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Annex 1: Action Fiche for ENPI Regional East Action Programme 2010 Part 1

1. IDENTIFICATION

Title/Number	Eastern Partnership Culture Programme Part II CRIS: ENPI/2010/21920		
Total cost	<i>€9 million European Union contribution (Part 2 of a 2 part €12 million global programme, the remaining €3 million having been approved by a Commission decision in 2009¹)</i>		
Aid method / Method of implementation	Project approach – <i>direct centralised management</i>		
DAC-code	16061	Sector	Culture

2. RATIONALE

Sector context

In line with the Commission Communication of December 2008, the Eastern Partnership was launched as a common endeavor of the Member States of the European Union and their Eastern European Partners at a summit in May 2009. The participants of the summit supported the launch of Flagship Initiatives in order to give momentum, concrete substance and visibility to the Partnership. The Eastern Partnership recognises the 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. Therefore the Eastern Partnership has called for a specific Eastern Partnership Culture Programme that will strengthen the capacity of the cultural sector in the region and enhance the role of culture as a force for reform, promotion of tolerance, and social cohesion².

The beneficiary countries of this programme are: Ukraine, the Republic of Moldova, Georgia, Azerbaijan, Belarus and Armenia (Eastern Partnership countries).

The Eastern Partnership countries have a rich cultural diversity and important cultural heritage and cultural industries that can play a role in political, economic, social and social development, but which at present are not adequately mobilized. The legacy of the Soviet period has deeply affected the region, leaving economic distortions and repression of cultural diversity. The cultural sector of these EU neighbouring countries reveals some common characteristics, including renewed interest in cultural heritage and the potential for regional cooperation among civil societies across the region despite the persistence of regional “frozen conflicts” and political tensions between countries.

In the region, civil society organisations are supporting and implementing a number of innovative and effective cultural activities, many of which remain however at small scale and without significant structural impact. The **main challenges facing the cultural sector in this region relate to the institutional and civil society levels as well as its financial health.**

¹ C(2009)4294 http://ec.europa.eu/europeaid/documents/aap/2009/af_aap_2009_enpi-e.pdf

² EU Presidency Conclusions of the European Council of June 2008, paragraph 78.

At the institutional level, challenges include: outdated national policy and legal frameworks that limit an effective contribution of the cultural sector to the economic and social development agenda; need for innovation in safeguarding intangible culture; weak cultural site management, including World Heritage Sites; inadequate presentation and interpretation of sites and museums; limited use of tools such as social and environmental impact assessment; marginal position of the cultural sector in donor aid planning; skills shortages and inadequate training and exchange opportunities, in particular in strategic planning related to the culture sector; scant exposure to cultural project preparation, business planning, and budgeting; lack of experience in audience analysis and development to create a sense of ownership; and little attention to public information strategies.

With reference to the level of civil society, it is characterized by limited support for contemporary arts and much reduced levels of financial support. Civil society organisations, like governmental organisations, show similar skills shortages and lack of experience in project management.

During the Eastern Partnership Culture Needs Assessment missions³, civil society organisations, the relevant ministries, and the private sector underlined that efficient training and adequate resources are not in place to meet current needs, although they are becoming more aware of the benefits of sound management and the necessity to explore new models of training, cooperation, and financing at regional level.

The current programme will help civil society organisations, both profit and non-profit, and government institutions at the national and local level to meet these needs at a regional level through:

- **strengthening regional links and dialogue** within the region of the Eastern Partnership, and between the EU and countries of the Eastern Partnership in respect to cultural networks and actors;
- supporting **policy reform and modernization** of the cultural sectors in the Eastern Partnership region with the aim of promoting the role of culture in national agendas for development ; and;
- supporting **awareness raising and cultural initiatives** having a regional impact on sustainable economic and social development, democratization, and enhanced inter-cultural dialogue.

2.1. Lessons learnt

This Eastern Partnership Culture Programme is informed by the experience of existing regional and national culture programmes in other regions. In particular, this Programme builds upon the recommendations highlighted in the evaluation of several programmes, such as the Euromed Heritage Programme for the benefit of the ENP South countries to: carry out systematic needs assessment of the sector to determine critical needs and opportunities; include both tangible and intangible cultural heritage; place more emphasis on education components, in particular children's cultural education; ensure interaction opportunities among projects; and put greater effort in coordination and promotion of the programme.

Moreover, priorities and results of other relevant EC programmes, such as the Call for Proposals "Investing in People - Access to local culture, protection and promotion of cultural diversity" were taken into account for the identification of complementary priority areas.

³ A needs assessment has been undertaken in 2008.

Culture remains a low priority in the development agenda of national governments: out of 1,500 twinning projects in EU Member States (1995 – 2005) and from 2000 onwards also in third countries, only 3 dealt with culture and culture has low standing in the Country Strategies. In addition to that, based on Euromed Heritage findings, donor coordination demonstrates scope for improvement in view of identified weaknesses at the multilateral level.

Supporting the culture sector in a regional framework is a long term and ambitious goal. Bearing in mind the strong national identities, the lack of experience of many organisations in working across borders, and the difficulty of mobility of culture staff, it is expected that the partner search activities will require considerable energy.

Introducing Public Private Partnership (PPP) in the culture sector can provide other funding options. Financing of culture cannot be seen only from a public perspective where financial and technical resources are limited, but should encompass the private sector in terms of participation (civil society), financing, and regulations (joint PPP site management). To date these mechanisms are lacking in the Eastern Partnership region and should be developed.

The technical capacity of prospective organisations of the Eastern Partnership region in designing, carrying out, and managing EU funded projects is generally weak. This implies that dedicated support shall be provided by technical assistance to potential applicants, consistent with the results of the training and support sessions. It is also important to secure a **synchronized timing** between the start of the projects selected via the Call for Proposals and the technical assistance activities: this is essential in order to establish effective working relations among all concerned.

2.2. Complementary actions

To date EU cultural initiatives in the region are few and small. Nevertheless, coordination with existing initiatives will need to be ensured to encourage synergies and avoid duplications. In Georgia, a Twinning project to support institutional development of Georgian National Museum's Restoration-Conservation Centre and the Museum of Fine Arts is underway. In Ukraine, a few EU-funded projects have been implemented to promote the development of cultural tourism in Bukovyna (Chernivtsi region) and shared cultural heritage as a means of shaping cultural dialogue between communities in cross-border regions of Chernivtsi and Suceava. Through the EU-funded programme "Investing in People - Access to local culture, protection and promotion of cultural diversity," a small number of activities in the culture sector are being financed in the Eastern Partnership region. The Erasmus Mundus programme finances four European Masters courses in the cultural sector with training and development of future human resource managers and programmers. These Masters degree courses are open to participation of students from the Eastern Partnership region.

Within the EU-funded Culture Programme 2007-2013 managed by DG Education and Culture (EAC), a Special Action (strand 1.3) is in use in 2009 and 2010 to support a limited number of cultural cooperation projects between cultural organisations from the EU and the countries that are part of the Eastern Partnership and which have ratified the 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions and have signed an Association or Partnership and Cooperation Agreement with the EU (Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine). With a small budget (around 2M€ for the two years), this action allows cooperation projects mainly centred around a minimum of three partners from countries participating in the Programme, to reach out to one further partner in one of the eligible countries of the neighbourhood. As part of the

Regional Capacity Building Initiative, a project entitled “New cross border initiatives in management of cultural heritage sites in Latvian, Lithuanian and Belarusian border areas” took place in 2007, and UNESCO with the International Council of Museums (ICOM) held a museum training course.

2.3. Donor coordination

A focused and dynamic coordination process was initiated during the Needs Assessment review, involving the relevant EU Delegations, the Ministries of Culture, cultural institutions and civil society organisations. The coordination process revealed common priority needs of both governmental and civil society counterparts and potential positive outcomes of a regional programme in this sector. The Needs Assessment also produced an overview of initiatives carried out by other donors in the culture sector in the region (details on relevant activities of the Council of Europe’s Kyiv Initiative, UNESCO World Heritage Centre, World Bank, European Bank for Reconstruction and Development (EBRD), United Nations Development Programme (UNDP), Open Society Institute’s Arts and Culture Program, the German Marshall Fund, the European Cultural Foundation, and EU Member States bilateral aid were included in the Identification Fiche).

In accordance with the Paris Declaration and the European Commission's Backbone Strategy on "Reforming Technical Cooperation and Project Implementation Units for External Aid," the Eastern Partnership Culture programme will be **demand-driven and respect the principle of ownership**. The Needs Assessment carried out in the identification period ensured an analysis of priority needs and a consultation of a broad range of stakeholders in the beneficiary countries. The Call for Proposals will ensure strong local ownership thanks to the co-financing requirement.

3. DESCRIPTION

3.1. Objectives

The overall objective of the regional Eastern Partnership Culture Programme is to support the role of culture in the region's sustainable development and to promote regional cooperation between public institutions, national and local; civil society cultural organisations both profit and non-profit; and foundations and academic organisations in the Eastern Partnership region and the EU.

The programme will target the following specific objectives:

- Support policy reform at the government level and capacity building of cultural organisations and ‘professionalization’ of the culture sector in the Eastern Neighbourhood region;
- Contribute to exchange of information, experience, and best practices within the cultural sector at a regional level and with the EU;
- Support regional initiatives/partnerships which demonstrate the positive contributions of culture to economic development, social inclusion, conflict resolution, and inter-cultural dialogue.

3.2. Expected results and main activities

The Programme will provide both *technical assistance*, to address specific priority needs of public institutions and the region's cultural sector, and *grants* to civil society cultural organisations – profit and non-profit - and national and local institutions for regional cooperation projects. The Programme will encompass the entire cultural sector, including cinema and the audiovisual sector, contemporary arts, tangible and intangible heritage, as well as support to heritage conservation projects such as the Kyiv Initiative.

Component 1: Technical assistance to national and local authorities and civil society actors

Expected results:

- Policy-making, project management, and resource mobilisation capacities of the public sector are strengthened;
- Strategic planning and international resources mobilization for culture are improved;
- Culture will acquire a higher priority both in term of allocation of national resources and in the policy dialogue with donors;
- Dialogue and co-operation mechanisms are developed within the sector across the region.

This component will include a **regional supporting mechanism [Regional Monitoring and Support Unit (RMSU)]** that will provide specific technical assistance to public institutions and the cultural sector of the Eastern Partnership countries (through a standard service contract). Establishing a Regional Monitoring Support Unit rather than Regional Management Support Unit is indicated based on prior regional experience of the European Commission. The technical assistance should be directed towards monitoring rather than project management, bearing in mind that the selected project leaders will have the responsibility of the management of their projects.

This component is financed under the *2009 ENPI East Regional Action Programme*⁴ for an amount of €3 million. The technical assistance will cover all targeted countries – taking into account the country specific needs - to ensure local ownership and long-term impact, with the following main outputs:

- providing technical assistance to the Ministries of Culture, cultural institutions, and selected local authorities to formulate policies that are inclusive, citizen-oriented, and favourable to Public Private Partnerships; initiate structural and institutional reforms; and improve and develop a legal and regulatory framework to enable the modernisation of the cultural sector.
- contributing to stronger linkages between cultural activities and policies and their contribution to other or wider regional agendas ranging from employment creation to social inclusion, environmental conservation, conflict prevention/resolution, and inter-cultural dialogue.

⁴ C(2009)4294, see: http://ec.europa.eu/europeaid/documents/aap/2009/af_aap_2009_enpi-e.pdf

- providing capacity building and training to address the identified skills shortages in the cultural sector, with a focus on strategic planning; project preparation, business planning and budgeting; management of the film sector and contemporary performing and visual arts; audience analysis and development; development of an evidence base for the contribution of culture to socio-economic aims; public information strategies; presentation and interpretation for sites and museums; cultural heritage conservation, management, and valorisation, including World Heritage Sites; adoption of international protocols and conventions in the cultural domain; and use of tools such as social and environmental impact assessment.
- developing applied studies and diagnostics on priority topics such as private-public partnerships for culture and the arts; organizing thematic workshops on subjects such as safeguarding and conservation, norms and regulations, innovative applications of low and high technology, promoting intangible heritage; developing regional conferences on cross-cutting issues .
- providing information on European cultural programmes and initiatives, including the projects funded under the regional Eastern Partnership Culture Call for Proposals, notably to encourage regional networking and to develop the regional component of the programme;
- ensuring monitoring, coordination, and visibility of the selected projects, in order to develop complementarities and synergies between cultural actors and initiatives in the region by applying both off and on-line innovative technologies as social-network based tools.

For each project, the RMSU will help to define performance indicators, provide training on monitoring tools, measure the projects' progress and achievements, and facilitate cross-fertilisation among the projects. Information activities including a dedicated website, regular newsletters, media relations, and journalistic awards will provide information on the projects and the related events at regional level.

Component 2 Call for proposals, developed for a total EU contribution up to €9 million for a three year period (2011 – 2014)

Expected results:

- Eexperience of intra-regional and inter-regional (EU-Eastern Partnership) cultural initiatives and partnerships diffused within the region;
- Management skills and networking capacities of the cultural organisations, staff and operators in general are strengthened;
- Raising awareness and fostering ownership of local communities for their culture is achieved.

This component encompasses **demand-driven grant projects that encourage beneficial linkages between culture and development** which will be selected through a Call for Proposals. The programme will support projects from organisations – civil society organisations and governmental organisations, profit and non-profit - of a regional nature.

A co-financing requirement is intended to ensure the commitment and sustainability of the selected projects and implementing organisations (with a ratio of 80% EU - 20% applicants). Regional projects focusing on capacity building, training, networking, and exchange of good practices in the following thematic areas will be considered for selection:

- Supporting audience development strategies and initiatives, with particular attention to children and youth as well as non-majority cultures;
- Developing contemporary approaches to education and outreach programmes in the areas of arts and culture;
- Supporting conservation and valorisation of regional cultural resources and heritage, including inter alia digitalization projects, databases for film resources, museum development, expanding publications, information campaigns, promoting innovative combinations between heritage and contemporary creation;
- Supporting skills development of the region's cultural professionals in particular in the areas of: strategic management and leadership skills, research, marketing and audience development, business planning, communications and public relations, advocacy, fundraising and sponsorship, public private management of cultural activities;
- Training and capacity building for cultural media contributing to the development of specialised media in the culture sector;
- Providing cultural leadership training for mid-level career professionals, artists, and managers;
- Developing regional tourism oriented towards the arts and cultural sites and increasing public access to cultural resources and encouraging community participation;
- Supporting regional initiatives promoting contemporary visual and performing arts, as well as partnerships devoted to joint creation/production;
- Supporting new and existing cultural networks within the Eastern Partnership region, and integration of Eastern Partnership cultural organisations into wider European cultural networks;
- Encouraging multi-disciplinary and cross-sectoral exchanges between government (local and national levels), civil society, and the private sector in order to stimulate reform and modernize cultural institutions and to develop innovative advocacy mechanisms in the field of culture.

3.3. Risks and assumptions

The ENPI East Culture Needs Assessment ⁵ has pointed out specific risks related to the culture sector, along with possible mitigation measures. The risks linked to regional instability and to ‘frozen conflicts’ between governments in the region should be reduced by the strong commitment of civil society organisations towards regional cooperation and by coordination with the relevant institutions in each beneficiary country, including the Ministries of Culture.

For the cultural sector, the risks tied to the low capacity of cultural institutions to present good projects will be mitigated by a public information campaign before launching the Call for Proposals and by targeted training for staff in project design and management. The programme will support a demand-driven approach and local level participatory activities, to

⁵ needs assessment has been undertaken in 2008.

compensate for the lack of experience of cultural institutions in community participatory processes and regional cooperation. In order to ensure transparency the European Commission will ensure a broad dissemination of information together with EU Delegations and Technical assistance so that potential beneficiaries are aware of the programme and opportunities arising from the programme so as to participate to for instance, the Call for Proposals.

3.4. Cross-cutting Issues

This programme is expected to contribute to the transversal issues of social and economic development, democratization and governance, gender, environment, and cultural diversity:

Social and Economic Development: The programme is designed to raise awareness about the role of cultural cooperation in mutual understanding and social cohesion and the tools to quantify the contribution of the culture sector to economic growth and regeneration, and help the culture sector and cultural institutions become a potent force in social and economic matters.

Democratisation and governance: The programme will help to strengthen the civil societies and their cooperation in the cultural area. Action on culture can function as indirect means of encouraging civic and political reforms and good governance; by opening the culture sector to the active engagement of civil society and the private sector, a more healthy system of checks and balances will be supported. Adopting best practice in community outreach and inclusion will be an important aspect of the Eastern Partnership Culture Programme, and will also facilitate cross-cultural contacts.

Gender. The programme will address gender imbalances in several ways, including equal opportunity for training and support for development of livelihoods (in tourism, creative industries etc.). Staffing of the project unit would be carefully monitored so that there is no gender bias.

Environment. While the programme is unlikely to have a direct impact on the environment, it is probable that activities that promote tourism and regeneration of historic areas would have an indirect and positive impact. Improving site management of cultural sites should also have a beneficial environmental impact.

Cultural Diversity. The programme will enhance the recognition of the value of cultural diversity by providing opportunities for cultural expression to cross boundaries and by involving all communities including cultural minorities.

3.5. Stakeholders

The participants are expected to be representatives of regional and local authorities, potential project developers including civil society organisations, development bodies, representatives of national agencies, and regional development organisations.

Stakeholders include public institutions (ministries and other institutions) as well as other civil society organisations that contribute to cultural creation and to the management and promotion of culture and cultural heritage. It equally includes other organisations linked to culture (youth, education, environment, tourism, urban planning, rural development), museums, culture houses, and creative industries and culture or tourism-based business.

Target organisations are civil servants, artists and cultural staff, and non-governmental, educational, and community organisations in the area of culture. Particular attention will be given to youth and audience of cultural services.

Civil Society Organisations. This People-to-People programme specifically promotes the participation of civil society actors in the partner countries, but also in the EU, who will act as catalysts for regional dialogue and good governance reform in the area of culture.

The **governments** of the Eastern Partnership countries are faced with important cultural conservation and policy development issues and inadequate resources to address them. Their primary interest in these projects is the exchange of experience with their regional and EU partners, which will enable them to update and improve their capacity to manage cultural assets and to develop modern and inclusive cultural policies.

The **population**, with a focus on the youth and audience/users of cultural 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. Method of implementation

The implementation method will be direct centralised management. In order to ensure effective management of the programme, a system of coordination between Headquarters, EU Delegations, and Partner countries will be established from the outset.

As discussed above, the overall programme combines technical assistance (Call for Tenders/Service contract) and grants (Call for Proposals). The technical assistance component is funded from the 2009 ENPI East Regional Action Programme, and as such is not the subject of this current action fiche.

For the grants, launching a competitive Call for Proposals is intended to ensure the widest possible participation, a good geographical spread of projects, and projects of a good quality and good potential for sustainability and exemplarity.

4.2. Procurement and grant award procedures

1) Contracts

All contracts implementing the action must 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.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the ENPI Regulation 1638/2006 (Regulation [EC] No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument). Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in article 21(7) ENPI.

2) Specific rules for grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU-funded external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the general budget. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- Financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 80%. Full financing may only be applied in the cases provided for in Article 253 of the Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of the Financial Regulation applicable to the general budget of the European Communities. .

- Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 112 of the Financial Regulation applicable to the general budget

4.3. Budget and calendar

The total amount of the Eastern Partnership Culture Programme (Part I and Part II) is €12 million, funded under two Decisions: ENPI East Regional Action Programme 2009 and ENPI East Regional Action Programme 2010.

The division between the Call for Proposals and the Call for Tender is as follows:

- Part I: Call for Tenders for Technical Assistance [Regional Monitoring and Support Unit]: €3 million – Indicative date for the launch of the Call for Tenders is April 2010 – Indicative implementation period: 4 years. Part I is financed under the ENPI East Regional Action Programme 2009.
- Part II: Call for Proposals (CfPs). EU Contribution: €9 million. Indicative date for the launch of the Call is October 2010. Indicative implementation period will be up to maximum 48 months. This will be financed under the ENPI East Regional Action Programme 2010.

4.4. Performance monitoring

There are no EuropeAid Standard Indicators defined for the cultural sector. One of the results envisaged in the programme is to identify and develop objectively verifiable indicators (qualitative and quantitative) that will provide solid evidence for the expected positive achievements of the programme. Result indicators of the programme will be related to, inter alia:

- the number of local and EU partner cultural staff, artists and organisations benefiting from regional initiatives (grant projects, exchanges of know-how, training, specialized seminars etc.) implemented within the region;
- cultural networking and exchanges at the regional level, with the number of new adherents to Eastern Partnership and European cultural networks and the number of sustainable partnerships initiated between local actors in the region and with the EU;
- participation of audience in cultural events funded through the programme;
- increase in audience and visitor numbers at the cultural institutions and tourism-with-culture
- centres that are involved/benefiting from the present programme;

The performance indicators will be further developed by the RMSU in line with the pilot activities. Where data are available, the RMSU in conjunction with local institutions will

establish baseline values before the programme, and target values with and without the action for the overall project programme. A performance monitoring scheme and related key indicators will be defined for the monitoring and evaluation of each project to be selected through the Call for Proposals.

Part I (RMSU) will support this process, including setting performance indicators, providing training on evaluation tools, monitoring the projects' implementation, and measuring their progress and impact.

Regular follow up by the EU Delegations and Headquarters and support by the ENPI Result Oriented Monitoring Team (ROM) will support the work of the RMSU and implementing partners.

4.5. Evaluation and audit

A mid-term and final external evaluation of the project will be carried out in the course of the project's implementation. The evaluation will be based specifically on the objectively verifiable indicators of achievement, as they appear in the LogFrame. Expenditure incurred will have to be certified, as part of the obligations of the contracted parties in the framework of the implementation of this project. 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, since no commitment will be possible once the validity of this Decision has expired ("N+1" rule will apply).

4.6. Communication and visibility

Visibility and communication actions in the Partner Countries will also be carried out in collaboration with the EU Delegations, in line with the Communication and Visibility Manual for EU External Actions. The Technical Assistance [RMSU] component will develop a specific communication strategy and activities dedicated to communication and visibility of the programme.

In support of the launch of the Call for Proposals, "Info Days" will be organised in Brussels and in beneficiary countries to raise awareness by potential beneficiaries about the programme and provide them with all details about its characteristics and requirements. The Info Days will introduce the programme, discuss matching regional needs to programme priorities, and provide information on the coming Call for Proposals in regard to eligibility and practical issues. It will also aim to generate project ideas and help find partners.

EU Delegations will be key in disseminating information in the partner countries to raise awareness about this opportunity. Existing cultural networks will be used for the dissemination of information and results.

A **programme website** will be developed under the RMSU, as a resource for all people in the partner countries who want to participate in the Eastern Partnership Culture programme. It will provide information about support and events and links to resources and detailed information. The website can also be useful for people from the EU Member States who are seeking partners or other information. With links for information events, project identification and development events, partner search fora, and lead partner and partners training, the website will provide potential applicants with all necessary information and facilitate networking among programme participants.