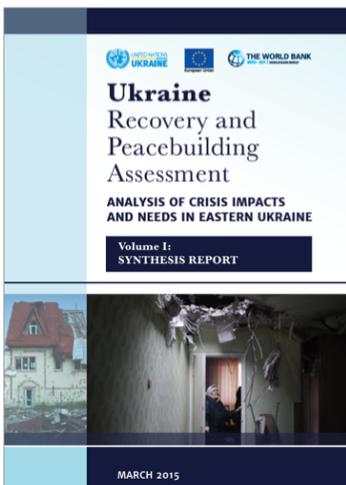


RECOVERY AND  
PEACEBUILDING ASSESSMENT

Recovery and Peacebuilding Assessment in Ukraine, called the Ukraine Recovery and Peacebuilding Assessment (Ukraine RPA) was conducted between November 2014 and February 2015 in response to a Government of Ukraine request to assess and plan recovery and peacebuilding efforts in the conflict-affected regions of eastern Ukraine. The assessment was designed in two phases: a first phase addressing urgent and achievable priorities within the existing security environment, and a second phase dependent on the evolving security situation.

The RPA was launched in November 2014, and in February 2015 produced a set of costed and prioritized interventions aimed at restoring critical infrastructure and services, improving economic livelihoods, and strengthening social resilience and peacebuilding.

## BACKGROUND

The RPA took place during a period of instability and insecurity in Ukraine. Demonstrations in February 2014 in Kiev had led to a change of government, with presidential elections in May 2014, and parliamentary elections in November 2014. In March 2014, the UN General Assembly had adopted Resolution 68/262, underscoring that the referendum in Crimea had no validity. In the spring of 2014, conflict had erupted in the eastern oblasts of Donetsk and Luhansk, known as the Donbas, where pro-Russian separatists took control of parts of the two oblasts.

By late February 2015, the conflict had affected 3.9 million of the 5.2 million residents in the Donbas. 7,000 people were reported killed, and 18,000 wounded, and more than 1.6 million people were displaced. Oblasts adjoining the Donbas region were affected by economic disruption and a large influx of IDPs.

Many of Ukraine's key heavy industries, located in Donbas and long subject to decline, were further damaged by the conflict and resulting trade disputes. Heavy industry exports from the region, which accounted for nearly a quarter of all heavy industry exports from the country prior to the conflict, were down by around 50% in 2015.

The conflict added to the deterioration of national social cohesion, trust and cooperation, areas that were already eroded from years of divergent and politically charged narratives centered on history, language, and patriotism.



Destroyed Bridge in Donbas

## PRE-ASSESSMENT PHASE

In mid-2014, the government requested technical assistance and financial support from the international community to assess and plan recovery and peacebuilding efforts in the conflict-affected regions of eastern Ukraine. Following this request, and within the framework of the 2008 Joint Declaration on Post-Crisis Assessments and Recovery Planning, the European Union, United Nations and World Bank Group undertook a joint scoping mission in September 2014. The mission held meetings across government, the international community, civil society and the private sector, and built an understanding of how an assessment could best be structured in the complex setting of an on-going conflict.

The agreement was to focus on a two-phase assessment of recovery and peacebuilding needs. The first phase of the assessment would cover areas of Donbas under government control, and was conceived as a rapid and light exercise to address urgent and achievable priorities. The second phase would be widened to the remainder of Donbas once it was under government control, and would allow deeper analysis and response. The RPA was not therefore seen as a one-off exercise, but rather the first stage of a longer process and framework for coherent response to the crisis.

Based on this, the scoping mission identified three objectives for Phase I:

- To support the government in the assessment of short-, medium- and long-term recovery and peacebuilding needs, related strategic and programmatic priorities, and financial requirements;
- To inform the development of a collective vision and strategy on longer-term recovery and peacebuilding for the Donbas and other conflict-affected regions, including contributing to the framework of the government's 2015–2017 Ukraine Economic Recovery Plan and future policy reforms;
- To provide a platform for coordinated and coherent provision of support from the EU, the UN, and the WBG, as well as broader donor assistance.

## ASSESSMENT, PRIORITIZATION, AND PLANNING PHASE

The assessment was launched in mid-November 2014 with an inception workshop that familiarized government and its partners, as well as members of the assessment teams, with the assessment methodology, templates, logistics and timelines.

A day was dedicated to a meeting of the technical focal points nominated by government and the EU/UN/WB to structure their work around the three RPA thematic components of:

- i. Restoring critical infrastructure and services
- ii. Improving economic livelihoods
- iii. Strengthening social resilience and initiating reconciliation and peacebuilding.

A number of transversal issues – internal displacement, local governance and implementation capacity, gender, and human rights – were also covered, with experts on each issue embedded into component teams. The assessment team worked closely with the Ministry of Regional Development, Construction, Housing and Communal Services and other national ministries and agencies including the Ministry of Social Services, the State Emergency Services, and local oblast administrations. The team undertook several missions to eastern Ukraine to conduct field assessments and hold consultations with regional and local stakeholders.



Damage to Private Housing

## Geographic scope and time-frame

Given the ongoing conflict, the RPA was faced with several challenges. These included addressing services dependent on infrastructure that cut across geographic areas held by government and non-government forces, and servicing the needs of IDPs in the Donbas and neighbouring oblasts. To deal with these issues, the geographic scope of the assessment was defined on the basis of the nature and extent of the physical damage. The assessed territory was consequently classified into three areas: (i) most affected; (ii) less affected; and (iii) indirectly affected. The first two categories were comprised of areas where fighting had caused physical destruction, and the final category included oblasts and raions where no physical damage had been recorded, but IDP influx had caused disruption in economic functioning and social service provision. This categorization allowed for a systematized and differentiated approach towards the affected areas.

## VALIDATION AND FINALIZATION PHASE

During January and February of 2015, the government and the assessment team reviewed the findings through a series of technical meetings attended by international partners, civil society and the private sector. Based on these review meetings, the report was revised and finalized in two volumes: a synthesis report, and a component report. Recovery needs over the 2 year RPA time-frame were estimated at US\$ 1.52 billion, comprised of infrastructure (US\$ 1.257 billion), economic recovery (US\$ 135 million), and social resilience, peacebuilding and community security (US\$ 126 million). A variety of financing instruments were proposed, including budgetary allocations from government, direct support from international partners, pooled funds through multi-partner trust funds, international loans, and support from the financial and private sectors.

## DATA COLLECTION TOOLS UTILIZED

The Ukraine RPA team used a variety of data collection tools to augment existing information. These included:

### Conflict analysis

The Ukraine RPA conducted an initial desk-based conflict analysis to guide the scoping mission. A more detailed analysis was then developed and agreed with government. The analysis established a shared narrative in on the drivers of conflict and peacebuilding priorities. The conflict analysis also mapped out possible scenarios of the evolution of the crisis, identifying the strategic and operational implications of these scenarios.

### Stakeholder/core government functions analysis

The RPA team conducted a stakeholder and core government functions analysis to develop a thorough understanding of government and stakeholder capacities. This was used as the basis for implementation options and institutional arrangements for the RPA's recommendations.

### Displacement analysis

Internal displacement emerged as among the most salient impacts of the conflict. Data was collected from State Emergency Service of Ukraine (SES). However, the team recognized that the absence of a central registry, inconsistent reporting methods, and diverse registration practices of government agencies meant that SES estimates were unreliable. As such, the RPA team utilized IOMs Displacement Tracking Matrix (DTM) to track migration flows, and IDP registration as a means of triangulating SES data.

### Gender analysis

UN Women provided the RPA team with a gender expert to work alongside sector teams to ensure that gender sensitivity was maintained in the development of sector reports. To achieve this, a checklist was developed against which sector teams would compare their assessments and recommendations. The expert also worked alongside sector terms to answer any questions, and to guide the development of the reports.

## Damage, loss and needs assessment

Given the scale of impact on physical infrastructure and on associated service delivery, the team utilized a damage, loss and needs assessment to estimate the impact on such sectors as transportation, health and education. The team estimated the impact of the conflict, and the resources needed to reconstruct infrastructure and restore social services.

## POST-ASSESSMENT PROCESS, AND LESSONS LEARNED

The RPA's institutional recommendations were used to inform the constitution of the State Agency for Donbas Recovery, which served to organize and prioritize the development of Donbas in a holistic and politically sensitive fashion.

Several important lessons were learned from the assessment, including:

- ✓ The need for greater attention during the assessment to implementation mechanisms. There was some loss of momentum after the assessment process, with the State agency for Donbas Recovery requiring over 12 months to be formally established. This in turn meant that the momentum with development partners was harder to maintain.
- ✓ The need for a flexible and diverse financing strategy to accommodate a variety of funding that would facilitate a variety of implementation modalities.



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