

Table of Contents

SECTION I – National *context*

- A. Analysis of the problem**
- B. Outline of the national programme**
- C. Capacity requirements and assessment**

SECTION II - Strategy and objectives for UNDP support

- A. Policy framework**
- B. Geographical coverage, time span and the rationale**
- C. Strategy for use of UNDP resources and resource mobilisation**
- D. Programme support objectives**
- E. Outputs and activities**
- F. Implementation modality and organisational set up**
- G. Monitoring and evaluation**
- H. Risks and prior obligations**
- I. Legal context**

SECTION III – Outputs, activities, inputs, work plans and reviews

- A. Outcomes, outputs and monitoring indicators or benchmarks**
- B. Activities and the work plan**
- C. Financial management table**

Annexes

- 1. Organisational set up for CIDP**
- 2. CIDP Programme Management Chart**

SECTION I – National Context

A. Analysis of the problem

The Crimean Tatars, as well as other ethnic groups including Bulgarians, Armenians, Greeks and Germans -- were forcibly deported from their homeland to various Republics of the former USSR in 1944 for alleged collaboration with Nazi Germany. Since the late 1980s, more than 260,000 of the Formerly Deported Peoples (FDPs) and their descendants, mainly Crimean Tatars, have returned to Crimea and now constitute over 12% of the population of the peninsula.¹ Relations among Crimean Tatars, other FDPs, ethnic Russians, and Ukrainians are currently peaceful, but potentially volatile. The danger of an ethnic conflagration instigated within the peninsula remains a serious obstacle for sustainable development, peace and stability not only in Ukraine, but in the region as a whole. The influx of such a large number of people, coupled with the difficulties arising out of the multiple transition process has added more strain to the economy as well as to the existing social and communal services. Exclusion from the decision-making processes has also proven to be an area of great contention, which has caused increased tensions between organs of power and formerly deported peoples, especially Crimean Tatars.

In terms of economic performance Crimea lags behind other Ukrainian regions. This situation has been compounded by the need to facilitate the reintegration and resettlement facilitation of FDPs. In the absence of a national repatriation plan and adequate budgetary funding, Crimea had been left almost entirely on its own, with some support from multilateral and bilateral donors, to cope with such a large influx of people on its territory. The resettlement process took place in a very ad hoc and spontaneous manner, resulting in the emergence of compact settlements of FDPs in areas geologically unfit for residential purposes. In addition, the absence of communal and other basic infrastructure, such as roads, water, electricity, gas, etc. and great distances separating existing social services from users cause great hardships on FDPs, not to mention the acute housing problem. Savings of many people have been usurped by the hyperinflation of 1991-92 resulting in the inability to finish construction of houses. Many still live in hostels, basements and rooms with no heating or gas supply. Deplorable living conditions compounded with harsh winters have led to an increase in sicknesses, especially respiratory diseases and tuberculosis among FDPs, children and elderly in particular. The unemployment rate among returnees, according to official figures, is more that double that of Crimea in general. Access to jobs has been constrained not only by absence of citizenship, but also by de facto discrimination.

In summation of the above the Ukrainian and Crimean governments (both at the central and local levels) lack the capacity and resources to respond adequately to the process of reintegration and resettlement of FDPs. There is marked disparity between the socio-economic conditions of FDPs and the rest of the Crimean population. The legacy of past violence (1944 forced deportation) is still very much present (fear, anger, perception of being permanently persecuted, revenge, etc). Major disagreements on the distribution of resources, especially land, are quite evident and there seems to be no satisfactory solution to date. Cultural and ethnic differences are easily exploited by individuals for their own personal agendas, and with a mass media, whose loyalty lies with specific interest groups, consensus building becomes a real challenge. Similar situations in other countries have been known and acknowledged to be some of the root causes of internal conflicts in the world.

In the above setting, UNDP, at the request of the Government of Ukraine (GoU), launched in 1995 the **Crimea Integration and Development Programme (CIDP)** for the purpose of facilitating the

¹ Total population of Crimea is estimated to be 2,152,000 (1999) and its major ethnic distribution is as follows: Russians 55.3%, Ukrainians 23.3%, Tatars 11.8% and other FDPs (Germans, Armenians, Bulgarians, Greeks etc.) 1.0%. Source: Ильясов Р.И. «Крымские татары: краткий обзор прошлого и анализ социально-экономического положения настоящего», Симферополь, 1999.

process of resettlement of the FDPs. CIDP's main objective is to promote the maintenance of peace and security in Crimea by supporting the socio-economic development, integration and self-reliance of the FDPs. The Program consisted of four main components: social services development (health and education); economic development and income generation; infrastructure; and capacity building. Women's empowerment and youth development received special attention.

Phase I of the project, covering the period of June 1995 through June 1998, was implemented in two pilot communities: the rayon (district) of Simferopol (Kamenka) and Sudak (both with a total population of 20,500). CIDP Phase II (June 1998 – December 2000) activities covered a total of 16 settlements in four administrative rayons: Simferopol, Sudak, Bakhchisaray and Belogorsk. The total funds used for the execution of the two phases amounted to \$4.9 million with the total number of beneficiaries reaching 40,000.

The Programme addressed the following issues:

Capacity Building assisted community groups, NGOs, Regional and Local Authorities, and institutions within the Central Crimean Government to stimulate local participation in the decision-making process. Local Planning and Participatory Committees – elected in the communities, Technical Working Committees – to link the former with the rayon decision-making level, and Crimea Consultative Forum – to facilitate dialogue between Crimean power structures and the Program's beneficiaries. Special emphasis had been placed on strengthening the capacity of the Regions to develop and implement regional development plans using a bottom-up, participatory approach, thus attracting the active involvement of the private sector and civil society in the development process. The latter had been a pilot project in the regions of Bakhchisaray and Belogorsk, and based on the successes and lessons learned, now needs to be replicated in other regions as well.

Social and Human Development actions were directed towards enhancing the social and cultural life and establishing youth/community centres within selected communities. Attention was given to basic health care needs and the promotion of integrated local primary health care systems. Education and culture were important issues in the context of the return of the FDPs to Crimea. The education component, while concentrating on primary education needs, focused on physical facilities as well as on qualitative aspects. Cultural activities were promoted, as they could be instrumental in fostering mutual respect and understanding at grass roots level among the various ethnic groups. A unique experience developed by the Program has been the community-based educational models, whereby assistance was provided to either a community-based organisation or a family to complete construction/renovation of parts of their premises/homes, which were then equipped to become pre-school centers. This provided easy access to pre-school education especially for children in compact settlements.

Economic Development was fostered through the establishment of two credit unions, a network of four business development centres, a microfinance lending institution.. Special attention was paid to stimulating entrepreneurship among women. CIDP promoted job creation and income generation by supporting the set-up of sustainable local bodies able to provide a full range of consultancy and training services, as well as financial assistance to existing and potential entrepreneurs.

Infrastructure Development included provision of public utilities, such as water supply and drainage systems, as well as renovations to premises in the social economic spheres. Through the assistance of CIDP, water pumps, pipelines and drainage systems in the selected communities were procured and installed. A primary school and an outpatient clinic were built to ensure the coverage of basic human needs in Kamenka/Simferopol. There have been major renovations to buildings

provided for the purposes of creating business development centers, youth/community centers, NGOs and CBOs, and health care facilities.

The major achievements of the Phase I and II are as follows:

- Promoted good governance through participation and dialogue. Created participatory mechanisms linking all administrative levels (7 LPPCs; 4 TWCs and CCF)
- Strengthened local capacity, thus promoting self-reliance and increase in local initiatives.
- Provided basic social, economic and infrastructural services to the targeted communities (1 multiethnic primary school, 10 home-based schools, 1 outpatient clinic, 2 health centres, 12 health outposts, 6 community/youth centres, 2 youth information centres, 2 water supply and 3 flood control systems, 4 business development centres, 2 credit unions, 1 microfinance lending institution, and 4 women's fora).
- Promoted gender mainstreaming and empowerment of youth and women through 6 Youth Councils and 4 Women NGOs and the All-Ukrainian Conference on Gender and Development
- All of the above have been supported by numerous training seminars, workshops, study tours, and round tables on topics relevant to capacity building, governance, peace and conflict management, management of ethnic diversity, fund raising, decentralized planning, etc.
- Created capacity to become a demonstrative programme for similar assistance activities elsewhere in Crimea.

Phase II (UKR/1995/006), which was financed through multiplicity of funds (UNDP TRAC funds and co-financing by several bi-lateral donors) has completed all major activities at the end of the year 2000. The Government expressed its desire for the extension and expansion of CIDP for some years to come. The Government also articulated in a separate document its priorities with respect to the FDPs. The main parameters of the National Programme are outlined below.

B. The National Programme

The present "Resettlement and Accommodation Programme" is the second government programme. The first one covered the period of 1996 - 2000. It addressed the most immediate needs of the FDPs, while the new one, with 1.9 times as much funds allocated to its implementation, aims at doing so more intensively.

The main objective of the Programme is "to define measures for the provision of social, engineering and transport infrastructure required for the resettlement and accommodation of the FDPs". Other dimensions of the FDP issue – more closely related to the social aspects of reintegration - will be addressed by a separate Government Programme, which is now being prepared. The present Programme clearly indicates a number of important areas, which the Government is not able to tackle immediately. In these areas an international assistance may be particularly helpful at this point of time.

124,700 of the total 260,800 FDPs (47%) have no permanent housing. The average per capita housing is 8.2 sq. m. or 15.8 for those having houses (against the Crimean per capita average of 18.4 and the Ukrainian of 20.2).

Out of 300 settlements, 58% have electricity, 19% water, about 10% paved roads, and about 3% gas. Public transport network is practically absent.

The existing settlement network, where most of the FDPs live, appeared without proper planning. Therefore, emergency situations arise uncontrollably because of the surface waters, floods, and ground sliding.

The Programme sets up the following priorities:

- **Resettlement** – priorities are to bring to completion the existing system of compact settlements and provide them with a basic communal and social infrastructure.
- **Housing** - within this area, priorities are given to the completion of private construction and allocating more funds for purchasing housing.
- **Communal infrastructure** - the first priority will be given to areas completed up to more than 70%. The level of 100% completion will be reached in the following manner: 2002 – electricity; 2003 – water, 2005 – gas; 2005 - roads; 2005 sewage systems for multifamily residential buildings.
- **Construction of cultural and public service facilities** – schools, outpatient clinics and shops.

The total amount of investment in construction for 2001-2005 is expected to amount to UAH 446 million (\$79.7 million). The Ukrainian State Budget is to provide 52%, the Crimean budget 17%, other sources (essentially, ODA) 31%. UAH 267 million (60% of the total) will be spent for housing, UAH 150.5 million (34%) for communal infrastructure, UAH 28.5 million (6%) for culture and public service construction. The annual investment is expected to average UAH 89.2 million (1.9 times higher than the previous Programme).

The average annual volume of housing area increment will be 1.4 times higher than the period of 1991-1999. The private housing fund will increase 1.6 times totalling 3,168,600 sq. m. – 193,290 residents. The state-owned housing fund will reach the level of 525,800 sq. m. – 36,760 residents. A total of 230,000 FDPs will live in their own houses. The average per capita area will reach 16.1 sq. m. The portion of those having houses will increase from 52.2% to 88.2%. However, the per capita housing indicator will still remain 30% below the average for Crimea and 42% that of Ukraine.

The need for electricity, water, gas, roads and sewage systems for apartment blocks will be fully met. The need for secondary education facilities will be met for 20.8% (5 secondary schools for 3,528 pupils). The need for retail trading outlets will be met at 74.4% (30 outlets will be built adding to the 2 existing ones), and outpatient clinics at 47.6% (15 new ones, totalling 20).

The National Programme does not explicitly address employment and income generation issue; allocation of new construction plots for houses and farming land plots. Although this Programme is the most comprehensive one prepared up to now by the Government, there are a number of issues yet to be tackled, in particular those related to area planning, which include also the development potential of the areas of settlements, taking into account the available resources, job markets, internal migration trends, etc.

C. Capacity requirements and assessment

The return of FDPs has become one of the priority issues for the Government since Ukraine has become an independent state. From the outset, Ukraine has demonstrated a real commitment to resolving the issue. However, the understandable lack of institutional capacity and experience on the part of the newly independent Ukraine in dealing with such a multidimensional issue as the resettlement and reintegration of a large group of deported people of different ethnic background presented a challenge to its policy-making bodies.

The policy formulation process with regard to the FDP issue, in which all government departments – the President, the Ukrainian Cabinet of Ministers, the Crimean Councils of Ministers, and the Parliament -- are actively involved since 1991, is gradually evolving from dealing with the most immediate needs in a rather ad-hoc manner to taking a more strategic standpoint. However, it is clear that no overall capacity assessment could yet have been done.

The Cabinet of Ministers Resolution #636 of August 11, 1995, based on which the first Resettlement Programme was introduced, the Presidential Decree #1166/97 of October 18, 1997, on the social policies for the period of 1997-2000, as well as the joint effort of the President, the Ministries of Interior, Foreign Affairs and Justice which led to the Agreement with the Government of Uzbekistan and simplification of citizenship acquisition procedures mark turning-points towards a more comprehensive and profound approach. However, the relevant legislation, setting up a legal framework for repatriation in Ukraine, is still to be completed and harmonized with international standards by the Ukrainian Parliament.

Bodies dealing specifically with the FDP issue in all government departments strengthen the institutional capacity of the Government. These are: at the level of the Cabinet of Ministers - the FDP Commission headed by the Vice Prime Minister, the Department for Nationalities and Migration of the Ministry of Justice; the Committee on Human Rights and National Minorities in the Parliament; and the Republican Committee for Nationalities in Crimea.

Other important aspects of capacity requirements, such as human resources, technology, management, monitoring and evaluation capacities of the Government agencies working in the field could benefit from an international support in the form of training, and development of information management systems. In terms of resource mobilisation the Government has managed to allocate a substantial amount of funds for addressing the needs of the FDPs in the nearest five years. Still a lot will depend on the UNDP and other international agencies in meeting this important capacity requirement.

SECTION II - Strategy and objectives for UNDP support

A. Policy framework

The proposed Programme, CIDP Phase III, builds on achievements (summarised in Section I A) and lessons of the two previous phases and pursues the same overall goal. However, the Program Support Objectives have been revised to articulate the essence of the Program, which is conflict prevention and sustainable human development. A new component focusing on Early Warning and Preventive Measures (EWPM) system has been introduced, and local capacity to undertake such a complex and necessary task will be strengthened. Further emphasis is placed on general community capacity building, promoting good governance, and use of information technology not only for the dissemination of information, but also for improving knowledge base. A new execution modality is also being proposed together with a geographic expansion of the Program. In formulating the new phase of the Program, recommendations of previous evaluations and conclusions of the TPR received due consideration. In fact, many of the project outputs (as articulated in Section E) coincide fully with the above-mentioned documents.

In addition to the above, the central theme of this Program, conflict prevention, is in keeping with the main directions and positions of the United Nations in general. “There is near-universal agreement that prevention is preferable to cure, and that strategies of prevention must address the root causes of conflicts, not simply their violent symptoms.” These are the words of the Secretary General of the United Nations in his presentation -“We the Peoples”- on the role of the United

Nations in the 21st century. “Every step taken towards reducing poverty and achieving broad-based economic growth is a step towards conflict prevention.”

In his report to the 54th session of the General Assembly, the Secretary General pointed out that it is “inequality among domestic social groups” rather than poverty that seems to be the “critical factor”. While “the inequality may be based on ethnicity, religion, national identity or economic class, but it tends to be reflected in unequal access to political power that too often forecloses paths to peaceful change.”

The Guidelines of the Development Assistance Committee (DAC) of OECD emphasised the special role of development co-operation in preventing conflicts. This could include “assistance for the promotion of democracy, participatory mechanisms in the political system, and the rule of law...elements of a peace building strategy helping to integrate individuals and groups in society, building their stake in the system and preventing their marginalization and potential recourse to violence”.

The recommendation of the UNDP Country Co-operation Framework Review of April 2000 is quite explicit with regards to the need for UNDP intervention in Crimea. The mission stated: “Given the regional and national implications and dimensions, the Crimean Project should continue during the next CCF period either as an extension of the present project or as a newly designed one. Based on the achievements of the present project, the next one should be much more extensive in terms of its geographical coverage with heavy emphasis on job creation and credit facilities and it should address to all minorities living in Crimea. As there are quite a few national minorities living in Ukraine, efforts to support social integration of minorities should be expanded nation-wide, using that of Crimean Project positive experience of promoting peaceful multiethnic coexistence.”

Second Country Co-operation Framework for Ukraine for 2001-2005 (draft as of Sept. 29, 2000) has already taken into consideration the above-cited recommendation and explicitly stated that UNDP will continue supporting successful activities aimed at resettlement and reintegration of the FDPs in a manner that contributes to the maintenance of peace and stability in the area. Activities will involve capacity building in decentralisation, local governance, community development where direct beneficiaries and local authorities work together to build the infrastructure such as housing, health care services, education and other social facilities, create employment, promote income generation, access to credit and small enterprises. The Programme will further strengthen and broaden its base of co-operation with the national government to assure that a strategy for integration of FDPs is further elaborated and efforts made to mobilise the resources necessary to implement it. In addition, the challenge will be to elevate lessons from this grassroots project to the policy level with potential countrywide implications.

B. Geographic coverage of the proposed intervention, time span and the rationale

Based on the experience gained during implementation of two previous phases UNDP will now enter into the detailed formulation and subsequently the execution of the third phase. However, this must be preceded by a rigorous resource mobilisation effort in order to ensure the availability of funds for the entire phase. This phase will cover the period of 2001-2004 (48 months) and it will follow the **programmatic approach** of the UNDP. It is desirable to extend the new phase for a period of at least four years since the first year of this phase will be dedicated mainly to the development of baseline data, setting up of participatory mechanisms in the new areas, and designing detailed implementation plans and technical drawings (the latter applies mainly to infrastructure projects).

In response to the Government’s priorities both at the central and the ARC (Autonomous Republic of Crimea) levels the Programme will expand its geographical coverage by adding three new rayons (**Pervomaisky, Sakskiy and Krasnogvardeysky**), and will continue to be active in the four rayons of the previous phase (**Bakhchisaray, Sudak, Simferopol, Belogorsk**). While in the latter the activities will be mainly, but not exclusively, on the consolidation of the results already achieved, in the newly included rayons the activities will start anew.²

In the new regions the procedure of identifying the priorities and designing appropriate activities will follow the methodology that was designed and tested in the previous phases. Briefly this is as follows: first, local participatory mechanisms (LPPCs, TWCs) will be put in place both at the grassroots and regional administration levels for the identification and prioritisation of the needed interventions, and subsequently outputs/activities will be detailed.

The selection of the three new regions was undertaken in an objective and transparent manner, utilising set criteria, which included the number of FDPs, the concentration of FDPs in compact settlements, the needs for infrastructure as well as social infrastructure and local capacity for collaboration³. The PSD Formulation Team, in co-operation with the project management, prepared the list of possible regions and held series of field visits and meetings with various stakeholders from the respective regions. The Crimea Consultative Forum convened for this purpose made the final selection.⁴

The Programme in all seven geographical areas will be managed through this PSD, which will be supplemented with the appropriate work plans, in which activities will be elaborated with their correspondent time spans. Implementation will be carried out through a series of interventions, each reflecting one of the programme objectives elucidated in Section III of this document.

C. Strategy for use of the UNDP resources and resource mobilisation

Issues identified for UNDP support within the framework of CIDP fully correspond to the priorities of the Government Programme. The decision to design CIDP Phase III (as a Programme) from a conflict prevention perspective was taken by the *Tripartite Review Meeting* held in June 2000, to which Representatives of major donors participated. The TPR meeting recommended the extension of geographic coverage of CIDP subject to availability of resources. Similar recommendation was also put forward in the *Report of the Evaluation Mission*.⁵

² Newly selected three regions will be subject for review and can be altered according to the preference of the Government.

³ The selection will be confirmed based on the findings of conflict potential survey at the beginning of the new phase.

⁴ The characteristics of the selected regions are as follows:

Total Population	Percent of FDPs:	
102,969	16.3	Krasnogvardeysky
87,258	16.5	Sakskiy
45,685	24.7	Pervomaisky

Source: See Footnote 1.

Basic amenities (water, electricity) are substantially lacking in Pervomaisky whereas the other two areas are fully provided. In all three regions shortage of housing and health facilities are preponderant.

⁵ “CIDP should continue its activities within a new phase... The new Programme document must be formulated to reflect the objectives from a conflict prevention prospective.” See, *CIDP Tripartite Review: Conclusions and Recommendations*, Sudak, June 16, 2000, and “the Programme should be continued as it is serving an important role in Crimea... In the next phase, adjustments need to be made to strengthen the programme capacities on a territorial basis.” See, *Evaluation of Crimea Integration and Development Programme*, Kiev, June 2000, p. 23.

UNDP extends support to this Programme, since it falls within the UNDP priorities and coincides with the national development objectives of the Government. Specifically, as was agreed at the Tripartite Review Meeting, UNDP will initiate and promote such activities that are aimed at maintaining peace and stability in the Crimean Peninsula through peaceful resettlement and integration of FDPs. These activities will directly aim at promoting interethnic harmony, social cohesion and conflict prevention, and will address areas such as good governance, socio-economic development with a special emphasis on the most vulnerable groups (women and youth).

Collaboration with the sister agencies, particularly UNHCR, UNICEF and UNFPA will be sought since these agencies have been active in their respective mandate in Crimea and have undertaken activities complementary to the objectives of the CIDP. It only appears logical that at this phase these three agencies together represent the UN family as a whole. Collaboration with the World Bank (especially in conjunction with Social Investment Fund) as well as with the bi-lateral donor community in Ukraine will be sought to ensure the most efficient and effective use of development aid resources. The indications are such that UNDP-UNHCR collaboration is in the making, the specifics will be determined by the representatives of these agencies.

Bi-lateral donors active in financing predetermined set of activities in phase II of CIDP are likely to continue to support phase III as well. Moreover, other bi-lateral donors have expressed interest to co-finance the proposed Programme. In addition, Government of Ukraine is in the process of considering allocating some funds for cost-sharing purposes⁶.

The Resident Co-ordinator will intensify his efforts to ensure either financial contribution from other UN organisations and/or will enter into agreement with them for parallel financing for predetermined activities.

UNDP/Kyiv will also continue to assist the Government to mobilise additional resources for critical activities foreseen in the CIDP Programme. It will utilise its own core resources as seed money and bring its added value to the development assistance by mobilising additional funds and will act as an effective, transparent and accountable channel for the delivery of development assistance.

D. Programme support objectives

The development objective of the Programme is **to foster sustainable human development in a manner that contributes to the maintenance of peace and stability in Crimea through initiatives aimed at preventing interethnic conflicts and enhancing integration among different ethnic groups.**

For this general development objective to be reached the existing conflict potential needs to be measured, early warning and preventive measures system (EWPM) introduced and the disparities in both the economic and social areas between the FDP and non-FDP populations substantially reduced – to eradicate the material grounds for any serious dispute between them.

This phase of the Program builds on the previous two phases, but also includes an early warning preventive measures system, which will improve the capacity of the government, civil society and the international community to respond more adequately and efficiently to ensure that peace and stability are maintained. It is also oriented towards creating a more enabling environment for the development of co-operative links among various population groups thus providing grounds for taking preventing measures and avoiding the escalation of disputes to uncontrollable proportions.

As the Programme expands to new geographical areas, the human capital formation already attained in Phase I and II will be fully utilised as a resource in the implementation of new activities.

⁶ See, Memorandum of Understanding signed by UNDP Resident Representative and Vice-Prime-Minister of Ukraine, June 2000.

Given the mandate of sustainable human development, UNDP will concentrate its support in contributing to the reintegration of FDPs by way of restoring social, physical and human capital through carefully prioritised capacity building efforts. The expected final outcome is the reduction and eventually the elimination of disparities among various ethnic groups in Crimea. The integration of the FDPs as equal partners in all spheres of Crimean life is the best assurance of conflict prevention.

There are several crosscutting issues (i.e. gender balance, capacity building, youth development and IT) pertaining to five Programme Support Objectives. These are reflected in the appropriate outputs of each objective.

There are five programme support objectives:

Programme support objective 1. Increase responsiveness to potential conflict areas through the setting up of an early warning and preventive measures (EWPM) system and the development of baseline data at the start of the Program.

Relations among FDP groups, ethnic Russians, and Ukrainians are currently peaceful, but potentially volatile. The danger of an ethnic conflagration instigated in the peninsula remains a concern that not only can create political instability but also jeopardise all the development efforts directed at producing harmonious and peaceful co-existence. Efforts to pre-empt the escalation of disputes into violent conflicts can only be enhanced with the setting up of an early warning system, which will assist in anticipating potential areas of dispute, and thus allow for the development of appropriate responses proactively.

The system should be able to identify conflict causes in the Crimean society, systematically investigate and analyse early warning signals of potential conflict, identify and integrate a range of preventive measures and elaborate recommendations for improvement of quality and effectiveness of the policy for conflict prevention at all levels. The Programme will tap on the successful experiences and best practices from the region and worldwide and will provide access of nationals to training and workshops on EWPS.

The EWPS will include conducting three comprehensive surveys of the interethnic conflict potential in Crimea with a special focus on the areas of the Programme: the first one at the beginning of the third phase of CIDP, the second at mid-term and the final one before the end of the Programme. In the meantime, an ongoing media monitoring will operate (content analysis of major Crimea print/electronic media outlets). Findings and conclusions of the above surveys will provide grounds for the identification of the most problematic areas, forecasting conflicts if any, monitoring the outcomes of the policy decisions taken and drafting recommendations for policy-makers, UNDP and media campaign designers. This will also provide a basis for Programme monitoring and evaluation providing it with a tool to measure the extent to which the Programme meets its overall objective of conflict prevention. This component will be an invaluable input for the deliberations of the Steering Committee.

In addition, a set of baseline data will be developed to monitor the attainment of outputs and to carry out an impact assessment.

Programme objective 2. Increase tolerance and social cohesion through education, information and culture

Preventive measures taken by the Programme within the early warning system described above will be complemented with a series of activities in the areas of information and education, that will focus on increasing tolerance levels and social cohesion in the society, and enhancing positive interaction among the various ethnic groups in Crimea. The Programme will make full use of all available communication channels, including print and electronic media as well as the Internet, public fora and educational institutions to convey a clear message of interethnic peace and mutual understanding.

A well-targeted media campaign will be organised to promote a positive attitude of ethnic groups towards one another, and eliminate negative stereotypes. This will include training seminars and workshops for media personnel to promote tolerance and harmonious interethnic relations. Through workshops and round tables the major media actors in Crimea will develop a code of ethics in addressing interethnic relations. Principles of non-discrimination as regards ethnic background, religion and gender will be the corner stone of the programme approach.

In addition, a comprehensive and coherent information component will foster sharing relevant information and will disseminate the best practices related to conflict prevention, tolerance, multiculturalism and social cohesion. A network of Information/Resource Centres will be established using the facilities of the local partners of the Programme (Business Centres, Youth Centres, Community Centres, local administration, etc.) and at the Programme office. The Centres will act as a knowledge base for various target groups through collection, processing and dissemination of relevant information, publishing methodological materials and a quarterly newsletter, providing logistical and information support. These centres will also facilitate an easy access to Internet/IT.

The education component will focus on formulating a general strategy for tolerance education in Crimea. The training will be focused on introducing participatory methods and interactive education, and will focus on such areas as conflict resolution and mediation skills, human rights and democracy, gender and development, use of IT in education, and management of ethnic diversity. The trainers will prepare materials, curricula and programmes for tolerance education in Crimea. A training programme for Crimean teachers will be developed and introduced by trainers in each region. The Ministry of Education, as a main partner of the project, will provide technical assistance to institutionalise and disseminate Tolerance Education curriculum in Crimean schools.

The cultural component will highlight the value of multiethnic contribution to the global culture. A Multicultural Centre will be established in Simferopol. Awareness and appreciation of the ethnic diversity of Crimea will be promoted through public events and publications, which will be targeted both to Crimean and international audience. Small scale activities for cultural and language revival will be supported in targeted communities. Special emphasis will be placed on training youth leaders of different ethnic backgrounds. Young people will be trained in conflict prevention as a part of a peer education effort in their communities and groups.

The institutional component will focus on enhancing the capacity of the regional authorities, Ministry of Education and civil society (NGOs) to address the multicultural issues. To observe the multiculturalism in practice, representatives of government and NGOs will take part in a study tour to an ethnically diverse country with experience in managing ethnic and cultural diversity. Training will be conducted with education administrators to raise their awareness of tolerance concepts both in formal and informal education. Summer camps and summer schools bringing together youth with diverse ethnic backgrounds will increase tolerance levels, awareness of the cultural diversity and will contribute to building a culture of peace. Support to the network of community-based children centres will also address the issues of tolerance, understanding within cultural diversity, native language education and cultural renaissance.

Programme support objective 3. Encourage good governance through the processes of dialogue, consensus building, participatory decision-making and elevation of lessons learned for upstream policy formulation.

This intervention has had some appreciable achievements during the implementation of previous phases. (Please see page 4 above.) It will consolidate the achievements upon which it will build and will complement the results that are already at hand. It will strengthen the institutional capacity for rational upstream policy formulation for conflict prevention. It will assist both central and Crimean government to undertake the policy decisions that will create enabling environment in which the integration process will be as smooth and as conflict-free as possible.

Based on the experience gained so far, participatory mechanisms will be introduced in the newly targeted regions. To stimulate the establishment of LPPCs, TWCs and local NGOs, an information campaign is envisaged. This will involve the NGOs and regional administrations from the regions where such approaches have already shown good results. The newly created local organisations will be assisted to start up and operate both with logistic support and, perhaps more important, with series of training seminars on relevant topics, exposure and exchange of experience. While facilitating the establishment of the local non-governmental organisations, the gender balance issue will receive full attention.

Women are still one of the most vulnerable and underprivileged groups of the society. To ensure a more active participation of women to all sides of social, economic and politic life of the community, the Women's Leadership Institute will be established in Simferopol. The Institute will serve as a centre for gender studies, and a training centre for women.

Youth development will continue to be a priority area. The current network of youth groups/centers will be expanded to include the new regions, and activities will be aimed at increasing the participation of young people in all spheres of life - social, economic and political. An Association of Community Youth Centres will co-ordinate these efforts by providing technical and methodological support to the member centres and to support resource mobilisation for their activities. The Association will establish a Youth Resource and Information Centre to serve as a knowledge base for youth development in Crimea. The Centre will provide informational support to the youth centres, will organise workshops and training seminars, etc.

The territorial, bottom-up approach to decentralised policy-making is very much part of the process of promoting good governance. It gives civil society the opportunity for participation in the development process, and it also enhances the transparency of actions and accountability on the part of authorities. This helps to build trust and mutual understanding between civil society and decision-makers.

Regional development and decentralised policy-making have been successfully supported in two pilot regions, Bakhchisarai and Belogorsk. It is envisaged to replicate this model in the regions where regional administrations will show willingness and determination to change the process. This mechanism will be ensured through assistance to the existing and newly established Advisory Boards and Planning Units in terms of technical support and training services.

It is expected that the experience of this Programme in terms of making the full use of local capacities, participatory decision-making process will have a demonstration effect for the other regions of Ukraine. A special Chapter in the Human Development report – Crimea should be used as a vehicle to disseminate the best practises of the CIDP's endeavours in participatory decision-making and working with grass-root organisations.

Strengthening the technical and managerial capacity of the main Crimean counterpart, including the line ministries will be achieved by provision of training in such areas as legal aspects of local self-governance, on decentralised decision-making, seminars on gender issues, conflict management and management of ethnic and cultural diversity.

Programme support objective 4. Reduce marked economic disparities between underprivileged groups and the rest of Crimean population through income generation and employment creation with special emphasis on SME and credit facilities.

Increasing socio-economic disparities between various social or ethnic groups in a given society have been known to contribute significantly to growing internal tensions and even open conflicts in some countries. The complex reality of the Crimean situation shows how economically disadvantaged FDPs are compared to the rest of the Crimean population (mostly people of Russian and Ukrainian origin). Also, sustainable human development is hampered in such settings. Therefore, the development dimensions to conflict prevention must be considered and responded accordingly.

Access to micro and small credits is the most urgent need of these enterprises and self-employed persons. The Programme will address this need by the provision of financial services on a sustainable basis, in order to alleviate poverty through income and employment generation. The Programme will follow the strategy to reach this objective through accelerating the process of downscaling of the formal banking sector in Crimea through incorporating the microfinance component of the programme as a microfinance unit in a commercial bank. For this purpose the Programme will work with commercial banks in the project area that operate according to sound banking principles and that have the corporate strategy to downscale their operations.

It is expected that, through the demonstration effect of the Programme's microfinance component, commercial banks perceive that microfinance can be profitable while maintaining a high quality portfolio. It is expected that this will accelerate banks to downscale, which will gradually lead to competition, an increase in the quality and competitive pricing of loan products. It is expected that downscaling and increased penetration will stimulate micro and small business entrepreneurs to contact banks for microfinance. Both the downscaling of banks and increased familiarity of the target groups in dealing with commercial banks will lead to increased access to financial services by micro and small entrepreneurs.

The Programme will adopt and advocate internationally accepted sound microfinance practices in the implementation of the credit delivery for micro and small entrepreneurs.

In addition, the Programme will conduct an in-depth market research on the nature, volume and expected growth of the potential demand for microfinance in the programme area. The study will investigate all relevant aspects required for banks that consider downscaling and will also include the reasons for micro and small-scale entrepreneurs not to approach banks. The study will include recommendations on best ways how to target this market. The results of this study will be communicated with the commercial banks that have branches in the project area. It is recommended to include the informal sector in this research study. It is expected that the results from this study will demonstrate the nature and volume of the demand for microfinance, which could stimulate banks to further downscale their lending practices, improve their knowledge and understanding of the client base, refine their product methodologies and improve their marketing strategies.

In parallel, the Programme will strive to improve the enabling environment for micro and small business entrepreneurs (SME), as a complementary solution for job creation and therefore poverty alleviation. The rather hostile environment for businesses in terms of legislation, high taxes, extensive business oversight procedures and so forth drives businesses obstructs entrepreneurial people to start or expand a business. The present environment drives businesses in the shadow economy, which makes it more difficult for this business to use business support services to

optimize and expand their activities. The present environment severely reduces the potential of the SME-sector to create jobs and wealth for the communities.

To support the development of the SME sector the Programme will focus on policy reform at grass root level with the objective to create a more conducive environment for the development of the SME-sector in order to alleviate poverty through income and employment generation.

The Programme will conduct an in-depth research study on the opportunities and constraints of the SME sector with the objective that policy measures are taken to improve the enabling environment for the SME sector. Such research will include the informal sector on which, at present, no in-depth studies have been conducted.

The research will take place through establishing taskforces on a series of relevant topics. These taskforces should be comprised of key players related to the selected topics. After in-depth research, community based seminars will be organized to deliberate the topic and to come to ways to improve the enabling environment related to that topic. It is the objective to structure the research to bring about and reinforce a process of deliberation through seminars at the local level, in order to facilitate policy reform measures. It is envisaged that this research will form a basis for an active and continuing private/public sector dialogue on the SME sector.

The Programme will sub-contracting the BDC's to provide support in this research study. The BDC's have established a client-base and have developed a network of relevant contacts in their region. An active role of the BDC's in the surveys, seminars and private/sector dialogue, from the very start, will further enhance their capacity as advocates and service providers for the SME-sector. The sub-contracts with the BDC's will be made on basis of their performance and not on an expense basis. This would encourage BDC's to become more cost effective in their operations and to place a higher emphasis on the quality of their services.

Programme objective 5. Improve the quality and accessibility of basic infrastructure and social services such as healthcare, schools, and potable water to the needy areas/regions within the framework of the overall development objectives of Crimea.

Integration and conflict prevention will be possible only where at the least the minimum infrastructure facilities are established in order to have a dignified lifestyle.

One of the objectives of the Programme, therefore, is to develop social and communal infrastructure in the targeted areas and make it accessible to deprived people in order to improve their quality of life. Due to limited time and resources for implementation, the Programme foresees to develop, at least, basic social services such as potable water, primary health care centres and primary schools (nursery to secondary) in the most needy areas. Community based Youth Centres and Children Centres will also be established in order to enable access of the young generation to informal education, information, sport and culture, stimulate their active participation and promote multiculturalism, tolerance and interethnic understanding.

The construction of basic infrastructure and social services will also create employment, though temporarily, for the FDPs living in the targeted areas.

Physical development of social and communal infrastructure is not difficult as compared to its operation and maintenance. The experienced of many countries shows that due to a lack of proper operation and maintenance most of the social and communal infrastructure becomes inaccessible within few years after construction is completed. In most cases, this is due to lack of ownership of the users (communities). Therefore, in order to develop ownership to ensure the sustainability of the social and communal infrastructure, the participatory approach introduced by CIDP needs to be strengthened by: (1) promoting an active participation of the communities in the decision making process both at a level of planning and implementation; (2) promoting participation of all

stakeholders on a cost-sharing basis; (3) formulating the Users Groups (beneficiaries) with the objective of operation and maintenance of the project after completion.

One of the most effective tools for promotion of the community participation in the local development is social/community mobilisation. The community mobilisation would be more effective if communities are organised based on common interests shared by all people living in specific spatial area. Each spatial community organisation may nominate their representative to the Local Participatory Planning Committee (LPPC) of the settlement. The LPPC will represent the entire community of the settlement and will strengthen the linkages with local and regional government, as well as with donor communities. For instance, the spatial community organisations may be formed on lane basis; in other words, people living in one street can organise a water pipeline maintenance group (Lane Organisation) for their street. While LPPC will be responsible for the entire water supply system of the settlement, this mechanism will deliver the responsibility to the communities of a lower level (spatial area/street) and, consequently, develop the ownership of individual users that will ensure the sustainability of the project.

E. Outputs and activities for attaining the objectives

Major outputs for attaining the defined objectives have been tentatively designed in this document and outlined below. The activities will be carried out in accordance with the established mechanism. Detailed summary of the outputs, outcomes, benchmarks and indicators is given in the subsequent tables in Section III of this document.

Programme objective 1.

Output 1.1. An early warning and preventive measures system installed.

Output 1.2. National capacity for EWPS created through specific training

Output 1.3. Set of baseline data developed

Output 1.4. Periodic reports prepared.

Programme objective 2.

Output 2.1. Enhanced capacity of mass media to promote tolerance and harmonious inter-ethnic relations.

Output 2.2 Information/resource centres as knowledge base equipped with IT and functioning.

Output 2.3. CIDP web site as a means of sharing best practices with other regions created and permanently updated.

Output 2.4 Strengthened capacity of education system to deliver tolerance education at university and pre-university level.

Output 2.5. Improved capacity of civil society (NGOs) to foster tolerance and social cohesion.

Output 2.6 Multicultural Center established and operational

Output 2.7. Information/resource unit established and functioning at the programme site.

Output 2.8. Human Development Report on Crimea.

Programme objective 3.

Output 3.1. Participatory mechanisms (LPPCs, TWCs, Youth Councils, and Women's Groups) established and functioning in newly targeted regions.

Output 3.2. Existing participatory mechanisms in currently targeted regions further strengthened.

Output 3.3. Regional Planning Units and Advisory Boards equipped and strengthened.

Output 3.4. Strengthened technical and managerial capacity of the Program's main counterpart at the Crimean level

Output 3.5. Central administrative mechanism further strengthened for regional management (Crimea).

Output 3.6. Crimean Consultative Forum (CCF) further strengthened.

Output 3.7. Women's Leadership Institute established and functioning in Simferopol

Output 3.8. The network of youth centers expanded within the Association of Youth Centers and the Youth Resource and Information Center established and functioning

Programme objective 4.

Output 4.1. Microfinance (MF)-component incorporated as MF-unit into a commercial bank.

Output 4.2. The CIDP MF component/MF unit strengthened in applying sound microfinance principles.

Output 4.3. In-depth research on demand for microfinance conducted.

Output 4.4. Increased deepened out reach by commercial bank through creating sustainable access to non-collateralized microfinance or microfinance in rural areas.

Output 4.5. A research study conducted to identify the opportunities and constraints of SME-sector and informal sector.

Output 4.6. A series of seminars conducted at grass root level on topics relevant for the development of the MSB sector.

Output 4.7. Adequate policy measures are taken that improve the enabling for micro and small business entrepreneurs.

Output 4.8. Training provided for employment generation.

Programme objective 5.

Output 5.1. Schools and pre-school centres repaired/constructed and functioning.

Output 5.2. IT knowledge base centres in schools equipped and functioning.

Output 5.3. Community Youth and Children Centres established and functioning.

Output 5.4. Primary health care facilities (health centres, clinics, outposts, mobile units) established and functioning in targeted settlements.

Output 5.5. Water supply systems constructed in targeted settlements.

F. Implementation modality and Organisational Set Up

The CIDP Programme will be implemented through the Direct Execution Modality (DEX). At this juncture, National Execution (NEX) cannot be realistically considered as the viable alternative, since although some capacity does exist at the central and local Government level, the required capacity at present is not at par with the prerequisites of National Execution modality.

There are several compelling reasons to shift the modality from agency implementation to DEX.

- The Programme by its very nature calls for speedy action with minimum bureaucracy.
- The Government (central and local) expresses its utmost desire for prompt decision-making.
- The UNDP/Kiev office and Programme's office in Simferopol have a substantial capacity to supervise and manage all the activities of the Programme. During the previous phases the personnel of the Country Office proved its competence as was noted in the Tri-partite Review of June 2000 and the external evaluation May-June 2000. Both offices would require a limited additional manpower to be able to respond to the increased workload.
- UNDP/Kiev has a heavy responsibility to mobilise considerable amount of funds (in addition to TRAC funds) for programme execution. Hence its direct involvement will facilitate further fundraising activities and assert further credibility vis-à-vis bilateral donors based in Kiev.

- The Programme in its previous phases was executed by UNOPS. The consensus is that OPS has carried out its mandate satisfactorily and succeeded in creating capacity at the Project site. To continue with the present arrangement, with UNOPS as the executive agency, is certainly an attractive option.
- However, Crimea is in a special development situation, which has extremely delicate political, social and ethnic dimensions. Therefore, in order to safeguard the responsibility of the Administrator and for an effective Programme delivery it is strongly advisable to opt for DEX mobility.⁷

Organisational Set-up and Composition of CIDP Management

The multidimensional character of the Programme with its complex political, economic, social and environmental parameters requires a sound management and decision-making scheme, as well as national-level advocacy that will secure prompt and responsive administration of the Programme. During the next phase of the CIDP implementation, it is necessary to ensure appropriate and broad support from the key donors, counterparts and beneficiaries (including donor community, Government of Ukraine, Crimean local administration and civil society).

The Programme will be managed through the following mechanisms:

(i) **Stakeholders Advisory Panel** be the main consultative and governing body of the CIDP. It will bring together all interested parties to emit opinions and suggestions to the Steering Committee. It will also relay to the Steering Committee its advice on the general direction of the Program. The Advisory Panel will serve as a nucleus for the creation of the national ownership of the Programme. The Members of the Panel will include representatives of all donor countries/institutions that participate or are willing to participate in CIDP (including UN family agencies), representatives of Ukrainian and Crimean government authorities, including officials in lieu of Administration of the President of Ukraine, Cabinet of Ministers, Department for Nationalities and Migration/Ministry of Justice, Ministry of Economy, other line ministries and committees, senior management of major NGOs and private institutions, taking part in CIDP activities. The Panel will also include duly appointed representatives of Mejlis and other organisations of FDPs. Deputy Prime Minister of Ukraine will chair the meetings of the Panel. The meetings will be held once a year in a plenary form. The Panel will also receive the reports of the evaluation missions, of the external monitor and the TPR reviews in order to facilitate its deliberations.

(ii) **Steering Committee** will review the Programme's progress, will approve work plan and the budget and will provide co-ordination among donors. It will be presided by the UN Resident Co-ordinator in Ukraine and will be composed of representatives of major donors to the CIDP, one representative of Central and one of Crimean Government. The Committee will meet regularly twice a year. Ad hoc meetings of the Steering Committee may be held according to the decision of its Head (see Annex 1).

(iii) **Programme management** shall be the function of UNDP in Kiev, who will carry out the overall supervision of the Programme and will approve programme funds in accordance with the work plan. Necessary actions and follow-up will be performed in order to co-ordinate donor

⁷ It is worth noting that the Tripartite Review called for the revision of execution modality and suggested that DEX should be considered seriously. A recent UNDP publication says: "In recognition of the fragility of national administration and management capacities in post-conflict countries UNDP introduced a direct execution (DEX) modality in 1997, authorizing country offices to execute projects directly... This is an exception from national execution (NEX) modality that has been the norm for UNDP since 1992." See UNDP/EO "Sharing New Ground in Post-conflict Situations" New York 2000, page 17. Admittedly, the situation in Crimea is neither a post-conflict situation nor is it similar to, say, Bosnia or Rwanda. Nevertheless, it stands to reason several parameters of the post-conflict resolution are potentially existent in conflict prevention as well.

activities and liaison with the Government bodies. However, through a delegation of authority, and through appropriate human resources, financial and technical support, daily management and administration of the implementation process shall be with the Programme Office in Simferopol, headed by an International Program Co-ordinator.

(iv) **International Programme Co-ordinator (IPC)** is responsible for the preparation, implementation and follow-up of Programme activities. The International Programme Co-ordinator shall receive from UNDP a delegation of authority, which will allow her/him to manage Programme activities in an efficient and effective manner. She/he will also supervise the work of the Program staff.

Annual work plans will be prepared and updated by the International Programme Co-ordinator for approval by the Steering Committee (or the UN Resident Co-ordinator as empowered by the Steering Committee). The International Programme Co-ordinator will ensure financial accounting and timely and accurate reporting.

A National Programme Manager will assist the IPC and will act as her/his deputy.

The UNDP Office in Ukraine will provide managerial support to the International Programme Co-ordinator in technical and financial matters.

(v) The **management structure of the CIDP** will be adjusted to reflect the area-based approach of the entire Programme. National Area Managers will ensure that all objectives of the Programme are achieved, particular outputs are coherent and synergetic and produce the expected impact in each of their respective regions. Area Managers will be responsible for providing the inputs necessary for the implementation of various activities in their respective regions, for monitoring and reporting, as well as for building and maintaining good relationship with local partners.

A pool of national / international experts, consultants, short-term advisers will be attracted according to thematic areas of the Programme.

(vi) The role of **Specialised Agencies** will be determined by Program management. The Programme will make full use of specialised agencies in the areas where these agencies have comparative advantage. The services of UNOPS will be used in the implementation of the various aspects, such as procurements, etc.

See Annexes I and II for organisational charts.

G. Monitoring and evaluation

An overall monitoring and evaluation system will be introduced to ensure compliance with the relevant UNDP procedures. This will provide inputs into UNDP's result-oriented annual reporting (ROAR) process. In addition to customary TPRs several layers of monitoring and evaluation are proposed.

- The Programme will be subjected to an **external mid-term evaluation** two years after its commencement.
- The Programme will also be subjected to an **external terminal evaluation**.

These two evaluations will be carried out according to the norms and procedures established by UNDP.

Monitoring will be carried out through several means.

- The **International Programme Co-ordinator** will provide regular semi-annual reports that will cover the substantive and financial aspects of the Programme.
- The report will correspond to the requirements of UNDP as well as to those of co-financing organisations. At the outset of the Programme a single format of reporting will be agreed upon to satisfy the requirements of UNDP as well as those of multiple donor organisations.

Three types of indicators are suggested to enhance the credibility of the annual reports:

- At the beginning of the Programme a set of indicators and tracking mechanisms will be elaborated. They will reflect the base line situation (indicators may be prepared by the Programme staff or a national consultant who can be engaged for this purpose). Subsequent review of the same statistics on a periodical basis will provide a comparison with the base line established at the start of the Programme.
- In the mid-way and towards the end of the Programme implementation, **independent surveys** of stakeholders/beneficiaries will be conducted on the perceived effectiveness of the Programme with special emphasis on conflict prevention. The results of these surveys will be incorporated in the regular Programme evaluations mentioned above.
- Given DEX is the modality chosen for the execution, the UNDP Country Office management team will be fortified by the services of an **external monitor** (an international consultant) who will visit the Country Office and the Programme site with a predetermined periodicity. The external monitor will review the Programme implementation by management to assess the delivery process, identify difficulties, ascertain problem areas and recommend remedial actions, and report the findings to the UNDP Country Office and to the International Programme Co-ordinator. The primordial purpose is to ensure efficient and effective Programme implementation. Thus the external monitor will be concerned with the delivery process, ensuring that inputs, through planned activities – as reflected in the work plan – are transformed into outputs both in quantitative and qualitative terms.

The report of the external monitor will also be shared with the donors in order to maintain a flow of information that is unbiased and independent of the views of the Programme management team.

H. Risks and prior obligations

The ongoing restructuring of Ukraine's government institutions might appear to represent certain risks for timely implementation of the Programme. However, these risks are not unusual under the circumstances, and the operational guidance exercised by the UNDP Country Office alleviates any material risks from jeopardising the execution of the Programme. There are no special conditions or prior obligations under the Programme.

I. Legal context

This Programme Support Document shall be the instrument referred to as the project document in Article 1 of the SBAA between the Government of Ukraine and UNDP signed on 18 June 1993.

The UNDP/Kyiv shall initiate proceedings pertaining to registration, custom clearance, taxation and similar issues for the smooth and efficient execution of the Programme with the Government of Ukraine.

SECTION III – Outputs, activities, inputs, work plans and reviews

A. Outputs, outcomes and indicators

The subsequent tables detail the outputs, outcomes and indicators, which are prepared according to a logical framework matrix.

Table A: Outputs, Outcomes, Indicators/Benchmarks

Programme Support Objective #1: Increase responsiveness to potential conflict areas through the setting up of an early warning and preventive measures (EWPM) system and the development of baseline data at the start of the Program.

OUTPUTS	OUTCOMES	INDICATORS / BENCHMARKS
1.1. An early warning and preventive measures system installed.	Enhanced national capacity to monitor and analyse early warning signals	Number of national experts trained in EWPM
1.2 National capacity for EWPM created through specific training.	Improved capacity to measure impact of the Program	Number of surveys and reports prepared Specific EWPM indicators monitored
1.3 Baseline data developed		Measurable indicators
1.4 Reports prepared	Timely reports for redirecting policy measures and/or reorienting the Program.	Deliberations and recommendations made. Policy measures taken by the Government and/or Project Management/Steering Committee

Programme objective #2: Increase tolerance and social cohesion through education, information and culture

OUTPUTS	OUTCOMES	INDICATORS / BENCHMARKS
2.1.Enhanced capacity of mass media to promote tolerance and harmonious inter-ethnic relations	Changing attitudes, eliminating negative stereotypes/biases among various ethnic groups toward each other.	Number of articles / surveys published on issues pertaining to tolerance and inter-ethnic relations.
2.2.Information/resource centres as knowledge base equipped with IT and functioning.	Increased access to information through IT. Improved access of stakeholders to the information on best practices and lessons learned.	Number of information/resource centres Number of people using centres Number of training sessions held
2.3.CIDP web site as a means of sharing best practices with other regions created and permanently updated		Number of visits on the website, Amount and quality of the materials provided.
2.4.Strengthened capacity of educational system to deliver tolerance education at the university and pre-university level	Tolerance message delivered to student body. Young people are better prepared to become leaders of tomorrow	Number of teachers and NGO leaders trained as trainers in tolerance education, students attending tolerance courses and school curricula adjusted.
2.5.Improved capacity of civil society (NGOs) to foster tolerance and social cohesion	Increased awareness and acceptance of the ethnic and cultural diversity	Number of NGOs involved in tolerance education Number of members of NGOs Number of events organised by NGOs.
2.6.Multicultural Center established and operational		
2.7. Information/resource unit established and functioning at the programme site.	Comprehensive information about CIDP activities for furthers dissemination. Media-based campaign organised to promote CIDP activities.	Publications, material on the web-site timely updated.
2.8.Publication of Human Development Report – Crimea.	Report published and widely distributed for the upstream policy advice.	Discussion in the media. Fora based on the Report. Review of the Report and references, made in mass media

Programme Support Objective #3: Promote good governance through promotion of dialogue, consensus building, participatory decision-making and elevation of lessons learned for upstream policy formulation.

OUTPUTS	OUTCOMES	INDICATORS / BENCHMARKS
3.1. Participatory mechanisms (LPPCs, TWCs, Youth Councils, Women's Groups) established and functioning in newly targeted regions	Increased participation on the part of civil society in all spheres of life of the region, especially in decision-making processes	Number of meetings of LPPCs/TWCs Number of decisions vs. actions taken. Number of Planning Units and Regional Advisory Boards.
3.2. Existing participatory mechanisms in currently targeted regions further strengthened	Strategic plans formulated.	Scope of Strategic Development Plans formulated by the units. Work plans and reports of Unit.
3.3. Regional Planning Units and Advisory Boards equipped and strengthened	Increased capacity of regional administrations to practice decentralised planning using participatory, territorial approach	
3.4. Strengthened technical and managerial capacity of the Crimean counterparts of the Programme, Regional Administrations and NGOs	Strengthened pertinent authorities capable to take over the activities after the completion of the Programme.	Number of training sessions held. Number of participants, number of departments/institutions involved. Training materials prepared, minutes of the meetings where appropriate.
3.5. Central administrative mechanism further strengthened for regional management (Crimea)	Improved capacity for regional development.	
3.6. Crimean Consultative Forum (CCF) further strengthened	Improved dialogue between government authorities and the ethnic groups	
3.7. Women's Leadership Institute established and functioning in Simferopol	Studies carried out by the Institute and dissemination of results of the studies. Improved capacity to deliver gender education	Work plans, Number of publications of the Institute, Scope of research, Number of training sessions held, Number of participants
3.8. The network of youth groups/centers expanded within the Association of Youth Centers and the Youth Resource and Information Center established and functioning	Young people more actively involved in the social/economic activities and building interethnic peace in Crimea	Number of YCs, young people using their services

Programme Support Objective #4: Reduce marked economic disparities between underprivileged groups and the rest of the Crimean population through income generation and employment creation with special emphasis on SMEs and credit facilities.

OUTPUTS	OUTCOMES	INDICATORS / BENCHMARKS
4.1. Microfinance (MF)-component incorporated as MF-unit into a commercial bank.	MF unit institutionalized and fully operational in a commercial bank	Number of clients for credit services.
4.2. The MF component/MF unit strengthened in applying sound microfinance principles.	Commercial bank assumes full responsibility for the further management of the microfinance component	Surveys demonstrate increased familiarity of the target groups with sound microfinance principles.
4.3. In-depth research on demand for microfinance conducted.	Through demonstration effect of the Programme, commercial banks perceive microfinance as profitable and accelerate downscaling	Number of commercial banks / policy making institutions using the results of the research.
4.4. Increased deepened out reach by commercial bank through creating sustainable access to non-collateralized microfinance or microfinance in rural areas.	Capacity of financial sector to service the private sector strengthened Increased jobs and incomes	Number of commercial banks downscaling their lending practices in the region.
4.5. A research study conducted to identify the opportunities and constraints of SME-sector and informal sector.	Active and continuing private/public sector dialogue on the SME sector BDCs become sustainable and provide quality services to the entrepreneurs	Number of taskforces on a series of relevant topics established
4.6. A series of seminars conducted at grass root level on topics relevant for the development of the SME sector.	Grassroots-driven policy reform in the SME sector launches out at the regional level	Number of seminars conducted
4.7. Adequate policy measures are taken that improve the enabling for micro and small business entrepreneurs.	A more conducive environment for the development of the SME sector gradually facilitated	Number of policy measures taken
4.8. Training provided for employment generation.	SME sector provides jobs and wealth for the communities	Number of trainings provided

Programme Support Objective #5: Improve the quality and accessibility of basic social services such as healthcare, schools, and potable water to the needy areas/regions within the framework of the overall development objectives of Crimea.

OUTPUTS	OUTCOMES	INDICATORS / BENCHMARKS
5.1.Schools and pre-school centres repaired/constructed and functioning.	Children are better prepared to integrate in the regular education system beginning from elementary level Knowledge base of teachers, pupils and parents widened Children learn to tolerate and respect different cultures from an early age	Number of children graduated from schools and pre-school centres
5.2.IT knowledge base centres in schools equipped and functioning.		Number of IT knowledge base centres established, Number of children utilising the centres.
5.3.Community Youth and Children Centres established and functioning		Number of youth and children served
5.4.Primary and preventive health care facilities (health centres, clinics, outposts, mobile units) established and functioning in targeted settlements.	Improved health condition of FDPs	Number of patients treated in health facilities Decrease in number of sick people Number of people screened and treated by outreach programme
5.5.Water supply systems constructed in targeted settlements.	Improved health condition of FDPs Increased economic activities in targeted areas	Number of households receiving potable water,

B. Activities and the work plan

The following tables indicate outputs and corresponding activities. For each output there is at least one activity but in more cases several activities are detailed for the attainment of each output.(Cost estimates are given in Section C below for indicative purpose only.)

The CIDP office will develop specific work plans with time spans relevant to each activity at a later stage.

Programme Support Objective #1

Increase responsiveness to potential conflict areas through the setting up of an early warning and preventive measures (EWPM) system and the development of baseline data at the start of the Program.

1.1.National capacity for EWPS created through specific training	<ul style="list-style-type: none"> - Select participants and organise training on EWPS for national personnel - Participate in regional and international workshops and fora on EWPS issues - Organise contacts and sharing of experience on EWPS in the region
1.2.An early warning and preventive measures system installed.	<ul style="list-style-type: none"> - Selection of subcontracting firm. - Pre-testing survey with FDP and non-FDP groups – in the entire Crimea. - Mid-term survey in the operation areas of CIDP. - Pre-final survey in the entire Crimea. - A system of ongoing media monitoring summarised in monthly/weekly reports as needed. - Monitoring of the outcomes of policy decisions taken. - Development of policy recommendations based on survey/monitoring findings. - Transferring methodology to the local authorities. - Assisting in developing messages and strategy for the media campaign.
1.3 Baseline data developed.	<ul style="list-style-type: none"> - Hire consultant to conduct survey
1.4 Reports prepared	<ul style="list-style-type: none"> - Reports distributed

Programme Support Objective #2

Increase tolerance and social cohesion through education, information and culture

OUTPUTS	ACTIVITIES
2.1.Enhanced capacity of mass media to promote tolerance and harmonious inter-ethnic relations	<ul style="list-style-type: none"> - Organise training courses for journalists - Conduct series of round tables on tolerance and harmonious inter-ethnic relations

<p>2.2.Information/resource centres as knowledge base equipped with IT and functioning.</p>	<ul style="list-style-type: none"> - Establish 10 I/R Centres as a separate entities or set up IT Units within each BDC/regional administration/Youth Centres, including staff selection and training, premises and equipment - Devise viable Work Plan, to design and implement sustainability plan for IT Units - IT Units provide necessary materials and information to various clients on a permanent basis - Provide training in modern IT to target groups - Provide access to Internet to the counterparts
<p>2.3.CIDP web site as a means of sharing best practices with other regions created and permanently updated</p>	<ul style="list-style-type: none"> - Definition of content - Compilation and processing of information, designing of web-site - Updating of web-site on a regular monthly basis
<p>2.4.Strengthened capacity of educational system to deliver tolerance education at the university and pre-university level</p>	<ul style="list-style-type: none"> - Prepare training course on tolerance education and multiculturalism and supporting materials (manuals, visual aids, books, brochures, posters) - Conduct training of trainers courses on tolerance education for selected participants which will result in a proposal of tolerance education programme to be delivered at university and pre-university level - Introduce the tolerance education programme in the curriculum of local educational institutions - Provide further training and exposure (study tours, seminars, workshops, conferences)
<p>2.5.Improved capacity of civil society (NGOs) to foster tolerance and social cohesion</p>	<ul style="list-style-type: none"> - Conduct training for NGOs leaders on tolerance education and multiculturalism issues - Organise multicultural festivals
<p>2.6.Multicultural Center established and operational</p>	<ul style="list-style-type: none"> - To establish a Multicultural Center in Simferopol - To devise a viable Work Plan, to design and implement sustainability plan for the Center - To conduct multicultural events, exhibitions, festivals
<p>2.7. Information/resource unit established and functioning at the programme site</p>	<ul style="list-style-type: none"> - Unit established and functioning - Information flow processing on CIDP activities organised - Media/Internet-based campaign organised to promote CIDP activities.

2.8.Publication of Human Development Report – Crimea.	<ul style="list-style-type: none"> - Required data collected. - Group of authors appointed. - HDR – Crimea prepared and publicised
---	---

Programme Support Objective # 3. Promote good governance through promotion of dialogue, consensus building, participatory decision-making and elevation of lessons learned for upstream policy formulation.

OUTPUTS	ACTIVITIES
3.1.Participatory mechanisms (LPPCs, TWCs, Youth Councils, Women’s Groups) established and functioning in newly targeted regions	<ul style="list-style-type: none"> - Conduct information campaign on CIDP participatory approach through public meetings, focus groups, field visits of the initiative groups to the currently targeted regions - Provide training in participatory mechanisms, good governance, local development approach, gender issues, project cycle and local resource mobilisation - Identify and equip premises (office equipment, Internet access)
3.2.Existing participatory mechanisms in currently targeted regions further strengthened	<ul style="list-style-type: none"> - Support community centres through establishing on their basis resource centres for all NGOs - Facilitate Local Development Plan designing and implementation - Facilitate networking among the regions through joint activities (training, field visits, friendly sessions) - Support in establishing ties between twin cities
3.3.Regional Planning Units and Advisory Boards equipped and strengthened	<ul style="list-style-type: none"> - Facilitate establishing of the regional advisory boards and planning units - Provide equipment and Internet access - Provide training in and exposure to issues related to decentralised co-operation
3.4.Strengthened technical and managerial capacity of the Crimean counterparts of the Programme, Regional Administrations and NGOs	<ul style="list-style-type: none"> - Provide training in legal framework on local self governance, on decentralised and strategic planning, on good governance and gender issues to the members of the Working Group, related and relevant ministries, regional administrations, and NGOs - Provide technical support (equipping and Internet access) - Facilitate networking among the partners

3.5. Central administrative mechanism further strengthened for regional management (Crimea)	<ul style="list-style-type: none"> - Provide training in conflict management, decentralised planning, project cycle, resource mobilisation, work with volunteers, and public relations - Improve the mechanism of reporting through establishing transparency and access to information
3.6. Crimean Consultative Forum (CCF) further strengthened	<ul style="list-style-type: none"> - Seminars and workshops on relevant issues, such as policies on FDPs, management of ethnic diversity, multiculturalism, etc. - Site visits and community meetings
3.7. Women's Leadership Institute established and functioning in Simferopol	<ul style="list-style-type: none"> - Develop training materials and a regular publication of the Institute (information bulletin) - Develop curriculum on gender studies with the help of UNDP Gender Unit and experts - Provide training for trainers on gender issues - Equip premises (office equipment, library, Internet)
3.8. The network of youth centers expanded within the Association of Youth Centers and the Youth Resource and Information Center established and functioning	<ul style="list-style-type: none"> - Support for 6 existing Youth Centres in conducting training/workshops in Internet Access, Human Rights, Democracy, professional training, etc. - Establishment of 6 new Youth Centres in newly targeted regions - Establishment of the Association of Youth Centres - Establishment of the Youth Resource and Information Centre within the association

Programme Support Objective #4:

Reduce marked economic disparities between underprivileged groups and the rest of the Crimean population through income generation and employment creation with special emphasis on SMEs and credit facilities.

OUTPUTS	ACTIVITIES
4.1. Microfinance (MF)-component incorporated as MF-unit into a commercial bank.	<ul style="list-style-type: none"> - Selecting a commercial bank for partnership - Negotiating with the commercial bank incorporation of the MF unit, providing a guarantee fund to the bank in order to carry the risk of default
4.2. The MF component/MF unit strengthened in applying sound microfinance principles.	<ul style="list-style-type: none"> - Developing a concept paper/manual on sound microfinance principles. - Launching capacity building programmes for the MF unit, reaching out to the commercial banks and to the public sector with sound microfinance principles.
4.3. In-depth research on demand for microfinance conducted.	<ul style="list-style-type: none"> - Developing a research methodology and subcontracting the BDCs for the research - Communicating results of the study to the banks that have branches in the programme area

4.4. Increased deepened out reach by commercial banks	<ul style="list-style-type: none"> - Developing “show how” models and demonstrating them to the banks - Working with potential credit takers to facilitate their interaction with the commercial banks
4.5. A research study conducted to identify the opportunities and constraints of SME-sector and informal sector.	<ul style="list-style-type: none"> - Identifying and inviting an international expert in business development with experience in working with local communities, organizing private/public sector dialogues and policy reform - Developing a research methodology and subcontracting the BDCs for the research
4.6. A series of seminars conducted at grass root level on topics relevant for the development of the MSB sector.	<ul style="list-style-type: none"> - Establishing taskforces comprised of key players related to selected topics - Organising community based seminars to deliberate the topics and to come to ways to improve the enabling environment related to those topics.
4.7. Adequate policy measures are taken that improve the enabling for micro and small business entrepreneurs.	<ul style="list-style-type: none"> - Reaching out to the policy makers through involving them to the active private/public sector dialogue on the SME sector
4.8. Training provided for employment generation.	<ul style="list-style-type: none"> - Organising trainings for unemployed and other disadvantaged groups on areas for which the employment opportunities are identified through the research/policy dialogue.

Programme Support Objective #5: Improve the quality and accessibility of basic social services such as health care, schools, and potable water to the needy areas/regions within the framework of the overall development objectives of Crimea

OUTPUTS	ACTIVITIES
5.1. Schools and pre-school centres repaired/constructed and functioning	<ul style="list-style-type: none"> - Preparation of detailed engineering design, drawing and cost estimate for repair/construction of nine schools in Simferopol, Sudak, Krasnogvardeysky, Pervomaysky, Belogorsk and Saksy rayons - Determine the cost-sharing of LPPC, Local, Regional and Central Government - Selection of Contractors for construction work - Construction/repair of schools - Formation of School Operation and Management Groups (OMG) - Hand over and Commissioning the project
5.2. IT knowledge base centres in schools equipped and functioning	<ul style="list-style-type: none"> - Need analysis of the schools for establishment of IT and preparation of detailed estimate - Procurement and installation of equipment in schools - Train the teachers to use IT - Hand over and Commissioning the project
5.3. Community Youth and Children Centres established and functioning	<ul style="list-style-type: none"> - Identify, prepare and equip community youth centers and children centers in the FDP settlements - Determine ways and amounts of local contribution to their set-up and operation - Conduct seminars and workshops on various topics
5.4. Primary healthcare facilities (health centres,	<ul style="list-style-type: none"> - Preparation of detailed engineering design, drawings and cost estimates for construction and establishment of primary healthcare facilities (PHF)

<p>outposts, mobile units) established and functioning in targeted settlements</p>	<ul style="list-style-type: none"> - Determine the cost-sharing of LPPC, Local, Regional and Central Government - Selection of Contractors for construction work - Construction and equipping the PHF and commissioning - Formation of PHF Operation and Management Groups - Hand over and Commissioning the project
<p>5.5. Water supply systems constructed and functioning in targeted settlements</p>	<ul style="list-style-type: none"> - Preparation of detailed engineering design, drawings and cost estimates for construction of water supply systems - Determine the cost-sharing of LPPC, Local, Regional and Central Government - Selection of Contractors for construction work - Construction of water supply systems and commissioning - Formation of water supply system Operation and Management Groups - Hand over and Commissioning the project

C. Financial management table

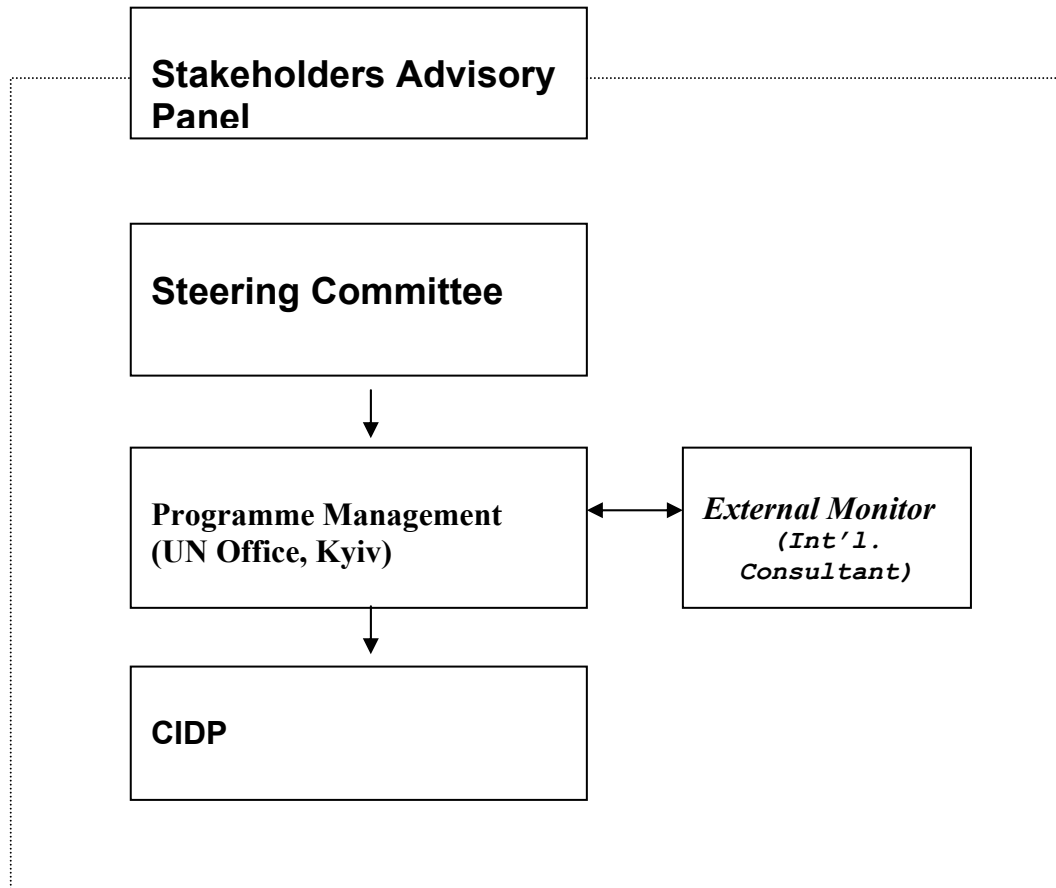
It is estimated that for the period of four years the total financial cost of the Programme implementation will amount to **8,890,000 USD**.

#	PROGRAMME OBJECTIVES	BUDGET, US \$
1	Increase responsiveness to potential conflict areas through the setting up of an early warning and preventive measures (EWPM) system and the development of baseline data at the start of the Program.	218,200
2	Increase tolerance and social cohesion through education, information and culture	722,800
3	Promote good governance through promotion of dialogue, consensus building, participatory decision-making and elevation of lessons learned for upstream policy formulation.	470,500
4	Reduce marked economic disparities between underprivileged groups and the rest of the Crimean population through income generation and employment creation with special emphasis on SMEs and credit facilities.	2,320,700
5	Improve the quality and accessibility of basic social services such as health care, schools, and potable water to the needy areas/regions within the framework of the overall development objectives of Crimea	4,757,800
TOTAL		8,890,000

Note: UNDP Country Office Administration (COA) cost is calculated at the level of \$ 400,000 for the total programme.

ANNEX 1

**ORGANISATIONAL SET-UP
of Crimea Integration and Development Programme**



Annex 2.

Crimea Integration and Development Programme Management Chart

