

THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

1. IDENTIFICATION

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|--|--|--------------------------|------------------------------|----------------------------|
| Title | Reference: T05-EUTF-HOA-REG-80 Delivering durable solutions to forced displacement in the IGAD region through the implementation of the global compact on refugees (GCR) | | | |
| Zone benefitting from the action / Localisation | Regional: IGAD Member States | | | |
| Total cost | Total estimated cost: 3 000 000 EUR Total amount drawn from the Trust Fund: 3 000 000 EUR | | | |
| Aid modality(ies) and implementation modality(ies) | Direct management through grant (direct award to IGAD) | | | |
| DAC – codes | 15190 - Facilitation of orderly, safe, regular and responsible migration and mobility | | | |
| Main delivery channels | IGAD - 47000 | | | |
| Markers | Policy objectives | Not targeted | Significant objective | Principal objective |
| | Participatory development / good governance | <input type="checkbox"/> | X | <input type="checkbox"/> |
| | Aid to environment | X | <input type="checkbox"/> | <input type="checkbox"/> |
| | Gender equality and empowerment of women and girls | <input type="checkbox"/> | X | <input type="checkbox"/> |
| | Trade development | X | <input type="checkbox"/> | <input type="checkbox"/> |
| | Reproductive, maternal, newborn and child health | X | <input type="checkbox"/> | <input type="checkbox"/> |
| | Disaster Risk Reduction | X | <input type="checkbox"/> | <input type="checkbox"/> |
| | Nutrition | X | <input type="checkbox"/> | <input type="checkbox"/> |
| | Disability | X | <input type="checkbox"/> | <input type="checkbox"/> |
| | Rio Markers | Not targeted | Significant objective | Principal objective |
| | 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"/> |
| Migration | <input type="checkbox"/> | <input type="checkbox"/> | X | |
| SDG | Goal 1: No Poverty Goal 3: Good Health and Well-being Goal 4: Quality Education Goal 5: Gender Equality Goal 10: Reduced Inequalities | | | |

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| | Goal 16: Peace, Justice and Strong Institutions |
| Valletta Action Plan Domains | 3. Protection and asylum |
| Strategic objectives of the Trust Fund | 2. Improving the resilience of communities, especially the people living in most vulnerable situations, as well as refugees and IDPs 3. Improved migration management in countries of origin, transit and destination. |
| Beneficiaries of the action | IGAD and Member States, Refugees, Returnees, IDPs, Host communities, Migrants |
| Derogations, authorized exceptions, prior agreements | EVR. 20.b EVR. 21 EVR. 22.a |

2. RATIONALE AND CONTEXT

2.1. Summary of the action and objectives

The regional application of the Global Compact on Refugees (GCR) and its Comprehensive Refugee Response Framework (CRRF), through the Intergovernmental Authority on Development (IGAD) Nairobi process, provides a platform for maintaining regular political and policy dialogue on GCR-linked issues: maintaining asylum space and protection; providing assistance and delivering durable solutions while combining efforts in countries of asylum and origin. This serves as an effective mechanism to effect policy changes and deepen commitments, as well as encourage mutual learning and create greater mutual trust and solidarity. The CRRF remains a strategic priority for the EUTF Africa, and this action is in line with the forward strategy on CRRF support in the Horn of Africa, notably the priority of regional cooperation and improving communication of evidence, results and best practice.

This action will support the need to address key thematic issues under the implementation of the GCR in the IGAD region, and to provide a political framework to underpin and further enhance reforms and programs. This with the aim to ensure there are better links between regional and national action, and that the IGAD process addresses all refugees in the region in the context of the Djibouti Declaration on education for refugees, returnees and host communities as well as the Kampala Declaration on Jobs, Livelihoods and Self-reliance. This action will also continue to reinforce synergies with IGAD's broader Regional Migration Policy Framework (RMPF), and the GCR application at national level including, CRRF and cross-border programs supported by the EU. The indicative implementation period of this action is 36 months.

2.2. Context

2.2.1. Regional context

Today the Horn of Africa region hosts about 70% of Africa's forcibly displaced and more than one fifth of all forcibly displaced world-wide. Refugee numbers are rising to unprecedented levels. The proportion of women among those groups varies considerably across regions.

The estimated number of people of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR) in the Horn of Africa region in 2019 stands at some 14.1 million. The region hosts an estimated 4.6 million refugees and asylum-seekers mainly

from South Sudan, Somalia and the Democratic Republic of Congo (DRC), with the largest caseloads in Uganda (over 1.3 million), Sudan (1.1 million), and Ethiopia (700,000).

The number of internally displaced people (IDPs) in the sub-region exceeded 9 million by the end of 2018, including more than 2.4 million IDPs in Ethiopia and around 2.6 million Somalia, and close to 3.9 million in both South Sudan and Sudan. While 80% of IDPs were displaced due to conflict, drought further exacerbated this displacement.

The sub-region is host to the South Sudan and Somalia situations - two of the largest refugee crises in the world. As the protracted emergency enters its sixth year, the South Sudan situation remains the largest refugee situation on the African continent. There are over 2.2 million South Sudanese refugees in Sudan, Uganda, Ethiopia, Kenya and the DRC and a further 1.8 million people displaced internally in South Sudan. The situation continues to be characterized as a children's crisis with children constituting over 65 percent of the refugee population. Despite these challenges, South Sudan maintains an open-door policy, hosting over 298,000 refugees from the Central African Republic, the DRC, Ethiopia and Sudan.

Amid ongoing security challenges, Somalia is still recovering from more than two decades of conflict yet the Somali refugee crisis remains one of the most protracted in the region. The country is hosting about 2.6 million IDPs and some 820,000 Somali refugees are residing across other countries in the Horn of Africa (256,000 in Ethiopia, 255,500 in Kenya: 255,500 in Uganda and 256,000 in Yemen), more than 80% of which are women and children. Since December 2014, more than 120,000 people have voluntarily returned to Somalia. Somalia is also hosting some 35,000 registered refugees and asylum-seekers from Yemen.

Refugee protection is a transnational concern, incorporating countries of asylum, transit, destination, origin, and the wider international community. The associated challenges, also for governments and host communities are further aggravated by recurrent drought hitting many hosting areas. Hence, living conditions for all are stressed and the sheer size of displacement requires not just more engagement but also influences the very nature of the challenge.

Since people travelling as part of mixed movements have varying needs and may include asylum-seekers, refugees, stateless people, victims of trafficking, unaccompanied or separated children, and migrants in an irregular situation, specific attention is needed to groups moving in vulnerable situations. Mixed movements are often complex, and can present challenges for all those involved, especially for women, the elderly and children.

Securing protection space for refugees in the Horn of Africa requires a regional perspective especially as the majority of refugees originate from other countries in that same region. A strengthened and sustainable regional response will facilitate a coordinated approach amongst partners to adequately address the basic as well as livelihood and self-reliance needs of individuals and households together with strategic national and regional priorities, in a sustainable and holistic manner. The Intergovernmental Authority on Development (IGAD) has demonstrated leadership in mobilizing political will and international support to respond to forced displacement in the region. IGAD is also at the forefront in terms of the application of comprehensive refugee responses, as well as migration management in Africa.

2.2.2. Sector context: policies and challenges

Regional and national policy frameworks on refugee protection:

All IGAD countries are signatories to the 1951 Refugee Convention and its 1967 Protocol and all have ratified the 1969 Organization of African Unity (OAU) Convention. Moreover,

IGAD member states have either enacted or are in the process of developing national policies and strategies to address issues related to refugees, returnees and migration.

The overall IGAD migration and forced displacement policy is addressed within the framework of the Regional Migration Policy Framework (RMPF) that is derived from the African Union continental framework adopted in Banjul in 2006. The RMPF was adopted by the IGAD Council of Ministers in 2012 and has become the primary IGAD policy reference on migration.

The ultimate objective of the RMPF is to realize the well-being and protection of migrants including internally displaced persons (IDPs) and refugees in all IGAD Member States and the realisation of the developmental potential of migration. In order to implement the RMPF, the IGAD Secretariat developed the Migration Action Plan (MAP) 2015-2020. The MAP was drafted in response to the findings of several assessments on migration and population displacement in the IGAD region as well an identification of priorities through an exercise conducted within member states and validated regionally.

The IGAD Gender Policy and Strategy was formulated and launched in 2004 and revisited and updated into a new Gender Policy and Strategy Framework for 2012-2020. It focuses on facilitating the mainstreaming of gender perspectives into IGAD's policies, strategies, programmes, projects and activities to make them gender responsive and to contribute to achieving sustainable socio-economic development in the region. Accordingly, it is an integral part of the RMPF and the MAP.

At the global level, the New York Declaration for Refugees and Migrants of UNHCR serves as the politically binding framework for two global compacts: the Global Compact on Refugees (GCR) on the sharing of obligations and the protection of refugees, and the Global Compact for Safe, Orderly and Regular Migration, which sets out the principles of safe, orderly and regular migration.

The programme of action of the GCR is underpinned by a strong partnership and participatory approach, involving refugees and host communities, as well as age, gender, and diversity considerations, including: promoting gender equality and empowering women and girls; ending all forms of sexual and gender-based violence, trafficking in persons, sexual exploitation and abuse, and harmful practices; facilitating the meaningful participation of youth, persons with disabilities and older persons; ensuring the best interests of the child; and combating discrimination.

On March 25, 2017 IGAD Heads of State and Government convened a Special Summit on Durable Solutions for Somali Refugees, which was a landmark event that generated a comprehensive regional approach and the highest level of political commitment to address the protracted plight of both Somali refugees and the wider set of refugees in the region. The Summit set in motion a path to seek regional solutions to the refugee crisis, helping protect refugees against unilateral moves to push them home and spurring regional cooperation in delivering durable solutions.

The resulting Nairobi Declaration and Plan of Action¹ was complemented with a Results Framework that carried commitments at four levels:

¹ See: <https://igad.int/communique/1519-communique-special-summit-of-the-igad-assembly-of-heads-of-state-and-government-on-durable-solutions-for-somali-refugees>

- accelerating solutions inside Somalia by creating conditions for safe, voluntary and sustainable return of refugees to Somalia;
- maintaining the protection and asylum space for refugees in host countries by enhancing self-reliance, inclusion and access to services and assistance for refugees and host communities;
- strengthening sub-regional co-operation on durable solutions for Somali refugees; and
- easing pressure on host countries through increased international solidarity and responsibility sharing.

Both the Declaration and the Plan of Action reflect a regional deal for refugees, returnees and internally displaced persons, and the regional application of the GCR. The initiative has provided a platform for dialogue and exchange, stimulating resolve to deepen and widen reforms around thematic priorities as well as demonstrating the value of the CRRF framework.

Under the auspices of the Nairobi Declaration, a number of thematic issues are being prioritized and advanced through specific tracks. The first regional thematic meeting took place in Djibouti in December 2017 and focused on refugee education. IGAD Education Ministers adopted the Djibouti Declaration² and action plan³. These included commitments to integrate refugees into national education systems, establish regional minimum targets and develop a regional mechanism for recognition of qualifications. The second regional thematic meeting took place in March 2019 in Kampala and focused on jobs and livelihoods. It resulted in the Kampala declaration and plan of action. A third thematic conference on health and basic services is scheduled for early 2020.

Commitments made during those thematic meetings are regularly assessed and confirmed through follow-up technical and Ministerial meetings. Overall commitments under the Nairobi Declaration are similarly assessed and reconfirmed through annual stocktaking meetings during which progress is reviewed and priorities for the next year set. The first annual stocktaking meeting was held in Nairobi in March 2018 to ahead and the second in September 2019 in Addis Ababa.

At the national level, Djibouti, Ethiopia, Kenya, Somalia and Uganda, who were roll-out countries for the practical application of CRRF, are implementing Comprehensive Responses Plans. Moreover, these countries are also developing national sectoral plans, e.g. National Education Response (Costed Action) Plans as part of the implementation of the Djibouti Declaration. Uganda has already started rolling out this plan and is serving as a model for the rest of IGAD member states.

The IGAD-led process has provided inspiration for other regional displacement contexts and for the model of regional burden-sharing that was encoded in the GCR, including the notion of “Support Platforms”. The IGAD regional GCR process will thus be showcased at the first UN Global Refugee Forum scheduled for 17 and 18 December 2019. In anticipation and to further consolidate the regional processes, ensure its relevance and ability to provide lessons more globally, UNHCR, IGAD and its member states are currently considering to formally declare the Nairobi process a Support Platform as foreseen under the GCR.⁴ This platform

² <https://igad.int/divisions/health-and-social-development/1725-igad-ministers-of-education-endorse-djibouti-declaration-on-refugee-education>

³ <http://crrf.unhcr.org/en/documents/download/116>

⁴ A Support Platform is a flexible modality for the provision of situation-specific support from the international community. It would be led by a group of States that are committed to providing support and would benefit from the engagement of other stakeholders as appropriate. The Nairobi process has in many ways inspired the ideas of

would help move forward the results and commitments of the Nairobi Declaration process, and mobilize additional support for the Plan of Action, particular in the education, livelihoods and education sectors.

2.2.3. Justification for use of EUTF Africa funds for this action

Support to countries hosting refugees in the Horn of Africa and creating an environment conducive for sustainable solutions remain EU priorities. The Comprehensive Refugee Response Framework (CRRF) – now enshrined in the Global Compact on Refugees - remains a strategic priority for the EUTF Africa. This action is in line with the forward strategy on CRRF support in the Horn of Africa, notably the priority of regional cooperation and improving communication of evidence, results and best practice.

To date, the EUTF has invested over €383 million on activities related to forced displacement and support to the implementation of the CRRF in: Djibouti (€23M); Ethiopia (€111M); Kenya (€37.8M); Somalia (€50M); Sudan (€64M); Uganda (€62.3M) and through regional actions (€45.2M).

So far, this support has resulted in 20 national and 4 regional actions aligned with the main priorities of the CRRF:

- improving the provision of basic services and protection for refugees, IDPs and host communities (focus on health, education and in a few cases access to justice)
- enhancing self-reliance for refugees, IDPs and host communities, with a heavy focus on the development of livelihood opportunities
- conflict prevention and management and the promotion of social cohesion between refugee and host communities
- ensuring better conditions for returnees
- capacity-building of the Government, including the local authorities, with a focus on the appropriation of the CRRF

The EUTF engagement provides critical and timely support and proves its value as a ‘nexus instrument’ that can span development and humanitarian assistance strategically. The EU has been delivering strong and direct policy involvement along with its financial support to increase the sustainability of its actions. The EU engagement provides important lessons which could be - or are already - used when engaging in other contexts in support of the GCR and the EU policy framework on forced displacement.

While the Nairobi process and its implementation are supported by a number of partners, including the EU, this support has so far been delivered in an ad hoc way to support individual meetings. Specifically, the EU, through the EUTF has been supporting IGAD’s regional approach to the CRRF process through finances, technical expertise and political advocacy behind the Nairobi process and its follow-up. Much of this support has however so far taken the form of ad hoc and relatively small contributions through the EUTF’s technical facility (TCF). This has proven time and resource consuming both for IGAD and the EU. It has also impacted the preparation of meetings (including background documents and data collection) and has made follow-up between meetings difficult. It also has not allowed for the development of stronger synergies between the regional process and national processes. At this stage, there is no agreed investment plan that takes into account all current IGAD

“Support Platforms” set out in GCR as a key tool and mechanism for better burden-and responsibility sharing. There have been significant political commitments made by IGAD Member States, the demonstration of shared responsibility to advance the implementation of these commitments is the next natural step where a state-led Support Platform could be instrumental.

activities in the sector and the support needed to ensure the proper continuation and follow-up of the Nairobi process.

Considering the above, it is important that the regional process is supported in a solid and coordinated way and it is logical that the EUTF, having invested heavily in and being the main supporter of the CRRF roll-out in the region, would host this support.

The EUTF is also best placed to provide support and ensure coordination and complementarity between the various CRRF actions financed through the EUTF. EUTF staff in EU Delegations, who manage CRRF programs are members (and often the only donor representative) in CRRF steering committees at the national level. They are also in close contact with other donors involved in supporting the CRRF process.

This action seeks to set out a program that will ensure longer-term support to the Nairobi process and that the Support Platform for refugees, returnees and host communities in the IGAD region is operationalized. In particular this would mean: 1/ ensuring that political commitments to the Nairobi process are regularly stimulated, evaluated and supported in a structured manner; 2/ helping mobilize resources and technical assistance as required; 3 / engaging more actors and ensuring coherence between interventions, including humanitarian interventions, so that responses are mutually reinforcing; 4/ ensuring the regular collection of data on progress achieved, lessons-learned and remaining obstacles; and 5/ ensuring that clear synergies are created between the regional and national GCR/CRRF processes.

A number of initiatives have been taken with regards to the promotion and integration of the gender dimension in IGAD actions. For example, the IGAD Workshop to Validate Gender Institutional Technical Documents was held from 17th to 18th July 2017 in Addis Ababa Ethiopia; a comparative validation workshop for the assessment of conflict prevention and resolution capacities of women in Somalia, South Sudan and the Sudan, has been organised in November 2017, training organised for the staff, in collaboration with the Gender Unit of IGAD. However, higher level meetings are also held more frequently, like for instance the Seventh Meeting of Ministers responsible for Women/Gender Affairs of the IGAD Member States was held on Dec. 06, 2018 in Khartoum under the theme: “Leaving No One Behind: Promoting Gender Equality and Women’s Empowerment (GEWE) to enhance Drought Resilience, Regional Integration and Peace for Sustainable Development”.

2.3. Lessons learnt

A number of lessons can be drawn from the implementation of the CRRF programmes and the follow-up to the Nairobi process:

An approach based on national or regional frameworks provides for easier coordination and implementation than a situational or case-load approach: as a result of extensive discussions at different levels, it has been clarified that the application of the Nairobi Declaration and Action plans covers all persons of concern on IGAD territory.

There is a need for continuous progress to avoid losing momentum and to maintain a positive regional dynamic and deliver results for people on the ground. There is indeed rising expectation from host countries for more development finance in support of national programs that integrate refugees in national systems and service provision and it is essential that partner countries coordinate better their programs to ensuring maximum impact.

As governments are now starting to institutionalise reforms and commitments, it is becoming increasingly clear that they will require significant shifts in planning, programming, financing and coordination and that it will take time to put these in place. It requires managing expectations, guarding against institutional resistance and being able to demonstrate results, and evidence of what works and its value for money.

A key lesson identified in the EU CRRF Forward Strategy presented to the EUTF Operational Board in 2018 was the need to ensure that national, regional and international initiatives are better linked and work to reinforce each other. Special consideration also needs to be given to ensuring sustainability of efforts, building on synergies between national and regional responses, and continuous buy-in from States and other stakeholders at both decision-making and technical levels.

Adequate financing and coordination to ensure its most efficient use remain major issues, both with regards to volume and modalities. Humanitarian assistance remains critical and to date represents the most significant direct source of funding for refugee response, but is more prone to fluctuations and may not be the most adequate response, notably in protracted situations. In parallel, there has been a major increase in development and mid/long term cooperation finance, though not all countries in the region are fully benefiting from this.⁵ A regional mapping study by UNHCR demonstrated the current limited understanding of the breadth of funding available for development-focused responses to forced displacement as well as how best to marshal it.

In terms of the programmatic aspects, the first phase of support by the EUTF to the Nairobi process through the TCF has proven essential in terms of consolidating support to the Nairobi process around a core team of partners (including UNHCR, the EU and the World Bank), providing direct policy and other support to IGAD to deliver all aspects of the Nairobi process. The use of the TCF to provide punctual financing to allow for the holding of events has on the other hand proven inadequate: it is very time and resource consuming both for IGAD and the EU. It also has not been sufficient to make a strong link between the regional and national processes due to a lack of human resources within the IGAD migration team and a lack of direct follow-up on commitments, including directly with Member States in country between meetings.

2.4. Complementary actions and synergies

A number of other partners are currently supporting the migration/forced displacement unit of IGAD and this action has been elaborated with a view to complement and create synergies with those programs:

On behalf of the Government of Germany, GIZ jointly implements the “Strengthening IGAD’s Migration Policy Implementation” (SIMPI) program with IGAD. The SIMPI project creates an enabling environment for the implementation of international, continent-wide and regional frameworks in the areas of migration and displacement. Regional and national workshops and consultations support IGAD members in their efforts to implement overarching policies and/or laws on a national basis. In addition, the project is helping IGAD initiatives and local administrations to provide services for host communities and for refugees and migrants in selected border regions. It is also improving conditions for documenting learning experiences and data on the subject of migration and displacement in the IGAD region. At the same time, dialogue between state and non-state actors – such as statistics institutes and research institutions – is being promoted and efforts are being made to foster a

⁵ In 2017, the EU more than half of the 1.2 billion EUR of EU support to the world’s most important host countries was non-humanitarian-assistance, aimed at strengthening refugee self-reliance and resilience of host communities.

positive climate for the exchange of information in the politically sensitive areas of migration and displacement. This action has been developed in close coordination with GIZ's SIMPI team as the two projects would be complementary and mutually reinforcing particularly in the area of capacity-building of IGAD and in terms of supporting the organization of technical and ministerial meetings.

Switzerland funds a program entitled "Building regional and national capacities for improved migration governance". This project's objective is to build regional and national capacities for the implementation of the RMPF to enhance migration governance and the protection of migrants thus supporting regional integration and development. The main components of the project in view of implementing the regional framework are to: 1/Support the establishment and strengthening of National Coordination Mechanisms (NCM) in the IGAD Member States; 2/ Enhance regional cooperation and dialogue on migration through regular meetings of the RCP and the Regional Migration Coordination Committee (RMCC); and 3/ Build capacity and support advocacy to address mixed migration in the Horn of Africa, as well as mainstream migration into development. To ensure the sustainability of this action, it is important that the IGAD GCR regional process is duly integrated in the IGAD RMPF, which the Swiss program supports.

The World Bank is supporting IGAD through the establishment of a Regional Secretariat on Forced Displacement and Mixed Migration within the context of the Development Response to Displacement impacts project (DRDIP) in the Horn of Africa. This project contributes to the improvement of economic opportunities, environmental management and access to social services in refugee hosting areas of project countries. The Regional Secretariat is based in Djibouti and its main aim is to advance the development approach to displacement through advocacy, research and knowledge generation working with think tanks and universities in the IGAD region. This action has been closely developed with the IGAD DRDIP forced secretariat team as the two programs will be complementary and mutually reinforcing, particularly in the area of data collection and in terms of linking the regional process to support to national CRRF processes.

The EUTF project "Towards free movement of Persons and Transhumance in the IGAD region" supports the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them. The project is progressing well with all national consultations and a number of regional consultations successfully held. The draft Protocol includes provisions for the movement of refugees and will therefore be pursued in close coordination with this action to ensure the promotion of the right of freedom of movement of refugees and IDPs.

The German Government through KfW will provide Financial Assistance to IGAD for the implementation of a Regional Migration Fund for Migrants, Refugees and Host Communities (RMF). The RMF is expected to finance measures (primarily catalytic economic but also social infrastructure and other measures promoting economic development) to improve living conditions and economic opportunities for migrants, refugees and host communities and to strengthen social cohesion. This action by strengthening the links between regional and national CRRF processes will help ensure complementarities between these and KfW funded actions.

At the global level, DCI has provided €3.5m to UNHCR to support the UN processes to elaborate Global Compacts on Migration and Refugees. This support will be complementary to the establishment of the IGAD GRF process as the first platform for cooperation under the GCR.

2.5. Donor coordination

A number of mechanisms for coordination around forced displacement and the CRRF are in use, of which the EU is an active part of:

In many countries refugee donor coordination groups exist and provide a dedicated forum for discussion and exchanges on forced displacement.

Mixed migration task forces, usually co-chaired by IOM and UNHCR and in some instances the Government are also present in most countries in the region.

National arrangements - Steering Committees and Technical Committees of the CRRF (e.g. Ethiopia, Uganda and Djibouti and in planning in Kenya) allow for regular stock-taking of progress on commitments made at the national level under the CRRF. They are usually co-chaired by UNHCR and the Government and include donors.

Under IGAD's RMPF, National Coordination Mechanisms (NCMs) have been established in all countries in the region with varying degrees of effectiveness. These are always inter-ministerial and usually include donors.

The IGAD migration working-group for partners is comprised of the IGAD Secretariat and all donors providing support to the IGAD migration framework. It meets two times a year in the IGAD region. Those meetings are co-chaired by the Secretariat and one member of the donor community, currently the Swiss and previously Germany. The donor co-chair organizes a donors only meeting before the working-group meeting.

In preparation for the Global Refugee Forum, a number of preparatory meetings are also being organized both at the global, regional and national level, with the EU being represented in each accordingly.

3. DETAILED DESCRIPTION

3.1. Objectives and expected outputs

The **overall objective** (expected impact) of this action is that: the IGAD GCR process is strengthened and implemented, thereby providing increased safety and well-being to displaced populations and host communities.

The **specific objectives** (expected outcomes) are the following:

SO1: The regional dialogue on forced displacement is reinforced, regularly reviewed and tracked, and political focus to further the implementation of commitments and reforms is maintained.

SO2: A strong strategic partnership between key actors, notably IGAD and its Member States, UNHCR, the EU and the World Bank is promoted, improving international responsibility-sharing and ensuring that the GCR approach is delivered in a durable, efficient and coordinated manner.

SO3: Political commitments are translated into action by building synergies between the regional and national GCR processes and by ensuring they are mutually reinforcing, thereby ensuring durable solutions and development opportunities for refugees, returnees and host communities.

The expected outputs of this action are:

Expected output 1.1 Political commitment and advocacy for the implementation of the GCR in the HOA is sustained through regular follow-up and stocktaking and deepened through technical meetings

Expected output 2.1 Key actors are better coordinated and new actors reached out to in order to mobilize and deliver financial, material and technical assistance for the Nairobi Declaration including each thematic Declaration (Djibouti Declaration on Regional Refugee Education; Kampala Declaration on jobs, livelihoods and self-reliance for refugees, returnees and host communities; a potentially a forthcoming on health)

Expected output 2.2: Increased evidence and communication is collected through systematic regional and country-level data and analysis to help improve the delivery of results, with a focus on disaggregated data (sex, age...)

Expected output 3.1: National and regional GCR/CRRF processes are implemented in a coordinated and mutually reinforcing way, including through regular review and stocktaking.

Expected output 3.2: Exchanges on GCR plans of actions and related national programs are supported as requested by IGAD Member States

An indicative logical framework reflecting objectives and results is included in Annex 2 of this Action Document

3.2. Main activities

3.2.1. *Activities associated with each result*

- The IGAD migration and forced displacement team is strengthened, including through additional human resources identified through an organisational capacity assessment of the team to identify strengths, weaknesses, gaps and opportunities to ensure the regular and structured follow-up of the implementation of the GCR in the IGAD region, including its thematic components.
- A multi-year workplan for the IGAD GCR process is established and implemented by the IGAD Secretariat in close coordination with IGAD Member States, UNHCR and other key actors, including a timetable of events regularly updated (min. twice per year) and placed on the IGAD website.
- Through increased and regular dialogue between the IGAD Secretariat, IGAD Member States, UNHCR and other key actors such as the EU and the World Bank, a clear description of roles that set out stakeholder responsibilities, in terms of coordination, advice, and policy planning for the application of the GCR is established.
- The IGAD Secretariat ensures an increased and regular dialogue with IGAD Member States, UNHCR and other key actors such as the EU and the World Bank, as well as visits to IGAD Member States with the aim of ensuring that national and regional GCR/CRRF processes are implemented in a coordinated and mutually reinforcing way and that progress is tracked regularly thereby informing stocktaking and other thematic meetings well in advance.
- Support is provided to the IGAD GRC as a Global Platform for Cooperation in order to mobilize and deliver financial, material and technical assistance for the Nairobi Declaration.
- Well-prepared Nairobi process stocktaking meetings are held every year and follow-up is ensured, seeking linkages with global regional responses (e.g. AU) where

relevant and promoting learning and sharing of good practices between responses in different sub-regions in Africa and relevant regional bodies thereto (e.g. ECOWAS, ICGLR, SADC), especially regarding the conditions and the situations of groups moving and living in vulnerable circumstances.

- Well-prepared thematic meetings under the Nairobi process are held at the technical and ministerial level on a regular basis and follow-up is ensured, including synergies with the Global Refugee Forum and its follow-up mechanism
- IGAD establishes, implements and maintains a gender-sensitive data-gathering mechanism with IGAD member States and key actors to continuously follow the implementation of the GCR in the IGAD region.
- IGAD Member States are supported and advised to implement the GCR regional commitments and ad hoc technical assistance is provided to IGAD Member States upon request regarding GCR plans of actions and related national programs
- GCR implementation is analysed to identify best practices that can be shared and replicated, especially with respect to the conditions of groups in vulnerable situations
- The IGAD Migration Action Plan is updated, including to reflect GCR commitments and short- and medium-term investment requirements up to 2022 are set, assuring the integration of the gender dimension throughout the whole plan, including specific positive measures to tackle violence against women and girls and groups living in vulnerable situation (discriminated on grounds of handicap, sex, gender identity, sexual orientation, ...).

3.2.2. *Target groups and final beneficiaries*

The IGAD Secretariat and IGAD Member States will be the core target group as the main policy-makers in this action.

To ensure the principle of responsibility sharing is adhered to a large group of partners, including traditional and other donors and the private sector will be targeted through this action.

Beneficiaries will be the IGAD Secretariat, IGAD Member States and people living in these States, including primarily refugees, IDPs, other displaced people or people of concern and host populations.

3.3. **Risks and assumptions**

| Risk | Level of risk | Mitigating measures |
|---|----------------------|---|
| Conflict situations and/ or natural disasters deteriorate in the region or in neighbouring countries thereby increasing seriously the number and movements of refugees and IDPs challenging the GCR process | medium | The regional approach to the GCR process ensures early coordination between IGAD countries and will ensure the right processes are in place to manage variations in terms of numbers and movement of refugees. Close coordination with humanitarian actors will be ensured throughout the implementation of this action. The action will be implemented taking into account the EU policy framework on Resilience and the Humanitarian-Development-Peace nexus. |
| Political commitment of IGAD | low | IGAD Member States have shown repeated and |

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| Member States to the IGAD GRC process significantly decreases | | increased commitments to implement the CRRF and now GRC process in eth region. While lack of progress on burden sharing aspects, may create some disillusion with the process this action will serve to identify possible gaps and lacks in the process and ensure a constructive dialogue between interlocutors on these issues. |
| Other partners are not fully informed of planned activities | low | IGAD will ensure that all interested donor partners are included in the Group, and that CRRF is regularly an agenda item for Group discussion. Furthermore, this action will ensure a regular dialogue between core partners and outreach to other partners. |
| Other IGAD units are not aware of CRRF and migration activities, leading to possible duplication or lack of coherence | medium | Within IGAD, there will be close collaboration with the Gender Affairs and Human Rights Units to ensure that gender and human rights issues are comprehensively taken into account where appropriate. Meeting reports will be circulated within IGAD to ensure that other interested units/departments are informed of developments, including the Taskforce on the Red Sea and Gulf of Aden (which has an interest in migration across the Red Sea). |
| IGAD Member States do not pay their annual contributions to the IGAD Secretariat thereby affecting the functioning of the organization, including the IGAD budget, the recruitment of core staff and the implementation of the IGAD workplan, including for the migration team. | high | Most members of the IGAD migration team are currently donor funded (EU, Germany, Switzerland, World Bank) and therefore do not rely on core IGAD funding. All donors to the migration team have good knowledge of each others' contributions and have designed their programs to ensure gaps are filled and complementarity is achieved. The Head of the migration team is an IGAD core staff member and occupies a director position, which as such gets priority funding from the IGAD budget. |
| Sustainability of the action is not ensured due to the fact that most of the IGAD migration team (both in terms of staff and activities) is donor funded. | medium | The Nairobi process is an extraordinary process, which in the medium terms should require a decreasing amount of support from the IGAD Secretariat and in the longer term should be absorbed back into IGAD's regular Regional Migration Policy Framework (RMPF). |

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| <p>The IGAD migration team members in charge of the implementation of this action do not have sufficiently strong knowledge of EU procedures and EU grants' conditions and obligations</p> | <p>medium</p> | <p>The EUTF is financing a program (Strengthening the ability of IGAD to promote resilience in the Horn of Africa) which includes a component that aims at strengthening the internal capacities of IGAD, including to manage EU funds. Furthermore, the IGAD migration team is already managing an EUTF funded program “Towards Free Movement of Persons and Transhumance in the IGAD region” and staff involved in the management of that project will be able to transfer knowledge to the staff managing this project.</p> |
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The **assumptions** for the success of the project and its implementation include:

- Continued political commitment of IGAD Member States, including at the highest levels to GCR implementation
- Commitment on the part of IGAD to work collaboratively and transparently with donor partners

3.4. Mainstreaming

The activities of this actions will be implemented according to the following principles: gender neutrality in its employment and outsourcing actions, and gender balance in all of its committees, workshops and training interventions; participatory approach on direct involvement of civil society and the private sector; promotion of good governance issues; visibility ensured notably by publicity campaigns and publications valorising programme results.

Women and girls may experience particular gender-related barriers that call for an adaptation of responses in the context of large refugee situations. In line with relevant international instruments and national arrangements, States and relevant stakeholders will seek to adopt and implement policies and programmes to empower women and girls in refugee and host communities, and to promote full enjoyment of their human rights, as well as equality of access to services and opportunities — while also taking into account the particular needs and situation of men and boys.

This will include promotion of meaningful participation and leadership of women and girls, and support to the institutional capacity and participation of national and community-based women’s organizations. Resources and expertise to strengthen access to justice and the security and safety of women and girls, including to prevent and respond to all forms of violence, including sexual exploitation and abuse, sexual- and gender-based violence and harmful practices, are called for; as is support to facilitate access to age-, disability- and gender- responsive social and health care services, including through recruitment and deployment of female health workers. Measures to strengthen the agency of women and girls, to promote women’s economic empowerment and to support access by women and girls to education (including secondary and tertiary education) will be fostered.

The EUTF support will as such enable IGAD and its member states to address gender disparities in access to quality education for refugees, returnees and host communities. In particular it will help implement policies and strategies aimed at ensuring participation of girls and boys in all levels of education, particularly at secondary levels. The project will also facilitate safe and secure learning environment for children of refugees, returnees and host communities, particularly girls. The realization of the stated objectives above will be guided by the rights-based approach. Most importantly, efforts will be made to create awareness and

trigger action regional, national, and settlement levels to minimise the environmental impacts in refugee hosting communities. Some of the activities could include awareness creation, involvement of refugees/IDPs in environmental rehabilitation, such as tree planting, restraining from cutting whole trees, terracing (soil conservation), water-harvesting, developing alternative energy sources, and cultivating land with care.

Within IGAD, there will be close collaboration with the Gender Affairs and Human Rights Units to ensure that gender and human rights issues are comprehensively taken into account where appropriate. Meeting reports will be circulated within IGAD to ensure that other interested units/departments are informed of developments, including the Taskforce on the Red Sea and Gulf of Aden (which has an interest in migration across the Red Sea).

Civil Society and non-state actors will be given a bigger role to play in the IGAD development initiatives such as project preparation and implementation. The IGAD/civil society and non-governmental organizations Forum which was established pursuant to the decision of the IGAD Council of Ministers would serve as the mechanism to involve civil society appropriately in the policy formulation and strategic planning discussions, and the planning, designing and implementation of IGAD strategies, programmes and processes.

3.5. Stakeholder analysis

IGAD is the principal stakeholder of this action. Other stakeholders include the European Union, UNHCR, UNESCO, the World Bank, Germany, Switzerland and Sweden, Education Cannot Wait, Global Partnership for Education (GPE), Global E-School Community Initiative (GeSCI) – all of whom are contributing to migration-and forced displacement related programmes - plus the African Development Bank, the countries of the IGAD region, and other members of the donor community. The overall migration architecture of IGAD is placed under the African Union’s migration policy framework and the AU is as such also a stakeholder.

Refugees, IDPs, host communities and representatives of civil society engaged with those vulnerable groups are also stakeholders in this process and this action will aim at enhancing their engagement and participation in the regional IGAD GCR process through a gender sensitive lens.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Not applicable.

4.2. Indicative operational implementation period

The implementation period will start from the date of signature by the last part of the first contract implementing this action and will last until 12/31/2024. This operational implementation period will be followed by an 18-months liquidation period, which will end on 06/30/2026.

4.3. Implementation modalities

The contracting modality will be based on flexible procedures in crisis situations as defined by the Financial Regulation. The action will be implemented in direct management, through the direct award of a grant between the EU and IGAD.

Event to be reported 20.b (Use of direct award for grants without call for proposals for an action with specific characteristics that require a particular type of body on account of its

technical competence, its high degree of specialisation or its administrative power), as per section 8.5.1 of the DEVCO Companion, will be invoked in this regard. Indeed, the grant will be a direct award as IGAD is the sole entity who can perform these functions due to the mandate given to it by its Member States in the framework of the GCR, the CRRF and the Nairobi Declaration and Action Plan process. IGAD might work in partnership with other agencies.

Event to be reported 22.a (Retroactive starting date), as per section 8.5.1 of the DEVCO Companion, will apply to this action. Costs will be eligible as of September 4th, which is the date of submission of the grant application. Retroactive financing will allow for appropriate planning and preparation of the second stocktaking meeting of the Nairobi process scheduled to take place from 16 to 18 September 2019 in Addis Ababa and of IGAD's participation in the GCR.

Event to be reported 21 (Full financing in grants contract, when it proves essential for the implementation of the action), as per section 8.5.1 of the DEVCO Companion, will also apply to this action as the full financing of this grant contract will be essential to its implementation. This action is to support an extraordinary process that has proven successful in mobilizing policy support in favour of displaced populations in the Horn through regional engagement through IGAD according to the principle of burden sharing. In the long-run this regional process will be absorbed back into the regular IGAD Migration policy framework at which point external support will no longer be required.

4.4. Indicative budget

| Component | Amount EUR |
|---|------------------|
| Grant to IGAD | 2 800 000 |
| Monitoring, evaluation and audit | 200 000 |
| Total | 3 000 000 |

4.5. Monitoring and reporting

The implementing partner (IGAD) must establish a permanent internal, technical and financial monitoring system for the action and prepare regular and qualitative progress reports and final reports in a timely manner.

In the initial phase, the indicative logical framework agreed in contract and / or the agreement signed with the implementing partner must be complemented with baselines, milestones and targets for each indicator. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report should complete the logical framework with initial and final values for each indicator.

The final report, financial and descriptive, will cover the entire period of the implementation 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).

The implementing partner(s) will report in a timely manner on a number of common EUTF indicators of the selected results for this Action (see list in English / French published on the

EUTF⁶ website). As relevant, other indicators can be selected and reported on from the lists of sector indicators defined with thematic units. Specific attention will be given to harmonized or interoperable standards for the collection, analysis, and sharing of age, gender and disability disaggregated data. Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (<https://ec.europa.eu/trustfundforafrica/>) and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

4.6. Evaluation and audit

IGAD, in consultation with the EU and other partners, will undertake regular monitoring and evaluation of activities throughout the project phase, with a specific attention to the respect of gender equality and human rights. Internal financial and performance audits shall be conducted by the relevant units of IGAD, notably the Health and Social Development Division and the Administration and Finance Division). If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements. A final external evaluation may be launched by the European Commission at the end of the project.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.7. 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, which will be developed early in the implementation. The measures are implemented by the Commission, the partner country, the contractors, the beneficiaries and / or the entities responsible in terms of legal obligations regarding communication and visibility. Appropriate contractual obligations will be included in the financing agreement, purchase and grant agreements and delegation as well as contribution agreements.

Communication and visibility requirements for the European Union are used to establish the communication and visibility plan for the action and the relevant contractual obligations.

List of acronyms

| | |
|---------------|---|
| AU | African Union |
| CRRF | Comprehensive Refugee Response Framework |
| ECOWAS | Economic Community of West African States |
| EU | European Union |
| EUTF | The European Union Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa |

⁶ EN : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf
FR : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf

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|--------------|--|
| GCR | Global Compact on Refugees |
| GeSCI | Global E-School Community Initiative |
| GPE | Global Partnership for Education |
| ICGLR | International Conference of the Great Lakes Region |
| IDPs | Internally displaced people |
| IGAD | Intergovernmental Authority on Development |
| NCMs | National Coordination Mechanisms |
| OAU | Organization of African Unity |
| RMPE | IGAD Regional Migration Policy Framework |
| SADC | Southern African development Community |
| UNHCR | United Nations High Commissioner for Refugees |

Annex: Indicative Logical Framework Matrix

Note: The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

| | Results chain: Main expected results | Indicators (disaggregated by sex/refugee/host when applicable) | Sources and means of verification | Assumptions |
|---------------------------------------|--|---|--|--|
| Impact (Overall objective) | The IGAD GCR process is strengthened and implemented, thereby providing increased safety and well-being to displaced populations and host communities. | CRRF countries have a CRRF strategy and a costed National Action Plan | Nairobi process documents, including national action plans | <i>Not applicable</i> |
| Outcomes (Specific Objectives) | <p>SO1: The regional dialogue on forced displacement is reinforced, regularly reviewed and tracked, and political focus to further the implementation of commitments and reforms is maintained.</p> <p>SO2: A strong strategic partnership between key actors, notably IGAD and its Member States, UNHCR, the EU and the World Bank is promoted, improving international responsibility-sharing and ensuring that the GCR approach is delivered in a durable, efficient and coordinated manner.</p> <p>SO3: Political commitments are translated into action by building synergies between the regional and national GCR processes and by ensuring they are mutually reinforcing, thereby ensuring durable solutions and development opportunities for refugees, returnees and host communities.</p> | <p>1.1 Number of Nairobi process meetings held and substantially improved</p> <p>1.2 Number of GCR-related political declarations adopted</p> <p>1.3 Number of new GCR-related political commitments (including a focus on gender equality)</p> <p>2.1 Number of partner programs consulted and complementary</p> <p>2.2 Number of exchanges between partners on CRRF/forced displacement</p> <p>3.1 Number of national legislation adapted to regional commitments on the CRRF</p> <p>3.2 Number of national policies on CRRF adequately supported including financially</p> | Nairobi process documents, including national action plans | Large and unexpected influx of refugees in a given country |

| | | | | |
|-----------------------|---|--|---|---|
| <p>Outputs</p> | <p>Expected output 1.1 Political commitment and advocacy for the implementation of the GCR in the HOA is sustained through regular follow-up and stocktaking and deepened through technical meetings</p> <p>Expected output 2.1 Key actors are better coordinated and new actors reached out to in order to mobilize and deliver financial, material and technical assistance for the Nairobi Declaration including each thematic Declaration</p> <p>Expected output 2.2: Increased evidence and communication is collected through systematic regional and country-level data and analysis to help improve the delivery of results, with a focus on disaggregated data (sex, age,...)</p> <p>Expected output 3.1: National and regional GCR/CRRF processes are implemented in a coordinated and mutually reinforcing way, including through regular review and stocktaking.</p> <p>Expected output 3.2: Exchanges on GCR plans of actions and related national programs are supported as requested by IGAD Member States</p> | <p>1.1.1 Number of strategies, policies and plans on forced displacement developed and/or directly supported (including a focus on women, children and vulnerable groups)</p> <p>1.1.2 Number of refugees integrated in national education plans</p> <p>2.1 Number of multi-stakeholders groups and learning mechanisms formed and regularly gathering</p> <p>2.2.1: Number of planning, monitoring, learning, data collection and analysis tools set-up, implemented and/or strengthened, taking into account disaggregated data.</p> <p>2.2.2: Number of field studies, surveys and other research conducted, including regarding gender and/or population analysis</p> <p>3.1: Number of national/regional/local networks and dialogues on migration related issues newly established or functionally enhanced , including meaningful participation of women’s organisations and civil society</p> <p>3.2.1: Number of support visits to Member States</p> <p>3.2.2 Number of institutions benefitting from capacity building and operational support on protection of displaced population</p> | <p>Nairobi process documents, including national action plans</p> | <p>Large and unexpected influx of refugees in a given country</p> |
|-----------------------|---|--|---|---|