* the regional programme and constant feedback between national stakeholders through regional discussion fora.

The whole EaP Culture Programme II is based on the following assumptions: EaP countries are interested in cooperating with the EU in order to improve the culture sector, civil society is active and interested in being included in the decision making process, the private sector is interested in developing synergies with public institutions and with civil society in the culture sector.

3.4. Cross-cutting issues

The programme is actor-oriented and not limited to one sector. The inclusive approach taken for the definition of culture actors and cultural and creative industries will ensure a representation of multiple sectors of activities.

The implementation of activities under the Programme will capitalise upon the existing thematic, regional and bilateral programmes already implemented with culture actors active in the field of gender equality and support to youth.

The programme aims at reinforcing civil society actors' contribution to the decision-making process and foster interaction between authorities and civil society. This participatory approach to decision-making is at the heart of the good governance principles, and a core element of democracy. The Programme will enhance the accountability of the governments and the reforms implemented *vis-à-vis* a structured and solid civil society. It will also seek to enhance the representativeness, the transparency and internal democracy of civil society actors themselves.

The second component of this Programme (Cultural heritage in EaP towns) will take into consideration all aspects related to environment protection.

3.5. Stakeholders

The beneficiary countries of this programme are: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.

Stakeholders include public institutions (ministries and other institutions) as well as other non-governmental and private organisations that contribute to cultural and audiovisual creation and distribution and to the management and promotion of culture and cultural heritage. It equally includes other organisations linked to culture and audiovisual (youth, education, environment, tourism, urban planning, rural development), museums, culture houses, cultural and creative industries and culture or tourism-based businesses. Target groups are civil servants, artists and cultural operators, non-governmental, educational and community organizations in the area

of culture. Particular attention will be given to achieve impact on youth and audience of cultural services.

This programme also specifically promotes the participation of civil society actors in the partner countries, but also in the EU who will act as catalysers for regional dialogue and good governance reform in the area of culture.

The governments of the EaP countries are faced with important cultural conservation, film heritage and cultural policy development issues and inadequate resources to address them. The primary interest of this programme is to enable them to update and improve their capacity to manage cultural assets and to develop inclusive cultural policies. This will be pursued through specific actions such as: production of policy papers, development plans, pilot projects management plans, etc. Also the exchange of experience among regional partners at institutional level will be ensured.

The population, with a focus on the youth and audience/users of cultural and audiovisual services, is the ultimate target group of this programme. Public outreach, education and programming are therefore promoted as an important aspect of the programme.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of the Financial Regulation.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 36 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements.

4.3. Implementation components and modules

4.3.1. Procurement (direct centralised management)

Subject	Type	Indicative number of contracts	Indicative trimester of launch of the procedure
Technical assistance, capacity building	services	1	Second trimester 2014

4.3.2. *Joint management with an international organisation*

A part of this action, with the objective of “Enhancing culture heritage protection at local level”, will be implemented in joint management with the Council of Europe (CoE). This implementation is justified because of the Council of Europe expertise in the field of cultural diversity and cultural dialogue, particularly when it comes to standard setting through a series of conventions (i.e. Council of Europe Framework Convention on the Value of Cultural Heritage for Society, European Cultural Convention, European Convention on Offences relating to Cultural Property). Since the beneficiary countries of this action are all members of the Council of Europe, this would give this organisation a high political leverage when implementing the project. Joint management with this international organisation is in accordance with Article 53d of Financial Regulation 1605/2002. The Council of Europe is bound by a long-term framework agreement (Framework Administrative Agreement of 13 August 2004) and this action is a multi-donor action pooling funds of several donors which are not earmarked for specific expenditure.

The Partner of the Council of Europe in this project is the Organisation of World Heritage, www.owhc.org (Regional Secretariat North-West Europe). OWHC is observer at the CoE Steering Committee for Culture, Heritage and Landscape, and a regular partner in diverse actions. The OWHC is an association of Mayors (141 in 37 European countries), which considerably extend the pool of expertise accessible. The existing privileged links with this organisation, as well as on-going projects (as the Study Cases on urban rehabilitation), as well as its worldwide recognition, its on-going researches on methods and process to preserve heritage in towns facing difficult economic contexts, and finally the immediate availability and mobilisation of its regional secretariat (based in Regensburg, Germany), has motivated the Secretariat of the CoE to privilege this partnership for COMUS project.

The change of method of implementation constitutes a substantial change except where the Commission "re-centralises" or reduces the level of budget-implementation tasks previously entrusted to the international organisation.

4.4. *Scope of geographical eligibility for procurement in direct centralised and decentralised management*

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement procedures and in terms of origin of supplies and materials purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article ENPI 21(7) on the basis of the unavailability of products and services in the markets of the countries concerned, for reasons of extreme urgency, or if the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Indicative third party contribution
4.3.1. – Procurement (direct centralised)	4,570	N.A.
4.3.2. – Joint management with the Council of Europe	430	170
Totals	5,000	170

4.6. Performance monitoring

Key indicators will be incorporated in the project's design for periodic assessment of the progress of the project components. This mechanism shall be specified in the project plan and the observed performance shall be described in the periodic progress reports.

Monitoring will focus on collecting and analysing information on:

- Physical progress (input provision, activities undertaken and results delivered) and the quality of process (i.e. stakeholder participation and local capacity building);
- Financial progress (budget and expenditure)
- The preliminary response by target groups to project activities (i.e. use of services or facilities and changes in knowledge, attitudes or practices)
- Reasons for any unexpected or adverse response by target groups, and what remedial action can be taken.

For the whole programme, performance indicators will be further developed in line with the initiatives of the programme. A performance monitoring scheme and related key indicators will be defined. The EC and the project coordinator will pay a particular attention at the recommendations expressed by the external experts. Of course, the bilateral country progress reports within the scope of the overall European Neighbourhood Policy play an important role as well.

4.7. Evaluation and audit

A mid-term and final evaluation of the programme will be carried out in the course of the programme's implementation.

Mid-term and final evaluations of the results achieved will be entrusted to independent consultants, as well as external audits (which will be carried out if necessary). These evaluations and audits will be funded from other sources than the project budget.

4.8. Communication and visibility

A share of the budget of the project should be dedicated to the communication, visibility and information activities in order to ensure that the results of the projects activities are further disseminated. The project should develop an adequate communication plan containing information and communication activities (towards local and/or international media, stakeholders, final beneficiaries) and ensuring visibility of the project in all material produced (website, newsletter, booklet, training material, etc.), in line with the Communication and Visibility Manual for EU External Actions. Implementation of the communication plan in the partner countries will be also carried out in collaboration with the EU Delegations, when appropriate. For the communication through the HQ channels, constant communication should be kept with EuropeAid East Regional Programmes Unit and with the ENPI Info centre web portal (www.enpi-info.eu).