

EN

ANNEX

Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe

Exceptional Assistance Measure regarding Pakistan

1. IDENTIFICATION

Action: **Assistance to flood affected communities in Pakistan**

Action Reference: NDICI CR 2022 / 40

Cost: EUR 12 000 000 (European Union (EU) contribution).

Budget Line: 14 02 03 10

Duration: Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) 2021/947.

Lead service: FPI

2. ACTION SUMMARY

In the context of the natural disaster and crisis provoked by the catastrophic monsoon during the summer of 2022 in Pakistan, this action seeks to support and bring stability to the most vulnerable flood-affected households in the worst-affected districts of the country to facilitate their early recovery, with a focus on conflict prevention and social cohesion. The measure will increase access to education for children, access to water, sanitation and hygiene services, child protection services, as well as to gender-based violence, mental health and psychosocial support. The measure will contribute to the early recovery of flood-affected households and the rehabilitation of their livelihood and community assets. The identification of districts most in need will be carried out in close consultation with the EU Delegation and relevant stakeholders in the country and based on the recommendations of the Post-Disaster Needs Assessment.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

From mid-June until the end of August 2022, record monsoon rainfall and melting glaciers in Pakistan caused catastrophic floods affecting around 33 million people across the country. These rains, floods, and landslides have had severe repercussions on lives, property and

infrastructure. The extreme weather has caused the death of about 1 700 people. Almost 13 000 people have been injured and over two million houses damaged or destroyed with some eight million people displaced. The monsoon caused the interruption of education for an estimated 3.5 million children. The floods have also severely impacted agricultural yield and livestock, thus putting additional pressure on Pakistan’s economic outlook. The Government of Pakistan has requested the international community to provide support to those affected by the floods, as the needs are beyond the federal and provincial response capacity. In such a precarious context, it is crucial to complement humanitarian support as well as to prepare support for medium-term development activities and to contribute to stability and conflict prevention at community level, in line with the Humanitarian-Development-Peace triple nexus.

3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT

The floods have aggravated the food security and malnutrition situation in Pakistan, particularly in the Sindh and Baluchistan regions, where currently more than 4.5 million people are faced with a high level of acute food insecurity. Cases of gender-based violence and requests for child protection have reportedly more than doubled since the pre-monsoon period constituting an exceptional and unforeseen situation in the sense of Article 4(4) (a) of the NDICI Regulation. An adequate response cannot be provided under any other European Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, second paragraph, points (g), (l), (o) and (r) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to provide (g) support for measures necessary to start the rehabilitation and reconstruction of key infrastructure, housing, public buildings and economic assets, and essential productive capacity, as well as other measures for the re-starting of economic activity, the generation of employment and the establishment of the minimum conditions necessary for sustainable social development; (l) support for measures to ensure that the specific needs of women and children in crisis and conflict situations, including preventing their exposure to gender-based violence, are adequately met; (o) support for socio-economic measures to promote equitable access to, and transparent management of, natural resources in a situation of crisis or emerging crisis, including peacebuilding, and (r) support for measures in response to natural or man-made disasters which pose a threat to stability, and to threats to public health linked to pandemics, in the absence of, or by way of complement to, Union humanitarian and civil protection assistance.

3.3 RISKS AND ASSUMPTIONS

Risk description	Mitigation Measures
The safety and security of beneficiaries, staff and community members could be at risk due to continued rainfalls and	The implementing partner (IP) will regularly liaise with the United Nations Department of Safety and Security (UNDSS) and local authorities in order to update the emergency preparedness response and contingency plans. Staff/associates of IP will undertake safety and security training.

Risk description	Mitigation Measures
risk of land slides and flooding.	Local community and leadership will be engaged to support/buy-in and mitigate the risk of unanticipated problems, and safety and security of beneficiaries.
Shortage of supplies in the national market and/or breakages in supply chains affect procurement and hinder the delivery of assistance.	The IP has framework agreements with multiple vendors for emergency procurement of all sorts of commodities, including the capacity to transport goods across Pakistan at short notice. However, the IP will aim to identify any risks of shortages in a timely manner and escalate at the planning stage to avoid any disruption to the project. This will also apply to any concerns regarding hindrance on timely delivery, i.e., due to road blockages etc.
COVID-19 pandemic or other communicable disease outbreaks. Risks of infection of staff/associates of IPs, beneficiaries and stakeholders.	Embed Infection Prevention and Control (IPC) in project design, activities and implementation. Continue support in main areas of intervention/support to government.
Exclusion of vulnerable groups.	Focused interventions on vulnerable groups and hard-to-reach areas. Improvement of normative instruments for the inclusion of vulnerable groups. Strengthen awareness strategies in favour of the vulnerable population.
Limited coordination between humanitarian actors and local government departments may cause duplication of assistance.	The IP will coordinate with the local communities, authorities and other humanitarian actors present in the area of intervention to identify any synergies and to avoid duplication during disbursements in the same target area. The IP will ensure alignment with the Flood Response Plan 2022 and ensure the action is reaching the most flood-affected populations that are not already receiving the same support.
Lack of communities' acceptance of the proposed interventions.	Community focal points representing all relevant groups in the area of intervention will be actively engaged, and a robust Complaints and Response Mechanisms (CRM) system will ensure feedback is gathered and followed up throughout the implementation.
Relief assistance may exacerbate community tensions/conflicts and relationships between beneficiaries and non-beneficiaries of assistance.	The IP will ensure robust coordination with national, provincial, district governments and other humanitarian actors for a well-coordinated response through proper targeting of the beneficiaries for maximum coverage.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to support and bring stability to the most vulnerable flood-affected households in the worst-affected districts of Pakistan to facilitate their early recovery, rehabilitation and reconstruction with a focus on conflict prevention and social cohesion, in line with the Humanitarian-Development-Peace triple nexus.

4.2 SPECIFIC OBJECTIVES

- 1 To provide flood-affected households with early recovery and appropriate support in order to contribute to household capacity to generate income;
- 2 To improve the social, physical and emotional well-being of vulnerable households (including children), as a way of ensuring human security;
- 3 To improve the livelihood of flood-affected population (by way to complement to humanitarian assistance);
- 4 To increase children's access to education, water, sanitation and hygiene services, and to child protection services, including gender-based violence, mental health and psychosocial support.

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Vulnerable flood-affected households receive early recovery support, access to temporary accommodation, and receive support to recover farming, livestock and small business activities.

Activities (indicative):

- 1.1 Provision of support to cope with basic needs and early recovery;
- 1.2 Provision of temporary accommodation;
- 1.3 Provision of productive inputs (livestock, agriculture) and minimum technical skills required to perform livelihood recovery activities (e.g., farming, livestock, small business).

Expected Result (2): Children are protected from violence, abuse and exploitation, including negative coping mechanisms, and communities' resilience on conflict mitigation is enhanced.

Activities (indicative):

- 2.1 Capacity building on child protection, provision of psychosocial support;
- 2.2 Facilitation of child and youth resiliency programmes, focussing on addressing negative coping mechanisms, social cohesion and conflict prevention;
- 2.3 Training on identifying signs of extremist and discriminatory tendencies, anti-social behaviours, and violence among children, and on providing basic support to cope with those signs;
- 2.4 Capacity building on conflict mitigation and resolutions, and peaceful coexistence.

Expected Result (3): Livelihood of flood-affected population are improved in preparation of medium-term development support.

Activities (indicative):

- 3.1 Rehabilitation of water infrastructures, water conservation systems;
- 3.2 Rehabilitation of flood protection walls, dams and river fortifications;
- 3.3 Rehabilitation of rural roads and paths to improve access to education, health, markets and essential facilities;
- 3.4 Support to flood-affected households to access to adequate food and necessities;
- 3.5 Income generation skills training.

Expected Result (4): Children have access to education, water, sanitation and hygiene services, and to child protection services, as part of the recovery process.

Activities (indicative):

- 4.1 Establishment of temporary learning centres (linked to early recovery) and the provision of equipment, furniture, and materials for effective teaching;
- 4.2 Dewatering, cleaning and disinfection of schools;
- 4.3 Youth engagement for peace building and social cohesion interventions;
- 4.4 Rehabilitation, upgrading and/or solarisation of existing water supply systems and water points;
- 4.5 Provision of case management and referral services for child protection and gender-based violence cases (linked to early recovery and prevention of tension);
- 4.6 Adolescent-led psychosocial support activities.

6. IMPLEMENTATION

6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the appropriate EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹.

6.1.1 Grant: direct award (direct management)

(a) Purpose of the grant

The grant will contribute to achieving the Expected Results 1 and 2 described in section (5), and related Specific Objectives 1 and 2 described in section (4).

(b) Type of applicants targeted

The type of applicant targeted for this direct award are a Non-Governmental Organisations.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis**

¹ 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.

management aid as referred to in Article 195(a) and as defined in Article 2(21) of the Financial Regulation at the date of the Financing Decision.

6.1.2 Indirect management with a pillar assessed entity

A part of this action may be implemented in indirect management with entities which will be selected by the Commission’s services using the following criteria: a solid presence in the field, with a strong financial and operational capacity in terms of grant management, technical competences and an established institutional network on the ground, previous experience in the country and demonstrated capacity to deliver work in a conflict sensitive manner. The implementation by such entities entails to improve food security and livelihood of flood-affected population, and to increase children’s access to education, water, sanitation and hygiene services, and to child protection services, including gender-based violence, mental health and psychosocial support (Specific Objectives 3 and 4 and Expected Results 3 and 4).

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 12 000 000**. A breakdown among components is provided hereunder, and is indicative.

Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1: To provide conflict sensitive humanitarian assistance and early recovery support to flood affected communities		
6.1.1. – Direct grant (direct management)	2 000 000	N.A.
Component 2: To improve food security and livelihood of flood-affected population		
6.1.2 – Indirect management with an international organisation	5 000 000	N.A.
Component 3: To increase children’s access to education, water, sanitation and hygiene services, and to child protection services, including gender-based violence, mental health and psychosocial support.		
6.1.2 – Indirect management with an international organisation	5 000 000	N.A.
Total	12 000 000	N.A.

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management for objectives 1 and 2 and direct management for objective 3 and 4. It will be devolved and sub-delegated to the **European Union Delegation in Pakistan**, with the support of the Commission for the conclusion of the contracts implementing the action

6.4 PERFORMANCE AND RESULTS 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 report. Each 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 outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

6.5 EVALUATION

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

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 financing of the evaluation shall be covered by another measure constituting a financing decision.

6.6 AUDIT

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 audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

6.7 COMMUNICATION AND VISIBILITY

The 2021-2027 programming cycle has adopted 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.

The 2022 “Communicating and Raising EU Visibility: Guidance for external actions” reference document shall be used to establish the appropriate contractual obligations.

7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

The implementing partners will work closely with relevant government counterparts, and EU and UN partners to ensure collaboration and complementarity and to avoid duplication of resources and efforts.

The action is complementary to EU humanitarian aid providing emergency humanitarian assistance to flood-affected households in Pakistan, particularly water, sanitation and hygiene services, protection services, shelter and non-food items, health services and medical supplies, food security and livelihoods, education in emergencies and cash support. A stakeholder mapping exercise will identify ongoing projects of other relevant partners including EU humanitarian aid and development projects to establish linkages and avoid duplication.