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ANNEX

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

Exceptional Assistance Measure regarding Ethiopia

1. IDENTIFICATION

Action:	Support to relief for and resilience of conflict affected communities in Tigray as well as to peace education in Ethiopia
Action Reference:	NDICI CR 2021 / 22
Cost:	EUR 14 500 000 (European Union 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) No 2021/947.
Lead service:	FPI

2. ACTION SUMMARY

More than eight months after the start of the crisis in Ethiopia's Tigray region, the security situation in the area remains volatile, with continued reports of active hostilities, abuses against civilians, forced displacement, abductions and sexual and gender-based violence, allegedly perpetrated by various parties to the conflict. Over 5 million people are estimated to require emergency assistance, close to 2 million people to be displaced internally, and 900,000 civilians are facing famine. The availability of assistance and relief for the population is currently severely curtailed by limited humanitarian access, as well as a lack of resources and the capacity of existing structures. Independent assessment and monitoring are also hampered by a lack of access. The Government of Ethiopia declared a unilateral cease fire effective by 28 June 2021, announcing that the current challenge in the region needs to be addressed expeditiously, given the risk of a humanitarian crisis. The impact of violence and trauma on the population is significant, often leading to a sentiment of despair, the breaking up of the social fabric, fuelling further resentment and deepening divisions. As ethnic fragmentation and conflict are also increasing in other regions of Ethiopia, peace education is a necessary investment in the country's future, particularly at a time when messages of hatred and intolerance dominate the narrative. This action will aim to support relief and healing for conflict affected communities in Tigray and strengthen resilience as a first step for conflict prevention, reconciliation, and social cohesion in Ethiopia. The action will aim to restore productive capacity within affected

communities, assist victims of sexual and gender-based violence and provide mental health and psychological support for those impacted by the conflict in Tigray. The action will also promote peace education for children and youth to support peaceful coexistence and gender equality values.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

More than eight months into the conflict in Tigray, the security situation in the region remains volatile with ongoing active hostilities. There are continued reports of human rights violations and violations of international humanitarian law in Tigray, including the killing of civilians, the destruction of civilian infrastructure, sexual and gender-based violence and forced displacement. Humanitarian access remains limited and constrained. Estimates regarding the level of food insecurity and famine vary. The analysis of the Integrated Food Security Phase Classification issued in June 2021 found that over 350,000 people are facing famine conditions.¹ Separate humanitarian needs assessments estimate that as many as 900,000 people could soon be facing famine-like conditions. Only very limited supplies of seeds are available and farms, warehouses, agricultural inputs and veterinary clinic services have been damaged or looted. The purchasing power of the civilian population in the region has significantly dropped due to the unavailability of cash, nonpayment of salaries and loss of livelihood. Access to water, hygiene and sanitation services are largely disrupted due to a lack of electricity, fuel, looting or destruction – a situation which is particularly acute in areas with high numbers of internally displaced persons.

In a joint statement, the European Union (EU) High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission Josep Borrell Fontelles, the EU Commissioner for Crisis Management Janez Lenarčič, the EU Commissioner for International Partnerships Jutta Urpilainen and the United States Agency for International Development (USAID) Administrator Samantha Power, underlined the potential for this crisis to destabilise the broader Horn of Africa region and called on all parties to the conflict, as well as the international community, to act urgently.²

The impact of violence and trauma on the population is significant, often leading to a sentiment of despair, tears to the social fabric, fuelling of further resentment and deepening divisions. Sexual and gender-based violence is prevalent. The annual report of the United Nations (UN) Secretary General on conflict related sexual violence highlights the military operations in Tigray as a case of sexual violence used as a tactic of war, torture and terrorism.³ As a result of the conflict, the majority of health facilities – the main entry points for survivors of gender and sexual based violence seeking help – are not functioning. In addition, insecure conditions for referral are preventing people from rural areas from seeking help at referral hospitals that have trained staff and access to medicines and supplies. The inability to receive lifesaving medical treatment and psychosocial care can have life-long physical, emotional, social, and economic consequences for survivors and their families. There is a need to support a comprehensive and

² https://ec.europa.eu/commission/presscorner/detail/en/statement_21_2942

² https://ec.europa.eu/commission/presscorner/detail/en/statement_21_2942

³ <https://www.un.org/sexualviolenceinconflict/wp-content/uploads/2021/04/report/conflict-related-sexual-violence-report-of-the-united-nations-secretary-general/SG-Report-2020editedsmall.pdf>

multisectoral approach for survivors of gender-based violence and other traumatic events. This entails integrating mental and psychosocial support in the primary health-care system, to raise awareness at community level about mental health as well as psychosocial support needs and about available services and to support efforts to build community responses.

Ethnic fragmentation and conflict are also on the rise in other regions of Ethiopia and intolerance and hate speech are increasingly visible in the public narrative. Peace education seeks to change values, behaviours and attitudes and employ non-violent strategies for conflict transformation and conflict prevention. It can also play an important role in enhancing gender equality and challenging gender stereotypes and roles that are often reinforced by conflict and exacerbate violence towards women. Yet, while 60% of the population are under 25 years old, there are only limited peace education initiatives targeting children and youth in Ethiopia.

In response to this situation, the action will aim to support relief for and resilience of conflict affected communities in Tigray as well as peace education in Ethiopia.

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

The ongoing conflict in Tigray, with reports of conflict-induced famine, serious allegations of sexual and gender-based violence, conflict-induced trauma and an increase in ethnic fragmentation and conflicts also in other regions of Ethiopia, constitutes an exceptional and unforeseen situation in the sense of Article 4(4) 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, points (a), (b), (g), (l) and (m) of Regulation (EU) No 2021/947 specifically provides for the use of the NDICI rapid response pillar to support (a) the provision of technical and logistical assistance, for the efforts undertaken by international, regional and local organisations and by State and civil society actors in promoting confidence-building, mediation, dialogue and reconciliation, transitional justice, women’s and youth empowerment, in particular with regard to community tensions and protracted conflicts; (b) the implementation of UNSCRs on women, youth, peace and security; (g) 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) 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 and (m) for the rehabilitation and reintegration of the victims of armed conflict, including measures to address the specific needs of women and children.

3.3 RISKS AND ASSUMPTIONS

Risks	High, medium, low	Mitigation
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Access to the population in affected areas is restricted due to active hostilities, obstruction or administrative impediments.	High	Action to be implemented with a high degree of flexibility and adaptability to react to changes on the ground.
Security situation endangers staff safety.	High	Abide by security guidelines.
Resumption of farming activities puts the population at further risk and/or is not efficient.	High	Partners to ensure that adequate safeguards are in place and conditions are conducive to the resumption of farming activities and inputs are available in Tigray.
The COVID-19 pandemic affects implementation of the action.	Medium	The implementation of the action will follow national and international sanitary guidelines.
Insufficient alignment with authorities' efforts for service provision.	Low	Action to be implemented in coordination and collaboration with regional and local governments to meet significant needs.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to alleviate suffering and conflict in the Tigray region and to promote peaceful coexistence of communities in Ethiopia.

4.2 SPECIFIC OBJECTIVES

- 4.2.1 Recovery and restoration of productive capacity in Tigray;
- 4.2.2 Access to support for survivors of sexual and gender-based violence in Tigray;
- 4.2.3 Strengthened mental health and psychological support in Tigray;
- 4.2.4 Provision of peace education for children and youth in Ethiopia.

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Increased food production, access to basic hygiene and sanitation infrastructure and services as well as increased socio-economic stability in Tigray

Activities (indicative):

- 5.1.1 Distribution of locally adapted and accepted agricultural emergency crop kits, seeds, fertilizer and agricultural tools;
- 5.1.2 Distribution of livestock feeds, vaccines and drugs;
- 5.1.3 Distribution of multi-purpose cash/vouchers to increase purchasing power and stabilise markets;
- 5.1.4 Gender sensitive rehabilitation of water, hygiene and sanitation services.

Expected Result (2): Contribute to re-established and strengthened sexual and gender-based violence (SGBV) services in Tigray

Activities (indicative):

- 5.2.1 Assess health system capacity gaps and needs for high-quality health response to survivors of sexual and gender-based violence;
- 5.2.2 Provision of medicines and supplies for clinical management of rape-survivor services;
- 5.2.3 Provision of training and coaching of health facility staff on the needs of SGBV survivors, referral and care;
- 5.2.4 Provision of training and coaching of community leaders and health workers on the needs of SGBV survivors, referral and care;
- 5.2.5 Identification and setting-up of safe locations for SGBV case management services;
- 5.2.6 Recruitment of SGBV care workers;
- 5.2.7 Distribution of dignity kits, and/or cash and vouchers;
- 5.2.8 Conduct of gender and risk-sensitive market analyses;
- 5.2.9 Conduct of assessment regarding justice and legal aid needs and barriers.

Expected Result (3): Re-established and strengthened mental health and psychological support in Tigray

Activities (indicative):

- 5.3.1 Support the re-establishment of primary health care services through the provision of drugs, equipment and consumables;
- 5.3.2 Conduct on-the-job training and coaching to integrate basic mental health and psychological support in primary health care;
- 5.3.3 Conduct training of healthcare staff in psychological first aid and basic counselling skills;
- 5.3.4 Conduct awareness raising activities about mental health and psychological support needs and available services available;
- 5.3.5 Set up community self-support groups or peer to peer support groups;
- 5.3.6 Conduct sexual and reproductive health service provision;
- 5.3.7 Identification and setting-up of safe spaces for vulnerable groups.

Expected Result (4): Increased gender-sensitive peace education for children and youth

- 5.4.1 Production and broadcasting of radio and television episodes for children and youth in different languages;
- 5.4.2 Design and implementation of (social) media campaigns targeting children and youth;
- 5.4.3 Production and dissemination of children’s video and audio books as well as teacher and parent training manuals and guides;
- 5.4.4 Conduct of advocacy campaigns for increased and mainstreamed peace education in school curricula.

6. IMPLEMENTATION

6.1 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 measures⁴.

6.1.1 Grant: direct award (direct management)

(a) Purpose of the grant

The grant will contribute to achieving the objectives and results as presented in sections 4.2.1 and 5.1.

(b) Type of applicants targeted

The type of applicants targeted for these direct awards are non-governmental and not for profit 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 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.

(d) Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 15 July 2021 because the support will enable the timely distribution of agricultural emergency support ahead of the planting season.

6.1.2 Grant: direct award (direct management)

(a) Purpose of the grant

The grant will contribute to achieving the objectives and results as presented in sections 4.2.2 and 5.2.

(b) Type of applicants targeted

⁴ 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.

The type of applicants targeted for these direct awards are non-governmental and not for profit 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 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** at the date of the Financing Decision.

(d) Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 01 August 2021 because of the scale of need and urgency of required services for survivors of sexual and gender based violence.

6.1.3 Grant: direct award (direct management)

(a) Purpose of the grant

The grant will contribute to achieving the objectives and results as presented in sections 4.2.3 and 5.3.

(b) Type of applicants targeted

The type of applicants targeted for these direct awards are non-governmental and not for profit 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 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** at the date of the Financing Decision.

6.1.4 Grant: direct award (direct management)

(a) Purpose of the grant

The grant will contribute to achieving the objectives and results as presented in sections 4.2.4 and 5.4.

(b) Type of applicants targeted

The type of applicants targeted for these direct awards are non-governmental and not for profit 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 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** at the date of the Financing Decision.

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 14 500 000**. 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: Increased food production, access to basic hygiene and sanitation infrastructure and services as well as increased socio-economic stability in Tigray		
6.1.1 – Direct grant (direct management)	5 000 000	N.A.
Component 2: Re-established and strengthened sexual and gender based violence (SGBV) services in Tigray		
6.1 .2 – Direct grant (direct management)	5 000 000	N.A.
Component 3: Re-established and strengthened mental health and psychological support in Tigray		
6.1.3 – Direct grant (direct management)	3 500 000	N.A.
Component 4: Increased gender-sensitive peace education for children and youth		
6.1.4 – Direct grant (direct management)	1 000 000	N.A.
Total	14 500 000	N.A.

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management. It will be devolved and sub-delegated to the **European Union Delegation in Ethiopia**, 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 a final report. 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 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

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

The action complements the increased humanitarian support provided by the EU since the outbreak of the conflict in Tigray. This includes the allocation of over EUR 63 million to humanitarian projects in Ethiopia in 2020, including EUR 18.8 million for the Tigray crisis and its impact in other regions of Ethiopia, as well as EUR 6 million additional funding for the Ethiopian refugees in Sudan. This funding focuses on enhancing the emergency response capacity of humanitarian partners, with a focus on health, shelter and non-food items, nutrition and protection. The action will also complement the existing European Union Trust Fund (EUTF) project “Stability and socio-economic development for vulnerable and marginalised communities in the Tigray region of Ethiopia”, which has a peace-building and livelihoods

component. Complementarity will be ensured through close coordination at the level of the EU Delegation and with relevant services. Through the EU Delegation in Ethiopia and the FPI Regional Team in Nairobi, coordination will also be ensured with EU Member States' representations in Ethiopia.