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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX**

of the Commission Implementing Decision on the financing of a special measure in favour of Pakistan for 2020

**Action Document for “Addressing the needs of Afghan refugees and host communities affected by COVID-19 pandemic in Pakistan”**

**ANNUAL MEASURE**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

<b>1. Title/basic act/ CRIS number</b>	Addressing the needs of Afghan refugees and host communities affected by COVID-19 pandemic in Pakistan CRIS number: ACA/2020/42824 financed under the Development Cooperation Instrument	
<b>2. Zone benefiting from the action/location</b>	Pakistan, with a focus on regions of protracted forced displacement and high presence of Afghan refugees.	
<b>3. Programming document (if applicable)</b>	N.A. (Special Measure)	
<b>4. Sustainable Development Goals (SDGs) (if applicable)</b>	Main SDG(s): 3 (Good Health and Well-Being), 6 (Clean water and Sanitation) Other significant SDG(s): 10.4 (Policies to achieve greater Equalities) 10.7 (Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies) and 5 (Gender equality)	
<b>5. Sector of intervention/ thematic area</b>	COVID-19 response	DEV. Assistance: YES
<b>6. Amounts concerned</b>	Total estimated cost: EUR 10 000 000 Total amount of EU budget contribution EUR 10 000 000	

<b>7. Aid modality(ies) and implementation modality(ies)</b>	Project Modality <b>Indirect management</b> with the United Nations High Commissioner for Refugees - UNHCR			
<b>8 a) DAC code(s)</b>	122 - Basic health, 140 - Water supply and Sanitation, 15190 - Facilitation of orderly, safe, regular and responsible migration and mobility			
<b>8 b) Main Delivery Channel</b>	UNHCR - 41121			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	X	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with disabilities	X	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>10. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation	X		
	Migration		X	
	COVID response			X

## 1. Background and Context Description

### 1.1 Context and problem description

Pakistan has been playing a key role as a host country for Afghan refugees for over 40 years. With over 1.4 million Afghan refugees and a similar number of other groups of Afghan nationals residing on its territory, Pakistan remains the world's largest host country of Afghan refugees and the second largest refugee hosting country worldwide. Despite recent concessions from the Pakistani authorities, Afghan refugees remain in highly vulnerable condition with regard to their health, education, access to employment and legal situation. Their majority (68%) live outside of the refugee villages in urban and rural areas along with their host communities and are therefore largely dependent on access to scarce national services and local labour markets, which have been severely affected by the COVID-19 crisis.

Significant gender and rural and urban disparities exist, and women and children are by far the main users of health services for refugees.

As of 7 June 2020, the number of recorded COVID-19 cases in Pakistan has risen to approximately 98,943, with 2,002 deaths recorded, while the real numbers are likely to be higher given the low number of tests, the weak healthcare system but also because a large part of the population is already affected by severe malnutrition.

Against this background, the Government of Pakistan is scaling up its emergency response, in particular by increasing the daily testing and health care capacities. When cases are suspected, entire areas are placed under lockdown, presenting additional challenges. The Government is also disbursing cash assistance to some 12 million families through its emergency cash programme. Pakistani families will receive a total of PKR 12,000 (approximately USD 77) to help meet their most urgent needs during a period of four months.

The impact of the virus outbreak on Afghan refugees and undocumented Afghans in Pakistan is particularly hard due to their limited access to proper infrastructures and safety nets, and the fact that many of them, who are mainly daily-wage earners with scarce possibilities of savings, have lost their only source of income and livelihood due to restrictions of movement and the lockdown. Refugees and undocumented migrants do not have access to the Government’s social protection programmes, including the cash distribution, as this form of assistance is directed towards Pakistani citizens.

Tens of thousands of Afghan refugees are also particularly vulnerable given the specific challenges that they face as older people at risk, individuals with disabilities, individuals with serious medical conditions, single parents, and women and children at risk. In addition, women and girls may face a disproportionate impact from the crisis in terms of access to lifesaving and essential sexual and reproductive health services, economic resources and higher risk of gender-based violence.

**2. RISKS AND ASSUMPTIONS**

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Difficulties ensuring the implementation of activities due to strict government lockdown and local conditions, such as natural hazards	M	Advocate for unobstructed access, work closely with partners who maintain a field presence and monitor the situation of refugees, particularly in refugee villages that have been subject to strict lockdown when refugees test positive for COVID-19
Major procurement disruptions	M	While also seeking assurances of quality, acquire medical supplies and sanitation materials, including Personal Protective Equipment (PPE), from the local market rather than the

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
		international market
A cash-based intervention as a less visible form of assistance than in-kind support includes the risk of extortion, theft, corruption and market price distortion, as well as increased security risks for refugees, risks of discrimination (women) and domestic violence, and risks related to low sustainability.	M	Well conducted needs and response analysis and monitoring, beneficiary acceptance through an effective mass information campaign, adequate distribution mechanisms, and utilization of locally accepted facilities to minimize potential issues
Changes in the political and security situation in Pakistan and/or Afghanistan may impact the protection space of refugees	M	Step up efforts to safeguard the rights of refugees and ensure that key protection needs, including in relation to documentation, are met, and advocate with the relevant government counterparts to ensure the inclusion of refugees in all government plans and activities for preparedness and response, as well as eventual recovery
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• The Government of Pakistan's measures to contain the spread of the COVID-19 virus are effective and the Government manages to control the situation.</li> <li>• Government policies for refugees and on the permission for partners to operate in Pakistan, including Non-Governmental Organisations (NGOs), remain stable.</li> <li>• Security situation remains under control in the areas of intervention</li> </ul>		

### **3. COMPLEMENTARITY, SYNERGY AND DONOR COORDINATION**

In the EU response to the crisis, synergies are sought between this programme and the following operations:

- The 'Refugee Affected and Hosting Areas' (RAHA) Programme, implemented by UNHCR and focussing on health, education, livelihoods, water and infrastructure.
- The 'Support to Afghan Refugees in Iran and Pakistan and to returnees and IDPs in Afghanistan' project, implemented by UNHCR and focussing on protection, education, health and livelihoods
- The 'Balochistan Rural Development and Community Empowerment' (BRACE) programme addressing poverty reduction in rural areas through community empowerment, implemented by the Rural Support Programmes (RSPs), a set of national NGOs

- The ‘Growth for Rural Advancement and Sustainable Progress’ (GRASP) programme supporting rural growth in Sindh and Balochistan, implemented by International Trade Centre (ITC)
- The ‘Balochistan Education Support’ (BES) programme focusing on strengthening Education in Balochistan, implemented by United Nations Children's Fund (UNICEF)
- World Bank’s ‘National Social Protection Program’
- DG ECHO’s humanitarian support in Pakistan, including in response to Afghan refugees and COVID-19 (with a particular focus on protection and health).

The Action will be carried out throughout the country. In order to ensure complementarity and no overlap with other projects, the specific geographical focus will be determined and complementarity and risk of overlap will be taken into further consideration at contractual level.

In the response of the international community, close coordination will be ensured between the EU and the following entities:

- COVID-19 response mechanism in Pakistan
- Government authorities at federal and provincial level
- UN Agencies
- The Rural Support Programmes

#### **4. DESCRIPTION OF THE ACTION**

This action will be implemented in the context of COVID-19 and adapted as necessary to ensure its success. The Action will focus on three sectors: Health; Water, Sanitation and Hygiene (WASH); and social protection. Health and WASH interventions will specifically target areas heavily populated by refugees, as well as areas where Pakistani communities host large numbers of refugees and undocumented migrants. To the extent possible, Health and WASH interventions will also benefit undocumented migrants who live in targeted areas. A social protection programme, in the form of cash assistance (equal to the one provided by the Government of Pakistan) and income generating opportunities, will be rolled out to meet the needs of the most vulnerable refugees, to be selected according to specific criteria defined at the contract level. All indicators at output, outcome and impact level shall be disaggregated by gender, age group, administrative (sub-)region, location – urban/peri-urban/rural wherever relevant.

Results chain	Indicator	Source of data
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Results chain			Indicator	Source of data
IMPACT	Impact (overall objective)	<i>To mitigate the impact of the COVID-19 crisis on Afghan refugees and host communities in Pakistan</i>	<ol style="list-style-type: none"> <li>1. <i>Corona virus incidence (time series)</i></li> <li>2. <i>Number of recovered patients that were diagnosed with COVID-19</i></li> <li>3. <i>Number of hospitalised persons</i></li> </ol>	<p>Reports from relevant Government agencies and Ministries</p> <p>Official figures from Government, WHO and UNHCR databases</p> <p>National statistics</p>
OUTCOMES	Outcome 1 (specific objective)	<i>1. Increased access to quality health services for Afghan refugees and host communities</i>	<i>1.1 Number of a) Afghan refugees and b) members of host communities, who receive basic health care in a safer environment</i>	Government reports, Monitoring reports, Baseline and endline surveys
	Outcome 2 (specific objective)	<i>2. Increased access to WASH facilities for Afghan refugees and host communities</i>	<i>2.1. Number of a) Afghan refugees and b) members of host communities who benefit from new/improved WASH facilities</i>	Government reports, Monitoring reports, Baseline and endline surveys
	Outcome 3 (specific objective)	<i>3. Increased social protection measures for vulnerable Afghan refugees in place, including increased income generating activities</i>	<i>3.1. Number of vulnerable Afghan refugees who are assisted</i>	Government reports, Monitoring reports, Baseline and endline surveys
OUTPUTS	Output(s) related to Outcome 1	<ol style="list-style-type: none"> <li><i>1.1 Provided and distributed medical materials and sanitation supplies, including personal protective equipment in different sizes</i></li> <li><i>1.2 Community outreach raising awareness about protection measures and accessing health services targeting all groups organised</i></li> </ol>	<ol style="list-style-type: none"> <li><i>1.1 Number of health centres supported with COVID-19 related equipment</i></li> <li><i>1.2 .1 Number of outreach activities implemented</i></li> <li><i>1.2.2 number of refugees and host community members reached.</i></li> </ol>	<p>Government reports, Monitoring reports, Surveys/ studies</p> <p>1.2 Baseline and endline surveys</p>

Results chain			Indicator	Source of data
			1.2.3. % of refugees and host community members who report change behaviours	
OUTPUTS	Output(s) related to Outcome 2	2.1. quality and accessible WASH facilities suitable to all gender and age groups rehabilitated, upgraded and constructed.	2.1. Number of facilities constructed, upgraded or rehabilitated	2.1 Government reports, Monitoring reports, Surveys
		2.2. Community outreach raising awareness about WASH facilities, measures and management	2.2 Number of outreach activities implemented and number of refugees reached	2.2 Monitoring reports, Surveys
	Output(s) related to Outcome 3	3.1 Increased cash availability for vulnerable Afghan refugees	3.1 Number of beneficiaries reached disaggregated by vulnerability criteria	3.1. UNHCR reports, Monitoring reports, Surveys
		3.2 Livelihoods trainings for Afghan refugees and members of host communities	3.2.1 Number of targeted beneficiaries who participated in income generating activities livelihood trainings 3.2.2 Number of targeted beneficiaries who report increased knowledge and skills:	3.2 training records pre- and post-training assessments

## 5 IMPLEMENTATION

### 5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

## **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities will be carried out and the corresponding contracts and agreements implemented, is 36 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

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

### ***5.3.1 Indirect management with an international organisation***

This action may be implemented in indirect management with UNHCR for all three outcome areas. This implementation entails activities related to all objectives identified under section 4.

The envisaged entity has been selected using the following criteria:

- A clear mandate to provide international protection to refugees.
- Long-lasting experience in providing assistance to Afghan refugees in Pakistan.
- Experience in assisting host communities and promoting social cohesion.
- Strong engagement in the response to the COVID-19 pandemic in Pakistan, ensuring the inclusion of refugees in all areas of response and eventual recovery, in collaboration with the federal and provincial governments, with the World Health Organization and other UN agencies, and with NGO partners.
- Substantial focus of its COVID-19 related efforts on medical prevention and response mitigation; water and sanitation; risk communication; and/or social protection.

In case the envisaged entity would need to be replaced, the Commission's services may select another replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

If negotiations with the above-mentioned entity fail, this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.2.

Exception to the non-retroactivity of costs:

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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.

The Commission authorises that the costs incurred may be recognised as eligible as of 01/07/2020 because of the exceptionally urgent circumstances imposed by the COVID-19 crisis and the concrete risks of further spread of the COVID-19 virus in particularly vulnerable settings such as those of Afghan refugees and their host communities in Pakistan.

### **5.3.2. Changes from indirect to direct management mode due to exceptional circumstances**

In case any of the components of this action cannot be implemented in indirect management (section 5.3.1 of this Annex) due to circumstances outside of the Commission's control, the alternative implementation modality would be Grants (direct management):

- (a) Purpose of the grant(s): to contribute to achieving the objective(s) as identified in section 4.
- (b) Type of applicants targeted: non-profit making legal entities established in a Member State of the European Union or in Pakistan.
- (c) Justification of a direct grant: under the responsibility of the Commission's authorising officer responsible, the grants may be awarded without a call for proposals. The recourse to an award of a grant without a call for proposals is justified in accordance with Article 195(a) FR. The country covered under this action is in a crisis situation referred to in Article 2(21) FR at the date of the FD.

### **5.4 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

### **5.5 Indicative budget**

	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
<b>Indirect management with UNHCR – cf section 5.3.1</b>	10 000 000	N/A

	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
<b>(Specific Objectives 1, 2, and 3)</b>		
<b>Evaluation, (cf. section 5.8), 5.9 – Audit(cf. section 5.9)/ Expenditure verification</b>	will be covered by another decision	N/A
Total	10 000 000	N/A

## **5.6 Organisational set-up and responsibilities**

To ensure the smooth and successful implementation of the action, a Steering Committee will be established, to allow for well-coordinated implementation process and, where needed, decide on alternative courses of action to adjust for changing contexts. Participants would include the implementing partner and the EU. Governmental authorities and other stakeholders could also take part as relevant.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## **5.7 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 reports. 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.

Implementation will be monitored on the basis of indicators to be further defined at contract level and which will be disaggregated by gender and age. Whenever relevant, other elements such as type of vulnerability, location (urban/rural) will be included to the extent possible. Baselines shall be provided where relevant at the start of the action.

All monitoring and reporting shall assess how the action is taking into account the rights-based approach working principles (i.e. participation, non-discrimination, accountability and transparency) as well as how it contributes to gender equality and women's empowerment.

Aspects related to sustainability of the action (i.e. for the WASH facilities) will be strongly considered in the detailed design of the action.

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).

## **5.8 Evaluation**

Having regard to the importance of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving purposes, in particular with respect to project implementation and to assess the situation of COVID-19 outbreak at the time of mid-term review and use it as a basis for possible redirection of activities.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the project is implemented in response to the COVID-19 crisis, for which lessons learned on quick response in light of the particular vulnerability of refugees and their host communities will be needed.

The Commission shall inform the implementing partner at least 60 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and *inter alia* provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

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

## **5.9 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.

## **5.10 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 by the implementing partner.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

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.