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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 and reconciliation of conflict-affected communities and increased capacity of civil society in peacebuilding.

Action Reference: NDICI CR 2022 / 30

Cost: EUR 6 000 000 (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**

On 24 and 25 March 2022, a humanitarian truce and cessation of hostilities were agreed between the Government of Ethiopia and Tigrayan authorities. The conflict has had a detrimental effect on the civilian population, including in the bordering regions of Afar and Amhara, and a disproportionate impact on women and girls. Agriculture and livestock production has been reduced and water supply and irrigation infrastructure damaged. Cases of sexual and gender-based violence have been reported. Similarly, violence and conflict between rebel groups and federal, as well as regional, government forces have escalated in the Western Oromia/Benishangul-Gumuz border region. This has caused large-scale displacement and damage to civilian settlements. Unemployment, food shortages and high inflation are driving recruitment to armed rebel groups and there is a lack of peacebuilding and dialogue efforts among the conflicting groups. This action will support relief and reconciliation in conflict-affected communities in northern and western Ethiopia and strengthen civil society capacity in peacebuilding.

### **3. BACKGROUND AND RATIONALE**

#### **3.1 BACKGROUND**

On 24 March 2022, more than 16 months after the start of the Tigray conflict, the Government of Ethiopia declared a unilateral, indefinite humanitarian truce, which was reciprocated by a statement on cessation of hostilities by the Tigrayan authorities the following day. On 25 April 2022, the Tigrayan authorities announced that the Tigrayan Defence Forces had withdrawn from the Afar region.

Since then, there has been an increase in the number of humanitarian trucks entering Tigray along the Afar route – the only route that is feasible at the moment. However, the humanitarian operating environment remains un conducive due to restrictions on fuel, limited medical supplies and cash. The population in Tigray remains cut off from basic essential services: electricity, banking and telecommunications. The conflict has had a detrimental effect on the civilian population, including in the bordering regions of Afar and Amhara and a disproportionate impact on women and girls, fuelling further resentment and deepening divisions. Agricultural livelihoods of communities have been decimated, public infrastructure and basic services damaged or destroyed, aggravating an already precarious food security situation. Cases of sexual and gender-based violence have been reported. Women in Ethiopia face systemic inequalities and gender-based violence is a significant concern, equally in non-conflict affected communities. There is limited understanding of the barriers preventing access to justice for gender-based violence survivors and little access to legal as well as paralegal services. Justice, health, social and legal services providers are not trained on how to offer coordinated and trauma-informed support to gender-based violence survivors through a structured referral system. Relief for conflict affected populations and support for access to justice can help to restore trust in the state and can positively contribute to reconciliation.

In the Western Oromia/Benishangul-Gumuz border region, there has been recurrent violent inter-communal conflict between Oromo and Gumuz communities regarding borders, access to land and resources. Recently, violence and conflict between rebel groups and federal, as well as regional, government forces have escalated. This has caused large-scale displacement, a breakdown in the provision of basic services as well as loss of livelihood. Sexual and gender-based violence has also been reported. Unemployment, food shortages and high inflation are driving recruitment to armed rebel groups and there is a lack of peacebuilding and dialogue efforts among the conflicting groups. There also is need to strengthen resilience by addressing the root causes of fragility.

The 2019 Civil Society Organisations law has led to a positive change in the legal environment for civil society organisations operating in conflict resolution and peacebuilding. A significant number of civil society organisations registered over the past years but resources, strategic capacity, skills and networking opportunities – particularly in the peacebuilding field – are limited and the operating environment requires a high degree of ability to manage engagement carefully. Strengthening existing, and developing new, capacity, can enable civil society to effectively contribute to the implementation of peacebuilding activities and to policy formulation at the community, national, regional, and international levels.

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

The detrimental effect of the conflict in Northern Ethiopia, with a disproportionate impact on women and girls, as well the escalating violence in Western Ethiopia and the urgent need to strengthen peacebuilding and dialogue efforts, 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, second paragraph, points (a), (b), (e), (g), (l), (m), (n) and (q) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to cover (a) support, through 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) support for the implementation of UNSCRs on women, youth, peace and security; (e) support for international criminal tribunals and *ad hoc* national tribunals, truth and reconciliation commissions, transitional justice and other mechanisms for the legal settlement of human rights claims and the assertion and adjudication of property rights; (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; (m) support for the rehabilitation and reintegration of the victims of armed conflict, including measures to address the specific needs of women and children; (n) support for measures to promote and defend respect for human rights and fundamental freedoms, democracy and the rule of law, and the related international instruments, and (q) support for measures to promote the development and organisation of civil society and its participation in the political process, including measures to enhance the role of women in such processes and measures to promote independent, pluralist and professional media.

### 3.3 RISKS AND ASSUMPTIONS

Risks	High, medium, low	Mitigation
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.
Changes in the political or legal space impede civil society activities in the field of peacebuilding	Medium	Partners to ensure regular context and risk analysis as well as scenario planning.
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.
Politicisation, manipulation and diversion of EU assistance	Medium	Choice of competent, well established and conflict sensitive partners; close and regular monitoring of the actions; dynamic context assessment; dialogue with conflict parties to e.g. negotiate access; defence of humanitarian mandates of implementing partner when needed.

#### **4. OBJECTIVES**

##### **4.1 OVERALL OBJECTIVE**

The overall objective of the action is to support relief and reconciliation of conflict-affected communities and increased capacity of civil society in peacebuilding.

##### **4.2 SPECIFIC OBJECTIVES**

4.2.1 Support to relief and reconciliation activities in Northern Ethiopia;

4.2.2 Access to justice for survivors of sexual and gender-based violence in Northern Ethiopia;

- 4.2.3 Support to youth resilience and community-led conflict prevention and resolution in targeted conflict affected areas in Western Ethiopia;
- 4.2.4 Support to local peacebuilding through civil society organisations.

## **5. ACTION COMPONENTS AND EXPECTED RESULTS**

**The main expected results/outcomes include:**

**5.1 Expected Result (1):** Increased gender-sensitive relief, recovery and reconciliation activities in Northern Ethiopia.

Activities (indicative):

- 5.1.1 Distribution of agricultural inputs and supplies, including seeds, tools and livestock drugs;
- 5.1.2 Distribution of multi-purpose cash/vouchers to increase purchasing power and stabilise markets;
- 5.1.3 Gender sensitive rehabilitation of water, hygiene and sanitation services;
- 5.1.4 Support to community led seedling production and management;
- 5.1.5 Provision of training to local peace committees in gender-sensitive reconciliation and dialogue;
- 5.1.6 Support to community-led dialogue and reconciliation efforts among and between communities.

**5.2 Expected Result (2):** Improved access of sexual and gender-based violence survivors to justice, legal aid and support services in Northern Ethiopia.

Activities (indicative):

- 5.2.1 Conduct participatory assessments of barriers for women's access to justice in priority areas;
- 5.2.2 Share findings of participatory assessments through roundtables and publications;
- 5.2.3 Conduct multi-regional gender-based violence sensitisation campaigns targeting men, women, boys and girls;
- 5.2.4 Conduct training on available justice, legal aid and support services in partnership with local civil-society organisations;
- 5.2.5 Conduct training to lawyers and paralegals, on the provision of legal services to gender-based violence survivors;
- 5.2.6 Conduct training for judges, prosecutors and police officers on women's rights and survivor centred interviewing, complaint and investigation procedures;
- 5.2.7 Provision of technical support to Government officials, including on the development of information, education and communication materials, expansion of hotlines and piloting of digital legal aid mechanisms and monitoring and evaluation.

**5.3 Expected Result (3):** Strengthened community resilience, conflict prevention and conflict resolution mechanisms in Western Ethiopia;

Activities (indicative):

- 5.3.1 Conduct participatory gender sensitive conflict analysis;

- 5.3.2 Identify, train and mentor youth peace builders on gender-sensitive reconciliation and dialogue;
- 5.3.3 Establish or support existing community dialogue mechanisms;
- 5.3.4 Support reconciliation and social cohesion projects identified by the communities;
- 5.3.5 Conduct assessment of and potential for early warning and early response mechanisms;
- 5.3.6 Conduct participatory assessment of employment opportunities for youth;
- 5.3.7 Conduct training on basic entrepreneurship and accounting skills for youth;
- 5.3.8 Provide livelihood support to youth.

**5.4 Expected Result (4):** Enhanced role of local civil society organisations in peacebuilding.

Activities (indicative):

- 5.4.1 Conduct capacity assessment of local peacebuilding civil society organisations;
- 5.4.2 Conduct training on thematic priorities including gender-sensitive conflict analysis, dialogue facilitation, security sector governance and advocacy;
- 5.4.3 Conduct training on operational priorities including resource mobilisation, strategic planning and communication;
- 5.4.4 Provide small, flexible and needs-based funding for local peacebuilding activities;
- 5.4.5 Facilitate networking, exchange and coordination between local peacebuilding civil society organisations and with media and with religious, traditional and academic institutions.

## **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 measures<sup>1</sup>.

#### **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

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<sup>1</sup> [www.sanctionsmap.eu](http://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.

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.

#### **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

The type of applicants targeted for these direct awards are 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.

#### **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.

#### **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.

## 6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 6 000 000**. 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: Support to relief and reconciliation activities in Northern Ethiopia		
6.1.1 – Direct grant (direct management)	3 000 000	NA.
Component 2: Access to justice for survivors of sexual and gender-based violence in Northern Ethiopia		
6.1.2 – Direct grant (direct management)	1 000 000	NA.
Component 3: Support to youth resilience and community-led conflict prevention and resolution in Western Ethiopia		
6.1.3 – Direct grant (direct management)	1 000 000	NA.
Component 4: Support to local peacebuilding through civil society organisations		
6.1.4 – Direct grant (direct management)	1 000 000	NA.
Total	6 000 000	NA.

## 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 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**

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 humanitarian support provided by the EU since the outbreak of the conflict in Northern Ethiopia. Since November 2020, over EUR 80 million has been allocated to humanitarian projects in Ethiopia, 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 complement existing European Union projects

on “Stability and socio-economic development for vulnerable and marginalised communities in the Tigray region of Ethiopia”, on “Early Recovery and Socio-Economic Stability of Conflict Affected Populations in Tigray, Ethiopia” and “Strengthening Survivor Centred Responses: Holistic, Comprehensive, Survivor-Centred GBV in Emergencies programming in Tigray”. 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.