

**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-78 Better Migration Management Programme Phase II | | | |
| Zone benefitting from the action / Localisation | Regional: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda (Egypt, Tunisia and Libya are included in regional activities) | | | |
| Total cost | Total estimated cost: 35 000 000 EUR Total amount drawn from the Trust Fund: 30 000 000 EUR Co-financing amount: (5 000 000 EUR) from the German Federal Ministry for Economic Cooperation and Development | | | |
| Aid modality(ies) and implementation modality(ies) | Indirect management through Delegation Agreement | | | |
| DAC – codes | 15190 – Facilitation of orderly, safe, regular and responsible migration and mobility | | | |
| Main delivery channels | Third Country Government (Delegated co-operation) – 13000 with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) | | | |
| Markers | Policy objectives | Not targeted | Significant objective | Principal objective |
| | Participatory development / good governance | <input type="checkbox"/> | <input type="checkbox"/> | X |
| | 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 marker | <input type="checkbox"/> | <input type="checkbox"/> | X |
| SDG | Goal 5: Gender equality | | | |

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| | Goal 16: Peace and justice |
| Valetta Action Plan Domains | 2. Legal migration and mobility 3. Protection and asylum 4. Prevention of and fight against irregular migration, migrant smuggling, and trafficking of human beings |
| Strategic objectives of the Trust Fund | 3. Improved migration management in countries of origin, transit and destination |
| Beneficiaries of the action | Victims of trafficking in human beings, smuggled migrants, migrant workers, potential migrants, host communities and returnees. The action specifically targets migrants in vulnerable situations (incl. women, unaccompanied or separated children, stranded migrants, victims of forced labour and other forms of exploitation and abuse.) |
| Derogations, authorized exceptions, prior agreements | Prior approval 20.f Event to be reported 22.b |

2. RATIONALE AND CONTEXT

2.1. Summary of the action and objectives

The action aims to **improve the management of safe, orderly and regular migration in the region and support national authorities in addressing the smuggling of migrants and the trafficking in human beings within and from the Horn of Africa**. More specifically, the action is expected to strengthen national and regional **migration governance** in accordance with the global and regional frameworks; increase **national and cross-border cooperation on trafficking and smuggling cases** between investigation, prosecution, courts and other state as well as non-state actors in accordance with international standards; and improve the **prevention of trafficking in persons and protection of vulnerable migrants**¹ at local, national and regional level ensuring appropriate assistance and support for victims of trafficking in human beings, taking into accounts the gender specificity of the phenomenon and the particular vulnerability of women and children.

The **geographical scope** covers eight countries in the region, namely: Djibouti, Ethiopia, Eritrea, Kenya, South Sudan, Sudan, Somalia, and Uganda. Egypt, Tunisia and Libya² may also be included in regional activities in order to ensure **greater regional cooperation and coordination**. The indicative implementation period of this action is 36 months.

¹ The Action Document follows the definition of the Office of the United Nations High Commissioner for Human Rights (OHCHR) of migrants in vulnerable situations as “persons who are unable effectively to enjoy their human rights, are at increased risk of violations and abuse and who, accordingly, are entitled to call on a duty bearer’s heightened duty of care.” Vulnerability is understood as both situational (caused by situations associated with the reasons for leaving the country of origin and situations that migrants encounter during their journey and at destination) and personal (associated with a person’s identity, condition or circumstances). See: <https://www.ohchr.org/Documents/Issues/Migration/PrinciplesAndGuidelines.pdf>.

² The extremely fragile and sensitive context of the country did not allow for the inclusion of Libya in regional activities during the first phase of the BMM. These challenges may still block or hinder the participation of the country in a second phase of the programme.

The action's **multi-level approach** is coherent with the logic behind the EU Trust Fund (EUTF), which envisages actions on country, regional and cross-regional basis. Indeed, the action should notably contribute to **Strategic Objective 3 of the EUTF** and indirectly to **Sustainable Development Goals 5, 10, and 16**. It aligns fully with the objectives of **Khartoum Process** and the **priority domains 2, 3, and 4 of the Valletta Action Plan**. By applying a rights-based approach this action also contributes to the EU Gender Action Plan II³.

The present action is **primarily based on the achievements, evidence and lessons learnt from the Better Migration Management (BMM) Programme (2016-2019)**, and particularly the results of the **Mid-Term Review (MTR)** of the programme. The MTR, conducted in 2018 and finalised in February 2019, revealed, inter alia, that key stakeholders in the region acknowledged that the **BMM has positively contributed to improve migration management within the HoA**. The BMM has proved to be relevant to the partner countries, recognising an innovative approach. **Stakeholders have also expressed their desire (and need) for a continuation of the programme** in order to ensure the continuity and/or sustainability of the actions initiated during the first phase.

The recommendations of the MTR are fully acknowledged and inform the present action. **Further consultations** are planned to **refine and validate the Logical Framework** proposed in this action. This revised Logical Framework will be integrated into the Description of the Action, which will be part of the Delegation Agreement between the EU and the GIZ.

2.2. Context

2.2.1. Regional Context

Since the start of the implementation of the BMM in 2016, the Horn of Africa has witnessed remarkable developments, the most prominent of which is certainly the rapprochement between Eritrea and Ethiopia in 2018. The signing of the declaration of peace and friendship between the two countries opened the way for a series of political and economic developments that represent an unexpected détente in a region marked by (open and/or dormant) conflicts. The agreement reached by the two countries provided new opportunities for cooperation, as well as for the movement of people within and across the region.

Changes in the trends and dynamics of migration flows are also noticeable in recent years. The most remarkable is the smaller movements of people being tracked along the Northern Route to Egypt and Israel (5%), as well as the Southern Route to South Africa (8%), respectively.⁴ The first is somewhat reflected in the number of arrivals of migrants from Eritrea, Ethiopia and

³ "EU Gender Action Plan II Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020", available at: https://ec.europa.eu/europeaid/sites/devco/files/eu_gap_2017.pdf This action contributes in particular to objective 7 (girls and women free from all forms of violence against them (VAWG) both in the public and in the private sphere), 8 (trafficking of girls and women for all forms of exploitation eliminated), 9 (protection for all women and men of all ages from sexual and gender based violence in crisis situations; through EU supported operations), and objective 10 (equal access to quality preventive, curative and rehabilitative physical and mental health care services for girls and women.)

⁴ IOM Regional Office for the East and Horn of Africa Trend Analysis, *A Region on the Move*, published September 2018.

Somalia to Italy during the first six months of 2018, which was 60% lower than the same six-month period in the precedent year.⁵

According to IOM, 51% of migrants in the HoA move within the region, followed by about 36 % who travel to Gulf States through the Eastern Route.⁶ While the movement of people leaving the HoA in search of work and better living opportunities in Gulf countries is not a new phenomenon, the figures of movements through this route have been growing steadily since 2012. Figures reached a peak in 2016 despite the start of the conflict in Yemen in March 2015. In 2018, around 150.000 migrants arrived in Yemen using the Eastern route - an impressive figure that represents a 50% increase when compared to 2017 and surpasses the number of all irregular migrants' arrivals in Europe that same year (134.000).⁷

The imbalance between the number of people in the HoA wishing to migrate and the limited channels for safe and regular migration within and from the region contributes to a continuous rise in migrant smuggling. Indeed, an important proportion of migrants and refugees in the HoA use the support of smugglers to facilitate their journey. Their vulnerability makes them easy targets to criminal networks and human traffickers who exploit and abuse them and commit human rights violations. Vulnerable migrants are also often victims of discrimination, incarceration, kidnapping, torture, rape and forced labour, which increases the need for protection, but also prevention e.g. through awareness raising.

In addition, while accepting that migrants are not inherently vulnerable, migrant and refugee women and girls face specific risks. Globally, women tend to find themselves at risk of physical, sexual and verbal abuse at all stages of migration. Likewise, they are more likely to fall prey to human traffickers for sexual and labor exploitation. In many countries, there is a stigma associated with the migration of women, especially when they leave their family behind. In destination countries, migrant women may experience intersectional discriminations that reinforce vulnerabilities and isolation.⁸ Policies and programming hence need to take into account all these aspects and ensure the consideration of gender issues in the context of enhancing migration management.

During its first phase, the BMM has worked towards improving migration management in the HoA, especially in the areas of regional cooperation, capacity-building for state and non-state actors, and the protection of victims of trafficking and vulnerable migrants. Migration management has been strengthened by assisting governments to pursue a holistic, inter-ministerial approach to migration and border management, as well as by supporting the domestication of international conventions such as the Palermo Protocol into national laws. To improve regional cooperation, platforms for cross-border coordination on specific thematic issues have been established. Of notice is the setting up of a post-graduate diploma course for civil servants from the entire region at the Kenya Institute for Migration Studies.

In order to address trafficking in human beings and smuggling of migrants effectively, the BMM has implemented activities to strengthen the institutional and individual capacities of state actors to comply with national and international legal frameworks. Over 2,800 frontline

⁵ IOM, *A Region on the Move*, op. cit.

⁶ IOM, *A Region on the Move*, op. cit.

⁷ UN Dispatch, *Yemen Received More Migrants in 2018 than Europe*, January 02, 2019, available at: <https://www.undispatch.com/yemen-received-more-migrants-in-2018-than-europe/>

⁸ For instance, in the labour market, the risk of deskilling is higher due to the fact of being a woman, foreign-born, undocumented, racialised or from an ethnic minority, disabled, etc.

officers have acquired key competences on investigating and prosecuting trafficking and smuggling cases, identifying and assisting victims of trafficking and vulnerable migrants and integrated border management. Moreover, improved procedures and systems for managing migration on the ground have been put in place, including referral mechanisms and e-visa systems.

The BMM has also supported the development of protection regimes for victims of trafficking and vulnerable migrants at regional, national and local level. To this end, coordination between state actors and civil society organisations has been enhanced, notably by the development of Standard Operating Procedures. As a result, over 12,400 victims of trafficking and migrants, including more than 2,700 children, have benefitted from protection services. In particular, medical and psychosocial care, as well as specialised protection services for victims of trafficking and children have been strengthened.

In addition, the Programme has contributed to increasing awareness on alternatives to irregular migration in communities which are most affected by irregular migration. Over 16,500 migrants, potential migrants and host community members have been informed on migration in community-based activities and in public outreach events.

2.2.2. Sector context: policies and challenges

Migration within, from and to the HoA region has been fuelled by various political, socio-economic and environmental factors. The drivers for and extent of mobility of persons varies from country to country. Some individuals use irregular migration channels to flee political unrest, persecution and conflict, while others leave situations of extreme resource scarcity. For migration within the region in some cases, and for migration outside the region in most cases, people rely on smugglers who can easily target vulnerable groups, like women, unaccompanied children, refugees and internally displaced persons (IDPs). Smuggling of migrants and certain trafficking in persons' networks in the region are highly organised, often with the complicity of officials. There are also reports of people using regular channels for migration but ending up in exploitative situations and/or being subjected to abuse, abduction and extortion during their journey or at their final destination.

The legal frameworks on migration and accordingly the legal protection of migrants vary considerably within the countries of the region making them more susceptible to becoming victims of trafficking and other forms of exploitation. The majority of countries have established inter-institutional coordination structures or mechanisms to improve migration management and to address trafficking in persons and migrant smuggling. However, these structures differ in operational capacity and some remain without operational budget. Mechanisms and procedures for the identification, referral and protection of trafficked persons and vulnerable migrants have only been established in recent years in some countries and are not yet uniformly applied by all relevant stakeholders.

The scale and complex cross-border nature of migration in the HoA necessitates effective, coordinated and harmonised action at the national and regional levels. In this context the African Union (AU) and the Intergovernmental Authority on Development (IGAD) provide important regional coordination platforms and policy frameworks for addressing the challenges of mixed migration.

The AU Migration Policy Framework for Africa (MPFA) and its 2018-2030 Plan of Action provides Member States and the Regional Economic Communities (RECs) with policy

guidelines and principles aiming at facilitating safe, orderly and dignified migration by advocating for the socio-economic well-being of migrants and society through compliance with international standards and laws. In addition, the AU adopted the Treaty Establishing the African Economic Community relating to Free Movement of Persons, Rights of Residence and Right of Establishment (AfCFTA) in 2018 to create a single continental market for goods and services, with free movement of business persons and investments. The AU EU Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children, adopted by the Ministerial Conference in 2006 provides another important continental policy framework.

The IGAD Regional Migration Policy Framework (RMPF)⁹ is based on the AU MPFA and gives strategic recommendations for member states to address migration related issues in the region in a more comprehensive and holistic manner. However, regional cooperation on migration remains challenging, due to, inter alia, security and socio-economic concerns of national governments, which at times result in unilateral, reactive decision-making.

More broadly, countries of the HoA region supported the adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM), at the UN General Assembly in December 2018¹⁰, demonstrating their commitment to improve the governance of migration globally as well as in the HoA region. The GCM establishes a global cooperative framework for achieving safe, orderly and regular migration, through which signatory states have committed among others to "address and reduce vulnerabilities in migration", "strengthen the transnational response to smuggling of migrants", "prevent, combat and eradicate trafficking in persons in the context of international migration", "manage borders in secure and coordinated manner", and "strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral".¹¹

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

The BMM has been one of the major contributions towards achieving the objectives of the Khartoum Process. By addressing the diverse needs expressed by the different countries involved, the programme has allowed the dialogue to evolve from a project-focused discussion into a strategic forum where joint responses to the challenges of human trafficking and migrant smuggling were designed.

In this second phase, the BMM should continue working in that direction, while underpinning the strategic orientations of the EUTF, notably by improving migration management in countries of origin, transit and destination. As the action also targets the fight against trafficking and smuggling of human beings, it also aligns with one of the key priority areas set for the EUTF Horn of Africa window by the EUTF Strategic Board in April 2018.

The EUTF allows for the adoption of swift and adaptable responses such as those required by these policy matters. As the MTR of the first phase of the BMM revealed, the EUTF's flexibility, notably in terms of procedures, has added significant value to the programme.

⁹ S. IGAD Regional Migration Policy Framework Adopted by the 45th Ordinary Session of the IGAD Council of Ministers July 11th, 2012 Addis Ababa, Ethiopia.

¹⁰ Somalia did not cast a vote.

¹¹ Global Compact for Safe, Orderly and Regular Migration (GCM), see https://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/73/195

Thanks to such adaptability, the BMM has managed to successfully evolve in a complex and volatile context – something that should still be crucial to the programme in a second phase.

Finally, the approach adopted by this action, namely a regional-driven approach with a strong attention to national priorities, needs and contexts, is not yet sufficiently captured in other national or regional instruments. The EUTF is hence the most suitable tool to continue financing the BMM in a second phase.

2.3. Lessons learnt

The MTR of the first phase of the BMM highlighted a number of **important lessons and recommendations** that should be **fully acknowledged and incorporated** into the present action, inter alia:

- The BMM is well aligned with the EU strategy in the Horn of Africa and is a tangible contribution of the EU to the Khartoum Process. Yet, in order to further increase the sustainability and impact of BMM at the regional level, **cooperation with regional partners, e.g. the AU and IGAD, as well as alignment with the Khartoum Process should be strengthened.**
- The BMM has proved to be complementary to other migration-related projects in the Horn of Africa including EU funded projects. It therefore offers **opportunities to create programmatic synergies** between projects to assert a united approach to EU strategy on migration in the Horn of Africa and increase its outcomes. **Synergies** created during the first phase (e.g. with the Migration EU Expertise Initiative - MIEUX) should be **strengthened** and opportunities for **additional synergies will be explored in a second phase.**
- Progress on **migration governance and policy harmonisation**, particularly the development of migration policies and legal frameworks, are **long-term processes** that require more time than single project cycles. **All stakeholders need to be fully engaged** in lengthy negotiation processes to ensure sufficient ownership of policies and legislations. In partner countries where there is no functioning national coordination mechanism on migration, a considerable investment must be done in strong relationships with and between national partners. Therefore, **increased focus is needed on strengthening existing structures mandated to address smuggling, as well as migration management in general, and to address trafficking in human beings** (e.g. anti-trafficking and smuggling taskforces alongside national coordination mechanisms.)
- Due to changing conditions, needs and political contexts in the different partner countries, the implementation of such action requires **flexible programming.** The current programme structure allows to adapt activities and results to the realities on the ground as needed (e.g. to extend the implementation of country-specific results to countries in which a need has recently been identified). Yet, **improvements can be made to ensure that BMM actions remain aligned to national governments' and regional institutions' priorities**, notably by engaging them during the programming exercise (see section 3 below).
- BMM was conceptualised on the basis of a number of **guiding principles** that included gender, human rights and Do No Harm. In order to operationalise and safeguard these principles, BMM has taken measures to put implementation processes under additional scrutiny (e.g. **principles for the procurement of equipment**) and adapt the programme approaches to specific contexts (e.g. **decentralised implementation** concept in Sudan) which should be **reassessed and strengthened in a second phase.**

- From the onset of the Programme, BMM has attracted a lot of media and public attention in particular in Europe. To show a balanced picture of BMM and highlight its achievements, a **more pro-active communication strategy** is needed for the second phase. Communication procedures should be reviewed in order to allow for pro-active, innovative, and timely communication outputs.
- **Internal coordination and communication among programme partners can also be streamlined in a second phase**, notably by adopting more **horizontal and decentralised mechanisms**. This should ensure not only more fluid and timely information sharing among BMM partners, but also a **greater engagement/role for BMM national offices and EU Delegations in concerned countries**.
- A **well-coordinated strategy is necessary to ensure the sustainability** of direct assistance and protection activities. To achieve sustainability of protection of vulnerable migrants remains a challenge given that measures primarily address emergency needs and the engagement of government structures varies. Therefore, **coordination on protection among state and non-state actors needs to be improved**, on the one hand, and **local CSOs need to be supported in rendering their work more sustainable, on the other**.
- While the **impact and added-value of the awareness-raising component under BMM have proven rather limited**, the aspect of prevention of irregular migration remains to be of high relevance. The programme engagement with migration-prone communities could be used as an opportunity for the BMM to **create synergies** with and support alternatives and livelihood options in the region, including options for **regular labour migration**.
- While the BMM has provided substantial support in building (human) capacities in the region, in a second phase the **connection between trainings and the provision of material support should be reinforced**. This should allow national authorities to ensure that **new techniques learnt can effectively be implemented**. This can moreover reinforce national governments' overall **ownership** of the programme.

2.4. Complementary actions and synergies

Complementarity will be ensured both with the other support programmes and with the various political dialogues – in particular the Khartoum Process.

Several relevant programmes are funded through the Horn of Africa Window of the EU Trust Fund addressing displacement and migration issues in the region. These include:

- **IGAD Promoting Peace and Stability in the Horn of Africa Region** (IPPSHAR, €40 million from EUTF, co-financed by Austria, Sweden and the Netherlands)
- **Facility on Sustainable and Dignified Return and Reintegration** in support of the Khartoum Process (€45 million EUTF)
- **EU-IOM Joint Initiative on Migrant Protection and Reintegration** (€25 million from EUTF HOA);
- **Towards Free Movement of Persons and Transhumance in the IGAD region** (€10 million, EUTF);
- **Regional Operational Centre in support of the Khartoum Process and AU-Horn of Africa Initiative** (ROCK) (€5 million, EUTF)

- **Stemming Irregular Migration in Northern & Central Ethiopia (SINCE)** (€19.9 million EUTF)
- **Disrupting criminal trafficking and smuggling networks through increased anti-money laundering and financial investigation capacity** in the Greater Horn of Africa (€ 5 million EUTF)

Ensuring full coordination and synergy with the ROCK will be particularly important in the framework of this action given its focus on addressing the trafficking in human beings and the smuggling of migrants. The ROCK was set up to support the collection, exchange and analysis of information related to the investigation and prosecution of cases of trafficking in human beings and smuggling of migrants in the HoA. Hence, complementarities between the ROCK and the anti-trafficking and smuggling component of BMM (SO 2) should notably be sought when programming and carrying out capacity-building/training activities targeting law enforcement and/or judicial actors. Joint-trainings and exercises could also be considered.

Coordination will also be necessary with a number of continental and regional programmes implemented under **various EU funding mechanisms** including:

- **The Migration and Mobility Dialogue (MMD)**: the MMD is funded under the Development Cooperation Instrument (DCI) Pan-African Programme and aims at maximising the development potential of migration and mobility within Africa and between Africa and the EU;
- **Comprehensive Refugee Response Framework (CRRF)**: the CRRF actions in the Horn of Africa aims to create innovative and sustainable development and protection solutions for refugees and their host communities, providing alternatives to irregular primary and secondary movements;
- **The Migration EU Expertise (MIEUX)**: MIEUX is a peer-to-peer experts' facility which supports partner countries and regional organisations to better manage migration and mobility. Synergies between MIEUX and BMM have been established during the first programme phase and will be strengthened in a second phase;
- **Pilot action on voluntary return and sustainable, community-based reintegration** implemented by IOM that, amongst others, aims at creating a knowledge hub on reintegration policies and practice.

The International Organisation for Migration (IOM), the International Labour Organization (ILO), the United Nations Office on Drugs and Crime (UNODC), the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and several local and international non-governmental organisations (NGOs) are delivering a number of related initiatives, including training for government officials, policy development, protection initiatives for vulnerable groups, and information campaigns. The scale and intensity of these activities differ considerably from one country to another.

As for political dialogue, there are at least three separate migration-related dialogues in the region:

- the **Khartoum Process** is a regional dialogue among EU and African countries of origin, transit and destination along the East Africa migratory route, launched at a ministerial conference in Rome in November 2014, with an initial focus on preventing

and tackling trafficking in persons and smuggling of migrants. The Khartoum Process is also the regional dialogue which feeds into the EU-Africa Valletta Process and monitors the implementation of the Valletta Action Plan. The first phase of this action (BMM phase I) was designed as a comprehensive response to put into effect the agreed priorities in a single programme. As such, it strived to continuously report and inform members of the Khartoum Process on programme results. In the second phase, the BMM will enhance synergies with the process to ensure that jointly agreed priorities continue to be implemented through the programme. In the second phase it will be important to ensure that the BMM remains relevant for the implementation of the priorities agreed by the Khartoum Process and in particular that the dialogue feeds into BMM activities and vice versa.

- the **IGAD Regional Consultative Process (RCP)** aims to facilitate dialogue and regional co-operation in migration management, by creating a platform for information and best practice exchange and common solutions. The RCP brings together IGAD member states, relevant transit and destination countries beyond the IGAD region, international organisations and other stakeholders. As during the first phase, it will be important to continue working closely with IGAD in the programming and delivering activities.
- the **African Union Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants (AU-HoAI)** provides a forum for exchange on migration among the core countries Egypt, Eritrea, Ethiopia and Sudan and the neighbouring countries Djibouti, Kenya, Somalia and South Sudan. It aims to improve cooperation on migration management in the HoA and to address the challenges of human trafficking. Close alignment between the BMM activities and the goals of the AU-HoAI will be systematically sought.
- The **AU Migration Policy Framework** which aims to coordinate and ensure the coherence among different migration policies and frameworks across the continent (see above).

2.5. Donor coordination

The Action is co-funded by the EU and the German Federal Ministry for Economic Cooperation and Development (BMZ). It is jointly steered by the European Commission and the EU Member States that are members to the Khartoum Process Steering Committee: France, Germany, Italy, the United Kingdom and the Netherlands. All these Member States are implementing migration-related projects in the region.

The Action should again have a **Steering Committee** for the strategic and political steering of the second phase of the Programme. The Steering Committee will be chaired by the European Commission and BMZ; and it will consist, inter alia, of representatives of the EU member states that are members of the Khartoum Process and pertinent regional institutions¹², as well as Implementing Partner(s) of the action. As chair, the European Commission establishes the

¹² IGAD and the AU have been granted observer status to the Steering Committee during the first phase of the BMM.

relationship with important strategic partners and initiatives such as the African Union, IGAD, and the Khartoum Process at a strategic and diplomatic level.

The BMM Steering Committee ensures that programme stakeholders, in particular EU and African member states regularly receive detailed updates on the implementation of the Programme. As such, it also aims to facilitate coordination with related projects implemented by them in the region.

Furthermore, there is a greater need for consistent reporting and feedback between the BMM Steering Committee and the Khartoum Process Steering Committee to ensure regular, two-way information flows from the political level of the Khartoum Process to the implementation level of the action. The European and African member states of the Khartoum Process will be regularly updated on progress made in the implementation of the project at its Senior Officials Meetings and will provide the project with guidance and direction. In this framework, coordination will also take place with Norway and Switzerland (who provide funding to the IGAD RCP), as they are both observers to the Khartoum Process and will participate in such Senior Officials Meetings.

At country level and according to the lessons learned of the MTR, coordination with EU and other donors will be enhanced through EU Delegations, including via country migration coordination groups.

3. DETAILED DESCRIPTION

The specific objectives, results and activities detailed in this section aim to provide a **preliminary general framework** to improve migration governance, (inter and intra) state coordination/cooperation, as well as the protection of victims of trafficking and vulnerable migrants in the HoA. It provides an overall framework allowing for a coordinated regional response to regional challenges related to migration. The action should however not be implemented throughout the region indiscriminately but remain flexible in order to **adapt to national specificities and needs arising from a changing context**.

In this regard, this framework not only builds on the best practices/successful experiences arising from the first three years of implementation of the BMM, but also incorporates the lessons learnt, feedback and recommendations already received from national/regional partners, the MTR and members of the Steering Committee. **Further national and regional consultations** will be carried out in order to ensure that the framework (and hence the Action's Logical Framework) is valid and aligns countries and regional actors objectives and priorities.

3.1. Objectives and expected outputs

The **Overall Objective** of the programme is to improve the human-rights based management of safe, orderly and regular migration and to support competent/national authorities addressing the trafficking in human beings and the smuggling of migrants within and from the Horn of Africa region.

The expected **Specific Objectives** of the action are:

1. Strengthening of national and regional **migration governance** thereby enhancing safe and regular migration in accordance with global and regional migration governance frameworks and human-rights standards.

2. Increase in **national and cross-border cooperation on trafficking and smuggling cases** between law enforcement, judicial and other state and non-state actors, in coordination with existing regional initiatives, notably the ROCK, and in accordance with international obligations and standards.
3. Improvement of **prevention of trafficking in persons and protection of victims of trafficking and vulnerable migrants** at local, national and regional level.

These **Specific Objectives**, as well as their **tentative results**, are detailed below:

SO 1 – Migration governance

This Specific Objective focusses on the governance dimension of migration management in the Horn of Africa region. It is based on the objectives of the Global Compact on Migration (GCM), the Sustainable Development Goal 10 as well as the AU MPFA and the RMPF of IGAD.

SO 1 comprises **three tentative results**, as follows:

Result 1.1: Effective and coherent coordination between institutions responsible for migration management at local, national and regional levels is reinforced. National governments are supported in creating or strengthening existing **institutional coordination structures** responsible for national migration governance, including vertical governance coherence at local, national and regional level. Bilateral as well as regional **exchanges on good practices** foster strong cooperation between governments in the region as well as peer to peer learning on specific thematic issues. **Dialogues between migrant hosting communities, migrants and government officials** at local and national level improve the understanding of needs and priorities of the communities and thereby help improving resource allocation from national to local level and coordination of government services at the local level.

Result 1.2: The development of national policies and strategies on safe and regular migration is supported. The establishment of regulatory frameworks for migration governance enhances the ability of governments in the region to **facilitate and manage migration**. Migration policies and strategies, as well as respective national implementation plans, help governments to have a more strategic, rights-based approach to migration.

Result 1.3: National legislation on safe and regular migration and related issues is improved. Governments are assisted in the development of national legislation on migration according to the relevant regional, continental and international conventions. Support will be provided in particular to **legislation on trafficking in persons and smuggling of migrants**, as well as on the **regulation of the foreign recruitment sector**. The latter will allow to prevent companies from hiring nationals for precarious or even exploitative jobs abroad, an important link to facilitating regular and safe migration, especially with regards to labour migration to the Gulf States.

SO 2 – National and Cross-Border Cooperation on Anti-Trafficking and -Smuggling

This Specific Objective focusses on enhancing national **cooperation between investigation, prosecution and national courts on trafficking and smuggling cases**, as well as on **cross-border cooperation, including cross-border investigations and border management**. In order to **effectively address organised crime**, identification and investigations need to be

conducted in a reliable and responsible manner, providing the basis for successful prosecutions. To achieve this, law enforcement, civil society, prosecution and judiciary have to work hand in hand. **Border officials** are often the first to have contacts with migrants entering a country legally or irregularly, and thus play a crucial role in identifying victims of trafficking/exploitation and/or smuggled migrants. Therefore, strengthening their capacities as well as procedures to manage borders and to handle migrants in need of protection will also contribute to enhance safe migration.

Adults and children who have been identified as **victims of trafficking and/or exploitation** (incl. forced labour) and/or smuggled migrants play a key role as potential witnesses and **their right not to be criminalised needs to be safeguarded**. To this end, close coordination with state or non-state protection services (social workers, child protection officers, etc.) are required to ensure **the safety of the victim during the investigation up to the end of the trial**. Furthermore, National Human Rights Institutions have an essential role to play in monitoring and addressing reported or detected human right violations or other kinds of exploitative abuses.

SO 2 comprises **four tentative results**, as follows:

Result 2.1: The quality and comprehensiveness of investigations of trafficking and smuggling cases is improved. In close cooperation and synergy with the ROCK, the quality of case management for investigation, including the collection, preservation and analysis of evidence is improved. Institutional knowledge on conducting thorough investigations based on the law, protection of potential witnesses and preparing case documentation for the prosecution are strengthened.

Result 2.2: The quality of court proceedings of trafficking and smuggling cases is increased. In close cooperation and synergy with the ROCK, investigators and prosecutors are supported and incited to work in close collaboration, and to make use of case management systems. Improved capacity reduces lengthy and slow processes which negatively impact on potential witnesses (victims) that reside in the country of transit/destination, waiting for the trial without proper perspectives or options for the future.

Result 2.3: Cooperation on border management is improved. Intra-service and inter-agency cooperation between agencies relevant to border management, as well as cross-border cooperation are strengthened.

Result 2.4: Violations of human rights of migrants are monitored and reported. National legislation on migration is implemented in accordance with international human rights standards, and mechanisms and procedures that manage, monitor and investigate complaints on human rights violations are effectively put in place.

SO 3 – Prevention and Protection

This Specific Objective focusses on the **prevention** of trafficking in persons and the **protection of and assistance to** adults and children who have been identified as **victims of trafficking and/or smuggled migrants in vulnerable situations**.

The implementation of the component envisages a **threefold approach** encompassing the whole migration cycle, namely: (1) preventive measures through awareness raising to increase knowledge about secure ways of livelihood including safe migration and to protect migrants from being trafficked (2) protective measures to provide assistance after identification, during

investigations up to (and including) trials; and (3) access to durable solutions for victims of trafficking and/or (smuggled) migrants in vulnerable situations. The latter includes enhanced **coordination between the wide variety of programmes and actors providing support to return and reintegration, local integration and referral to other actors' programmes** (incl. TVET and livelihood programmes, employment promotion by the private sector, etc.). Local integration and peaceful co-existence and understanding between host communities and migrants is part of this specific objective as a factor that enables/enhances vulnerable migrants' protection.

SO 3 comprises **three tentative results**, as follows:

Result 3.1: Potential migrants have better access to information for informed migration choices. Preventive measures, such as access to information about safe and regular channels and/or pre-departure sensitisation measures for (labour) migrants are put in place. Young and vulnerable potential migrants are sensitised and recognise the risks entailed by certain migration channels, such as forced labour and other forms of exploitation and kidnapping. Information on regular and legal ways to migrate and protection systems abroad, in particular provisions under bilateral labour agreements, is made accessible to potential migrants.

Result 3.2: The access to protection and support services for victims of trafficking and vulnerable migrants is improved. The **capacity of border officials in identifying** victims of trafficking and vulnerable migrants are strengthened, as well as **the capacity of non-government actors in providing direct assistance** to migrants in vulnerable situations and to victims of trafficking. Structural measures to build up a **referral mechanism**, as well as **relevant standard operating procedures to engage with law enforcement and other service providers**, are supported. The specific needs of women and children, in particular unaccompanied or separated children, will be put into special consideration for the design of such structural measures and the provision of support services. The protection of labour migrants from getting exploited and the provisions of access to services in the country of destination will be enhanced, including through cross-border cooperation

Result 3.3: Access to durable solutions for victims of trafficking and vulnerable migrants is facilitated within the region. Local integration, peaceful co-existence and better understanding between host communities and migrants is promoted in selected target regions.

An **indicative logical framework** reflecting the **tentative objectives and results** is included in Annex 1 of this Action Document.

3.2. Main activities

3.2.1. Activities associated with each result

Main **tentative activities** for the three **results falling under SO1** are presented below:

- **Result 1.1:** Inter-agency workshops and trainings for institutions responsible for migration management; expert support for drafting action plans, working documents, create or improve national coordination mechanisms, etc.; facilitation of bi- or trilateral exchanges between partner countries on specific thematic topics; establishment of communication mechanisms between communities and state authorities.

- **Result 1.2:** Drafting sessions on migration policies, strategies and National Implementation Plans; operational support to national agencies responsible for migration data collection.
- **Result 1.3:** Legislative drafting workshops (e.g. on trafficking and smuggling legislation and recruitment regulations); facilitation of bilateral and regional exchanges on good legislative practices.

Main **tentative activities** for the four **results falling under SO2** are presented below:

- **Result 2.1:** Operational and advisory support to specialised units on transnational crime; pre-service and in-service trainings for investigators (e.g. on investigation techniques and case management); provision of equipment (e.g. evidence collection/preservation kits; software; etc.) necessary to put in practice newly acquired skills and techniques.
- **Result 2.2:** Support to coordination between investigation and prosecution; pre-service and in-service trainings for prosecutors and judges (e.g. on witness management and case management); protective measures for witness management during prosecution and judicial proceedings.
- **Result 2.3:** Operational and technical support to inter-agency border committees, provision of equipment; specialised joint trainings for border officials (e.g. on fraud detection, use of information systems); refurbishment of existing border crossing points.
- **Result 2.4:** Development of complaint and redress mechanisms of human rights violations; capacity building for national human rights institutions (e.g. on monitoring of rights violations, referral of cases).

Main **tentative activities** for the three **results falling under SO3** are presented below:

- **Result 3.1:** Provision of information (e.g. through social media, presentation of personal records/experiences) on risks of irregular migration. Establishment of information channels on safe and regular migration (incl. labour migration); establishment of pre-departure procedures and mechanism for labour migrants (e.g. sensitisation on risks of forced labour, referral to existing skills/vocational trainings).
- **Result 3.2:** Operational and technical support to the development of mechanisms and Standard Operating Procedures (SOPs) for identification, referral and protection of migrants and victims of trafficking; trainings for relevant state and non-state actors (e.g. on SOPs, service provision, victim case management); advisory support to governments and other actors on establishment and management of shelters; operational support to state actors and CSOs providing specialised services for VoT and migrants (e.g. psycho-social support), cross-border exchanges on protection issues (including labour migration).
- **Result 3.3:** Setting up/facilitation of coordination meetings between actors providing support to return, reintegration and local integration (e.g. vocational schools, private sector); workshops to facilitate the drafting of bilateral mechanisms and SOPs for return and reintegration; community dialogues between migrants and host community members.

3.2.2. Target groups and final beneficiaries

The main **target groups** are government representatives and non-state actors in charge of migration management at regional, national and local level, including inter alia: Ministries of Interior, Ministries of Labour and Social Welfare, Ministry of Justice, National Human Rights Commissions, regional and local CSOs.

The **final beneficiaries** of this action are victims of trafficking, victims of exploitation, and smuggled migrants. The action specifically targets migrants in vulnerable situations¹³ including women, unaccompanied (or separated) children and labour migrants who are at risk of exploitation. Host community members, potential migrants and returnees will be included in the action as needed to consider the entire migration cycle in a holistic manner.

3.3. Risks and assumptions

| Risk | Level of risk | Mitigating measures |
|--|---------------|--|
| The willingness of governments in the region to cooperate on migration and to work towards safe, orderly and regulated migration deteriorates. National policy decisions (e.g. detention of migrants) will affect project outcomes negatively. | Medium | Close attachment to the Khartoum Process, IGAD and the AU allow for a continuous engagement of all partner governments on migration management and joined efforts to further promote cooperation and foster ownership and commitment. |
| Corruption and bad practices in law enforcement agencies prevent capacity development in line with human rights. | Medium | Anti-corruption, do no harm and human rights principles are systematically mainstreamed into all the activities and are being monitored as part of a conflict sensitive monitoring throughout the implementation. A clear reporting and escalation mechanism on human rights violations and other harmful developments in the context of the programme (incl. corruption) will be established. |
| Political unrest, regime change, or deterioration of governance in (some) BMM partner countries will challenge cooperation on migration issues and reduce state capacities for engaging in migration governance | High | The action will continuously monitor, in close contact with EU Delegations, the political and social situation in all partner countries to enable the identification of context risks at an early stage and to develop response options. If contextual factors, such as violent conflict, change in regime, and/or terrorist attacks take place, activities may be then suspended or relocated until the situation improves. Even if activities are suspended, the fact that the action is regional guarantees that the implementation can continue with a focus in the other countries. |
| Provision of equipment and trainings to sensitive national authorities (such as security services or border | Medium | The action will implement the Procurement Principles that foresee assessing technical, political and human rights related risks and consequent monitoring including geographical focus areas and monitoring of training nominations and adhere to BMM Guiding Principles of |

¹³ See footnote 1.

| | | |
|---|------|---|
| management) are diverted for repressive aims. | | Intervention (human rights, do no harm, gender, a holistic understanding of migration, multi-stakeholder and multi-level approach, partner orientation, regional understanding and programming). |
| Reputational risk due to criticism from Members of the European Parliament, NGOs, media and civil society for engaging with repressive governments on migration | High | BMM will implement a transparent pro-active communication strategy that promotes understanding of the objective and results of the project in the European and African public. |
| Protection and assistance mechanisms remain dependent on external funding and therefore are not sustained after the completion of the action (sustainability risk). | High | The action is focused on a development-oriented approach. Non-state actors that act as service providers are strengthened and empowered on national as well as on regional level to develop sustainable funding mechanisms. Furthermore, the action supports the implementation of an integrated migrant referral system in which state and non-state actors work side-by-side. |

The **assumptions** for the success of the project and its implementation include:

- Partner governments **continue to engage in dialogue on migration management** through the Khartoum Process, the Horn of Africa Initiative and the IGAD Regional Consultative Process.
- Partner governments remain interested in **following the global and regional policy frameworks on migration**, namely the GCM, the MPFA and the IGAD RPF.
- Partner governments are **willing to work on national legislation** in line with international law and with regional, continental and global frameworks.
- **AU and IGAD are willing to coordinate** with the implementing partners of the action to further migration governance in the region.
- The action is able to **engage the right policy makers and governmental officials** especially in the law enforcement and border management to effectively address irregular migration and human trafficking.
- There are **sufficient non-governmental organisations providing protection and assistance** to victims of trafficking and vulnerable migrants, and national governments allow for sufficient space for civil society, including human rights agencies, to be active in this field.
- The action can **identify, reach and positively engage with the most vulnerable** target groups and communities that are prone to exploitative recruitment practices and precarious migration.

3.4. Mainstreaming

Gender: The action will ensure that the needs, concerns, experiences and interests of women and men are addressed equally. The action recognises that men and women have different needs which have to be considered during the design and implementation of programme measures. It will therefore adopt a gender-sensitive approach, considering for example the specific vulnerabilities of female and male victims of trafficking.

Human rights-based approach. The overall approach to migration governance will be anchored in respect for the human rights of migrants and host communities, particularly the rights of vulnerable migrants, including children and women. The action is in line with the Agenda 2030 and other multilateral instruments, including the GCM, which are based on international human rights law and uphold the principles of non-regression, non-discrimination and non-refoulement.

Participatory development and good governance: The project aims to promote elements of good governance. Activities will promote a right-based approach and thus focus on enhancing the appropriate legal basis at the national level and promoting a coherent implementation of this legal basis at the national and sub-national levels. This will increase the transparency of decision-making processes and actions of public administrations at all levels and promote efficiency and responsible and balanced action. The participatory involvement of civil society organisations is strengthened through capacity-building and support to coordination among state and non-state actors. This enables them to exert a stronger influence on policy development and to provide specialised assistance to migrants.

Poverty orientation: The project aims to capture the socio-economic context of migrants and potential migrants intending to reduce vulnerabilities of migrants during the migration cycle and implementing measures that improve the management of safe, orderly and regular migration in the HoA region. Through these measures, the project supports people affected by poverty in creating the conditions for a secure livelihood and contributes to overarching poverty reduction.

Peace and security: The project will be implemented in a region characterised by fragility, conflict and violence. Especially in fragile contexts, characterised by movements of people, improved migration management is of high priority. This is key to protect the people affected, but also to reduce further conflict potentials that may arise in host communities due to lack of capacity, scarcity of resources or xenophobic attitudes.

3.5. Stakeholder analysis

At the regional level, stakeholders of the programme mainly include the AU, IGAD and the members of the Khartoum Process.

At the national level, the main stakeholders are the judiciary and law enforcement agencies, federal and local ministries, including Ministries of Interior, Internal Security/Internal Affairs, Ministry of Foreign Affairs of beneficiary countries. These stakeholders are considered as duty bearers in upholding the rights of victims of trafficking and migrants. In addition, civil society organisations and community actors are important stakeholders who assist target beneficiaries and play a crucial role in representing and protecting migrants' interests. Target beneficiaries

such as victims of trafficking, migrants and host communities are considered as rights-holders and are also included in the action as primary stakeholders.

A key challenge of the action will be to address diverging interests between state actors (internal security vs. economic interests), as well as to build trust between state and non-state actors in order to effectively cooperate on migration management.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Not applicable.

4.2. Indicative operational implementation period

The implementation period will be 36 months from the date of contract signature.

4.3. Implementation modalities

The envisaged method of implementation is **indirect management** through the conclusion of a Delegation Agreement with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 and applicable by virtue of Article 17 of Regulation (EU) No 323/2015.

GIZ is a suitable EU Member States Agency to lead the implementation of this project. The choice of the implementing partner is justified by a number of factors, namely: (1) GIZ is able to provide a unique mix of tools for implementing this project, including the Civil Peace Service; (2) it has long-standing experience with projects in the area of migration, (3) it already has country offices in all of the countries covered by the proposed project, except for Eritrea, Somalia (but is present in Somaliland and soon in Puntland as well), as well as representations with the relevant regional organisations.

Moreover, as the lead implementing partner of the first phase of the BMM, the GIZ has developed the mechanisms, tools and (human and material) resources that are key to ensure the smooth transition between the two phases of the programme. Likewise, the GIZ has also gathered an important knowledge basis and network of national and regional stakeholders, policies and processes which constitute the ‘institutional memory’ of the BMM.

Therefore the prior approval 20.f (Actions 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 8.5.2 of the DEVCO Companion, is applicable.

The participation of other EU Member State agencies and international organizations in the implementation of this action is encouraged. Therefore, EU MS agencies and international organizations willing to be part of the action will be sub-contracted and coordinated by the GIZ.

Retroactive financing can be granted, to allow a timely mobilisation of the experts and ensure swift collaboration with all complementary actions ongoing. This is taking into account Art.19 Annex IV Cotonou and Art. 130.1 of the Financial Regulation and Art. 194 Rules of Application (RAP). Event to be reported 22.b (For indirect management, retroactive financing to cover costs incurred before the signature of the agreement but after the Organisation has submitted a written request for contribution) is considered, as per section 8.5.1 of the DEVCO Companion.

4.4. Indicative budget

| Component | Amount EUR |
|---|-------------------|
| SO1: Migration Governance | 7 000 000 |
| SO2: National & Cross-Border Cooperation Trafficking and Smuggling | 14 500 000 |
| SO 3: Prevention & Protection of victims and vulnerable migrants | 12 000 000 |
| Communication and visibility | 500 000 |
| Monitoring, evaluation and audit | 1 000 000 |
| Total | 35 000 000 |

4.5. Monitoring and reporting

The implementing partner must establish a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports and final reports.

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 on a number of common EUTF indicators of the selected results for this Action. ¹⁴

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/>).

¹⁴ EN : https://ec.europa.eu/trustfundforafrica/sites/eutf/files/eutf_results_indicators_41.pdf

FR : https://ec.europa.eu/trustfundforafrica/sites/eutf/files/eutf_results_indicators_41_fr.pdf

4.6. Evaluation and audit

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

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 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

| | |
|---------|--|
| AfCFTA | Treaty Establishing the African Economic Community relating to Free Movement of Persons, Rights of Residence and Right of Establishment () |
| AU | African Union |
| AU-HoAI | African Union Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants |
| BMM | Better Migration Management |
| BMZ | German Federal Ministry of Economic Cooperation and Development |
| CSO | Civil Society Organisation |
| EU | European Union |
| EUTF | EU Emergency Trust Fund for Africa |
| GCM | Global Compact for Safe, Orderly and Regular Migration |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| HoA | Horn of Africa |
| IGAD | Inter-Governmental Authority on Development |

| | |
|----------|---|
| ILO | International Labour Organization |
| IOM | International Organization for Migration |
| MPFA | Migration Policy Framework for Africa |
| MTR | Mid Term Review |
| NCM | National Coordination Mechanism |
| NRM | National Referral Mechanism |
| OECD | Organisation for Economic Co-operation and Development |
| OECD DAC | OECD Development Assistance Committee |
| OHCHR | Office of the United Nations High Commissioner for Human Rights |
| RAP | Rules of Application |
| RCP | Regional Consultative Process |
| RMPF | Regional Migration Policy Framework |
| SDG | Sustainable Development Goals |
| SOPs | Standard Operating Procedures |
| UNHCR | United Nations High Commissioner for Refugees |
| VoT | Victims of Trafficking |

Annex 1: 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 (maximum 10) | Indicators (at least one indicator per expected result) | Sources and means of verification | Assumptions |
|---------------------------------------|--|---|--|--|
| Impact (Overall objective) | To improve the human-rights based management of safe, orderly and regular migration, and to address the trafficking in human beings and the smuggling of migrants within and from the Horn of Africa region | | | |
| Outcomes (Specific Objectives) | <p>SO 1: Strengthening of national and regional migration governance, among others by supporting a coordinated approach, thereby enhancing safe and regular migration in accordance with the global and regional migration governance frameworks.</p> <p>SO 2: Increase in national and cross-border cooperation on trafficking and smuggling cases between law enforcement, judicial and other state as well as non-state actors in accordance with international obligations and standards.</p> <p>SO 3: Improvement of prevention of trafficking in persons and protection of victims of trafficking and vulnerable migrants at local, national and regional level</p> | <p>- No. of policies and legal frameworks for managing safe and regular migration at national and regional level adopted/improved</p> <p>- No. of national/regional dialogues on migration related issues established or functionally enhanced</p> <p>- No. of cross-border cooperation initiatives created / launched or supported</p> <p>- No. of VoT and vulnerable migrants identified, referred and assisted in accordance with established mechanisms and standards in the region</p> | <p>Reports of the regional consultative fora;</p> <p>Government reports and official data;</p> <p>Reports by independent monitors (NGOs, International organizations, etc.);</p> <p>Reports and beneficiary records from service providers (disaggregated by gender and age group)</p> | <p>Partner governments continue to engage in regional fora on migration management;</p> <p>AU and IGAD are willing to coordinate with the IP of the action to further migration governance in the region</p> |

| | | | Pre and post programme survey | |
|---|--|---|--|--|
| Other Results (Outputs and/or Short-term Outcomes) | <p>R 1.1: Effective and coherent coordination between institutions responsible for migration management at local, national and regional level is reinforced.</p> <p>R 1.2: The development of national policies and strategies on safe and regular migration is supported.</p> <p>R 1.3: National legislation on safe and regular migration and related issues is improved.</p> | <ul style="list-style-type: none"> - No. of national/regional dialogues on migration related issues established or functionally enhanced - No. of strategies, policies and plans developed and / or directly supported - No. of individuals trained on migration management - No. of regulations on labour migration improved or adopted - No. of national legislation on trafficking in persons and smuggling of migrants improved or adopted - No. of people benefitting from legal migration and mobility programmes | <p>Reports of the regional consultative fora;</p> <p>Government reports and official data;</p> <p>National policy, strategy and legislative documents</p> <p>Reports by independent monitors (NGOs, International organizations, etc.);</p> <p>Pre and post programme survey</p> | <p>Partner governments remain interested in following the global and regional policy frameworks (GCM, MPFA, RMPF);</p> <p>Partner governments are willing to work on national legislation to domesticate international law</p> |
| Other Results (Outputs and/or Short-term Outcomes) | <p>R 2.1: The quality and comprehensiveness of investigations of trafficking and smuggling cases is improved.</p> <p>R 2.2: The quality of court proceedings of trafficking and smuggling cases is increased.</p> | <ul style="list-style-type: none"> - No. of investigations of trafficking and smuggling leading to cases and/or successful legal finishes - No. of staff from anti-trafficking and smuggling units/institutions trained - No. of witnesses of trafficking and smuggling cases able to participate in court proceedings | <p>Government reports and official data;</p> <p>Reports by independent monitors (NGOs, International organizations, etc.);</p> | <p>The action is able to engage the right policy makers as well as governmental officials especially in law enforcement and border management to</p> |

| | | | | |
|--|--|---|---|---|
| | <p>R 2.3: Cooperation on border management is improved.</p> <p>R 2.4: Violations of human rights of migrants are monitored and reported .</p> | <ul style="list-style-type: none"> - No. of cross-border cooperation initiatives created / launched or supported - No. of border stations supported to strengthen border control - No. of institutions benefitting from capacity building and operational support on border management - No. and quality of procedures for international cooperation on border management put in place - No. of complaint and redress mechanisms for rights violations initiated by migrants - No. of officials/staff and non-state actors benefitting from capacity building and operational support on human rights/protection of victims | <p>Pre and post programme/ activities and training surveys(disaggregated by gender and age group)</p> <p>Reports and training records from national training institutes (disaggregated by gender)</p> | <p>effectively address irregular migration and human trafficking</p> |
| <p>Other Results (Outputs and/or Short-term Outcomes)</p> | <p>R 3.1: Potential migrants have access to better information to make informed migration choices.</p> <p>R 3.2: The access to protection and support services for victims of trafficking and vulnerable migrants is improved.</p> | <ul style="list-style-type: none"> - No. of people participating in pre-departure sensitisation activities - No. of publications and information campaigns providing information on risks of illegal migration and legal alternatives that are being used by migration prone parts of the society - % increase of people being aware of alternative means for a secure livelihood, including safe migration. - | <p>Government reports and official data;</p> <p>Documentation on campaigns, events, publications</p> <p>Pre and post programme/ activities surveys</p> | <p>Sufficient non-governmental organisations provide protection and assistance to victims of trafficking and vulnerable migrants and the national governments allow for sufficient space for civil society to</p> |

| | | | | |
|--|--|---|--|--|
| | <p>R 3.3: Access to durable solutions for VoT and vulnerable migrants is facilitated within the region.</p> | <ul style="list-style-type: none"> - No. of staff from local authorities and basic service providers benefitting from capacity building for strengthening services delivery on prevention and protection of victims of trafficking and vulnerable migrants - No. of institutions and non-state actors benefitting from capacity building and operational support on protection of vulnerable migrants/victims of trafficking - Qualitative improvement of mechanisms and SOPs for identification, referral and assistance of victims of trafficking and migrants - No. of victims of trafficking assisted or referred to assistance services - No. of bilateral mechanisms and SOPs for return and reintegration of victims of trafficking newly established or functionally enhanced - No. of local networks and dialogues between actors facilitating local integration and reintegration for victims of trafficking, migrants and returnees newly established or functionally enhanced - No. of exchange platforms between migrants and host communities promoting social cohesion newly established or functionally enhanced | <p>Reports by independent monitors (NGOs, International organizations, etc.);</p> <p>Pre and post programme/ activities surveys</p> <p>Reports from service providers and protection facilities</p> <p>Beneficiary record of supported service providers and protection facilities</p> <p>National Documents on protection, return and integration mechanisms and procedures</p> | <p>be active in this field;</p> <p>The action can identify, reach and positively engage with vulnerable target groups and communities that are prone to exploitative recruitment practices and precarious migration.</p> |
|--|--|---|--|--|