

## ANNEX 5: ACTION FICHE FOR ENPI REGIONAL EAST ACTION PROGRAMME 2009

### 1. IDENTIFICATION

Title/Number	Eastern Partnership Culture Programme Part I CRIS: 2008/ 020-541		
Total cost	<i>€3M EC contribution (Part 1 of 2 part €12M global programme, with the remaining €9M expected from decision 2010 ENPI East)</i>		
Aid method / Method of implementation	Project approach – <i>Direct centralised management</i>		
DAC-code	16061	Sector	Culture

### 2. RATIONALE

#### 2.1. Sector context

The beneficiary countries of this programme are: Ukraine, the Republic of Moldova, Georgia, Azerbaijan and Armenia, and Belarus, although its participation to the programme depends on its internal political developments and its full reintegration into the ENP process.

The ENP East countries have a rich cultural diversity and an important cultural heritage that can play a role in political, economic and social development, but which at present is not adequately mobilized. The cultural sector of EU neighbouring countries reveals common characteristics, including a renewed interest in cultural heritage and a 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 support a number of innovative and effective cultural activities, many of which remain however at small scale and without relevant structural impact. The **main problems of the cultural sector in this region** include skills shortages, lack of training and exchange opportunities, in particular in strategic planning related to the culture sector; cultural project preparation, business planning and budgeting; audience analysis and development; public information strategies; presentation and interpretation for sites and museums; cultural site management, including World Heritage Sites; and tools such as social and environmental impact assessment. During the needs assessment missions civil society organisations and the relevant ministries underlined that efficient training tools and 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 and cooperation at regional level.

The current programme will help cultural organisations to meet these needs at regional level, through:

- **strengthening regional links and dialogue** within the ENP East region, and between the EU and ENP Eastern countries' cultural networks and actors;
- supporting cultural policy reform and modernisation of the cultural sectors in the ENP region;
- supporting **awareness raising and cultural initiatives** having a regional impact on sustainable economic and social development, democratization and conflict prevention.

In line with the Commission communication of December 2008, 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 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<sup>1</sup>. Therefore the Eastern Partnership calls for a specific EP Culture Programme that will strengthen the capacity of cultural operators in the region and enhance the role of culture as a force for reform, promotion of inter-communal tolerance and social cohesion.

## **2.2. Lessons learnt**

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

## **2.3. Complementary actions**

To date EC cultural initiatives in the region are few, but coordination with existing initiatives will need to be ensured. In Georgia, the elaboration of a Twinning project is planned to support institutional development of Georgian National Museum's Restoration-Conservation Centre and the Museum of Fine Arts. In Ukraine, a few EC-funded projects are implemented to support the development of cultural tourism in Bukovyna (Chernivtsi region) and to promote joint cultural heritage as a way of cultural dialogue between communities in cross-border regions of Chernivtsi and Suceava. Moreover, through the EC programme "Investing in People - Access to local culture, protection and promotion of cultural diversity", only very few proposals in the sector of culture are being financed in the ENP East region so far. In addition, the Erasmus Mundus programme finances four European Masters courses in the cultural sphere focusing amongst other on the training and development of future human resource managers and programmers in the cultural sphere. These masters courses are open to participation of students from the ENP East region.

Finally, within the EC Culture Programme 2007-2013 managed by DG Education and Culture (EAC), a Special Action (strand 1.3) will be used in 2009 and 2010 to support a limited number of cultural cooperation projects between cultural operators from the EU and the countries that are part of the European Neighbourhood Policy (ENP), 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, Belarus, Georgia, the Republic of Moldova for the ENPEast region). With a limited budget (around 2M€ for the two years), this action allows cooperation projects mainly

---

<sup>1</sup> EU Presidency Conclusions of the European Council of June 2008, paragraph 78.

centered 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. .

#### **2.4. Donor coordination**

A dynamic coordination process was implemented during the needs assessment review, involving the relevant EC Delegations, the Ministries of Culture, cultural institutions and civil society organisations. Roundtables and bilateral meetings were organised with all targeted structures and with other donors in the sector of culture in all beneficiary countries. Previous and ongoing initiatives were discussed with all stakeholders and the coordination process revealed common priority needs of both governmental and civil society counterparts and potential positive outputs of a regional programme in this sector. Additionally, an overview of activities of other donors in the culture sector in the region was conducted (details on relevant programmes of the Council of Europe's Kyiv Initiative, UNESCO World Heritage, World Bank, Open Society Institute's Arts and Culture Program, the European Cultural Foundation, and EU Member States were included in the Identification Fiche).

In accordance with the Paris Declaration and the EC Backbone Strategy on "Reforming Technical Cooperation and Project Implementation Units for External Aid", the ENP East Culture programme will be demand-driven and will respect a principle of ownership. The needs assessment implemented 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 with a co-financing requirement will ensure a strong local ownership.

### **3. DESCRIPTION**

#### **3.1. Objectives**

The overall objective of the Eastern Partnership Culture Programme is to support the role of culture in the region's sustainable development and to promote regional cooperation between civil society cultural organisations in the ENP Eastern region and with the EU.

The programme will target the following specific objectives:

- Support cultural policy reform at government level, capacity building and professionalization of cultural operators in the Eastern ENP region;
- Contribute to exchange of information and experience among cultural operators at a regional level and with the EU ;
- Support regional initiatives/partnerships which demonstrate positive cultural contributions to economic development, social inclusion, conflict resolution, intercultural 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 for regional cooperation projects. The Programme will target all cultural sectors, including cinema and audiovisual and possibly support heritage conservation projects such as the Council of Europe's Kyiv Initiative

#### **Component 1**

Expected results:

- Policy-making, project and resource generating capacities are strengthened both at the public sector and cultural operators
- Dialogue and co-operation mechanisms are developed within the sector across the region

This component will include a **regional supporting mechanism** that will provide specific technical assistance to public institutions and the cultural sector of the Eastern ENP countries (through a standard service contract). To this end, technical assistance will be provided in 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 to formulate inclusive cultural policies, develop cultural policy reforms and to improve/develop a legal and regulatory framework for the modernisation of the cultural sectors.
- contributing to develop more linkages between cultural activities & policies and their contribution to other or wider regional agendas ranging from employment creation to social inclusion, environmental conservation, conflict prevention/resolution and intercultural dialogue.
- providing capacity-building and training to address the identified skills shortages in the cultural sector, with a focus on strategic planning; cultural project preparation, business planning and budgeting; audience analysis and development; public information strategies; presentation and interpretation for sites and museums; cultural heritage conservation, management and valorisation, including World Heritage Sites; and tools such as social and environmental impact assessment;
- providing information on the European cultural programmes and initiatives, including the below-mentioned 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. For each project, the mechanism will help in setting performance indicators, providing training on evaluation tools, measuring the projects' progress and impact. A dedicated website and regular newsletters will provide information on the projects and the related events at regional level.

## **Component 2**

Expected results:

- Intra-regional and inter-regional (EU-ENP) cultural initiatives and partnerships developed.
- Management skills and networking capacities of the cultural organisations and operators are strengthened.

This component encompasses **Demand-driven projects** from ENP civil society cultural organisations which will be selected through a Call for Proposals. The programme will support projects of a regional nature, including organisations from at least 2 countries of the ENP region and 1 EU country. A co-financing requirement will ensure commitment and sustainability of the selected projects. Regional projects focusing on networking, capacity-building, training and exchange of good practices in the following priority areas will be considered for selection:

- Developing regional tourism oriented towards the arts and cultural sites and increasing public access to cultural resources, cultural participation
- Supporting audience-development actions, with particular attention to children, and youth as well as non-majority cultures;
- Supporting conservation and valorisation of regional cultural resources and heritage, including film resources and strategic digitalization projects;
- Supporting regional initiatives promoting the mobility of artists and of works of art in the field of contemporary creation, as well as partnerships devoted to joint creation/production
- Developing contemporary approaches to cross-border education and outreach programmes in the areas of arts and culture;
- Supporting new and existing cultural networks within the ENP East region, and integration of ENP East cultural organisations into wider European cultural networks;
- Training and capacity-building for cultural media contributing to the development of specialised media in the culture sector;
- 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;
- Supporting the formation of the region's cultural operators 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;

### **3.3. Risks and assumptions**

The needs assessment 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 mitigated by the strong commitment of civil society organisations towards regional cooperation and by efficient coordination with the relevant institutions in each beneficiary country, including the Ministries of culture.

In the cultural sector, the risks linked to the low capacity of cultural institutions to present good projects will be mitigated by broad public information campaign before launching the Call for Proposals and by targeted training for staff in project management. The Programme will encourage a demand-driven approach and local level participatory activities, in order to compensate little experience of cultural institutions in community participatory processes and regional cooperation. In order to ensure transparency the supporting mechanism will ensure broad dissemination of information so that most potential beneficiaries are informed of the launch of the Programme and Call for Proposals.

### **3.4. Crosscutting Issues**

This programme is expected to contribute to the transverse issues of democratisation, social and economic development, governance, gender and environment:

**Social and Economic Development:** The programme is designed to raise awareness on the role of cultural cooperation in mutual understanding and social cohesion 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. Regional cooperation and support to new advocacy

mechanisms in the cultural sector will encourage civic and political reforms, as well as improve good governance in the countries.

**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**

**Stakeholders** include public institutions (ministries and other institutions) as well as other non governmental and private 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 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 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 catalysers for regional dialogue and good governance reform in the area of culture.

The governments of the ENP East countries are faced with important cultural conservation and cultural 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**

Direct centralised management – The proposed programme will combine both technical assistance (Tender/Service contract) and grants (Call for Proposals). The technical assistance will be provided through a service contract which will be managed by Headquarters to maintain an overview of the whole regional programme.

For the grants, the choice of launching a Call for Proposals will ensure the widest possible participation, a good geographical spread of projects, and ends up with projects of a good quality and good potential for sustainability and exemplarity. Whenever relevant, the grant

projects will be managed by the EC Delegations, who will be able to provide better management quality by being closer to the people and the projects.

## **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. 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 of grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EC 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 Programme is of €12 Mio, to be funded under two Decisions: ENPI East 2009 and ENPI East 2010-subject to future approval.

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

- Part I: Call for Tenders for the Supporting Mechanism: € 3 M – Indicative date for the launch of the Tender is September 2009 – Implementation period: 4 years. This part is financed by ENPI East 2009
- Part II: Call for Proposals (CfPs). EC Contribution: €9 M – Indicative date for the launch of the Call is September 2010 – Implementation period: 2 to 3 years. This part is expected to be financed by ENPI East 2010 subject to a new Commission Decision.

## **4.4. Performance monitoring**

There are no EuropeAid Standard Indicators defined for the cultural sector. However, several key indicators and monitoring arrangements will provide solid evidence for the expected positive achievements of the programme. Result indicators of the programme will be related to:

- measuring the number of local & EU partner artists and organisations/cultural operators benefiting from regional initiatives (mobility of artists, exchanges of know-how, trainings etc.) implemented within the region ;
- cultural networking and exchanges at regional level, with the number of new adhesions to ENP 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 regional cultural events;
- increase in audience and visit rates at the cultural institutions and tourism-with-culture centres that are involved/benefiting from the present programme;

For the whole programme, performance indicators will be further developed in line with the pilot regional initiatives of the programme. Moreover, 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. The Component I will support this process, including setting performance indicators, providing training on evaluation tools, monitoring the projects' implementation and measuring their progress and impact.

#### **4.5. Evaluation and audit**

A midterm and final external evaluation of the project will be carried out in the course of the project's implementation. This 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**

The EU visibility guidelines must be followed by all projects. The supporting mechanism project will develop a specific communication strategy and activities dedicated to communication and visibility of the programme.

In support of the launch of the CfP, "Info Days" will be organised in Brussels and in beneficiary countries in order to raise awareness of potential beneficiaries about the programme and provide them with all details about its characteristics and requirements. EC Delegations will participate in the dissemination of 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 supporting mechanism, in order to provide potential applicants with all necessary information and to facilitate networking among programme participants.

Visibility and communication actions in the Partner Countries will also be carried out in collaboration with the Delegations, in line with the Communication and Visibility Manual for EU External Actions.