

Annex 4: Action fiche for "Partnership for Peace"

1. IDENTIFICATION

Title	Middle East Peace Projects (MEPP) – EU Partnership for Peace programme 2010 (PfPPP)		
Total cost	EU contribution 2010: EUR 10 M		
Aid method / Management mode	Project approach – Centralised management and devolved to EU Representation Office in East Jerusalem, EU Delegations in Israel and Jordan		
DAC-code	15050	Sector	Civil society activities

2. RATIONALE

2.1. Sector context

The relations between the Palestinian Authority and Israel and the Middle East peace process as a whole are again at a stalemate following the modest optimism which the Annapolis process engendered. Since then, and despite reported progress in the Annapolis negotiations, the end of the tentative truce between Hamas and Israel and Israel's "Operation Cast Lead" offensive in Gaza led to the end of bilateral negotiations. At the same time the divide between Hamas-led authorities in the Gaza Strip and the Palestinian National Authority in the West Bank continued to deepen. Egypt pursued its efforts to bring Hamas and Fatah to a national reconciliation agreement, but so far without success. Although the Israeli Prime Minister has given assurances of his Government's commitment to the two-state solution, parties forming part of his governing coalition refuse to compromise on any of the core issues which could bring that solution about. The US Administration's determined efforts to achieve resumption of bilateral negotiations have not yet borne fruit.

Polls show that popular support for the two-state solution remains rather high amongst both Israelis and Palestinians. On the Palestinian side civil society constituencies which work actively for peace are almost wholly donor driven and financed (though no less sincere for all that). On the Israeli side, the traditional peace movement is increasingly beleaguered and perceived as marginal by mainstream Israeli society. Grassroots contacts between Israelis and Palestinians are dwindling, and it is now rare that ordinary Palestinians and Israelis meet. The two state solution is therefore in danger.

In this context, there is an unsurprising resurgence of those seeking other solutions. Israeli constituencies seeking the consolidation of Israel's occupation of the West Bank and an entire separation of Gaza are growing. Extremist voices on both sides are growing louder. Others call for peaceful radical alternatives to a negotiated settlement, whether through the unilateral creation of a Palestinian State or through putting a one-state solution on the agenda.

At the regional level, the Arab Peace Initiative remains the only option for a comprehensive settlement of the conflict and normalisation of relations between Israel and the Arab neighbours; however, though the Initiative has been welcomed anew by the international community including the EU and the US, Israel's response has been lukewarm.

2.2. Lessons learnt

Analysis of results of previous EU Partnership for Peace programmes (PfPP) were conducted both externally and in house, and were used as a basis to define the priorities for the past Call for Proposals (CfP).

The latest external evaluation of the programme was conducted from April to September 2009 by SOGES Spa. The evaluation highlighted some important features of the programme which makes it highly relevant to the work of civil society organisations that seek to foster peace building in the region. Meanwhile, it recommended a number of both strategic and logistical adjustments that could enhance the efficiency and effectiveness of the effort.

In the short term the European Union should increase the programme's relevance to the basic needs and concerns of the communities in order to create a long term impact and consolidation. It must also improve the image of the programme as a whole and promote it widely both at the regional and European level as well as promoting networking and coordination, on the one hand, and building capacities of the grant recipient organisations, on the other hand.

Feed back from the civil society was also sought at the workshop for the presentation of the external evaluation draft report (held in September 2009) as well as the seminar for Peace NGOs on "Best Practises and Lessons Learnt", held in February 2009. The seminar aimed to facilitate exchange of best practices and lessons learned among peace NGOs, whether funded by the EU or by other donors, and increase NGOs capacities to tackle technical and political constraints which may arise during the implementation phase and/or to identify risks and assumptions at the formulation phase.

In order to address the recommendations of the external evaluation and the Peace NGOs seminar, the Call for Proposals 2010 will reinforce some previous approaches and introduce new ones. Specifically:

- (1) Connecting peace building and education for peace with tangible results likely to impact everyday life;
- (2) Promoting conflict transformation and alternatives to violent conflict resistance among marginalised groups and new constituencies;
- (3) Opening the political space for political discussion among conflicting parties and support national and intergovernmental leadership to foster the peace agenda;
- (4) Developing communication strategies to reinforce the image and effectiveness of the programme and for building capacity of the civil society organisations.

2.3. Complementary actions

The support for the Middle East peace process is central to the EU's strategic interests and remains high on the agenda of the EU external policy.

The involvement of the European Union in the Middle East Peace Process is driven by the basic principles and objectives of the EU Mediterranean Partnership. The relationship between the European Union and its Mediterranean Partner Countries aims at “turning the Mediterranean basin into an area of dialogue, exchange and co-operation guaranteeing peace, stability and prosperity” through “strengthening of democracy and respect for human rights, sustainable and balanced economic and social development, measures to combat poverty and promotion of greater understanding between cultures, which are all essential aspects of partnership (...).”¹ Such a partnership in the Mediterranean area is concretely implemented through the European Neighbourhood Policy (ENP) and the relevant Action Plans, offering the countries covered an increasingly close relationship with the EU and their neighbours. The Middle East Peace Projects – EU Partnership for Peace programme is therefore situated in the context of the ENPI Regional Strategy 2007-2013 and ENPI Regional Indicative Programme 2007-2010.

Complementarities will be sought with the Instrument for Stability (IfS), the scope of which is very wide since it is the EU main tool which provides for rapid responses in contexts of crisis and emerging crisis, and also includes a crisis preparedness and peace building component for countries with stable conditions for cooperation. Contrary to the PfPPP, the IfS has global reach and is deployed worldwide. Conversely, PfPPP has a definite objective of promoting and supporting the Middle East Peace Process. Complementarities will be drawn from the respective added value of the two programmes. Since IfS is quite flexible, it will be available to respond and accompany any possible political development at short notice when no other EC instrument is available, while the PfPPP programme priorities and award decisions are fixed once a year within the scope of the annual Call for Proposals. Moreover, PfPPP is the unique instrument that can be geared in line with the local context and promote coordination within the peace building sector in the region. For these reasons, any IfS proposals in the Middle East will be checked for complementarity with actions and priorities under the PfPPP. IfS beneficiaries will be invited to networking and other relevant events organised in the peace building sector.

Finally, the PfPPP programme will be coherent with the comprehensive approach to the EU's implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security encouraging applicants to mainstreaming gender in their proposals thus ensuring full involvement of women in the search for peace.

2.4. Donor coordination

At first glance, donor's respective strategies and involvement in peace building actions is quite fragmented. In the past, though attempts were made at donor co-

¹ From the ‘Barcelona Declaration’, see http://www.europa.eu.int/comm/external_relations/euromed/bd.htm.

ordination, there were no tangible results. Within MEPP 2010 such co-ordination will be promoted more firmly, in the first place by means an informal survey, to be undertaken by the Commission services on the ground, aiming at getting the EU acquainted with the other donors' policy and funding opportunities for peace-building and conflict transformation. On the basis of the survey's results, donor co-ordination meetings could be envisaged. As in the past, the EU will continue inviting the donors and their funded peace NGOs to some of the events targeting PfPP beneficiary organisations.

3. DESCRIPTION

3.1. Objectives

The overall objective of the EU Partnership for Peace Programme is to help support the conditions for re-launching the peace process and provide a solid foundation at civil society and intergovernmental level for a just and lasting peace in the Middle East by strengthening and increasing direct civil society relationships and inter-agency/inter-governmental co-operation based on equality and reciprocity between Arabs/Palestinians and Israelis, including the Arab Palestinian minority in Israel. To this end, initiatives under this programme can be undertaken by each country or jointly within and between Mediterranean Partner Countries² or EU Member States or countries that are beneficiaries of Pre-Accession Assistance³ or Member States of the EEA⁴.

The **specific objective** is to strengthen civil society and policy actions in peace building and conflict transformation, focusing on initiatives which are likely to have an impact on people's everyday lives. In particular, the programme intends to support practical actions aiming at rebuilding mutual trust through reconciliation, building capacity for conflict resistance, empowering marginalized parties and launching joint development policies and strategies.

3.2. Expected results and main activities

Expected results would include:

- (1) Confidence in the peace process is restored amongst key constituencies.
- (2) Marginalised parties are empowered and new constituencies persuaded to adopt non violent approaches to conflict resolution.
- (3) Shared development of policies and strategies is renewed and awareness about existing and possible new peace solutions is raised.
- (4) Commitment to the peace agenda is strengthened by leaders/decision makers; for example through broadening support for particular initiatives.

² Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Syria, Tunisia, Turkey, and West Bank & Gaza

³ Albania, Bosnia and Herzegovina, Croatia, Montenegro, Serbia, The former Yugoslav Republic of Macedonia

⁴ Iceland, Liechtenstein, Norway and EU-27

- (5) The capacities of civil society organisations implicated in the process (including Community Based Organisations) are improved.
- (6) The outcomes of the PfPP projects are disseminated widely and the image of the programme is reinforced.

In order to achieve results 1 to 4 the following priorities will be considered for the PfPP Call for Proposals (CfP):

- (1) **Cross-community cooperation: Joint concrete actions for socio-economic development**

For 2010, the programme will maintain its support for practical actions responding to local concrete needs (such as environment, health, municipality issues, community development, technical disputes or the like) likely to produce tangible results in terms of development and quality of life. It is mandatory for actions under this priority to be undertaken at cross-community level in order to address either internal (national) or external (cross-border) divides.

- (2) **Peace-building education, communication and empowerment**

Actions under this priority could include conflict management work such as capacity building for resistance to destructive conflict, exposure of the target groups to both their own and the other narratives as well as to their respective rights; peace building educational activities; educational programmes designed to introduce long term changes in attitudes, stereotypes, prejudices and to increase tolerance and understanding both within each of the societies and of the other side; lessons learnt from other conflicts in the world. Actions under this priority can be undertaken both at bi-national level (see priority 1 above) and national level.

- (3) **Awareness raising of leaders and opinion-formers, public opinion and media**

Actions under this priority will explore new peace options as well as put into operation the existing visions of a future peaceful relationship between Israel and its Arab neighbours, through increasing knowledge and awareness of possible solutions to the conflict based on justice and rights. These actions are intended to support leaders and opinion formers of the conflicting parties to work toward the resolution of the conflict. Actions under this priority can be undertaken both at bi-national level (see priority 1 above) and national level.

All actions, regardless of the priority, must be implemented mainly in the Occupied Palestinian Territory and/or Israel and/or Jordan. Specific activities, within the scope of the action and for its benefit, can be implemented also in EU Members States, Europe at large as well as in ENPI countries (see footnote 2).

As for expected results 5 and 6, specific actions such as training, conferences, researches, development of communication tools and material, etc. will be undertaken in order to improve the capacities of beneficiary NGOs as well as networking and communication within and outside the programme.

Target groups: Pioneer projects, targeting 'veto' and 'blocking' groups (those communities opposed to the peace process such as religious or radical parties, settlers, Russian constituency, etc.) will be welcomed. Projects aiming at expanding the constituencies through the involvement of marginalised groups such as youth, women and children and/or targeting sceptical or not committed groups are encouraged. Projects involving local communities as a whole, thus producing a multilevel and long term impact, will be particularly encouraged.

Working through media for increasing awareness or targeting media for changing attitudes and stereotypes will be welcomed as well.

3.3. Risks and assumptions

As previous experience shows, there is a high risk of disruption of activities linked to the instability of the political situation. A deterioration of the situation in terms of movement and access could lead to delays in the implementation of the projects. It could also affect the monitoring of the activities. Increased political tensions could jeopardise the willingness/ability of the stakeholders to carry on the project, or even to apply in the first place. Visibility could also be affected due to security reasons.

Up to a certain point, mitigation measures will overcome the difficulties. Each proposal submitted under the call for proposals will need to assess the risks and propose mitigation measures.

3.4. Cross-cutting Issues

Cross-cutting issues, such as environmental sustainability, gender equality, good governance and human rights, are taken into due consideration in the context of the programme.

3.5. Stakeholders

Civil society is a fundamental prerequisite to develop a democratic political system. Therefore, Beneficiaries are in particular Civil Society Organisations (CSOs), including Community Based Organisations (CBOs), in the Middle East, the Mediterranean Partner Countries and Europe. As for CBOs, given their general low financial and managerial capacities, they can be involved through the sub-granting option or act as associate for specific tasks.

In 2010, the EU will reinforce sector co-ordination and capacity building for NGOs working in the peace building sector. A civil society mapping exercise, that will give better knowledge of the sector, is also foreseen for OPT. The EU Delegation in Jordan has recently conducted a mapping of the Non State Actors whose final report is due shortly.

Local Authorities are also important players in building peace in the framework of their socio-economic and development tasks. They are therefore among the stakeholders of the programme.

In the PfPP CfP, applicants will be requested to demonstrate that the needs of target groups and beneficiaries have been duly taken into consideration in the formulation process.

4. IMPLEMENTATION ISSUES

4.1. Implementation method

Centralised management (direct) devolved to EC Technical Assistance Office for West Bank and Gaza, based in East Jerusalem, EU Delegations in Israel and Jordan.

The distribution between the different Delegations in terms of Project Management is basically made on the grounds of the nationality of the applicant and beneficiaries. As a general principle, Palestinian and European applicants are managed by the Jerusalem office whereas Israelis ones are managed by Tel Aviv. Projects which have activities in Jordan or Jordanian applicants are managed by Amman Delegation.

Delegations services will work jointly for the preparation and evaluation of the Call for Proposals and organisation of training and communications events. They will also attend events, meetings and monitoring visits together when is relevant and keep themselves regularly informed on the projects evolution.

4.2. Procurement and grant award procedures

The EU contribution is broken-down in two components: (1) Grants for actions (2) Action for Capacity Building/Communication.

Component 1: Action grants (indicative amount € 8,800,000)

Grants will be awarded for actions targeting local constituencies in the areas of peace education, media, and joint concrete actions for socio-economic development (priorities 1 and 2). A dedicated amount (minimum 25% of the total amount of the Call for Proposals) will be allocated to actions for raising awareness of leaders and opinion-formers, public opinion and media (priority 3).

An EU Partnership for Peace open Call for Proposals for Actions Grants will be launched in the first quarter of 2010 to select projects.

All contracts will be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU external actions. The maximum EU contribution to grants is 80%. Full financing may only be applied in the exceptional cases provided for in Article 253 of the Implementing Rules of the Financial Regulation where financing in full is essential to carry out the action in question.

Component 2: Action for Capacity Building/Communication (indicative amount € 1,200,000)

Service contract(s) will be awarded to an organisation or organisations for undertaking the following tasks:

- (1) arranging of events for exchange of best practices among PfPP beneficiaries as well as their managerial and peace-building capacities (training sessions,

conferences, etc.); Some of these activities will be open for projects financed by other donors to reinforce sector co-ordination;

- (2) holding of communication and promotion activities on the programme, such as information sessions on the CfP, press conferences, etc.; production of communication materials, such as poster, leaflets, etc.
- (3) production of a Peace and Conflict Impact Assessment (PCIA) incorporating traditional approaches to conflict resolution;

4.3. Budget and calendar

The overall budget for the program is € 10 million. Both the Call for Proposals for Component 1 and the tender(s) for Component 2 will be launched in the first trimester of 2010. The whole amount will be committed by the end of 2010.

4.4. Performance monitoring

Performance monitoring, in order to measure progress of projects implementation, will be ensured by the European Union services on the ground (EC Technical Assistance Office in East Jerusalem, EU Delegations in Israel and Jordan, as well as EU Delegations of ENPI countries, if the case may be). A number of actions under PfPP will be included also in the annual ROM monitoring exercise.

Objectively Verifiable Indicators have been set (see Logical Framework here attached) for the whole programme. Applicants will be requested to thoroughly identify OVI for their respective action. A series of training courses in PCM, Logical Framework, and Monitoring & Evaluation (see Component 2 above) will provide new Beneficiaries with the necessary knowledge and practise for improving the quality of their log-frame and therefore efficiently implementing their actions.

4.5. Evaluation and audit

The present Action Fiche and the subsequent Call for Proposals are based on the outcomes of the external evaluation carried out in 2009. No other external evaluation of the programme is foreseen in 2010.

Final external evaluations of each project are encouraged and the relevant cost must be included in the project's budget. As per the recommendations of the above mentioned evaluation of PfPP, the EU staff will facilitate the exchange of expertise and/or promote the participation of peer beneficiaries to the external evaluation of the single actions.

Although not mandatory, Beneficiaries will be encouraged to submit a certification of expenditure in support of every request for payment. The relevant cost must be included in the project's budget. This point will be duly highlighted in the Guidelines for Applicants in order for them include it in the proposed budget.

Some PfPP projects will be included in the Annual Audit exercise, if deemed necessary.

4.6. Communication and visibility

EU visibility guidelines are to be respected by all Beneficiaries. Services on the ground will check the visibility component of the actions through field visits and will increase public visibility of the actions when possible.

A dedicated link to PfPP has been already created in each web site of the three delegations in charge of the programme; a link to the FAQs should be as well created. The EC staff will proactively work to expand and regularly update the content of the web site. Communication on the programme will be also ensured with the support of the communication company mentioned in 4.2.