



IGAD Case Study

Focus on IGAD's work on migration in the Horn of Africa

Altai Consulting for EUTF – July 2021



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EUTF Monitoring and Learning System (MLS)

The EU Trust Fund (EUTF) Horn of Africa (HoA) Monitoring and Learning System (MLS) was initiated in July 2017 and is being implemented by Altai Consulting. The overall objective of the MLS is to strengthen the EUTF interventions in the HoA region through the creation of a monitoring and learning system, which should provide an evidence-based approach for programming and implementing interventions.

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ABBREVIATIONS

ADA	Austrian Development Agency
BMM	Better Migration Management (programme)
CEWARN	Conflict Early Warning and Response Mechanism
COO	Chief Operating Officer
CRRF	Comprehensive Refugee Response Framework
DRDIP	Development Response to Displacement Impacts Project
EAC	East African Community
ECOWAS	Economic Community of West African States
EUD	EU Delegation
EUTF	European Union emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF for Africa)
GCC	Gulf Cooperation Council
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i> (German development agency)
HoA	Horn of Africa
HoMs	Heads of Mission
ICPAC	IGAD Climate and Applications Centre
ICPALD	IGAD Centre for Pastoral Areas and Livestock Development
IDDRSI	IGAD Drought Disaster Resilience and Sustainability Initiative
IDPs	Internally Displaced Persons
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organisation
IOM	International Organisation for Migration
IPSAS	International Public Sector Accounting Standards
IPPSHAR	IGAD Promoting Peace and Stability in the Horn of Africa Region
ISAP	Institutional Strengthening Action Programme
KfW	German development bank
KII	Key Informant Interview
MAP	Migration Action Plan
MTR	Mid Term Review
M&E	Monitoring and Evaluation
NCM	National Coordination Mechanism
PCPD	Planning, Coordination, and Partnership Division
PCS	Planning and Coordination Section
PCU	Planning and Coordination Unit
PPMU	Project, Preparation and Management Unit
PSD	IGAD Peace and Security Division
RCP	Regional Consultative Process
REC	Regional Economic Community
ROM	Results Oriented Monitoring
RMCC	Regional Migration Coordination Committee
RMF	Regional Migration Fund
RMPF	Regional Migration Policy Framework
SIMPI	Strengthening the capacities of IGAD and its member states in support of regional migration policies in the Horn of Africa
ToC	Theory of Change
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

The Intergovernmental Authority on Development (IGAD)'s work on migration – a longitudinal case study

As part of the Monitoring and Learning System (MLS) for the Horn of Africa (HoA) window of the European Union emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF), Altai Consulting started developing a longitudinal case study in April 2018 on IGAD and the support it receives from the EUTF and other donors. **The first round** focused on how the most advanced EUTF-funded programmes performed across time and understanding IGAD's internal perceptions on the support it receives from the EUTF. **The second round** focuses on migration management, particularly on IGAD's role in facilitating safer, orderly, and legal migration in the HoA.

Case study methodology

The case study first relied on extensive desk review and secondary research to gain a better understanding of current funding and support received by IGAD and delve into the status of EUTF-funded programmes. Fieldwork was conducted in Addis Ababa and Djibouti, during which Key Informant Interviews (KIIs) were conducted with stakeholders from a variety of organisations, including EU Delegations (EUDs), IGAD, other donors and implementing partners involved with IGAD. Interviews were conducted remotely in 2020 and in the beginning of 2021 due to COVID-19-related travel restriction measures. Finally, the reporting phase consisted in analysing and triangulating the data collected to draft the case study.

Key Findings

Migration at IGAD is addressed through the Regional Migration Policy Framework (RMPF) and led by the Migration Programme. IGAD's work on migration has been crucial in **building a regional migration governance architecture, developing frameworks and policies around forced displacement and durable solutions for refugees, and promoting regular migration**. Because IGAD has defined its priorities through consultative processes, **its mandate and strategy on migration management have buy-in from member states. IGAD is recognised as a major actor in the field of migration**, and the Migration Programme is willing and legitimate to be further engaged in its management.

However, **IGAD's institutional and corporate abilities, including on planning, monitoring, reporting against EU procedures and rules, and grant and project management, remain relatively weak**. Further, **IGAD still has modest financial support from member states**. This translates into limited outreach capacity and a dependence on external funds, which can be detrimental to efficiency and the formulation and pursuit of a clear vision.

IGAD is involved in several migration-related programmes supported by donors through institutional reinforcement, budget or programme support. On migration governance, important efforts include the **establishment of IGAD-led political platforms** such as the Regional Consultative Processes (RCP), the Regional Migration Coordination Committee (RMCC) and the National Coordination Mechanisms (NCMs) at national level. On forced displacement and durable solutions for refugees, IGAD's engagement through the **Nairobi Process and the regional application of the Comprehensive Refugee Response Framework (CRRF)** has been paramount in effecting changes in the legislation for refugees and their host communities in the Horn of Africa. On regular migration, IGAD has been working towards the adoption of a **Protocol on Free Movement of Persons in the IGAD Region** to foster safe and regular migration in the HoA. In addition, IGAD has recently committed to discussing with the Gulf Cooperation Council (GCC) on developing a harmonised approach to labour migration.

On free movement in particular, the EUTF-funded 'Towards free movement of persons and transhumance in the IGAD region' programme, implemented by IGAD and ILO, has paved the way for

the endorsement of the Protocol on Free Movement of Persons and the roadmap for its implementation. These steps, achieved in 2020, are promising but the most challenging is still to come in the form of member states' ratification and domestication of the Protocol. In this regard, guidance can be sought from the experience of the Economic Community of West African States (ECOWAS), whose Protocol relating to the Free Movement of Persons, Residence and Establishment was the first regional free movement protocol in Africa. **While ECOWAS has advantages compared to IGAD which have likely facilitated progress in the implementation of its Protocol, such as having a Commission rather than a Secretariat, greater capacity and a stronger community levy, some obstacles remain.** Notably, the uptake of IDs by the population remains low, and the last phase of the Protocol is not realised. Such observations could help IGAD anticipate potential challenges ahead and start mitigating its shortcomings and cultivate its strengths to be better prepared when they come up.

Current IGAD Executive Secretary Dr Workneh has initiated ambitious steps to address IGAD's institutional weaknesses, and the appointment of an IGAD Head of Mission (HoMs) in each member state is expected to significantly bridge the disconnect between IGAD and its member states.

Recommendations

EU support post-2021 could focus on migration-related programmes engaging IGAD politically, focusing on its role as a political platform bringing countries together to facilitate intraregional negotiations, while implementation should remain a country-level responsibility. At the interregional level, **there is room for the EU to support IGAD through technical assistance, possibly in coordination with ILO, to develop a regional position and measures to negotiate with GCC countries** receiving labour migrants from the region.

IGAD's areas of expertise span from conflict mitigation to migration and displacement, peace and security, and green transition (cross-border issues and resilience). Therefore, for IGAD to be as precise as possible in its contribution to EU-funded programmes, it would be beneficial that the **EU fine-tune the grants allocated to IGAD**, as smaller grants focusing on narrower objectives are easier to manage.

The EU could explore new ways of working with IGAD to ensure more ownership when it comes to migration management in the region. This could be done through awarding grants directly to IGAD and letting the organisation decide whether they want to subcontract another partner, or setting up funding vehicles supporting migration projects selected by IGAD, and whose management will be taken over by IGAD in the medium to long term.

Meanwhile, institutional strengthening needs to continue but **donors should avoid strengthening IGAD in silos and involve IGAD in the design of stand-alone institutional strengthening programmes.** This is to avoid deflecting IGAD from its own regional priorities and donors and IGAD should ensure that priorities are well aligned with IGAD's internal strategy and the Executive Secretary's programme of reform, and not creating parallel structures to those it already has in place. In addition, **there is a need to foster coordination across donors and intra-EU in the design and implementation of programmes in the sphere of migration.**

On free movement in particular, ECOWAS's experience shows that free movement is still largely restricted by the lack of access to IDs and limited civil registries, so **technical assistance to IGAD should aim at supporting the building of civil registries.** Further, **the creation of a limited number of well-organised, sustainable crossing points or one-stop border posts** could support real free movement, legal trade and security, without hindering traditional informal movements. During the domestication process, **the IGAD HoMs could promote continuity and trust if endowed with a permanent thematic expert in free movement of persons and in the relevant country's political context, to better take into account asymmetries between countries.** Fostering IGAD's role in following up with member states on the monitoring/implementation of IGAD policies and frameworks will not only be needed on the implementation of the Protocol, but also on the operationalisation of the CRRF in the region.

1. METHODOLOGY AND OBJECTIVES

1.1. CONTEXT

As part of the Monitoring and Learning System (MLS) for the Horn of Africa (HoA) window of the European Union emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF), Altai Consulting is conducting case studies that aim at collecting in-depth qualitative insights on specific EUTF-funded projects or relevant themes.

In April 2018, Altai started developing a longitudinal case study on the Intergovernmental Authority on Development (IGAD) and the support it receives from the EUTF and other donors.

The first round of the case study was conducted in May 2018. It focused on the support received from the EUTF, particularly looking at how the most advanced programmes (in terms of implementation) performed across time, in particular: 'Strengthening the ability of IGAD to promote resilience in the Horn of Africa' and 'Towards free movement of persons and transhumance in the IGAD region'. Data was also collected on support received from other partners. The rationale was that the regional organisation receives funding and other types of support from a wide range of partners, making it interesting to map the different programmes implemented, potential duplications or gaps as well as existing coordination mechanisms across programmes, donors and implementing partners. Through this case study, Altai also sought to get a better understanding of IGAD's internal perceptions on the support it receives from the EUTF, how this support helps (or aims at helping) IGAD to achieve its mandate and strategy, and whether this support focuses on certain parts of this strategy (and which).

The second round of the case study was conducted throughout 2020 and focused on **migration management**, particularly on IGAD's role, now and in the long term, in facilitating safer, orderly, and legal migration in the Horn of Africa, through activities such as capacity building on migration management, building legal frameworks around smuggling of migrants and trafficking in persons, supporting return and reintegration, protection of refugees, etc. This round was updated in the beginning of 2021 to incorporate the progress achieved by IGAD on free movement within the region.

1.2. OBJECTIVES OF THE SECOND ROUND

The second round of the case study aims at updating key findings, particularly:

- **Key achievements, challenges and lessons learnt** from the EUTF-funded programme 'Towards free movement of persons and transhumance in the IGAD region'.
- **Institutional development** and how the support received by IGAD is perceived to have strengthened the regional organisation, according to internal and external (implementing partners, donors) stakeholders.

The objective is also to **draw perspectives on IGAD's capacity to support a better management of migration in the region, and the continuous support this might require, post-EUTF**. In particular, the case study looks at:

- o The **importance of migration management in IGAD's mandate**, and the strategy of the organisation in this field;
- o The **role the organisation could play in facilitating safer, orderly, and legal migration** in the HoA in the medium to long term;
- o **Programme mapping**: a review of current programmes implemented by IGAD in the field of migration management (funded by EUTF or other donors);
- o Institutional building on migration management: **how the support provided by donors aims at enhancing/could enhance IGAD's role** in facilitating safer, orderly, and legal

migration in the HoA, and how IGAD's development of a free movement regime compares to ECOWAS' more advanced experience.

1.3. METHODOLOGY

During the inception phase, the Research Team conducted an extensive desk review of existing documents (from the EU and other sources) to (1) gain a better understanding of current funding and support received by IGAD and (2) delve into the status of EUTF-funded programmes (main achievements, challenges and lessons learnt). The list of key informants and the research tools were also finalised during that phase.

Fieldwork was conducted in Addis Ababa and Djibouti, during which Key Informant Interviews (KIIs) were conducted with stakeholders from a variety of organisations including EU Delegations (EUDs), IGAD, other donors and implementing partners involved with IGAD.

Finally, the reporting phase consisted in analysing and triangulating the data collected to draft the case study.

The case study was updated at the end of 2020 and at the beginning of 2021, particularly on the role of IGAD in the application of the CRRF, detailed in section 3.2., and on the Protocol on Free Movement of Persons in the IGAD Region, detailed in section 4.

2. IGAD'S STRATEGY AND MANDATE ON MIGRATION MANAGEMENT

2.1. IGAD'S MANDATE ON MIGRATION MANAGEMENT

Migration at IGAD is addressed within the Regional Migration Policy Framework (RMPF) that is derived from the African Union's framework on migration adopted in Banjul in 2006¹. IGAD is the first Regional Economic Community (REC) in Africa to adopt a comprehensive migration policy framework.

The framework was adopted by the IGAD Council of Ministers in 2012 and has become the primary IGAD policy reference on migration. The IGAD RMPF provides a comprehensive policy approach that addresses thematic, institutional and other challenges related to migration governance in the IGAD region. The ultimate objective of the RMPF is to realise the well-being and protection of migrants including IDPs (Internally Displaced Persons) 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. This document was drafted in response to the findings of several assessments on migration and population displacement in the IGAD region, as well as an exercise of identification of priorities, conducted at the national level and validated regionally. This is a key aspect of the RMPF: the fact that it was developed in an inclusive manner reportedly ensures its buy-in from IGAD member states. This buy-in is what reinforces IGAD's perceived legitimacy to manage migration in the HoA, according to many stakeholders interviewed for this case study.

The MAP comprises twelve strategic priorities, with clusters of activities constructed around the key components and recommendations of the IGAD RMPF. Priorities include, amongst others, ensuring better management of labour migration, supporting and facilitating the cross-border and internal mobility of pastoralist communities, building national data systems on migration and accelerating economic integration and prosperity through the facilitation of free movement of people in the IGAD region. As the MAP is coming to an end, a new version is planned to be developed.

Table 1: IGAD MAP 2015 – 2020 Strategic Priorities

1. Migration Governance Architecture	7. Internal Migration
2. Comprehensive National Migration Policy	8. Migration Data
3. Labour Migration	9. Migration and Development
4. Border Management	10. Inter-State and Inter-Regional Cooperation
5. Irregular Migration	11. Migration, Peace and Security
6. Forced Displacement	12. Migration and Environment

¹ The *Migration Policy Framework for Africa and Plan of Action* (MPFA, 2018 – 2030) guides the African Union's work on migration. This continental framework also serves as a guide for Regional Economic Communities' own regional frameworks.

2.2. STRATEGY OF THE IGAD MIGRATION PROGRAMME

IGAD created its Migration Programme in 2006 with IOM's support, under a project called the 'East Africa Migration Route'. The Migration Programme, under the Health and Social Development Division, has been leading the organisation's work on migration since then. Originally located in Nairobi, it is since 2018 located in IGAD's headquarters in Djibouti.

Since its creation, the Migration Programme has actively promoted a 'whole of government' approach to migration. To that end, IGAD has worked towards establishing a **regional migration governance architecture** in the region. The Regional Consultative Process (RCP), established in 2008, brings IGAD member states (represented by the Ministries of Interior, Foreign Affairs and Labour, while other ministries can attend according to their thematic areas), development partners and international organisations together. The Regional Migration Coordination Committee (RMCC) is a closed member states session which usually precedes the RCP. These meetings aim at sharing experiences and good practices on migration policy development and enable member states to gather and discuss before presenting any key issues to the audience of the RCP. The RMCC is made of all heads of immigration and, on an ad hoc basis, heads of relevant member states' institutions with migration functions. Both the RCPs and RMCC monitor the progress of the RMPF.

At the national level, IGAD's Migration Programme has been promoting a whole of government approach on migration by supporting, in collaboration with IOM, the establishment of National Coordination Mechanisms (NCMs), which include various sectoral ministries, civil society organisations and/or academic actors. As of 2021 NCMs have been developed or strengthened in certain member states (in particular Kenya and Ethiopia), but are not yet functional and anchored in law in all of them.¹

Within IGAD, efforts have also been made to mainstream migration work across the organisation's different divisions while maximising synergies. This is the objective of the **migration working group, which was created in 2017 with GIZ support** and meets twice a year. The group aims to ensure that all IGAD departments and units are aware of the migration framework and take migration into account as a crosscutting issue.

At donor level, the **IGAD donor migration coordination group** meets twice a year since 2017. It involves IGAD's Secretariat and key donors supporting IGAD (including the EU).

2.3. PERCEPTIONS ON THE ROLE OF THE MIGRATION PROGRAMME

There is a strong perception, both internally and across main development and implementing partners, that IGAD is a key actor to manage migration in the HoA. Different reasons explain this. Among these, member states' buy-in towards IGAD's mandate and strategy on migration management was often highlighted as key during interviews conducted for this case study. As mentioned above, this buy-in was reportedly led by the fact that IGAD defined its priorities through consultative processes involving member states. The same logic applies to the IGAD-led political platforms (RCP, RMMC and NCMs).

Internally, during KIIs conducted for this case study, the Migration Programme team showed significant interest in longer-term and more development-focused migration and displacement programmes. Following the informants' perception that irregular migration arises from a lack of opportunities for young people in the region, the team showed a strong willingness to further work on the root causes of migration. The Migration Programme team thus has a strong ambition to play a larger role in migration management in the region, driven by the perception that IGAD is the (only) legitimate actor to work on

¹ To date, Kenya and Ethiopia have the most advanced coordination mechanisms, while on-going efforts are made to support this process in the other Member states. The process is supported by IOM and GIZ, notably through the EUTF-funded 'Better Migration Management' programme, and by the SDC through the 'Building regional and national capacities for improved migration governance' programme.

migration. According to this team, IGAD has a clear mandate to work on migration in the HoA. It is worth noting that IGAD's establishing agreement of 1986 enjoins member states to establish a free movement regime in persons, trade in goods and services, customs, rights of residence and rights of establishment. According to the Migration Programme team, IGAD's legitimacy is reinforced by its in-house migration expertise and, again, the strong buy-in from member states.

Beyond legitimacy, the Migration Programme team felt that this buy-in was a key reason for involving IGAD in regional migration programmes¹. The perception is that involving a REC supported by its member states is the only way to ensure that efforts invested into improving migration management are sustainable.

On one hand, donors and implementing partners also consider IGAD as a major actor in the field of migration and regional cooperation, and recognise its willingness and legitimacy to be further engaged. Its successful mediation in the conflicts in Somalia and South Sudan, demonstrated ability to mobilise countries to turn political dialogue into action and contribution to developing underfunded cross-border areas, are recognized internationally. Further, IGAD's work on migration has been recognised as the global model for the regional roll-out of the CRRF, and its approach to resilience activities through the IGAD Drought Disaster Relief and Sustainability Initiative (IDDRSI) and the two specialised agencies on livestock and pastoralism and climate change very professional. During KIIs conducted for this case study, many highlighted that involving IGAD is not only important, but necessary. Beyond migration expertise and contextualization, the organisation is considered to give legitimacy to the programmes it is involved in, and to bring in governments' ownership. IGAD's convening power and capacity to bring countries in the region together is recognised by all migration stakeholders as a key and unique strength.

On the other hand, interviewed migration stakeholders outlined IGAD as a relatively weak organisation, in terms of financial sustainability, interdepartmental communication, and corporate abilities. These corporate weaknesses were perceived by several actors as another reason to engage and institutionally reinforce the organisation. However, others felt that these weaknesses prevented the organisation to go beyond its convening power capacity and prevented it from being a reliable implementing partner. IGAD's dependence on external funds questioned member states' buy-in towards the organisation, and was also perceived as detrimental to its capacity to formulate and stick to a clear vision, including in the field of migration.² Relying on donors to such an extent was also regarded as a potential hindrance to efficiency, considering that donors' demands are sometimes misaligned with IGAD's areas of expertise, or create competing parallel structures to those IGAD already has in place. This was highlighted both within IGAD and by key stakeholders, although perceptions differ on the extent to which IGAD's migration strategy was driven by donors' priorities.

¹ For example, the 'Better Migration Management' (BMM), 'Facility on Sustainable and Dignified Return and Reintegration in Support of the Khartoum Process', or the 'Regional Operational Centre in Khartoum in support of the Khartoum Process and AU-Horn of Africa Initiative' (ROCK).

² See Figure 2 in the first round of this case study: donors and member states' contributions and arrears as of 2018.

3. CURRENT WORK ON MIGRATION

3.1. DONOR MAPPING: IGAD'S WORK ON MIGRATION

As of May 2021, IGAD is involved in several migration-related programmes. These are funded by the EUTF, KfW (the German development bank), GIZ (the German development agency), the World Bank, SDC (the Swiss Agency for Development and Cooperation) and SIDA (the Swedish international development cooperation). Some of the EUTF-funded programmes involving IGAD cannot be considered as core migration work: these are therefore not included.¹

Table 2 lists both programmes for which the funds are directly channelled to IGAD and others for which funds are split between IGAD and implementing partners (in which case the split is detailed in the footnotes).

Table 2: Mapping of migration-related programmes involving IGAD and all EUTF-funded programmes involving IGAD (as of May 2021)^{2,3}

Donor	Programme	Implementing partners	Budget	Objective
EUTF	Towards Free Movement of Persons and Transhumance in the IGAD region, 2016-2023	IGAD and ILO	€15M ⁴	Support the adoption of Protocols on Free movement of persons and on Transhumance, and improved opportunities for regular labour mobility.
	Delivering durable solutions to forced displacement in the IGAD region through the implementation of the global compact on refugees (GCR)	IGAD	€3M	Strengthen and implement the IGAD Global Compact on Refugees (GCR) process by reinforcing the regional dialogue on forced displacement, creating strategic partnerships between key actors to improve international responsibility-sharing, and building synergies between regional and national GCR processes.

¹ These are: 1) Strengthening the ability of IGAD to Promote Resilience in the Horn of Africa, 2016-2021, €5M funding from EUTF, implementing partners: IGAD and GIZ; 2) Collaboration in Cross-Border Areas of the Horn of Africa Region (2018-2021, €62M funding from EUTF, implementing partners: IGAD, VSFG, Pact, DRC, GIZ and UNDP); and 3) IGAD Promoting Peace and Stability in the Horn of Africa Region (IPPSHAR) (2018-2022, €33M funding from EUTF, implementing partners: IGAD and ADA).
² Interviews with EUTF, KfW, GIZ, World Bank and SDC staff. The light grey colour indicates programme funded by the EUTF, but which do not focus on core migration work.

³ The 'Better Migration Management' (2016-2019, €46M, implemented by GIZ) is completed and thus not included in the table. In addition, the EUTF Technical Cooperation Facility was used to hire a consultant to draft the Nairobi Action Plan (2017, €23,614), contribute to the costs of the Ministerial Meeting and Heads of States Summit on Solutions for Somali Refugees (2017, €200k), and to cover the costs of thematic meetings and a stocktaking meeting related to the implementation of the Nairobi Action Plan (€242k).

⁴ The initial Action provided for €6M for ILO and €3.6M for IGAD, and the 2020 top-up included an additional €1.85M to ILO and €3.2M to IGAD. Adding to these, €250,000 are attributed to monitoring, evaluation and audit, and €100,000 to communication and visibility.

EUTF and BMZ	Better Migration Management Phase II, 2019-2022 ¹	GIZ	€30M ²	Improve the human rights-based management of safe, orderly and regular migration and support national authorities in addressing the trafficking in human beings and the smuggling of migrants within and from the Horn of Africa region. The programme works closely with IGAD and relies on its Regional Consultative Processes.
EDF	EU response to the health and socio-economic impact of COVID-19 in the IGAD region, 2020-2022 ^{3,4}	UNOPS, IOM, UNICEF, GIZ, Trademark East Africa	€60M	Help mitigate the impact of the COVID-19 pandemic by providing coordinated, coherent, and comprehensive actions across the Horn of Africa. The programme will deliver medical equipment to selected locations, help ensure borders and critical supply chains are safe for trade, and promote digital solutions to monitor the crisis. ⁵
KfW	Regional Migration Fund, 2018 - 2023	KfW	€20M ⁶	Promoting mobility and addressing protracted displacement situations.
GIZ	Strengthening the Capacities of IGAD and its Member States in Support of Regional Migration Policies in the Horn of Africa (SIMPI), 2018-2022 – <i>closely connected to the KfW-funded Regional Migration Fund</i>	IGAD and GIZ	€16M ⁷	(i) Improvement of conditions for the implementation of global, continental and regional frameworks in the field of migration and displacement in member states (ii) Assist IGAD member states in providing basic social services to host communities, refugees and migrants in border regions and cross-border settings; (iii) Improvement of conditions for the sharing of learning experiences and data on migration and displacement in the IGAD region.
World Bank	Development Responses to Displacement Impact Project (DRDIP), 2017-2022	IGAD and the World Bank	€6.5M ⁸	Facilitate learning among member states and by bringing academia, policy makers and development actors together. DRDIP specialises on lessons on how displacement impacts (positive and negative) on host communities are best met by development interventions. DRDIP also established a Regional Secretariat on Forced

¹ The first phase of the Better Migration Management programme (€46M) ran from 2016 to 2019. It aimed to improve migration management and address the trafficking and smuggling of migrants within and from the Horn of Africa through 4 areas of intervention: 1) Policy Harmonisation, 2) Capacity Building, 3) Protection, 4) Awareness Raising. The policy harmonization component is rolled out through the NCMs, and IGAD is granted observer status to the Steering Committee.

² With additional funding from BMZ (€5M).

³ Although not primarily a migration project, this programme identifies refugees, migrants, IDPs and cross-border communities as vulnerable groups who will require additional targeted health and socio-economic support.

⁴ All funds go to UNOPS.

⁵ European Commission, 'EU response to the health and socio-economic impact of COVID-19 in the IGAD region' factsheet.

⁶ All funds go to the Regional Migration Fund.

⁷ All funds go to GIZ who is implementing technical assistance for IGAD

⁸ Funding for this action amounts to \$8M. The chosen exchange rate is \$1 = €0.8 (InforEuro as of March 2021). \$8M go to IGAD, while additional funds are invested by the World Bank in Ethiopia, Uganda, Djibouti and Kenya to improve access to basic social services, expand economic opportunities, and enhance environmental management targeting both refugees and communities that host them. World Bank presentation, 'Development Response to Displacement Impacts Project (DRDIP) – Local Economic Development (LED) – Experiences from the Horn of Africa Context', Gaziantep, Turkey, 21 November 2018.

				Displacement and Mixed Migration within IGAD.
SDC	Building regional and national capacities for improved migration governance, Phase I (2014-2018); Phase II (2018-2021), Phase III (2022-2027)	SDC	€4.5M	(i) Strengthen national and regional migration governance capacities; (ii) Enhance cooperation on South-to-South mobility, and (iii) Increase preparedness in preventing and responding to disaster and climate related displacement.
SDC	FAIRWAY, 2019-2023	ILO	€8M ¹	Improve conditions of labour migration across migration pathways from Africa to the Arab States, focusing on three countries in the IGAD region (Kenya, Uganda, Ethiopia) and two countries in West and North Africa (Nigeria and Morocco). The programme addresses underlying causes of decent work deficits at the recruitment, pre-departure and deployment stages through national-level interventions. In the Arab States, the programme provides continuity to interventions in countries of destination by building on the work of the FAIRWAY Middle East programme (2016-2019).
SIDA	Developing capacity in migration statistics - an institutional cooperation programme between Statistics Sweden, the African Union, and four regional economic communities in Africa including IGAD, 2019-2021	SIDA	€5.4M ²	Improve the availability of regular up-to-date migration statistics (including refugees' statistics) of good quality, for use in developing policies such as the Migration Policy Framework for Africa (MPFA) and the AU's Plan of Action 2018-2030 to adequately address the effects of migration on women and men in Africa. Contribute to improving the situation of migrants and other displaced population in the African continent and maximizing the contribution of migrants to development of the continent, as well as highlighting the gender aspects of migration and displacement.
SIDA	Towards common regional mechanism for refugee management, 2020-2022	SIDA	€3.5M ³	Promote a common approach in the management of refugees and asylum seekers in the IGAD region by promoting fairer and more efficient refugee status determination procedures as well as encouraging member states to collectively reaffirm their commitment to uphold the basic core principles of refugee protection and to collectively work to improve the treatment of refugees in the IGAD region.

¹ Funding for this action amounts to approx. CHF5.5M. The chosen exchange rate is CHF1 = €0.9 (InforEuro as of March 2021).

² Funding for this action amounts to SEK54M. The chosen exchange rate is SEK1 = €0.1 (InforEuro as of March 2021).

³ Funding for this action amounts to SEK35M. The chosen exchange rate is SEK1 = €0.1 (InforEuro as of March 2021).

Most of these programmes are implemented by the Migration Programme team.

3.2. IGAD'S WORK ON MIGRATION: AREAS OF FOCUS

IGAD's current work on migration focuses on three broad thematic areas: migration governance, policy framework around regular migration and durable solutions for refugees.

Migration governance is a focus of IGAD's work on migration. Over the past decade, IGAD has worked towards establishing a migration governance architecture in the region. This includes the RCP, the RMCC and the support/establishment of NCMs at the national level, as detailed in section 2.

This process has been supported by the SDC through the 'Building regional and national capacities for improved migration governance' programme, Phase I which spanned from 2014 to 2018, and Phase II which is on-going as of November 2020. The programme's overall objective is to enhance the capacities of IGAD and its member states to implement the RMPF, promoting cooperation and coordination; as well as building their capacities to address existing gaps in implementation. The programme focuses on different aspects of IGAD's migration governance architecture: NCMs, regional cooperation, and policy dialogues instruments such as the RCP and the RMCC.¹

Insights on the 'Building regional and national capacities for improved migration governance' programme

Key achievements from Phase I of this programme include the establishment of or support to NCMs and NCM-like structures in all the member states; the regular and structured convening of the RCP and the RMCC platforms; the provision of capacity building support; and the building of momentum for developing migration policies² in all IGAD member states³. The established mechanisms and processes are used by several migration actors in the region. For instance, the EUTF-funded Better Migration Management (BMM) programme used NCMs or NCM-like structures, when existing, to roll out its programming at the national level.

Phase II of the programme is on-going. It aims to build on the achievements from Phase I through three outcomes: (1) strengthened national and regional migration governance capacities; (2) enhanced cooperation on South-to-South mobility, and (iii) increased preparedness in preventing and responding to disaster and climate related displacement⁴. Phase II's main objective is to improve the linkages between the established IGAD-led political platforms and migration programmes in the region.

External – notably EU – interests carry significant weight in the RCPs. According to a regional migration governance study, *'the EU, through the IOM and less directly through its aid to the African Union, essentially created IGAD's engagement with regional migration governance from scratch'*.⁵ A first IGAD-IOM Memorandum of Understanding was signed in September 2006 to promote collaboration and cooperation between the two institutions. On 25 March 2021, a new Cooperation Agreement was signed between IGAD and IOM, aiming to strengthen relations between the two organisations and ensure

¹ SDC, 'Building Regional and National capacities for improved Migration Governance in the IGAD region'. Retrieved [here](#) on 5 April 2021.

² The project aimed at drafting and validating a National Model Migration Policy. This was partially achieved as the project supported the development of a draft National Model Migration Policy, which however had not been validated by member states by the end of the project.

³ 'Evaluation of Swiss-funded IGAD Project Entitled 'Building Regional and National Capacities for Improved Migration Governance in the IGAD Region'', June 2018.

⁴ 'IGAD Project Proposal, Improved Migration Governance for Safe, Orderly and Regular Migration', September 2018.

⁵ Lavenex et al., 'Regional migration governance', *The Oxford handbook of comparative regionalism*, 2016.

better strategies are developed ‘to address the current challenges as well as harness the underlying opportunities that migration provides to the region’. As outlined in the Cooperation Agreement, IGAD and IOM will further cooperate in the areas of:

- Adverse drivers of displacement and irregular migration, as well as durable solutions and sustainable reintegration for displaced persons and returning migrants;
- Assistance and protection to at-risk migrants, displaced populations and their communities;
- Health and service delivery to reduce disease-related mortality and morbidity among migrants and mobile populations;
- Facilitating mobility and supporting regional integration;
- Inclusion, social cohesion and conditions that empower mobile populations, migrants and the Diaspora to contribute to sustainable development;
- Reducing the incidence of irregular migration and exposure to related vulnerabilities;
- Promoting whole-of-government structures, coherent policies and normative frameworks underpinning migration;
- Capacity building, research, statistics, data sharing, access and utilisation within and across the IGAD member states.

The partnership will also pay special attention to cross-cutting issues, like human rights, health, gender and climate and environmental changes that impact migration and migration management in the region.¹

Promoting regional integration from the legal mobility point of view: developing regular migration policy frameworks. As mentioned in section 2 of this case study, IGAD’s establishing agreement enjoins member states to establish a free movement regime in persons. In this context, IGAD has been working towards the adoption of a Protocol on Free Movement of Persons in the IGAD Region to foster safe, regular and beneficial migration in the HoA.

This work has been supported by the EUTF through the programme ‘Towards Free Movement of Persons and Transhumance in the IGAD region’, implemented by IGAD and the International Labour Organisation (ILO). The overall objective of this programme is to facilitate free movement of persons in the IGAD region in order to contribute to enhanced regional economic integration and development in the region. This programme is reviewed in more details in section 4.

IGAD has also recently committed to discussing with the GCC on developing a harmonised approach to labour migration.² In GCC countries, labour migration is regulated by existing bilateral labour agreement (BLAs) which mostly focus on domestic workers who are traditionally women, and there is reportedly still a lack of legal opportunities for male migrants.³ In addition, BLAs give individual African countries less weight and leave them in a ‘take it or leave it’ negotiation positions with GCC countries, as opposed to Asian countries which benefit from the Colombo Process.⁴ For instance, the minimum wage for Ugandan nationals in Saudi Arabia is \$200 while that for Filipinas is \$400.⁵ Several interviewees pointed to the need to focus on BLAs and the potential for IGAD to negotiate a similar uniform agreement for the region. Overall, the issue of skills development and certification, and especially for the youth, was mentioned as an important point to be addressed in this context, especially in light of the apparent oversupply of low-skilled migrants in certain GCC countries and increasing demand for mid- to high-skilled migrants. In addition, low-skilled migrant workers are vulnerable to exploitation, with issues of mass expulsions, detention and trafficking reported. Finally, the regulation of private employment agencies, many of which charge excessive recruitment fees, was mentioned as

¹ IGAD and IOM Press release, ‘IGAD and IOM Strengthen Relations through Cooperation Agreement’, 25 March 2021.

² Interview with key informant from the EU.

³ Interview with key informant from UN agency.

⁴ Interviews with key informant from UN agency and EU.

⁵ Laiboni, N., ‘A Job at Any Cost’: experiences of African women migrant domestic workers in the Middle East’, 2020.

a priority. The COVID-19 context exacerbates the issue, as many migrants were reportedly sent home without wages but large recruitment fees to reimburse. In some countries, such as Uganda, recruitment agencies were also involved in trafficking cases.¹

Finally, forced displacements and durable solutions for refugees. IGAD, with support from GIZ, the EU and the United Nations High Commissioner for Refugees (UNHCR), has played a key role in the regional application of the Comprehensive Refugee Response Framework (CRRF), following its adoption by UN member states in 2016. **The CRRF's application has largely focused on local integration and the self-reliance agenda** at the country level in HoA countries. The CRRF approach builds upon several themes, including a **whole of government approach, integration of refugees into national systems, a whole of society response, global responsibility and burden-sharing** and involves **integrated development programming benefitting refugees and host communities alike**. The targeting of host communities in addition to refugees, as well as direct policy and programming support to capacity building of local and national institutions, can be safely assumed to have fostered buy-in and ownership by the countries in the region.

The Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia and its comprehensive Plan of Action were adopted during the March 2017 IGAD Heads of State and Government Special Summit on Durable Solutions for Somali Refugees. From this Plan of Action stemmed two Declarations: (i) the Djibouti Declaration on Regional Refugee Education (December 2017) and (ii) the Kampala Declaration on Jobs, Livelihoods and Self Reliance for Refugees, Returnees and Host Communities (March 2019).

In March 2018, the first regional stocktaking meeting took place in Nairobi to review progress made in delivering the Nairobi Declaration and Plan of Action. The *First Progress Report of the Nairobi Declaration and Plan of Action*² calls for a shift in thinking towards further investing in longer-term development initiatives to provide more lasting solutions to both refugees and IDPs and their respective host communities. As such, the report highlights the work done by IGAD with support from the World Bank through the DRDIP programme, which aims at supporting livelihood activities for host communities and refugees to increase their incomes and expand their economic opportunities.

Insights on IGAD's role in the operationalisation of the CRRF in the HoA

IGAD was involved in following up on the Djibouti and the Kampala Declarations, particularly their implementation status at the national level, which it did by convening technical follow up meetings. In 2018 and 2019, IGAD convened four technical follow up meetings on the Djibouti Declaration, which were attended by IGAD member states, the EU, the World Bank, and several UN agencies (UNHCR, UNESCO, UNICEF). A virtual follow up meeting on the Kampala Declaration is planned to take place at the end of April 2021. The EUTF contributed to supporting these meetings through its Technical Cooperation Facility. For instance, the 'Implementation of the Nairobi Plan of Action' assisted IGAD in hosting a meeting on education and another on jobs and livelihoods.

IGAD also supported member states in planning the operationalisation of these two Declarations. The organisation provided technical support for member states to develop costed action plans linked to the two Declarations, and convened meetings attended by IGAD and member states to validate these plans. This was done through the GIZ-funded SIMPI programme, and through EU support.

According to some informants interviewed for this case study, IGAD played a visionary role and positioned itself as a key partner to work with on the implementation of the CRRF in the region. This

¹ See for example United Department of State, 'Trafficking in persons report', 2020. The EUTF-funded BMM programme supported CSOs to raise awareness on risks and developed a hotline for migrants subject to these risks.

² IGAD, 'First Progress Report: Nairobi Declaration and Plan of Action on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia', March 2018.

was also outlined in a 2019 study¹ conducted by the EU Research and Evidence Facility (REF), which mentions that *'IGAD has been instrumental in creating the political space to build consensus around refugee issues, has highlighted the contributions that refugees make to host economies, and put the CRRF on the regional political agenda'*. IGAD's engagement on forced displacement through the Nairobi Process is deemed by some to have contributed just as much if not more to changes in the legislation for refugees in the Horn of Africa as the CRRF, which came in later to support the Process together with the Global Compact on Refugees and the new IGAD Support Platform. The latter was launched in December 2019 and brings together humanitarian and development organisations, private sector partners, and donors committing to provide concrete financial and development support to refugees and their hosts in the East and Horn of Africa. The Platform coordinates the delivery of this technical and financial support to channel it to the most needed areas.

Next steps will need to focus on transcribing the developed policy frameworks on the CRRF into concrete implementation at the national level. A ReDSS brief from June 2018² indeed points to a disconnect between policy development processes and the operational reality, with policies changing faster than implementation, as well as a disconnect between political discussions held in capitals and the reality in districts/counties' levels. Not everyone agrees on what role IGAD should play in that process. Some informants interviewed for this case study felt that, with additional support from donors, IGAD could play a key role into further engaging with member states to follow up on the implementation of the CRRF policy frameworks. However, the 2019 REF study recommends IGAD to *'continue to play to its strengths by maintaining the focus on soft diplomacy rather than seeking to force member states to implement their commitments'*.

Update: the EU has approved a €3M direct EUTF grant to IGAD aiming to strengthen and implement the IGAD Global Compact on Refugees (GCR) process by reinforcing the regional dialogue on forced displacement, creating strategic partnerships between key actors to improve international responsibility-sharing, and building synergies between regional and national GCR processes. The contract was signed in April 2021.³

3.3. IGAD'S WORK ON MIGRATION: TYPES OF DONOR SUPPORT

Donors support IGAD in different manners. Some programmes mostly focus on **reinforcing the organisation institutionally**. In other cases, donors provide **direct monetary transfers** to support the organisation's operating costs (salaries, meetings, etc). This was the case of the EUTF Technical Cooperation Facility support on the operationalisation of the CRRF, which is completed.⁴

Part of the support directly funds **implementation** and supports IGAD's role in fostering policy dialogue between IGAD member states, developing migration policy frameworks, establishing or strengthening regional or national migration governance platforms.

Certain donors try and find different ways to work with the organisation. As such, the KfW-funded Regional Migration Fund (RMF) programme aims at giving IGAD a strategic decision-making position. While the fund management is given to a third party, Danish consulting firm Niras, the aim is to have IGAD identify and select which migration projects should be funded by the RMF. With Niras' support, a Fund Management Unit has been established, operating under the umbrella of IGAD. As of May 2021,

¹ EUTF Research and Evidence Facility, 'Comprehensive Refugee Responses in the Horn of Africa: Regional Leadership on Education, Livelihoods and Durable Solutions', December 2019.

² ReDSS, 'Implementation of the CRRF in East Africa: Supporting a 'whole of society' approach', June 2018.

³ Document of Action, 'Delivering durable solutions to forced displacement in the IGAD region through the implementation of the global compact on refugees (GCR)'.

⁴ This includes the following completed contracts: Consultant, IGAD Summit on Solutions for Somali Refugees; IGAD Summit on Solutions for Somali Refugees; Implementation of the Nairobi Action Plan.

the RMF had received a €20M grant seed from KfW, with the objective to attract other funds in the future. According to KfW, the objective of giving IGAD a decision-making position is to ensure its ownership while strengthening it by mentoring its staff throughout the programme.

4. FOCUS ON THE EUTF-FUNDED FREE MOVEMENT OF PERSONS AND TRANSHUMANCE IN THE IGAD REGION¹

Table 3: 'Free Movement' programme, description of action

<p>Context: This programme contributes to EUTF Strategic Objectives (1) Creating greater economic and employment opportunities through promoting the progressive establishment of a free movement regime within the region); (2) Strengthening resilience of communities and in particular the most vulnerable including refugees and other displaced people (in this specific case, pastoralists); and (3) Improving migration management (in this case, by laying the ground for a better system of legal migration among IGAD countries).</p> <p>It is also aligned with the Joint Valletta Action Plan priority domains (1) Development benefits of migration and addressing root causes of irregular migration and forced displacement and (2) Legal migration and mobility.</p>	
<p>Objective: Facilitate the free movement of persons in the IGAD region in order to enhance regional economic integration and development. To this effect, this programme supports the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them, and to improve opportunities for regulated labour mobility. The finalisation of the Protocols includes broader negotiations with different stakeholders whose mandates are linked to free movement to build consensus on the various components towards its finalisation.</p>	
<p>Budget: €15M</p>	<p>Timeline: 2016-2023</p>

Note: the programme tackles both the free movement of persons and transhumance in the IGAD region, which are covered by two different IGAD Protocols. This case study mostly focuses on the free movement of persons in the IGAD region and its corresponding Protocol, as the objective of the case study is to focus on IGAD's role in terms of managing safe, orderly and legal migration of people in the region.

According to the EUTF mid-term evaluation (2021), the 'Free Movement' programme counts among the programmes through which the EUTF has been particularly successful in promoting regional collaboration, coordination and information exchange that are critical for improved cross-border migration governance.²

The programme is divided into two different projects:

- **An indirect management of €7.85M to ILO**, with the aim to improve opportunities for regulated labour mobility. This was originally composed of two components: (1) **knowledge-building**, to deepen understanding on migration and labour market dynamics in the region to feed into the implementation of the Protocol; and (2) **operational implementation**, a pilot intervention in the Ethiopia-Sudan migration corridor that sought to create employment for migrants and potential migrants through value chain development. Following the ROM review (October 2018), the

¹ For ease of reading, this programme will be called 'Free Movement' programme throughout this report.

² GDSI, 'Mid-term Evaluation of the European Union Emergency Trust Fund for Stability and Addressing Root Causes of Irregular Migration and Displaced Persons 2015-2019', February 2021.

programme was restructured, and component (2) was entirely redesigned: Activities under component (1) were maintained, and ILO conducted the four main research pieces. Component (2) was reoriented to better support the momentum gained towards the national consultations and upcoming negotiations on the Protocols on Free Movement of Persons and Transhumance. As such, ILO's work shifted towards providing technical assistance towards finalisation, adoption, and preparations for the implementation of the Protocols by IGAD member states, as per the project's Result 2: *Key labour market actors in the region have increased capacity to collect and analyse labour migration and labour market indicators.*¹

- **A direct grant of €6.8M to IGAD**, the objective of which is to support the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance. This includes developing and adopting a road map for the different negotiation phases of the Protocol, conducting national and regional dialogues and negotiations to draft and reach an agreement and finalise the Protocols.

Status of the programme at the time of the case study (June 2021)

The IGAD Protocol on the Free Movement of Persons was endorsed by all member states in February 2020. A top-up of €5M was granted to the programme in July 2020, extending it to 2023 to support continued dialogue and national level implementation of free movement. Under the new Description of the Action, in addition to continuing activities introduced during the first phase, the two projects have the following new tasks:

IGAD will be responsible for organising an IGAD Ministerial Committee and IGAD Assembly of Heads of States on free movement of persons, transhumance and labour migration governance, supposed to take place in May or June 2021 according to the work plan. Assessments will be conducted on the capacity of national citizen identification and registration institutions in selected IGAD member states, as well as on a regional action plan for border governance, which will further be developed. Capacity building for IGAD member states is also included in the addendum, aimed at the personnel dealing with movement of persons, experts on migration and frontline officers through trainings and learning missions.

In addition, significant work will be done at the borders (specifically the Karamoja cluster and Ghelafi) including developing regional border Standard Operating Procedures (SOPs) to support the harmonisation of national entry and exit procedures in accordance with the Protocol. These will be domesticated through the establishment of a Technical Working Group on Border Management (TWGBM) within the NCMs. Finally, IGAD will deepen its engagement with member states' capital cities, a process that started at the beginning of the programme with the national consultations. Once the Protocol is signed, most activities will take place at member state level; therefore, IGAD and governments' technical experts will need to closely coordinate around domestication of the Protocol. To facilitate this interface, IGAD is establishing offices in each member state headed by Heads of Mission (HoMs).²

ILO will provide capacity building to a variety of stakeholders. The IGAD Secretariat, Member State experts, labour attachés and consular officials and training institutions will receive training on a range of subjects linked to labour migration, its governance and related aspects in the process of ratification and domestication of the Protocol on Free Movement of Persons. Journalists in the IGAD region will be supported on media reporting on fair recruitment and forced labour, and national statistical offices

¹ Concept Note for the Reorientation of the EU project Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regulated Labour Mobility, April 2019.

² Interview with a key informant from a regional organisation.

on the collection and analysis of data on fair recruitment and forced labour. In addition, ILO will offer technical assistance to the Confederation of IGAD Employers and HoA Confederation of Trade Unions (HACTU) to facilitate their participation in national and regional policy dialogues on labour migration governance matters, and organise regional and national IGAD tripartite partnership forums for IGAD member states, trade unions and employers' federations. Finally, ILO will support three member states to review, amend, or develop regulatory frameworks on labour migration and mobility in the context of COVID-19, and conduct a rapid assessment to examine the impact of COVID-19 on migrant workers. The results will contribute to supporting member states in implementing employment and skills measures to address migrant workers' needs, thus building on the Youth Skilling and Employment Initiative initiated during the first phase of the action.

Key programme achievements

- The draft Protocol was reviewed at regional and national levels, thanks to an effective consultative process with IGAD's member states. It was endorsed by all member state technical ministries in February 2020, and it is now the programme's task to present it to the Council of Ministers of Foreign Affairs, which is responsible of adopting and signing the Protocol.
- The roadmap for the implementation of the Protocol was endorsed by the IGAD Committee of Ambassadors and Ministers in charge of migration and labour in November 2020. It is the strict phased blueprint for implementation of the Protocol in sequence of activities and outlines four phases to be incrementally completed between 2028 and 2037: i) the right of entry and abolishment of visa, ii) the right to movement of workers, iii) the right to residence, iv) the right to establishment. The roadmap is still to be validated by member states' experts and then adopted by the IGAD Council of Ministers and Assembly as an annex to the Protocol.¹
- ILO finalised several pieces of studies, although not all have been published yet. The study on the interaction between climate change, labour markets and migration in the IGAD region was completed in 2018. The scoping study on skills development and recognition and eight Labour Migration and Mobility Governance assessments were finalised and their findings disseminated during a tripartite plus validation workshop in May 2019. The seven Labour Market Analyses assessing labour mobility potential among IGAD member states and the rapid assessment of the impact of COVID-19 on migrant workers from the IGAD region were also completed, but remain to be published. The studies were shared with the IGAD Secretariat and informed revisions to the Protocol. Further, member states extensively used their findings in closed doors discussions regarding the alignment of their legislation with the Protocol.
- ILO's studies and technical inputs feeding into the consultation and negotiations around IGAD's Protocol have initiated processes and discussions at national and regional levels on labour migration and mobility, with several member states showing interest in rethinking or developing labour migration policies. In particular, an important forum facilitating such discussions was launched by ILO in collaboration with IGAD and the ITC-Turin in 2019. The IGAD-ILO Labour Migration Experts Reference Group (LMERG) is composed of 36 experts from the Ministries of Labour, Ministries of Foreign Affairs and Ministries of Interior of the IGAD member states, the IGAD Secretariat and selected training institutions working in the field of labour migration and mobility governance in the region. ILO supports it through various trainings with the aim of improving its sustainability.

Main challenges

Operational

¹ The East African, 'IGAD and legal policy experts now validate visa-free movement', 23 November 2020.

- IGAD's project reportedly suffered from under-staffing, especially with regards to junior staff, resulting in the IGAD's project manager having to carry out secretarial tasks including logistical arrangements.
- Restrictions imposed in all member states to contain the spread of COVID-19 prevented the organisation of meetings and workshops during 2020. While both implementing partners were able to adapt by using online communication platforms, the limited in-person interactions and lack of appropriate connectivity created a barrier to capturing behind-the-scenes politics, and to consulting, convincing and lobbying in a flexible manner.

Design

- ILO was supposed to have an office within IGAD premises, but IGAD was unable to provide office space that responded to UN security standards. Therefore, at the beginning of the programme, ILO's team was based in Addis Ababa while IGAD's Migration Unit and the EUD managing the programme were located in Djibouti, making coordination challenging. While an ILO project team was later moved to Djibouti, ILO's management is still based in Addis Ababa, resulting in potential coordination challenges at the 'higher' political level.
- Under pressure to quickly mobilise resources during the first months of the EUTF implementation, the programme was reportedly formulated hastily, with limited consultations between the IGAD Secretariat and ILO. This resulted in a lack of clear understanding between the EU and ILO, and contributed to the need to reorient the project in 2019. In addition, the relevance of the planned activities and the feasibility of some of them was not sufficiently tested with the stakeholders and actors on the ground.¹
- There was a general understanding across IGAD and the EU that the EUTF programme was the first step of a longer process for the HoA to adopt a free movement regime. Next steps include ensuring all the member states adopt, sign and ratify the Protocols, and finally implement them. The July 2020 top-up provides for additional support towards these next stages, which remain the most challenging. Indeed, IGAD's institutional set-up means that the Protocol will only become mandatory if ratified by all member states, a decision that will probably be slow as political tensions and competing priorities will take precedence, including the fight against transnational crime and border security. How member states feel about free movement is also likely to change with the impact of COVID-19 on national economies, an issue that is currently being examined through an impact assessment conducted by IGAD.

Implementation

- According to the ROM² review of the programme's ILO component, which was performed in 2018, there were '*extremely severe*' delays on ILO's side. Component (1) was significantly delayed, which made the research lose its relevance, as it was supposed to feed into the finalisation of the drafting of the Protocols. Component (2) had not started at the time of the ROM (19 months into implementation) due to delays in recruiting ILO staff and technical difficulties in the research component. It is worth noting that these technical difficulties could

¹ GFA Consulting Group, 'Final Evaluation of the Action Towards Free Movement of Persons and Transhumance in the IGAD Region (Multi-Country)', 2020.

² Results-Oriented Monitoring. A ROM review is an external and impartial assessment of an ongoing intervention, aimed at enhancing results-based management. ROM monitoring missions are organised on a needs basis and are different from evaluations missions.

have been foreseen, according to the ROM. The ROM findings however led to a reorientation, as explained in the best practices and lessons learnt box below, and are therefore not applicable to the current situation.

- The robustness of the programme’s M&E framework could be improved. As a consequence of the hasty formulation of the Action, no baseline was developed (however, in some cases this was impossible given the state of migration statistics in the region) and no professional monitoring system was established.¹ In addition, performance indicators were ill-defined: unrealistic timeframes were set, and indicators were deemed vague and purely quantitative (e.g. number of meetings, number of SOPs), failing to adequately measure the quality of the work delivered, such as the outcome of the negotiations or the values of the studies. One complication stems from the fact that there is one overall logical framework for the programme, covering both components, in addition to the two separate project logframes. The relation between the two project logframes and the common logframe is unclear, making it difficult to understand how concrete project activities contribute to the outcomes identified in the programme’s Action document.
- In the initial phases of the programme, the EUD experienced staffing gaps and lacked a project manager fully in charge of the programme. This limited contact and communication with both implementing partners.
- The programme experienced delays due to external factors. Fragile situations, political tensions and lack of security, including major bombings in Somalia, meant that IGAD officers experienced difficulties in obtaining sufficient protection to travel and hold meetings.
- ILO depends on IGAD’s political commitment or approval to conduct certain activities since ILO does not have the mandate to lead political and policy processes.
- While ILO and IGAD cooperate through joint technical planning meetings and implementation of activities, the EUD is pushing for more commitment, for instance with the ambition of planning a joint projects’ steering committee, but this has not materialised yet.

Table 4: 'Free Movement' programme, best practices and lessons learnt

Best Practices
<ul style="list-style-type: none"> - The programme approach showed significant flexibility, as the ILO component was entirely restructured and better staffed following the ROM review recommendations. The programme reorientation was consultative and based on close coordination between the EUD, ILO and IGAD. Following this process, ILO has been delivering satisfactorily, despite still lagging behind on certain aspects as they catch up with the delays and confront the challenges posed by the pandemic. The dialogue on the Protocols has been mainstreamed into the IGAD migration governance architecture. Existing platforms (RCP, RMCC and NCMs) were used to foster awareness and political mobilisation. - Member states’ ownership (Ministries of Foreign Affairs and Ministries of Interior) was ensured through an inclusive consultation methodology.

¹ GFA Consulting Group, 'Final Evaluation of the Action Towards Free Movement of Persons and Transhumance in the IGAD Region (Multi-Country)', 2020.

- The EUD appointed a project manager in September 2019 to be entirely responsible for the programme. This coincided with the appointment of a new project manager in the ILO project team, with no connection to the background of the project. This allowed all parties to ‘start on a new page’, with better and more frequent information sharing and the EUD being very hands-on and attending all national meetings.
- The EUD and EUTF allowed for the quick realisation of the top-up, thus avoiding a gap in programming.

Lessons learnt

- Part of the value added that IGAD delivered on was its convening power and capacity to trigger dialogue, while ensuring member states’ ownership.
- The success of the project seems to heavily rely on certain key personnel (especially on IGAD’s side), which was perceived by key informants as structurally dangerous.
- Hiring additional staff on IGAD’s side could free up time for senior project management to focus on strategic oversight versus lower level tasks. Such a provision is included in the extension.
- There is a need for the project teams to be trained on the European Commission rules. IGAD would benefit from learning how to report (especially financially), submit requests (for addendums for instance), reallocate budgets according to these procedures and regulations. ILO is a larger organisation and thus has more internal support and experience with EU procedures. Further, the Delegation Agreement (as opposed to IGAD’s grant contract) gives them more financial flexibility and less detailed requirements in terms of reporting.
- When a programme design includes the implementation of two parallel and interlinked projects (as it is the case here between the two ILO and IGAD contracts), there is a need to set up concrete coordination mechanisms between the implementing partners, and with the EUD. The second phase of the programme and corresponding Document of Action was designed jointly by ILO and IGAD, contrary to the first phase. Although limited by its reliance on IGAD’s political approval for the delivery of certain activities, the role of ILO is clear and acknowledged. Namely, it supports the IGAD Secretariat and each member state in labour, migration and mobility governance, providing capacity building through specialised groups for member states, and conducting studies to inform the Protocol.
- The relocation of an ILO project team to Djibouti in September 2019 improved coordination and communication at project management level between ILO, IGAD and the EUD. This was however a temporary set-up, resulting in ILO staff ‘drifting around’ between different locations until COVID-19 hit the region and remote work was instituted. Recently, offices have been approved in the UN premises in Djibouti for ILO to move into permanently when the pandemic allows it.
- To contribute to programme sustainability and transparency, there needs to be a robust M&E system in place, planned jointly between ILO and IGAD, with accurate logframes reflecting programme planning. This would help manage the programme more efficiently, as well as define a clear exit strategy. In this case, there was no technical or financial plan in place in the design of the programme to ensure that once approved, the Protocols would be adopted, ratified and implemented by member states.

4.1. REGIONAL FREE MOVEMENT: IGAD AND ECOWAS

While IGAD is just starting its journey towards the ratification, domestication and implementation of the Protocol on Free Movement of Persons, other RECs are more advanced. In particular, the Economic Community of West African States' (ECOWAS) own Protocol relating to the Free Movement of Persons, Residence and Establishment, endorsed 40 years before IGAD's, is the first regional free movement protocol in Africa. In 2000, ECOWAS introduced a uniform passport, which has been issued by all but one ECOWAS member state.¹ Thirteen years later, ECOWAS introduced its biometric ID card to replace travel documents.² Since 2015, the 10th EDF-funded 'Free Movement and Migration in West Africa' (FMM) programme supports, among other themes, regional free movement in West Africa. While consultations between IGAD and ECOWAS were planned to take place during the first part of the 'Free Movement' programme to gauge if any lessons could be learnt and best practices shared, this never materialised. This case study provides an opportunity for offering a concise glimpse into the similarities and differences between each REC's experience with regional free movement, and draw preliminary conclusions on elements which will need specific attention for the implementation stage of the IGAD Protocol.

1. INSTITUTIONAL SET-UP AND HISTORY

ECOWAS and IGAD were established in different contexts and with different objectives. ECOWAS was built in 1975 to enhance regional integration, economic cooperation and development in the region. Facilitating the free movement of persons and labour was thus embedded in its mandate from the beginning, in a context of regional trade integration. With its long history of migration governance, today ECOWAS has well-established formal structures responsible for the management of migration. It has a Commission and a community levy that allows it to be self-sustaining, although it should be noted that in the last 16 years, Nigeria's contribution has represented 40% of the total payment by all fifteen member states.³

IGAD was established to supersede the former IGADD (Intergovernmental Authority on Drought and Development, 1986), whose foundational aim consisted in controlling the severe droughts that afflicted the region and addressing food insecurity, ecological degradation and economic adversity. IGADD evolved into IGAD in 1996 and produced a broader mandate focusing on promoting regional cooperation in the priority areas of food security and environmental protection, economic cooperation, regional integration and social development, peace and security, and became a REC soon after. According to a study,⁴ IGAD was not '*originally meant to be a REC*' but '*donor finance and continental objectives create pressure for IGAD to 'look like a REC*'. IGAD however has '*few systematic, institutionalised approaches to addressing regional common interests*'. Rather, it mostly functions through ad hoc processes and informal cooperative arrangements. IGAD has a Secretariat which can only make non-binding recommendations, and thus has limited overarching decision-making authority on policy matters in member states. Thus, while it is relatively easy to agree on recommendations, these will only become mandatory once ratified by all member states, hence several interviewees' concerns about the actual implementation of the Protocol.⁵

¹IBF International Consulting, 'Needs assessment study for the development and implementation of legislation and strategies to counter migrant smuggling covering Côte d'Ivoire, The Gambia, Guinea and ECOWAS', July 2018.

² IBF International Consulting, 'Needs assessment study for the development and implementation of legislation and strategies to counter migrant smuggling covering Côte d'Ivoire, The Gambia, Guinea and ECOWAS', July 2018.

³ The Guardian, 'Nigeria contributed \$1.17bn to ECOWAS in 16 years', 29 July 2020.

⁴ ECDPM, Jean Bossuyt, 'The Political Economy of Regional integration in Africa - The Economic Community of West African States (ECOWAS)', 2016.

⁵ Interview with key informant from a regional organisation.

2. MEMBER STATES' ECONOMIC AND SECURITY CONCERNS

The endorsement of the Protocol on Free Movement of Persons in the IGAD Region came at an opportune time, amidst the relaxed standoff between Ethiopia and Eritrea, the peace process in South Sudan and Sudanese President Hamdok's chairing of IGAD; these political processes gave a new impetus to the issue of regional integration and free movement in particular. However, concerns voiced during the three negotiation phases leading to the endorsement reflected an unwillingness to compromise on issues of sovereignty and the fear of free movement arrangements on labour markets.

In IGAD, on one hand, member states with stronger economies fear an influx of migrants from poorer countries taking over local jobs. On the other hand, weaker economies are concerned that regional free movement will overtake local economic opportunities. During negotiations, South Sudan voiced significant reservations regarding free movement's consequences on labour and trade, considering its local workforce's inability to compete with foreigners. To mitigate these concerns, two national consultations were organised instead of one, and the Protocol was revised to incorporate South Sudan's perspectives and secure the country's approval.¹ Some interviewees received the endorsement of the Protocol with caution, seeing it as an 'easy' agreement to make, and not necessarily a proof of member states' recognition of the benefits of free movement within IGAD. Indeed, it seems that some member states' interests lie more with free movement beyond the region, such as between RECs, with the Middle East or the EU, rather than within IGAD. Adding to this, member states' security concerns about free movement contravening their efforts towards fighting transnational crime, smuggling and trafficking were underlined as still being very present.

The fear of competition over job opportunities resonates in ECOWAS with regards to Nigeria's dominance. The low trust among member states – exacerbated by the heterogeneity within the community in terms of size, political and legal systems and languages – translates into a lack of political will to fully implement the Protocol; indeed, while all citizens can enter other countries for up to 90 days without visa and can work and reside in other member states, the last phase of the Protocol – the right of establishment, including access to non-salaried activities, the creation and management of enterprises and companies, and the principle of non-discrimination – is still not realised, and the implementation of domestic laws in some ECOWAS countries – like Niger's Law 2015-36² for example – de facto contravene the Protocol.

3. INFORMATION AND OUTREACH

A disconnect between RECs and member states is prominent in both cases, resulting in inadequate information sharing and coordination. Although ECOWAS has greater capacity than IGAD, it seems to face comparable difficulties when it comes to outreach at member state level. Indeed, no responsible institutions have been established within member states to oversee coordination on regional free movement among ECOWAS member states. National contact points exist within the Migration Dialogue for West Africa (MIDWA) platform, established in 2001 to promote cooperation between ECOWAS member states, third countries and other international consultative forums on common migration issues which cannot be solved at national level and require regional answers.³ However, these contact points

¹ Interview with key informant from a regional organisation.

² Interview with key informant from a research institution. MMC, 'Players of many parts: the evolving role of smugglers in West Africa's migration economy', May 2019: Niger's Law 2015-36 'outlaws the smuggling of migrants. The aim is to "prevent and fight against all kind of illicit migrant smuggling" (Article 1). It defines migrant smuggling as "the act of ensuring, in order to make a [profit], the illegal entry in a country of a person who is neither a national nor a permanent resident of this country" (Article 3). Convicted smugglers face penalties of five to thirty years of incarceration, a fine of up to 30 million CFA francs (US\$51,000) and the impounding of the vehicle used to transport migrants (Articles 10, 17, 18). Even "the attempt to commit the abovementioned offences is liable to the same punishments" (Article 13)'.

³ IOM, 'Migration Dialogue for West Africa'. Retrieved [here](#) on 5 April 2021.

are not authorised to ‘translate and follow up on political decisions and operations taken at regional level’.¹

Further, the overall opposition between the Anglophone block, led by Nigeria and Ghana,² and the francophone block, led by Senegal and Côte d’Ivoire,³ complicates coordination across the region. Member states make relatively little effort to educate citizens, who often lack basic information about what is required to visit another ECOWAS country. Uptake of IDs by the population remains low, worsened by their high cost⁴ and by limited civil registries.⁵ As a result, visa costs end up being replaced by informal ‘fees’ paid directly to border controllers,⁶ which greatly hampers free movement at land crossings^{7,8}.

At IGAD, insufficient member state involvement means national governments are sometimes not aware of IGAD’s engagement in different policy areas. In particular on regional free movement, there are still different dynamics at play with regards to governments’ perceptions of its benefits; for instance, Kenya, Uganda and South Sudan, which already practice free movement as part of the East African Community (EAC), recognise the positive impacts of such a regime. Other economies like Ethiopia’s have laws in place that are prohibitive to free movement and will thus need to amend them. However, a considerable step has been taken towards improving IGAD’s outreach to its member states through the appointment of IGAD HoMs in each of their capitals, who will be able to guide member states more closely in the implementation of the Protocol.⁹ The formal appointment of HoMs and their approval by member states is still ongoing at the time of drafting this case study.

4. DEPENDENCE ON DONORS AND LACKING RESOURCES

Although ECOWAS is still relatively dependent on donors for programmes and member states do not always realise their commitments, the REC mobilises a considerable part of its budget through a formal community levy on imported goods, thus increasing its ability to act autonomously.^{10,11}

In IGAD, the challenge is twofold. First, lack of financial support by member states means significant resources and time are spent searching for donors. Overly reliance on external funding results in the obligation to respond to demands which can sometimes be a hindrance to efficiency,¹² a short-term project-driven logic, and prioritising communications towards donors rather than member states. However, IGAD’s Executive Secretary’s decision to set up IGAD Missions in each member state is expected to positively impact member states’ budgetary support to IGAD. At a budget planning meeting held end of March/beginning of April 2021, almost all member states agreed to make their payments to IGAD; it will then be the role of the HoMs to follow up on this.¹³ Second, the small Migration Programme team has limited capacity, including to liaise effectively with member states in order to build awareness

¹ Clare Castillejo, ‘The Influence of EU Migration Policy on Regional Free Movement in the IGAD and ECOWAS Regions’, November 2019.

² Interview with key informant from UN agency.

³ Interview with key informant from UN agency.

⁴ The ECOWAS Travel Certificate costs €18.35 for a four-years validity. IOM, ‘Enabling a better understanding of migration flows and its root causes from Nigeria towards Europe’, 2017.

⁵ Interview with key informant from a research institution.

⁶ Zanker, F., ‘The Politics of EU and African Migration Governance: From Rhetoric to Practice’, 2017.

⁷ Interview with key informant from UN agency. ‘63% of Gambians find it difficult to cross international borders to work/trade in other WA countries.’ from Afrobarometer, Charles Ebere, ‘Gambians see sharp decline in emigration, though interests in leaving remains high’, 21 December 2018.

⁸ Interview with key informant from UN agency.

⁹ Interviews with key informant from a regional organisation.

¹⁰ ECDPM, Jean Bossuyt, ‘The Political Economy of Regional integration in Africa - The Economic Community of West African States (ECOWAS)’, 2016.

¹¹ Tralac, ‘Political economy analyses of the African Union and regional economic communities in Africa’, 2016.

¹² Interview with key informant from a regional organisation.

¹³ Interview with key informant from a regional organisation.

and support for the Protocol in the lead up to its adoption, and to provide ongoing guidance on ratification and implementation.

5. EU PRIORITIES

At ECOWAS, the FMM programme includes the development by ICMPD of a Border Management and Free Movement Manual at the ECOWAS level, as well as actions aiming to enhance labour migration with a focus on the informal sector. However, the programme mainly addresses border management-related issues. In parallel, EU bilateral engagements with ECOWAS member states involve the securitisation of borders and a focus on migrant smuggling and campaigns on the risks of irregular migration. In principle, this could contribute to free movement, by diminishing corruption for instance, and as the campaigns often include a component of awareness raising on free movement. In practice however, as demonstrated above, since ECOWAS citizens have limited access to IDs, border management within ECOWAS tends to prevent free movement. Further, bilateral agreements are often not coordinated with ECOWAS and focus on certain countries of interest (e.g. Niger) to the detriment of others (e.g. Sierra Leone) which suffer from delays in terms of infrastructure- and capacity-building as a result.¹ Current border management initiatives seriously hamper regional harmonisation and do not seem to be implementing specific activities dedicated to mitigating corruption at border posts (both for authorities and border communities).

On the IGAD side however, there seems to be overall agreement among IGAD and EU stakeholders that regional free movement serves both regional and European interests. IGAD's geographical coverage has priority in the EU's engagement on migration in part due to the high number of irregular migrants coming from the region (such as Sudan and Ethiopia),² compared to the EAC despite the latter being much more advanced in terms of free movement through its Common Market Protocol.

The EAC Common Market Protocol

Like IGAD and ECOWAS, the EAC is one of the building blocks of the African Union,³ and has developed a compelling framework for managing migration among its six member states (Burundi, Kenya, Rwanda, Tanzania, Uganda, and South Sudan since 2016).⁴

The Protocol on the Establishment of the East African Community Common Market (the Common Market Protocol, CMP) was signed on 20 November 2009 in Arusha, Tanzania, by Kenya, Uganda, Rwanda, Burundi and Tanzania, and has been in force since 2010.⁵ The objective is to 'accelerate economic growth and development', through the attainment of free movement of goods, services, capital, persons, labour and workers, as well as the right of residence and establishment.^{6,7} Implementation of the CMP varies: Kenya, Uganda and Rwanda are ahead of the others⁸ thanks to a 'variable geometry' principle according to which some community members can move faster than others on different matters.

¹ Interview with key informant from research institution.

² Interviews with key informants from the EU and research institution.

³ UN Office of the Special Advisor on Africa, 'The Regional Communities (RECs) of the African Union'. Retrieved [here](#) on 5 April 2021.

⁴ University of Maastricht, University of Oxford and Samuel Hall, 'Understanding intra-regional labour migration in the East African Community (EAC) Literature Review', July 2017.

⁵ Caroline Kago and Wanyama Masinde, 'Free Movement of Workers in the EAC', February 2017.

⁶ Samuel Hall and the African Centre for Migration and Society, University of Witwatersrand, 'Free and Safe Movement in East Africa – Research to promote people's safe and unencumbered movement across international borders', 2018.

⁷ Ibid.

⁸ IOM, 'Study on the benefits and challenges of free movement of persons in Africa', 2018.

The free movement regime among EAC partner states is the most advanced in Africa.¹ However, the CMP only applies to the formal labour market, which represents less than 20% of employment stocks in the EAC; most approved work categories are relevant to high-skilled EAC migrants only.² In addition, only Rwanda, Uganda and Kenya have waived work permit fees for EAC citizens, and the portability of social security is still not possible among EAC partner states.

Still, the EAC's successes have laid the ground for other RECs to view it as a guiding model. IGAD has notably incorporated similar mechanisms to the CMP in its Protocol on Free Movement of Persons, and is working on building trust that the Protocol can ultimately become as advanced as the EAC's.³

¹ ILO, 'An assessment of labour migration and mobility governance in the IGAD region: Regional report', 2020.

² University of Maastricht, University of Oxford and Samuel Hall, 'Understanding intra-regional labour migration in the East African Community (EAC) Literature Review', July 2017.

³ Samuel Hall and the African Centre for Migration and Society, University of Witwatersrand, 'Free and Safe Movement in East Africa – Research to promote people's safe and unencumbered movement across international borders', 2018.

5. KEY TAKEAWAYS FOR EU SUPPORT TO IGAD ON MIGRATION POST 2021

Most informants interviewed for this case study agreed that IGAD is a major actor in the field of migration in the HoA, and that the organisation is willing and legitimate to be further engaged.

Although IGAD still has modest financial support from member states and limited outreach capacity, the appointment of an IGAD HoMs each member state is expected to improve collaboration and information-sharing significantly, including on the implementation of the Protocol on Free Movement of Persons. Importantly, IGAD has extensive political legitimacy and is recognised as a major actor in the field of migration. Beyond its in-house migration expertise, the organisation's mandate on migration management (RMPF) has buy-in from IGAD's member states. On free movement specifically, the EUTF mid-term evaluation emphasised the endorsement of the Protocol as sound evidence of the high level of political and technical ownership of the Protocol among IGAD member states, often with leadership of Ministries of Foreign Affairs and Ministries of Interior.¹

Key informants also noted that IGAD, and more particularly the Migration Programme, has a strong ambition to become further engaged in migration management, continuing its work on building a regional migration governance architecture, promoting regular migration and working towards developing durable solution for refugees, particularly through the operationalisation of the CRRF in the region. Further, migration and forced displacement are the areas in which IGAD and the EU have engaged in the most successful cooperation; the EU has provided technical and political support to IGAD along with funding, and has been granted direct access to and influence on the Nairobi Process as a core group member. The European Commission also participated in the recent Second IGAD Scientific Conference on Migration and Displacement on Human Mobility in the Context of COVID-19, along with researchers, policy makers, practitioners, and international institutions. The objective was to constructively engage with research findings and emerging knowledge to inform member states' decision-making and policy development on migration and displacement governance during the pandemic. IGAD thereby demonstrated its convening power and capacity to bring countries in the region together, a fact that was also acknowledged by all interviewed stakeholders as a key and unique strength.

There is also a shared perception among interviewees that IGAD is institutionally a relatively weak organisation, although the Migration Programme distinguishes itself as a capable party and important steps are being taken towards strengthening IGAD's structural and strategic challenges.

Most of the stakeholders interviewed for this case study highlighted IGAD's limited corporate abilities, including on planning, reporting against EU procedures and rules, and monitoring. All agreed that IGAD was not an efficient implementing partner in the sense of managing a grant, and some highlighted IGAD's limited willingness to improve its corporate capacity and questioned the effectiveness of current institutional strengthening programmes.

This however seemed to differ across IGAD's units. Informants working with the Migration Programme were far more satisfied by its capacity to manage projects, including the quality of the narrative and financial reporting. In comparison, most actors working with other units highlighted the challenges they faced working with the organisation and the inefficiencies around time spent on project management.

¹ GDSI, 'Mid-term Evaluation of the European Union Emergency Trust Fund for Stability and Addressing Root Causes of Irregular Migration and Displaced Persons 2015-2019', February 2020.

Current IGAD Executive Secretary Dr Workneh, appointed in November 2019, has initiated several steps to address IGAD's institutional weaknesses. In January 2020, he launched a 100-Days Action Plan with three objectives: i) resolve the structural challenges to the efficiency and effectiveness of IGAD; ii) capitalise on immediate strategic opportunities available to IGAD; iii) realise the necessary conditions for IGAD's next strategic leap forward.¹

As 2020 drew to a close, Dr Workneh brought together members of staff from the Secretariat and its specialised institutions to guide the strategic planning process and jointly define priorities for 2021 to 2025. The strategy will connect the '3 Rs' of Response, Reform and Revitalisation.² During the meeting, he announced the achievement 81% of the intentions set out in the 100-days plan, including:

- The completion of 46 out of 57 reform tasks;
- The commitment of partners and IGAD policy organs to improve internal coordination, implementation, monitoring and reporting on achievements, and the institutionalisation of weekly consultations at senior management level;
- The inculcation of a culture of consistent reporting among IGAD staff members and projects;
- The completion of 11 out of 12 of the tasks set for the digitisation strategy in the first phase of reforms;
- The appointment of experienced staff members to coordinate IGAD activities in each member state;
- The completion of 83% of the institutional reform structure programme on equitable representation of Member States in IGAD's human resource structure of IGAD;
- The mobilisation of USD13.1 million, or over 82% of the arrears with IGAD member states by the Secretariat, and improvement of the ability of the financial management systems to meet the standards set by IGAD's international partners;
- The launch of a regional community awards scheme at the community level and a regional scholarship scheme in 2021 targeting underprivileged youth as part of a strategy to 'take IGAD to the people'.

The Plan also aimed to enhance IGAD's chances of passing the EU pillar assessment. IGAD participated in a mock version of the assessment recently and failed by less than a point on financial internal control, and received high scores on all other subjects. While this means that IGAD cannot put a delegate agreement in place with and directly manage funding from the EU, the result is encouraging, providing additional grounds for partners to trust IGAD and constituting a positive indication of the outcome to be expected for the real assessment. The possibility of using some of the remaining funds from the 'Strengthening the ability of IGAD to promote resilience in the Horn of Africa' programme to support IGAD in passing the EU pillar assessment is currently being considered.

Based on IGAD's strengths and weaknesses and building on lessons learnt from the EUTF as well as other donors' support, a stocktaking exercise can be made to identify the most effective ways to work with IGAD. The objective is to answer the question *what* should donors support IGAD on, and *how*?

Key takeaway 1: IGAD has proven successful in leading programmes supporting the development of migration policy frameworks. The organisation is indeed recognised as having played a leadership and pioneering role both in the implementation of the EUTF-funded 'Free Movement' programme, and in the work conducted on the regional application of the CRRF.

EU support post-2021 could focus on migration-related programmes engaging IGAD politically, i.e. fostering political dialogue across regional governments or developing policy frameworks in the region. IGAD's role as a political platform bringing countries together to facilitate intra- (and

¹ IGAD, 'Inaugural State of IGAD Address 2020 - Workneh Gebeyehu, IGAD Executive Secretary', Mombasa, 8 December 2020.

² IGAD, 'IGAD Charting Its Way for 2021-2025'. Retrieved [here](#) on 7 April 2021.

possibly at some point inter-) regional negotiations, linking projects to prevent duplication of investments, and bringing bilateral agreements to the regional level should be stressed, while implementation should remain a country-level responsibility.

Key takeaway 2: IGAD's work on migration has been crucial in (1) Building and strengthening a regional migration governance architecture; (2) Promoting regular migration and (3) Developing and reinforcing frameworks and policies around forced displacements and durable solutions for refugees.

EU support post-2021 could focus on aligning with these to build upon and strengthen the organisation's expertise, and it would be in the EU's interest to be as specific as possible with regards to the amount of the allocations granted to IGAD, and the areas that it wishes to prioritise in its cooperation with the organisation. In turn, this would allow IGAD to be more specific in what it has to offer in the areas that it has identified, namely conflict mitigation, migration and displacement, peace and security, and green transition (cross-border issues and resilience). As such, the SDC-funded project supporting the NCMs¹, whose phase II is currently on-going, is an example of a smaller (in terms of total investment) and more focused grant than the EUTF-funded programmes. According to the SDC, smaller grants focusing on narrower objectives are easier to manage, and awarding the grant directly to IGAD and letting the organisation decide whether they want to subcontract another partner or not ensures ownership.

Another possible area of cooperation could include the digitalisation of the organisation, also mentioned in the 100-Days Action Plan and the EU Strategy with Africa. A brainstorming exercise could take place between the EU and IGAD to ensure that these priorities are well aligned with IGAD's internal strategy in terms of migration. Indeed, it is important to avoid deflecting IGAD from its own regional priorities and creating parallel structures to those it already has in place.

In this context, there is a need to foster IGAD's role in mobilising and following up with member states on the monitoring/implementation of IGAD policies and frameworks at the national level. This will be needed on the CRRF work, and on the next steps towards the implementation of the IGAD Free Movement Protocols.

Key takeaway 3: The EU could explore new ways of working with IGAD. The KfW-funded RMF approach for instance is interesting in that it puts IGAD in the 'driving seat' when it comes to migration management in the region. The objective is to strengthen IGAD by establishing a funding vehicle that they would manage in the medium to long term. IGAD is involved in the process of proposing and selecting the migration projects that are going to be funded by the RMF and where. The management of the funds and the implementation of the projects are however awarded to a third party, which is contractually bound to IGAD.

The EU could also explore ways to engage with IGAD on migration through IOM, which is already an established partner of both institutions, with renewed ties with IGAD through the recent Cooperation Agreement. IOM also has experience implementing regional-level migration programmes, such as the EU-IOM Joint Initiative.

Key takeaway 4: Institutional strengthening needs to continue but could be reshaped. There are ways to accentuate capacity building alongside programme implementation, for instance by seconding staff to the organisation for long-term periods or facilitating exchanges between EU institutions and IGAD.

¹ 'Building regional and national capacities for improved migration governance – Phase II: Improved Migration Governance for Safe, Orderly and Regular Migration', 2018-2021

There is still a need to design and implement stand-alone institutional strengthening programmes, as donors should avoid strengthening the organisation in silos. Considering that these often suffer from limited ownership and commitment, there needs to be i) a stronger involvement of IGAD in the design of these programmes and ii) strong reporting of results in such programmes' M&E frameworks.

Key takeaway 5: There is a need to foster coordination across donors, including intra-EU coordination. Donors, particularly the EU, provide significant support to the organisation in the sphere of migration, but there is limited coordination in the design and implementation of programmes. This leads to duplications and undermines potential synergies. This is also a missed opportunity for donors to strengthen their positions towards the organisation and align their messages and strategies. For example, further donor alignment on institutional building milestones or institutional restructuring could lead to increased commitment from IGAD's side.

Key takeaway 6: There is room for the EU to support IGAD through technical assistance to develop a regional position and measures to negotiate with GCC countries receiving labour migrants from the region, as well as setting up regulation of private employment agencies, and ensuring fair recruitment. This could be done in coordination with ILO, which has a strong experience with the Africa-to-Middle East labour migration corridor.

Key takeaway 7: ECOWAS' experience with free movement can be drawn upon to anticipate challenges in the implementation of the Protocol in IGAD. In ECOWAS, free movement is still largely restricted by the lack of access to IDs and limited civil registries. Technical assistance to IGAD should aim at building civil registries as soon as possible. In addition, addressing corruption and strengthening border infrastructures to encourage citizens to use legal pathways will be needed. However, managing borders should not be seen solely from a security point of view. While deploying border personnel will probably be necessary, it is also crucial to facilitate their ability to stay in isolated border regions, as the frequent rotation of personnel in border areas is often pointed to as favouring corruption. In addition, any training should balance security aspects with anti-corruption, human rights and protection of vulnerable individuals, including women and children.¹ Further, instead of focusing on procurement and the construction of more border posts, the creation of a limited number of well-organised, sustainable crossing points could support real free movement, legal trade and security, without hindering traditional informal movements such as those of pastoralists or border area inhabitants. This would involve working not only with law enforcement and local governments but also with communities and civil society. This sort of approach could help these areas to develop through a virtuous cycle of positive cross-border dynamics, community interaction, growing trade and exchanges, which in turn could make borderlands and thus borders more attractive to migrants for ordered, safe, intra-African mobility. Another possibility would be to establish one-stop border posts (OSBPs), which facilitate the movement of goods and persons across borders by creating a single stop for border control between two countries.² OSBPs reduce waiting times, increase cost efficiencies, and enhance cooperation between the relevant border agencies.³ However, OSBPs should be established only when the potential for border cooperation between two countries meets minimum standards.

Key takeaway 8: While a roadmap for the implementation of the Protocol has recently been endorsed, keeping the momentum going until 2037 could become demanding. A significant challenge lies in how fast the Protocol will be adopted by the IGAD Council of Ministers and signed by the Heads of State, which will influence the depth of IGAD's engagement with member states on the ratification and domestication of the Protocol, and the start of the implementation of the roadmap. Further down the line, the implementation by member states will be another – and probably the main – test. As a regional institution with a subsidiary role, IGAD is a central and strategic actor for regional

¹ Interview with a key informant from a regional organisation.

² IOM Rwanda, 'Immigration and border management - Secure cross-border social, economic and commercial activities in the Great Lakes region', March 2019.

³ Ibid.

projects in the HoA and for the main international financial and technical partners such as the EU. With its longstanding experience with free movement and an internal market, the EU could use its political capital to help sustain the momentum created. The expertise on free movement of persons developed at the IGAD Secretariat, amongst others through interactions with ILO experts and the implementation of studies in the framework of the two components of the 'Free Movement' programme, but also through consultations and exchanges around project activities with specialised agencies such as GIZ or IOM, will be very useful in the future for the ratification, domestication and implementation of the Protocol. However, actual implementation of the Protocol critically depends on the commitment of member states, which is often overdetermined by political considerations.¹ Therefore, taking into consideration asymmetries among member states will be crucial in the domestication process. In that regard, the appointment of IGAD HoMs in each country provides a good foundation to project free movement interventions to a bigger extent into member states. In the same way as the Migration Programme team would need full-time thematic experts embedded into the IGAD structure rather than attached to specific projects, these HoMs would add special value if endowed with a permanent expert in free movement of persons and in the relevant country's political context, to promote continuity and trust.

¹ GFA Consulting Group, 'Final Evaluation of the Action Towards Free Movement of Persons and Transhumance in the IGAD Region (Multi-Country)', 2020.