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ANNEX V

of the Commission Implementing Decision on the Annual Action Programme 2022 for the Conflict prevention, peacebuilding and crisis preparedness part of the Peace, Stability and Conflict Prevention Thematic Programme

Action Document for multilateral solutions to sustain and build peace

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plans in the sense of Article 23 of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Underpinning multilateral solutions to sustain and build peace OPSYS number: ACT-60778 ; JAD.965351 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI) - Global Europe
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out globally
4. Programming document	Multi-Annual Indicative Programme for the Thematic Programme on Peace, Stability and Conflict Prevention 2021-2027
5. Link with relevant MIP(s) objectives/expected results	Priority 2: Promote conflict prevention and conflict resolution measures, including by facilitating and building capacity in confidence-building, mediation, dialogue and reconciliation processes; Priority 3: Supporting peace processes and transitions of conflict-affected societies/communities, including stabilisation and peacebuilding efforts.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Peace, Stability and Conflict Prevention
7. Sustainable Development Goals (SDGs)	Main SDG: SDG 16: Promote just, peaceful and inclusive societies. Other significant SDGs: SDG 5: Achieve gender equality and empower all women and girls SDG 10: Reduce inequality within and among countries SDG 17: Strengthen the means of implementation and revitalise the global partnership for sustainable development
8 a) DAC code(s)	15220 Civilian peace-building, conflict prevention and resolution
8 b) Main Delivery Channel @	41000 United Nations Agency, Fund or Commission (UN)

9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	☒	☐	☒
	Aid to environment @	☐	☒	☐
	Gender equality and women's and girl's empowerment	☐	☒	☐
	Trade development	☒	☐	☐
	Reproductive, maternal, new-born and child health	☒	☐	☐
	Disaster Risk Reduction @	☐	☒	☐
	Inclusion of persons with Disabilities @	☒	☐	☐
	Nutrition @	☒	☐	☐
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	☒	☐	☐
	Combat desertification @	☒	☐	☐
	Climate change mitigation @	☒	☐	☐
	Climate change adaptation @	☐	☒	☐
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	☒	☐ ☐ ☐ ☐ ☐ ☐ ☐	☐ ☐ ☐ ☐ ☐ ☐ ☐
	Connectivity @ Tags: transport people2people energy digital connectivity	☒	☐ ☐ ☐ ☐ ☐	☐ ☐ ☐ ☐ ☐
	Migration @ (methodology for tagging under development)	☒	☐	☐

	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): BGUE-2022-14.020230-C1 – STABILITY AND PEACE Total estimated cost: EUR 7 500 000 Total amount of EU budget contribution EUR 7 500 00			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with an international organisation (United Nations Development Fund) Procurement			

1.2. Summary of the Action

The 2021 Joint Communication on strengthening the EU's contribution to rules-based multilateralism¹ recalls the EU's commitment to promote a rules-based order and the importance of international cooperation and strong partnerships to make the world safer for all. The Council Conclusions on EU priorities at the United Nations during the 76th session of the United Nations General Assembly² further emphasise that, in a world of geopolitical tensions and multifaceted threats to international and regional stability, the EU will enhance its efforts to promote peace and security and work together with other partners to uphold fundamental values and strengthen the capacity of the UN to fulfil its responsibilities. In follow-up to the 2020 Peacebuilding Architecture Review, the Council has further expressed its commitment to bring the peacebuilding work closer to the ground, promote a multi-stakeholder approach and help secure more predictable and sustainable financing for peacebuilding. The Council has also expressed its support for further enhancing the advisory role of the UN Peacebuilding Commission to the United Nations Security Council. This action focuses on support to multilateralism as a means to foster peace and security and as a cross-cutting theme of the EU's approach to conflict, crisis and threats to peace and security.

In its conclusions on EU Peace Mediation of 7 December 2020³, the Council underlined that as a global and value-based actor, the EU acts as a steadfast promoter of the multilateral system with the UN System at its core. In line with these Council conclusions and in line with the 2020 Concept on EU Peace Mediation⁴, this action seeks to increase awareness of and knowledge about insider mediation and strengthen the cooperation between the UN and the EU in this field. It also seeks to increase the capacity of insider mediators in selected countries paying special attention to gender and generational dynamics.

A second component of the Action is to support the long-standing cooperation between the EU, the UN and the World Bank on Post-crisis Assessments and turning their output into appropriate peacebuilding and recovery plans. This will be achieved through the provision of technical assistance, capacity building and support to national and regional stakeholders to roll-out post-crisis assessment methodologies.

2. RATIONALE

2.1. Context

¹ JOIN(2021) 3 final *Joint Communication to the European Parliament and the Council on strengthening the EU's contribution to rules-based multilateralism* [en strategy on strengthening the eus contribution to rules-based multilateralism.pdf](https://data.consilium.europa.eu/doc/document/ST-10393-2021-INIT/en/pdf) (europa.eu)

² <https://data.consilium.europa.eu/doc/document/ST-10393-2021-INIT/en/pdf>

³ Council of the European Union. 2020a. "Council Conclusions on EU Peace Mediation". 13573/20, Brussels, 7 December 2020

⁴ Council of the European Union. 2020b. "Concept on EU Peace Mediation". 13951/20, Brussels, 11 December 2020

The last decade has been marked by a challenging environment for peace and stability, with intra-state conflicts on the rise, a growing number of non-state actors involved and increasing internationalisation of conflicts, as well as inter-state disputes and protracted conflicts, including in the EU's neighbourhood. In recent years, more countries have experienced some form of violent conflict than at any time in the past 30 years.⁵

Preventing entry and relapse into a cycle of violent conflict by addressing conflict risk related to newly emerging trends of fragility and violence, can avoid the immense human suffering and loss of lives and economic assets that accompany violent conflict and can help safeguard or enable important development gains. Conflict prevention through a more joined up multilateral approach in these situations can be effective in terms of impact as well as cost and resources.

If joint in a multilateral cooperation approach, peacebuilding efforts can also be more useful and benefit from a variety of different adaptive tools for the many different contexts these could be used for.

Mediation can be used to prevent, contain or resolve conflict and to reduce the risk of its recurrence. The thematic programme on peace, stability and conflict prevention of the NDICI Regulation specifically mentions the facilitation and building of capacity in confidence-building, mediation, dialogue and reconciliation measures, including at community level, as an area of intervention. The NDICI Regulation also refers to the Concept on EU Peace Mediation which highlights that partnerships, in particular with the United Nations, are a main principle and pillar of EU mediation. The EU has actively contributed to promote **insider mediation**, including through a partnership between UNDP and the EU which was initially funded through the Instrument contributing to Stability and Peace. This past collaboration has enabled building and piloting critical insider mediation capacities in several countries while contributing to global policy and practice through two guidance notes on engaging with insider mediators.⁶ There is a shared understanding that insider mediators present critical assets for impactful and sustainable conflict prevention and peacebuilding. Through their outreach capacity, influence, legitimacy, religious or cultural proximity to parties, courage and unique skills, insider mediators are well-placed to mediating differences before tensions erupt into violence.

The tripartite cooperation between the **EU, the UN and the World Bank on post-crisis assessments** was established with the signature of the Joint declaration in 2008⁷. Since then the three parties have developed methodologies (Recovery and Peace Building Assessments-RPBAs, Post-Disaster Needs Assessments-PDNAs and Covid Recovery Needs Assessments-CRNAs) and guidance, training programmes as well as undertaken some 100 assessments together, fully establishing a recognised multilateral platform for assistance to affected countries. The NDICI Regulation specifically refers to improving post-conflict recovery as well as post-disaster recovery, with relevance to the political and security situation. Post-disaster and conflict/fragility settings are complex and demanding environments where often the most urgent task is to assess humanitarian needs and provide immediate support to those affected. However, they equally require an assessment of the longer term recovery needs of the country/region, a conflict analysis in conflict/fragility settings and the development of a comprehensive recovery plan that sets out the way to a sustainable, inclusive and conflict sensitive development process including measures to reduce the risks and impact of future disasters and conflicts. Since the signature of the Joint Declaration in 2008 the role of the EU in PDNAs/RPBAs/CRNAs has evolved from initially providing only funding to a wider technical and political engagement in the processes. However, to maintain this trend towards a stronger EU involvement, measures to sustain the participation of relevant Commission and EEAS services in PDNAs/RPBAs/CRNAs are crucial.

2.2. Problem Analysis

Short problem analysis:

According to the Global Peace Index, 15 out of 28 indicators showed a global deterioration of peacefulness over the past eight years. The number of direct deaths in conflict, of external and internal conflicts, of refugees and forcibly displaced persons continued to rise. Polarisation and radicalisation were also growing, with internal conflicts

⁵ https://www.un.org/sites/un2.un.org/files/un75_conflict_violence.pdf

⁶ Supporting Insider Mediation: Strengthening Resilience to Conflict and Turbulence” Guidance Note, United Nations Development Programme with funding and support from the European Union, 2016 ; “Engaging with Insider Mediators – Sustaining peace in an age of turbulence” Guidance Note 2.0, United Nations Development Programme with funding and support from the European Union, 2020

⁷ https://ec.europa.eu/fpi/system/files/2021-05/joint_declaration.pdf

intensifying, growing levels of political instability and impacts of terrorism, and a rising number of demonstrations turning violent. The number of armed Non-State-Actors has significantly increased in many conflict theatres, where central leadership is in decline and proxy-actors are being enabled by external powers.

Terrorism and violent extremism have become a more imminent security threat and tensions related to environmental degradation and climate change, irregular migration and forced displacement, shrinking space for civil society, pushback on women's full enjoyment of human rights, as well as the risk and impact of pandemics add to existing conflict dynamics. The use of digital technologies and social media also change how fast conflicts evolve and how disinformation and speech can trigger tensions, violence and conflict.

To face these complex new trends in violent conflict in many countries, more concerted efforts by global, regional and local actors are needed to bring their tools and instruments to bear for peaceful solutions, in an effective, complementary and efficient manner.

Insider mediators, particularly in high-intensity conflicts where other actors cannot engage, have an unparalleled access, can play a key role in preventing conflict, in opening up space for mediation and dialogue and in overcoming the gap between community and political processes. A new partnership between the UN and the EU departs from a common understanding of insider mediators as an individual or group of individuals who derive their legitimacy, credibility and influence from a socio-cultural and/or religious – and, indeed, personal – closeness to the parties of the conflict, endowing them with strong bonds of trust that help foster the necessary attitudinal changes amongst key protagonists which, over time, prevent conflict and contribute to sustaining peace. This action will engage with insider mediators to identify, understand and develop processes that will lead to engagements best suited to their needs and preferences. It will also increase awareness on and knowledge about insider mediation and strengthen the cooperation between the UN and the EU in this field.

The Joint Declaration on Post-Crisis Assessments and Recovery Planning covers both natural disasters and conflict related crises and includes strategic coordination, development of joint methodologies for post-crisis assessments, joint deployment of assessment teams, joint training and joint recovery planning and monitoring. The methodologies (PDNA, RPBA and CRNA) are now established as the internationally agreed methodologies for post-crisis assessments in disaster and conflict/fragility settings. However, a number of major challenges remain related to the implementation of the assessments, new types of risks or combined risks such as climate change and environmental degradation, the development of the linked recovery programmes as well as the role of the EU in the process. With an ultimate goal that affected countries will not only steer the process but also be able to undertake the assessments themselves without outside assistance, the number of people with knowledge about the methodologies and their implementation needs to grow. Thus, this action contains a 'Rollout initiative' delivering training in the methodologies and their implementation plus assistance to affected countries in adapting the methodologies to the national settings as well as turning the output from the assessments into nationally owned recovery/peacebuilding plans.

Conflicts and disasters have negative impact and consequences for poverty and social development, human rights and dignity and decent work. Recognizing the importance of employment and decent work for promoting peace, preventing crisis situations arising from conflicts and disasters, enabling recovery and building resilience, ILO Recommendation No. 205 on Employment and Decent Work for Peace and Resilience (2017) provides a normative framework focusing on world of work related measures to prevent and respond to the devastating effects of crises on economies and societies.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

The ultimate beneficiaries of the EU-UNDP partnership on insider mediation are the people of the countries affected by crises, benefitting from more efficient and effective conflict-prevention and resolution through insider mediators and local and national peace infrastructure. The support will be provided through UNDP, a key development actor for conflict prevention and peacebuilding within the UN system. In line with UNDP's strategic plan (2022-2025), the organization's contribution to this lies within its development work to build resilience and to strengthening the capacity of countries, institutions and people to prevent, mitigate and respond to diverse risks.

The direct beneficiaries of the planned actions related to RPBA, PDNA and CRNA are mainly national governments, civil society organisations and regional organisations in high-risk countries/areas plus the three cooperating organisations, the EU, the UN and the World Bank. The direct support will be channelled to ministries, authorities and stakeholders, in particular civil society, involved in prevention and response and recovery after in-country/in-region crises. Other major stakeholders are development partners, primarily in the UN family and the

World Bank but also other bilateral and multilateral actors. The ultimate beneficiaries are the people of the countries affected by crises, benefitting from more efficient and effective crisis-related assessments and recovery planning.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to enhance the UN capacity to better fulfil its mandate on peace and security and increase EU leverage therein, particular with regard to the following specific objectives:

The Specific Objectives of this action are:

1. To strengthen global policy and practice on insider mediation as well as the partnership, coordination and complementarity between the UN and the EU on insider mediation
2. To strengthen local and national capacities for gender-sensitive insider mediation capacities and processes in contexts of joint EU and UN interest
3. To support third countries to build up their capacity to carry out RPBA, PDNAs and CRNAs, through the provision of technical expertise and capacity building actions.
4. To assist national and regional stakeholders to improve their abilities to prepare, assess, plan, implement and sustain recovery and peacebuilding activities.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:

1.1 Provision of analysis and practical guidance on specific practice areas and conflict contexts for insider mediation (a.o. conflicts related to climate change and environmental degradation and natural resources; prevention of violent extremism; psychosocial support and protection mechanisms; digital technology).

1.2 Regular joint strategic reflections, policy dialogue and exchange on lessons learned between UNDP and EU institutions and other partners.

2.1 Insider mediators in a selected number of jointly identified priority countries take gender-responsive initiatives to respond to conflicts.

2.2 Insider mediators in a selected number of jointly identified priority countries connect their efforts with local, national, regional and international mediation processes and with the EU and the UN.

3.1 To assist, together with the UN and the WB, countries affected by crisis with identifying, developing and implementing recovery activities through RPBA/PDNA/CRNA processes. This will often consist of supporting joint PDNA/RPBA/CRNA missions in-country/in region (in coordination with EU Heads of Delegations and with the European External Action Service - EEAS and the European Commission).

3.2 Further developed joint PDNA/RPBA/CRNA methodologies, tools and training programmes based on experience gained.

3.3 The values and principles of EU as external actor, incl. resilience, inclusiveness and fundamental human rights are promoted in RPBA/PDNA/CRNA processes.

4.1 Expanded number of practitioners trained on PDNA-DRF, RPBA, CRNA and Recovery at regional and national levels.

4.2 Recovery processes are managed by national institutions and systematically implemented to reduce risk and impact to future crises (resilience).

4.3 Knowledge products and tools for crisis/post crisis recovery are developed for example related to climate change and conflict and how to address combined crises where natural disasters strikes in fragile/conflict environments.

4.4 Recovery assessment and planning capacities for multi-dimensional risks adapted and institutionalised by selected National Governments and Regional organisations.

3.2. Indicative Activities

Activities related to Output 1:

1. Conduct workshops and conferences on lessons learned and good practices
2. Conduct research and operational guidance on specific practice and conflict areas for insider mediators

Activities related to Output 2:

1. Conduct gender-sensitive conflict and peacebuilding analysis.
2. Promote inclusive insider mediators community activities.
3. Conduct peer-to-peer exchanges and experience sharing activities.
4. Support the creation and/or sustaining of insider mediators networks
5. Support local, national and regional and international exchanges.

Activities related to Output 3:

1. Systematic support to all stages of disaster- and conflict-related assessment missions. Provision of in-country support in planning, conduct and reporting of such assessments (support missions of 2 to 4 weeks are foreseen). Such input will be coordinated by the EU Delegations so that their knowledge of the country and relevant EU concerns are fully taken into account, thus ensuring a more efficient cooperation with the host countries.
2. Provision of technical and coordination input to joint (UN/WB/EU) training and capacity-building events for the benefit of third countries and international/regional organisations.
3. Facilitating for the EU to contribute to the development and enhanced application of the RPBA/PDNA/CRNA related concepts, methodologies and tools developed in the tripartite context. This entails ensuring close co-ordination within the EU Institutions, and with the tripartite parties UN and WB, also allowing strategic implementation of RPBA/PDNAs/CRNAs.

Activities related to Output 4:

1. Organize PDNA/RPBA/CRNA trainings in selected countries to develop capacities on assessment and recovery planning/peacebuilding.
2. Conduct training on RPBA/PDNAs/CRNAs and recovery/peacebuilding plans for regional intergovernmental organisations.
3. Develop tools and practices for better combining the PDNA-CRNA and the RPBA tools for countries suffering from a combination of disaster/covid and conflict/fragility impacts.
4. Develop tools and practices for taking the impact of climate change on conflicts better into account.
5. Provide technical assistance to adapt primarily PDNA/CRNA but also RPBA guidelines and tools to the national context.
Provide technical assistance to regional inter-governmental organisations to develop plans/ strategies to facilitate assistance and cooperation between their member states in the event of a crisis.

3.3. Mainstreaming

Environmental Protection & Climate Change

The concept on EU peace mediation highlights that the effects of climate change are an increasingly present factor exacerbating existing pressures on natural resources and the environment. Therefore, EU supported mediation should systematically consider climate and environmental factors and risks and related conflict analysis, and continuously enhance its understanding of the interface between the effects of climate change, natural resources and peace. This action will include investigating the role insider mediators can play in specific practice areas and conflict contexts, such as the prevention and resolution of conflicts related to natural resources, environmental degradation and climate change.

The RPBA/PDNA/CRNA assessments fully take the environmental impact of the crises into account and include actions to address that impact in the developed recovery plans. The impact of climate change is clearly felt in the increased frequencies of natural disasters like floods, droughts and landslides. The project will also specifically look into developing guidelines on how to include climate related issues in relation to conflicts/fragility, in particular when developing resilience plans/guidelines.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, (Gender equality and women's and girl's empowerment) this action is labelled as G1 (significant objective). The Women, Peace and Security (WPS) agenda has grown in importance in the past 20 years since UN Security Council Resolution 1325 (2000) was adopted on 31 October 2000. UNSCR 1325 affirms the important role of women in the prevention and resolution of conflicts and in peace-building initiatives as well as the need to systematically integrate a gender perspective in all matters related to peace and security. Increasing the participation of women in all matters related to peace and security is a priority for the EU. In December 2018, the European Council adopted the first ever Conclusions on Women, Peace and Security and welcomed the EU Strategic Approach to WPS. It was complemented by an Action Plan ratified in July 2019. In November 2020, a new EEAS and EC Gender Action Plan III for 2021-2025 was adopted which includes the EU policy framework on WPS. The concept on EU peace mediation underlines that EU engagement in mediation should be based on the core values of inclusion, human rights, conflict sensitivity and 'do no harm' as well as the promotion of gender equality and women's empowerment.

The action will contribute to the implementation of UNSCR 1325 and 1888 on Women, Peace and Security, and to the improvement of gender mainstreaming in mediation at institutional and operational levels, in line with the EU Strategic Approach to Women, Peace and Security.

This will include: providing analysis with an integrated gender perspective on conflict situations; advising mediators on how to effectively implement WPS priorities and objectives; share comparative examples and best practices on how to promote women's leadership and participation in the negotiations and the broader political process and provide trainings and coaching on gender-responsive mediation.

The differentiated impact on women/girls and men/boys of both disasters and conflicts is systematically taken into account in the RPBA/PDNA/CRNA assessments and the development of recovery plans. It is also taken into account in consultations with civil society when determining needs and recovery actions. However, there are often some initial hurdles to overcome in connection with the availability of gender-segregated data. Existing guidelines on the establishment of base-line data prior to crises, in particular in disaster prone countries, will be further refined to underline the need for such data.

Human Rights

EU mediation is value-based and guided by human rights. The UN Guidance on Effective Mediation⁸ which played a significant role in influencing the normative trajectory of EU mediation practice, equally stresses that mediators frequently have to grapple with the urgency of ending violence in contexts where there is also a clear need to address human rights violations and other international crimes. The Guidance underlines that mediators cannot endorse peace agreements that provide for amnesties for genocide, crimes against humanity, war crimes or gross violations of human rights, as well as sexual and gender-based violence. The EU's framework for transitional justice⁹ sets out guiding principles on how the EU can engage in situations where past violations and abuses have occurred, including gross violations and abuses of human rights and serious violations of international humanitarian law. According to this framework the EU should support a context-specific combination of measures promoting truth, justice, reparations and guarantees of non-recurrence, i.e. ensuring transitional justice. This framework in turn underlines that where appropriate, the EU can support alternative ways of establishing justice (mediation practices or tradition-based mechanisms which are in line with international standards) that can complement formal criminal proceedings.

Both the RPBA/PDNA/CRNA assessments, including the consultation processes, and the developed recovery plans, including the resilience components, are guided by a Human Rights Based Approach.

Disability

As highlighted in the UN Security Council Resolution 2475 (2019), armed conflict has a disproportionate impact on persons with disabilities which includes abandonment, violence, and lack of access to basic services. The resolution stresses the protection and assistance needs of all affected civilian populations, and emphasises the need to consider the particular needs of persons with disabilities.¹⁰ Also with a view to conflict prevention, special attention needs to be paid to population groups and individuals who have been made particularly vulnerable by the crisis, including, persons with disabilities.

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that project activities should aim to tackle challenges relating to disability and enhance the participation of people with disabilities

⁸ https://peacemaker.un.org/sites/peacemaker.un.org/files/GuidanceEffectiveMediation_UNDPA2012%28english%29_0.pdf

⁹ <https://data.consilium.europa.eu/doc/document/ST-13576-2015-INIT/en/pdf>

¹⁰ Security Council resolution 2475 (2019) [on protection of persons with disabilities in armed conflict].

when appropriate and relevant for the objectives of each project. This will include building capacity and knowledge of the rights and specific needs of persons with disabilities in armed conflict amongst peacebuilding actors.

Democracy

Insider mediators have a critical role in linking processes at different levels. Dialogue mechanisms can help to improve participatory and democratic processes that open the way for decisions and actions consistent with the needs and expectations of involved parties. This action builds on the approach to strengthen local dispute resolution capacity and to foster a culture of democratic dialogue across society and links this, where necessary, with more formal processes of mediation.

Conflict sensitivity, peace and resilience

In line with the Concept on EU Peace Mediation – which outlines conflict sensitivity as a guiding principle for EU mediation – this action will apply conflict sensitivity consistently throughout the engagement cycle. Insider mediators work in extremely sensitive contexts, on sensitive issues and in contexts where their security may be compromised if engagements are not designed and managed effectively. Ongoing risk assessment and risk management will have to be ensured.

Conflict sensitivity and resilience is central to the RPBA/PDNA/CRNA methodologies and several guidance documents on how to integrate these concepts in the assessments and the resulting recovery plans have been prepared. However, in order to facilitate and strengthen the practical implementation of these concepts, this project will support specific actions to ensure their full uptake in individual assessments, not least in those following combined crises with both natural disaster and conflict/fragility components.

Disaster Risk Reduction

The concept of Disaster Risk Reduction is central to the PDNAs and in assessments combining conflict and disaster impacts. The assessments systematically identify needs for disaster risk reduction activities and a major objective of the developed recovery plans is to strengthen the countries abilities in connection with Disaster Risk Reduction.

3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
2,3	Resistance from- or non-constructive intervention of-state actors, security apparatus or spoilers that may impede projects' activities.	M	H	Transparent communication strategy and exchanges on projects activities and objectives with difficult actors to ensure their buy-in. Establishing dialogue with, and listening to, those resistant. Mobilising political support from state actors.
3	Insider mediators are exposed to increased risks as a result of their participation in the action.	M	H	Continuous conflict analysis and do-no-harm analysis as well as pro-active information and communication by implementing partners. Training, identification of security and other risks and plans on how to mitigate those.
1,2	Women and youth face social and cultural barriers preventing them from qualitative participation.	M	H	Implementation requires context-specific and gender analysis, inclusive participatory project design and implementation. Regular review of gender-responsive methodologies.

1,2	External support fails to have a positive or sustained impact on the activities of targeted stakeholders.	M	H	Engagement will be designed and delivered with a long term approach to enable follow-up and regular engagement when appropriate with targeted stakeholders.
1,3	The absence of relevant staff, a potentially high turnover, or the poor selection of participants within the countries or the targeted regional intergovernmental organisations (IGO) would substantially undermine the results to be expected from the planned training sessions.	M	M	Policy dialogue with national authorities. The selection of training participants will ensure critical participation of technical staff from Governments/IGOs since they are generally less affected by turnover due to political changes. Additionally, a set of criteria has been established to guide the selection of participants to ensure the quality of the process.
1, 4, 5	Governments may not provide the needed space for regional intergovernmental organisations to provide technical support during a crisis.	M	M	The training sessions targeting IGOs will facilitate dialogue and cooperation between IGOs and their respective member states.
1, 5	Conflict and instability can make difficult or delay RPBA/PDNA interventions.	M	H	EU, as well as UN and WB will liaise with their relevant services, primarily in country, to assess the security situations on the ground before the deployment of experts.
1, 2, 5	Lack of in-country coordination between the three partners (in particular in view of joint PDNA/RPBA missions) may jeopardise the commitment to operationalise the tri-partite agreement.	L	M	The three organisations EU/UN/WB will strictly coordinate their efforts at the headquarters- as well as at the country-level before, during and after the RPBA/PDNA interventions.
2, 3	Lack of gender aware/gender sensitive approach.	L	H	Ensure identification of gender as a priority crosscutting sector, and that crosscutting sector guidelines on gender are fully implemented.

Lessons Learnt:

The Council Conclusions on EU Peace Mediation stress the EU's commitment to uphold and strengthen the rules-based international order, with the United Nations at its core. The Concept on EU Peace Mediation underlines that partnerships, in particular with the UN, should remain a top priority in EU mediation practice. The partnership should be further developed and joint opportunities for sharing experiences and learning should be enhanced. This Action

builds on the previous work with UNDP supported by the IcSP, which enabled building and piloting critical insider mediation capacities across 14 countries¹¹ while contributing to global policy and practice through two guidance notes on Engaging with Insider Mediators. The EU-UNDP partnership on insider mediation can provide a particular added value with regards to ensuring linkages between local, national and regional or international political processes. However, this needs to be carefully weighed off against a risk to expose individuals to risk by associating them to international agencies. Project design which allows a structured yet flexible approach should be privileged.

The new actions related to RPBA/PDNAs/CRNAs will build on the achievements of the ongoing projects, "*Provision of expertise and tools to support Recovery and Peace Building Assessment and Post-Disaster Needs Assessment*" (Started in November 2017 and extended in November 2020, and the *Strengthening Capacities for Crisis Assessment and Recovery Planning (PDNA Roll-Out III)*, started in June 2020 as well as the previous projects "*Development of Post-Conflicts and Post-Disaster Needs Assessments capacity and tools – phases I and II*" from January 2013 to July 2017, and the two previous Rollout projects, funded under the IcSP Annual Action Programmes 2011, 2015, 2016, 2017 and 2020. Several activities have been carried out to develop RPBA/PDNA/CRNA methodologies and tools, build the capacity of national authorities and regional/international organisations, and contribute to tripartite RPBA/PDNA/CRNA missions.

The experience gained indicates that the actions carried out under the previous projects are still valid. However, the initial focus on developing basic joint assessment methodologies and tools as a basis for the joint assessment missions has gradually been replaced by ad-hoc updates based on lessons learned and the development of guidance on specific issues, like the COVID-19 crisis and integrating RPBA and PDNA/CRNA concepts in cases where countries are affected by both natural disasters and conflicts/fragility. An expansion of this work, and an assessment of how to better take the linkages between climate change and conflict into account will be included in the new actions.

The generally agreed principle of developing technical and advisory capacities at the level of regional organisations that in turn will support their individual member states also needs to be further differentiated based on the capacities and mandates of these organisations.

The evolving approach to RPBA indicates a need for a stronger focus on preparatory efforts (scoping missions) and a need for a strategic approach to the RPBA as manifested through the work of the tri-partite High-Level Advisory group (HLAG)¹² and the virtual secretariat. In addition, RPBA guidance has been deepened to provide more clarity on the mechanics of how RPBA are implemented, on developing a joint narrative between the government and the international partners on the causes of crisis/conflict, how interventions are costed as well as how RPBA are followed up. Although this guidance does not aim to be as extensive as the PDNA guidance, it is sufficiently detailed to support experts deployed in tripartite missions.

The participation in assessment missions and in the strategic work is wide at EU-level, with extensive participation of Commission services and the EEAS. Thus, the actions need to provide support to processes maintaining a wide EU-involvement. There is still a need to further inform/train EU actors, not least in the field, in several aspects related to PDNAs/RPBAs/CRNAs (from general information on the process, what they will produce as outputs, how they are useful for the EU, etc. to detailed methodologies for participants in assessment missions and scoping missions). A lesson learned from earlier projects is that general training courses organised on a regular basis are not the most effective tools in reaching the target groups. It is suggested that trainings, in particular RPBA trainings, rather should be offered when needed, i.e. when an assessment is upcoming.

¹¹ Bolivia, Bosnia and Herzegovina, Chad, Ghana, Guatemala, Guyana, Honduras, Malawi, Maldives, Mauritania, Nepal, Timor Leste, Togo, and Yemen

¹² High Level Advisory Group (HLAG), with representatives from the UN, WB and EU, meets regularly to strengthen the RPBA partnership at the corporate level and to monitor ongoing and potential RPBA and partnership arrangements at country level.

3.5. Logical Framework Matrix

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To enhance multilateral solutions with more capacity to better fulfil peace and security objectives, and increase EU leverage therein.	Number of joint initiatives and partnerships with UN and WB tackled by the action	Level of multilateral cooperation through joint assessments, missions, workshops, complementary actions, and opportunities for peacebuilding and insider mediation additional engagement.	To be determined according to projects' priority area and specific objectives	To be determined according to projects' priority area and specific objectives	<i>Not applicable</i>
Outcome 1	Strengthen global policy and practice on insider mediation as well as the partnership, coordination and complementarity between the UN and the EU on insider mediation	Number of regular joint strategic reflections, policy dialogue and exchange on lessons learned between UNDP and EU institutions and other partners	To be defined at project level	To be defined at project level	To be defined at project level	
Outcome 2	Strengthen local and national capacities for gender-sensitive insider mediation capacities and processes in contexts of joint EU and UN interest	Number of initiatives taken by insider mediators connected with local, national, regional and international mediation processes and with the EU and the UN to respond to conflicts	To be defined at project level	To be defined at project level	To be defined at project level	
Outcome 3	Support third countries to build up their capacity to carry out RPBA, PDNAs and CRNAs, through the provision of technical expertise and capacity building actions. Countries affected by crisis have identified, developed and implemented comprehensive recovery activities as a result of RPBA/PDNA/CRNA processes. Effective RPBA/PDNA/CRNA	Number of national experts trained in RPBA/PDNA/CRNA methodologies (disaggregated by sex). Number of recovery programmes implemented as a result of RPBA/PDNA/CRNA assessments. Number of PDNA/RPBA/CRNA methodologies, tools	To be defined at project level	To be defined at project level	To be defined at project level	

	processes are developed and implemented in an inclusive way.	and training programmes developed.				
Outcome 4	Assist national and regional stakeholders to improve their abilities to prepare, assess, plan, implement and sustain recovery and peacebuilding activities. Tri-partite cooperation (EU/UN/WB) in relation to PDNAs/RPBAs/CRNAs is strengthened.	Number of national actors trained/assisted in turning RPBA/PDNA/CRNA reports into recovery and peacebuilding plans. Number of tri-partite meetings of the RPBA secretariat and the PDNA coordination group.	To be defined at project level	To be defined at project level	To be defined at project level	
Output 1 related to outcome 1	Regular joint strategic reflections, policy dialogue and exchange on lessons learned between UNDP and EU institutions and other partners	Number of exchanges between UNDP and EU institutions held	To be defined at project level	To be defined at project level	To be defined at project level	
Output 1 related to outcome 2	Insider mediators in a selected number of jointly identified priority countries take gender-responsive initiatives to respond to conflicts.	Number of insider mediators initiatives	To be defined at project level	To be defined at project level	To be defined at project level	
Output 2 related to outcome 2	Insider mediators in a selected number of jointly identified priority countries connect their efforts with local, national, regional and international mediation processes and with the EU and the UN	Number of insider mediators initiatives connected with local, national and regional and international mediation processes	To be defined at project level	To be defined at project level	To be defined at project level	
Output 1 related to outcome 3	Systematic support to all stages of disaster- and conflict-related assessment missions.	Number of tri-partite assessment missions supported.	To be defined at project level	To be defined at project level	To be defined at project level	
Output 2 related to outcome 3	The EU continues to contribute to the development and enhanced application of RPBA/PDNA/CRNA related concepts, methodologies and tools developed within the tripartite context.	Number of refined methodologies and tools developed where the EU has taken part.	To be defined at project level	To be defined at project level	To be defined at project level	
Output 3 related to	The values and principles of EU as external actor, incl. human rights and inclusiveness are fully	Number of guidance documents where the principles of human	To be defined at project level	To be defined at project level	To be defined at project level	

outcome 3	integrated in all joint guidance documents related to RPBA/PDNA/CRNA processes.	rights and inclusiveness are included.				
Output 1 related to outcome 4	Expanded number of practitioners trained on PDNA-DRF, RPBA, CRNA and Recovery at regional and national levels	Number of conducted training on PDNA, RPBA, CRNA and recovery	To be defined at project level	To be defined at project level	To be defined at project level	
Output 2 related to outcome 4	Recovery processes are managed by national institutions and systematically implemented to reduce risk and impact to future crises (resilience).	Number of nationally-led recovery processes	To be defined at project level	To be defined at project level	To be defined at project level	
Output 3 related to outcome 4	Knowledge products and tools for crisis/post crisis recovery are developed for example related to climate change and conflict and how to address combined crises where natural disasters strikes in fragile/conflict environments.	Number of knowledge products and tools developed	To be defined at project level	To be defined at project level	To be defined at project level	
Output 4 related to outcome 4	Recovery assessment and planning capacities for multi-dimensional risks adapted and institutionalised by selected National Governments and Regional organisations	Number of institutionalised recovery assessments including multi-dimensional risks adaptation	To be defined at project level	To be defined at project level	To be defined at project level	

4. IMPLEMENTATION ARRANGEMENTS Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹³.

4.3.1. Indirect Management with a pillar assessed entity

One part of the action (RPBA/PDNA rollout, outcome 4) as well as the EU-UN partnership on insider mediation (outcomes 1 and 2) may be implemented in indirect management by the United Nations Development Programme (UNDP). The envisaged entity has been selected based on their mandate as UN coordinator of RPBA/PDNA matters and their experience from previous rounds of RPBA/PDNA roll-out support, as well as previous cooperation with the EU on insider mediation.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria of expertise in RPBA/PDNA process and insider mediation. If the entity is replaced, the decision to replace it needs to be justified.

4.3.2. Direct Management (Procurement)

Procurement: (direct management)

Actions under Output 3 will be implemented through a service contract with a service provider. The purpose of the service contract is to support the tri-partite (EU/UN/WB) work assisting third countries in order to build up their capacity to carry out RPBA/PDNAs/CRNAs. This will primarily be achieved through provision of technical expertise. Various activities are foreseen, including deployment of experts in RPBA/PDNA/CRNA missions, provision of training and capacity building activities to national authorities and regional/international organisations, information sessions for EU entities, as well as support to strengthening the tri-partite (EU/UN/WB) cooperation as well as the internal EU coordination.

¹³ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Specific objectives 1-2 composed of	3 000 000
Indirect management – cf. section 4.3.1	
Specific objectives 3-4 composed of	4 500 000
Indirect management – cf. section 4.3.1	2 000 000
Direct management (procurement) – cf. section 4.3.2	2 500 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision
Contingencies	0
Total	7 500 000

4.6. Organisational Set-up and Responsibilities

The action is managed by the European Commission’s Service for Foreign Policy Instruments (FPI) as contracting authority, in collaboration with the European External Action Service (EEAS) and relevant EU Delegations.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5. PERFORMANCE MEASUREMENT Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner’s strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The selected implementing partners will be responsible to collect, analyse and monitor data based on a monitoring and evaluation plan developed prior to the start of the implementation of activities. The monitoring and

implementation plan will include a baseline assessment of performance indicators. Indicator values will be measured on a country-by-country and on an aggregated basis.

5.2. Evaluation

Having regard to the nature of the action, an evaluation(s) will not be carried out for this action or its components. In case an evaluation is not planned, the Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports, if relevant and appropriate, will be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. COMMUNICATION AND VISIBILITY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

It should be noted that targeted awareness-raising and information sharing activities necessary to achieve specific programme/project objectives by engaging with specific audiences identified by the action remain possible.

APPENDIX 1 REPORTING IN OPSYS

An Intervention (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

Option 1: Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Option 2: Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Option 3: Contract level		
<input type="checkbox"/>	Single Contract 1	
<input type="checkbox"/>	Single Contract 2	
<input type="checkbox"/>	Single Contract 3	
	(...)	
<input type="checkbox"/>	Group of contracts 1	