

EN

ANNEX

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

Exceptional Assistance Measure regarding Ethiopia

1. IDENTIFICATION

Action: Support to accountability and inclusive conflict resolution and reconciliation in Ethiopia

Action Reference: NDICI CR 2023 / 40

Cost: EUR 5 500 000 (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.

Maximum 18 months

Lead service: FPI

2. ACTION SUMMARY

In April 2023, the EU agreed on a gradual normalisation of the EU-Ethiopia relations, based on a sustained implementation of the Cessation of Hostilities Agreement concluded in November 2022 between the Government of Ethiopia and the Tigray People's Liberation Front. In its Council Conclusions, the EU expressed its readiness to support further progress on Ethiopia's path towards lasting peace and underlined that accountability and transitional justice are the backbone of lasting peace and reconciliation. Efforts to document violations of human rights and international humanitarian law, in particular related to the two-year armed conflict in the north of Ethiopia are ongoing. At the same time, there have been escalating tensions, alleged violations and abuses of human rights, and violence in various parts of the country. The EU has expressed its serious concern and encouraged de-escalation and dialogue to achieve durable peace and stability through political and democratic means. This action will support accountability and inclusive conflict resolution and reconciliation in Ethiopia.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

In November 2022, the Government of Ethiopia and the Tigray People’s Liberation Front concluded an Agreement for Lasting Peace through a Permanent Cessation of Hostilities. The EU, in its April 2023 Council Conclusions, welcomed the significant progress in the implementation of the agreement and expressed its readiness to support further progress on Ethiopia’s path towards lasting peace. The Cessation of Hostilities Agreement foresees the development of a transitional justice policy, which is currently ongoing. In its Council Conclusions, the EU has underlined that accountability and transitional justice are the backbone of lasting peace and reconciliation. During the past months, there have been escalating tensions, alleged human rights violations, and conflict in various parts of the country, including in Amhara, Oromia, and Benishangul-Gumuz. The EU High Representative in November 2023 therefore reiterated to all parties the EU’s concerns with the various on-going conflicts in the country, the State of Emergency, as well as continued reports of various kinds of human rights violations. He called again for the protection of civilians, cessation of hostilities and a start of political settlements, as well as an inclusive dialogue.¹

Efforts to document violations of human rights and international humanitarian law, in particular related to the two-year armed conflict in the north of Ethiopia, are in progress: In 2021, the United Nations Office of the High Commissioner of Human Rights (OHCHR) and the Ethiopian Human Rights Commission carried out a joint investigation into alleged violations of human rights and international humanitarian law in Tigray. OHCHR has also deployed national human rights and protection monitors in several regions that have experienced significant internal displacements and protection concerns. There is a need for enhanced monitoring and reporting on human rights violations and abuses, as well as violations of international humanitarian law, including detention, hate speech, child related sexual violence and child rights violations, especially in northern Ethiopia and the neighbouring conflict-affected locations.

In light of continued violence and instability and the polarisation of elites and communities, there is also a need to strengthen social cohesion, support opportunities for inclusive dialogue, enabling key stakeholders to reach sufficient consensus on contested issues within and between Ethiopian regions. To consolidate the humanitarian-development-peace nexus in areas where other EU interventions are already working, support is required to community-level reconciliation actions, especially youth-oriented ones. Wherever possible, the actions will be implemented in coordination and synergy with other EU interventions (humanitarian and development) already ongoing in conflict-affected areas.

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

The need for urgent enhanced monitoring and reporting for human rights and protection issues as well as the continued violence, instability and the polarisation in different regions of

¹ [Ethiopia: Statement by High Representative Josep Borrell to mark one year of the Cessation of Hostilities Agreement, 2/11/2023](#)

Ethiopia, constitute 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 (a), (b), (l), (n) and (q) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to provide (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; (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; (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.
National authorities and main stakeholders question the work and the neutrality of human rights monitors.	Medium	Constant interaction with Government, national and local authorities and civil society organisations to nurture relations and enhance trust in the neutrality of monitors.
Actors interfere in the work of human rights monitors to promote partisan or false perceptions.	Medium	Monitoring to be conducted in a highly professional manner, in strict adherence with international standards and to show independence and neutrality in all

		activities. Maintaining discussions with all the parties involved.
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.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to support accountability and inclusive conflict resolution and reconciliation in Ethiopia.

4.2 SPECIFIC OBJECTIVES

- 4.2.1 Support to inclusive intra-regional and inter-regional dialogue in conflict-affected regions.
- 4.2.2 Support to youth-led peacebuilding and trauma healing in conflict-affected regions.
- 4.2.3 Support to the prevention of human rights violations and to the protection of human rights, including in situations of conflict.

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Increased inclusive and locally led intra-regional and inter-regional dialogue in conflict-affected regions.

Activities (indicative):

- 5.1.1 Conduct participatory gender-responsive conflict and needs analysis;
- 5.1.2 Facilitate inclusive, insider mediator-led dialogue meetings and workshops;
- 5.1.3 Provide targeted training and coaching for dialogue processes, including for women and youth;
- 5.1.4 Provide analysis, advice, research or communication material.

Expected Result (2): Increased youth-led conflict prevention and resolution mechanisms and strengthened trauma-healing in conflict-affected regions.

Activities (indicative):

- 5.2.1 Conduct participatory gender-responsive conflict and needs analysis;
- 5.2.2 Identify, train and mentor youth peace builders on gender-responsive reconciliation and dialogue;
- 5.2.3 Establish or support existing community dialogue mechanisms;

- 5.2.4 Support reconciliation and social cohesion projects identified by the communities;
- 5.2.5 Conduct training and provide livelihood support to youth;
- 5.2.6 Conduct awareness raising activities about mental health and psychological support, including on services available;
- 5.2.7 Set up community self-support groups or peer to peer support groups.

Expected Result (3): Enhanced monitoring, reporting, and advocacy for human rights issues, including in situations of conflict.

Activities (indicative):

- 5.3.1 Deploy national and international human rights officers;
- 5.3.2 Draft and disseminate regular reports on human rights situation;
- 5.3.3 Map and document human rights violations, draft and share findings and recommendations focused on prevention and accountability with relevant national actors;
- 5.3.4 Strengthen early warning systems for potential deterioration of the human rights situation.

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 measures².

6.1.1 Grant: direct award (direct management)

(a) Purpose of the grant

The grants will contribute to achieving the objectives and results as presented in sections 4.2.1 and 4.2.2 as well as 5.1 and 5.2.

(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.

² 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.

6.1.2 Indirect management with a pillar assessed entity

A part of this action may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: mandate to monitor and document violations, and protection issues, proven technical expertise and capacity to promote coordination on human rights issues with national and international counterparts, capacity in evidence-based advocacy and to rapidly implement activities, established relationships with relevant authorities and key stakeholders. The implementation by this entity entails achieving the objectives and results as presented in sections 4.2.3 and 5.3.

6.1.3 Changes from indirect to direct management mode due to exceptional circumstances

If negotiations with an entrusted pillar assessed entity for the implementation as foreseen under 6.1.2 for component 5.3 or parts of the expected result areas fail, the achievement of objective 4.2.3, as set out in detail in section 5.3 above, may be wholly or partially implemented in direct management, with the direct award of grants, as per section 6.1.1.

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 5 500 000**. 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: Support to inclusive intra-regional and inter-regional dialogue in conflict-affected regions:		
6.1.1 – Direct grant (direct management)	2 000 000	N.A.
Component 2: Support to youth-led peacebuilding and trauma healing in conflict-affected regions:		
6.1.1 – Direct grant (direct management)	2 000 000	N.A.
Component 3: Support to the prevention of human rights violations and to the protection of human rights, including in situations of conflict:		
6.1.2 – Indirect management with a pillar assessed entity	1 500 000	N.A.
Total	5 500 000	N.A.

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management for objective/components 4.2.1 and 4.2.2 and indirect management for objective/component 4.2.3. 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

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 action will complement existing European Union projects on strengthened community resilience, conflict prevention and conflict resolution mechanisms in Northern and Western Ethiopia as well as on strengthened mental health and psychological support in Northern Ethiopia. The action will also complement existing EU support to increase the capacity and ability of the Ethiopian Human Rights Commission to promote human rights protection, including monitoring and reporting and human rights education. Complementarity will be ensured through close coordination at the level of the EU Delegation and with relevant services, including DG ECHO. 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.