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

Action Fiche for the implementation of the Horn of Africa Window
EUTF05 – HoA – REG – 19

1. IDENTIFICATION

Title/Number	Towards Free Movement of Persons and Transhumance in the IGAD[1] region		
Total cost	Total estimated cost: EUR 10 000 000 Total amount drawn from the Trust Fund: EUR 10 000 000		
Aid method / Method of implementation	Indirect management with the International Labour Organisation (ILO) Direct management – grants – direct award to IGAD		
DAC-code	13010	Sector	Population policy and administrative management

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

This project contributes to **EU Trust Fund 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 – in this specific case, pastoralists; **and (3)** improving improved migration management, by laying the ground for a better system of legal migration among IGAD countries. It is also aligned with the **Valletta Action Plan priority domains (1)** on the development benefits of migration and addressing root causes of irregular migration and forced displacement; and **(2)** on legal migration and mobility; and with the **African Union's Agenda 2063**, which states that - by that year - Africa aspires to "be a continent with seamless borders" for African citizens[2].

The funds for this project have been transferred to the EU Trust Fund at IGAD's request from the allocation reserved for IGAD under the 11th EDF 2014-2020 Regional Indicative Programme for Eastern Africa, Southern Africa and the Indian Ocean. This project therefore also contributes to the objectives and priority areas of intervention of the 11th EDF Regional Indicative Programme.

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[1] Intergovernmental Authority on Development
[2] African Union Commission, *Agenda 2063: The Africa We Want*, April 2015, p.4.

The geographical scope of the project covers the countries of the IGAD region (Djibouti, Ethiopia, Kenya, Somalia, Sudan, Uganda and South Sudan), except for Eritrea whose membership has been suspended since 2007.

The intervention logic of the project is based on the assumption that if the high volume of informal movement that currently takes place in the region can be regularised, people - especially young people - will see their opportunities for legal migration increased, and will take advantage of the benefits of intra-regional mobility, including the facilitation of transhumance, and the transfer of skills, knowledge, resources and technology, thereby contributing to greater integration and socio-economic development

The overall objective of the project is to facilitate the free movement of persons in the IGAD region in order to enhance regional economic integration and development.

The specific objectives of the project are: (I) to support the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them; and (II) to improve opportunities for regulated labour mobility. These activities will in turn strengthen governance and the protection of migrant workers.

Complementarity will be sought with the EU Trust Fund project *Better Migration Management (Khartoum Process).*

2.2. Context

2.2.1. Regional context

The IGAD region covers eight countries: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, Uganda and South Sudan (although Eritrea suspended its membership in 2007). Together, these countries form a diverse region, comprising areas of economic growth and investment, on the one hand, and areas prone to violent conflict, political instability and humanitarian crises, on the other.

The region experiences large-scale migration movements both within and outside its borders. For many people in the IGAD region, migration is seen as a coping strategy for ecological[3] and economic downturns. These population movements are occasioned by push and pull factors in the region including pastoral mobility (which is not generally considered to be irregular), cross-border conflicts, political instability, civil war, natural disasters and food insecurity. The enormous number of internally displaced people and refugees hosted in the IGAD region, compounded with the smuggling of migrants and trafficking in persons, has profound negative consequences especially with regards to infringements of human rights.

The countries of the region are often members of more than one regional economic organisation, and also as a consequence of overlapping agreements, some borders are open, some are more difficult to cross, and globally the region lacks a coherent system for facilitating the movement of people and livestock.

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[3] According to the FAO report *Crop Prospects and Food Security* (March 2016) all 8 IGAD member states are "countries requiring external assistance for food".

2.2.2. Sector context: policies and challenges

The Agreement establishing IGAD calls member states to facilitate movement within the IGAD region. The summit of the IGAD heads of state and government in 2013 adopted the Minimum Integration Plan as IGAD's road map for regional integration. To realise this, the region must adopt a mechanism that facilitates movement of people. In 2014, an assessment was conducted on the viability of a free movement regime and findings validated by member states. Thereafter, two consultative meetings have been held with representatives from higher education, trade, immigration, pastoralism and labour from member states. Negotiations on the possible provisions of the protocol as well as the requirements for its implementation need to be conducted with member states.

The complex nature of regional migration demands a multi-dimensional intervention that acknowledges the nexus between migration and security, addresses irregular migration through improved border management, facilitates regular migration, promotes intra-regional mobility and provides for economic interventions that improve the livelihoods and opportunities for young people, who represent the majority of migrants from the IGAD region.

IGAD addresses migration through its Regional Migration Policy Framework (RMPF)[4]. The RMPF provides strategic recommendations on various aspects of migration management while building the capacity of IGAD member states to develop national migration policies that address specific migration related challenges in a more comprehensive and holistic manner. The RMPF is being operationalised through a Migration Action Plan (MAP) 2015-2020[5] whose strategic priorities include the facilitation of labour mobility, the facilitation of mobility for pastoralists, and the establishment of a free movement regime in the region. These are in line with the objectives of this action.

An IGAD Regional Consultative Process (RCP) on migration has also been established to promote migration dialogue and cooperation among IGAD member states, as well as with relevant transit and destination countries beyond the IGAD region, international organisations and other stakeholders to exchange information on migration issues of common interest. The Regional Migration Coordination Committee (RMCC)[6] is responsible for ensuring that recommendations made in the RCP are followed up by member states.

IGAD member states have different government institutions and agencies that are responsible for the various aspects of migration management. These include amongst others, the ministries of foreign affairs, interior/home affairs, trade and customs, and labour. In the absence of coordination, each ministry pursues its own policy, which might bring about inconsistent laws and regulations, resulting in policy incoherence. To address this challenge,

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[4] The RMPF was adopted by the IGAD Council of Ministers in 2012. It focuses on specific regional concerns such as migration and pastoralism, migration and human security and internal displacement. The framework also puts emphasis on better management of labour migration and borders.

[5] 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.

[6] The RMCC is made of all heads of immigration and, on an ad hoc basis, heads of relevant member states institutions with migration functions.

National Coordination Mechanisms are currently being established or strengthened where they exist in each IGAD member state to enhance coordination of the different migration actors and stakeholders at national level, as recommended in the Migration Action Plan 2015-2020 strategic priority 2. So far, National Coordination Mechanisms (NCMs) have been established in five of the seven IGAD member states (Sudan and Djibouti expect to have mechanisms in place by the end of April 2016.)

The project's main objective is the finalisation of the <u>Protocols on the Free Movement of Persons and on Transhumance</u>. Draft versions have been developed by IGAD, informally presented to its member states, but still not discussed. Broader negotiations with the different stakeholders whose mandates are linked to free movement are needed to build consensus on the various components towards its finalisation.

The draft version of the **Protocol on the Free Movement of Persons**, developed as a basis for discussion, has borrowed from models of the ECOWAS[7] and the EAC[8] free movement protocols, and includes recommendations resulting from three initial feasibility consultation meetings held with member states' authorities in the ministries of immigration, labour, health and national security. The draft version is very ambitious, containing provisions for the harmonisation of migration policy and laws, visa free entry, rights of establishment and residence for IGAD nationals, and effective border management that will support this movement. It also calls for the harmonisation of labour laws and policies including eventual mutual recognition of academic and professional qualifications. However, it is understood that the implementation of the protocol will be phased starting with the gradual relaxation of visas for the citizens of the region and culminating in the right of residence.

For the protocol to be widely accepted and implemented, it is important that all key and relevant stakeholders are part of the discussion towards its conclusion. These include government departments responsible for immigration, national security, labour and employment, trade, customs, education including vocational training (especially since labour mobility is a key aspect of free movement, private sector, and civil society amongst others).

Pastoral mobility is another crucial aspect within the IGAD region: a vast area of the IGAD region consists of arid lands seasonally occupied by pastoralist communities whose livelihood is dependent on their livestock and ability to move across borders as needed to access pasture and water. Djibouti, Ethiopia, Kenya and Somalia host millions of pastoralist communities. An approach that recognises the benefits of what is currently informal trade would mean that this cross-border economic activity could be turned into an advantage. In this context, the **IGAD draft Transhumance Protocol** foresees that transhumant livestock shall be allowed passage through well-established corridors across the borders of member states for water and pasture under certain conditions set in the protocol.

2.3.   Lessons learnt

A list of strategic priorities and action areas are identified in the IGAD Migration Action Plan (MAP) 2015-2020. On the basis of these, the following lessons with regards to the proposed intervention can be drawn:

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[7] Economic Community of West African States
[8] East African Community

- Member states of IGAD have agreed that the protocol on the free movement of persons in the IGAD region will be essential for reducing irregular migration, promoting labour mobility and contributing to regional integration and economic development.

- The facilitation of movement for cross-border pastoralists is essential for contributing to the protection and livelihoods of pastoralist communities – and is an increasingly important adaptation mechanism in the context of climate change.

- Lack of coordination and cooperation both between and within the member states of IGAD, with regards to the different institutions responsible for migration hampers progress on harmonisation of laws and procedures for effective migration management and the implementation of a free movement of persons regime. The National Coordination Mechanisms, bringing together the agencies and relevant stakeholders[9] with migration functions, will be key in ensuring coordination between agencies at national and local level.

- It is generally accepted that the most open and well integrated countries[10] and African sub-regions are those that have adopted protocols on free movement: they are effective legal instruments and are likely to bring tangible results.

2.4. Complementary actions

The European Union

- *Addressing Mixed Migration Flows in Eastern Africa* (6 million EUR; GPGC - Global Public Goods and Challenges): aims to put in place reception offices for migrants and enhance the capacity of governments to manage migration especially with regards to the fight against criminal networks.

- *Better Migration Management (Khartoum Process)(* 40 million EUR; EU Emergency Trust Fund)*:* focus on improving migration management in the region, by supporting policy development, building capacity through the provision of training and equipment, providing protection, and raising awareness.

- *Support to Africa-EU Migration Mobility Dialogue* (18.5 million EUR; Development Cooperation Instrument – Pan African Programme): support for the Rabat and Khartoum Process dialogues, plus a facility for related activities, within the framework of the Joint Africa-EU Strategy (JAES).

- *Migration EU Expertise (MIEUX) (*8 million EUR; GPGC): aims to improve migration governance at national and regional levels by strengthening the capacities of public authorities to better manage migration and mobility through the provision of rapid, short-term and small-scale peer-to-peer expertise assistance.

- *ACP-EU Action on Migration* (10 million EUR; European Development Fund): technical assistance for visas, remittances and readmission.

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[9] They may also include private sector and civil society organisations.

[10] In Rwanda, following the introduction of an open visa policy, real GDP growth increased from 4.7% in 2013 to 7.0% in 2014, exceeding the programmed 6.0% and is projected to rise to 7.5% in both 2015 and 2016 (*African Economic Outlook).*

- Approximately 10 million EUR for activities related to legal migration, probably in the SADC region (11th EDF Regional Indicative Programme for Eastern and Southern Africa and the Indian Ocean).

- Funds will also be made available under the EU Emergency Trust Fund for the Horn of Africa Regional Development and Protection Programme, which will consist of actions that provide protection or development assistance for refugees and host communities.

Other donors

The Swiss government project, *Building Regional and National Capacities for Improved Migration Governance in the IGAD Region,* has been supporting IGAD to manage migration, especially in regard to strengthening cooperation and coordination in migration management at the national and regional level since 2014. This has been done through strengthening the Regional Consultative Process (RCP) and the Regional Migration Coordination Committee (RMCC) as well as establishing National Coordination Mechanisms (NCMs) in IGAD member states[11]. Capacity building through training in protection of migrants has been provided to member states immigration officials. The support has also gone into the Regional Mixed Migration Secretariat's (RMMS) Mixed Migration Monitoring Initiative (4Mi) that provides useful data on migrants in key migration routes.

GIZ is supporting IGAD over the next two years to mainstream migration into resilience and more specifically within the framework of the IGAD Drought Disaster Resilience Strategy (IDDRSI). Within it, transhumance corridors will be mapped. This will complement the proposed action under this project to support the awareness raising and completion of negotiations of the draft transhumance protocol.

The World Bank is providing €5 million for a new migration secretariat for IGAD, primarily concerned with forced displacement. This will include financing of personnel and equipment for the secretariat, as well as funding for the annual regional project steering committee and other workshops and consultative meetings, consultancies and contracts for operational support, research and knowledge generation. This project will coordinate its activities with the displacement secretariat.

2.5. Donor co-ordination

There is a tendency for almost all migration-related projects in the region to include an element of general migration management work – and the multiplicity of donors involved leads to duplication of effort and inconsistency. In the light of the previously mentioned comprehensive programme for improving migration management under the EU Trust Fund[12] - which will be undertaken in parallel – this project will focus on activities facilitating the establishment of a free movement of persons regime and areas of IGAD core mandate including harmonisation of regional policies and coordination between member states and improving the opportunities for regulated labour mobility.

Coherence with all other migration-related projects will be ensured through the proposed migration partners working group a coordination group on migration, consisting of donors and

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[11] The NCMs and RMCC are used to operationalise the IGAD MAP (which is derived from the RMPF).

[12] *Better Migration Management (Khartoum Process)*

partners, established by IGAD with support from GIZ and which will be operational by the end of first quarter of 2016.

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall objective** of the project is to facilitate free movement of persons in the IGAD region in order to enhance regional economic integration and development.

The **specific objectives** are:
I) To support the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them;
II) To improve opportunities for regulated labour mobility.

3.2. Expected results and main activities

The **expected results** are:

I) Agreement reached on the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them:

- Agreement reached on the IGAD Protocol on the Free Movement of Persons;

- Agreement reached on the Transhumance Protocol, and corridors established in the IGAD region for the facilitation of cross-border pastoralist movements, according to the road map

- Strengthened coordination mechanisms at national and regional levels for all agencies with a mobility mandate for the facilitation of a free movement of persons regime in the IGAD region;

- Harmonised cross-border procedures in IGAD member states in support of the Protocol on Free Movement of Persons and labour mobility;

- Increased awareness of the Protocols and their beneficial effect on the region;

- Dissemination of best practices through comparison with ECOWAS and EAC.

II) Opportunities for regulated labour mobility identified:

- Opportunities for regulated and fair labour migration are better understood;

- Adequate data available through the labour market assessments and value chain analyses to develop policies and mechanisms to effectively match supply and demand;

- National capacities developed on rapid market appraisal and value chain assessment methodologies;

- Employment opportunities in selected sectors created;

- Key elements of skills recognition frameworks and portability within IGAD elaborated;

- Deficits in respect of the rights of migrant workers and their families identified and recourse action promoted;
- South-south labour mobility facilitated within the IGAD region as a result of enhanced labour exporting frameworks as well as inter-institutional and inter-state cooperation mechanisms.

The **main activities** are:

I) To support the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them (total estimated budget €3.6 million):

- *Development and adoption of a road map for the different negotiation phases of the Protocol on Free Movement of Persons in the IGAD region.*
  It will be a tool against which the member states will measure progress of the negotiations and will help guide them to stay the course and progressively address the different provisions under the draft protocol. A core committee of negotiators will be instituted by member states to ensure consistency in negotiations.
- *Organisation of a round of negotiations to draft and reach agreement on a Protocol on the Free Movement of Persons.*
  A technical expert on free movement regimes will be engaged by the IGAD Secretariat to ensure that the framework protocol used as a basis for negotiations is refined to reflect the agreement reached by the member states during the negotiations.
- *Organisation of a round of negotiations towards finalising the draft and reaching agreement on the Transhumance Protocol, which foresees that transhumance shall be allowed free passage across the borders of member states for water and pasture through established and recognised corridors*[13].
- *Harmonisation of laws and procedures*[14] needed both at regional and national level for the progressive implementation of the Protocol.
  Particular attention will be paid to: i) the gradual relaxation of visas[15] and ultimately visa-free entry for citizens of the member states of IGAD; ii) the development of regional standard border operating procedures[16] that are specifically designed to support the eventual alignment and harmonisation of national entry and exit procedures in accordance with the IGAD Protocol on the Free Movement of Persons.
- *Organisation of regular coordination meetings* within the framework of the IGAD Regional Migration Coordination Committee (RMCC) and the Regional Consultative

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[13] This protocol is complementary to free movement of persons within the IGAD region, due to the huge percentage of pastoralists that cannot be overlooked in a free movement regime.

[14] This will initially require an assessment of existing legislation, immigration regulations and related mechanisms within the national context of each IGAD member state. Following these assessment recommendations changes will be proposed to the IGAD member states that will support the streamlining of procedures throughout the IGAD region with respect to border crossings. The regional standard operating procedures will be domesticated through establishment of a technical working group on border management within the National Coordination Mechanisms already present in member states' procedures.

[15] According to the already mentioned 'Index on Visa Openness', IGAD member states approaches greatly vary. Two groups are identifiable within the region: one (comprising Djibouti, Kenya, Somalia and Uganda) is open (scoring >0.75 out of 1), the other (comprising Eritrea, Ethiopia, South Sudan and Sudan) is largely closed (scoring <0.1 out of 1). The average Africa score is 0.425.

[16] This will be complementary to the on-going work towards One Stop Border Posts.

Process in order to monitor and measure progress by member states on the facilitation of free movement of persons in the IGAD region[17].

- *Awareness-raising* during and following the negotiation rounds, through the development of different news items on community media, information and education materials as well as the sharing of popular versions of the draft protocols for awareness raising amongst the frontline officers that will implement the protocols provisions at border crossings. National Coordination Mechanisms that are in place in the respective IGAD Member States will be used for awareness raising activities. Similar materials and tools will also be developed to raise awareness on the draft Transhumance Protocol.[18]

- *Benchmarking working sessions* on policy and practices conducted with ECOWAS and the EAC on the establishment of a free movement of persons regime with the respective regional economic communities.

    This will enable the member states to appreciate the opportunities and address the challenges of implementing a free movement of persons' regime.

II) To improve opportunities for regulated labour mobility (total estimated budget €6 million):

- *Baseline assessment[19] on labour migration* conducted among and between IGAD member states to better document and analyse the current status of labour mobility and governance systems and structures in the region. This assessment will be based on ILO experience and methodologies used in other countries and will complement the work of the coordination meetings conducted under objective (i) with a more specific focus on labour migration and the extent of an enabling environment at regional level, and will inform the principal activities under this objective.

- *Implementation of labour market analysis*[20] to assess labour mobility potential among IGAD member states.[21]

    Using tried and tested ILO methodology, this activity will also examine more closely the roles and capacities of public employment agencies on labour mobility and employment promotion, including through skills and job matching, assisting

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[17] This coordination exercise is particularly needed because IGAD region has scarce provisions on labour mobility. Accordingly, the RCP (regional level) and NCMs (national level) are deemed as crucial entry points under the present action.

[18] The end targets will specifically be the pastoralists themselves. The general public and the relevant ministries would need to be reached by some general informative messages as well.

[19] The assessment will consider legal and policy frameworks, including labour migration, employment, social security and protection, labour market information systems (including data and labour migration statistics), public employment systems and structures, skills recognition and portability and migrant worker protection among others. A key objective of the assessment will be to identify gaps and opportunities, including knowledge and capacities that will need to be addressed in the development of fair labour migration policies and capacities for implementation.

[20] Labour market analyses are conducted in close partnership with concerned countries in order to enable them to understand labour dynamics and to develop effective policies and mechanisms to match labour supply and demand and to ensure social equality and inclusion. They assist in identifying current and/or future imbalances on the labour market and contribute to the designing or refinement of labour migration policies and schemes.

[21] A pilot phase will be initiated focusing on the labour migration corridor between the IGAD states of Ethiopia and Sudan. These two states will be singled out for closer examination and analysis in the above assessment, particularly in identifying gaps and opportunities on policy coherence and development and institutional and systems capacities. These two states have been chosen for the analysis on the basis of the huge amount of labour migration exchanged between them, mostly informally, with the idea of identifying good practice that can be replicated among other countries of the IGAD region.

identification of labour market needs and matching supply and demand. Resources permitting, the analysis exercise may cover other migration corridors in the IGAD region other than the Ethiopia-Sudan pilot.

- *Rapid market appraisal* conducted in order to assess the potential of different sectors and sub-sectors and design targeted interventions to strengthen these.
  The focus of the appraisal will be informed through the preceding labour market analysis exercise. Rapid market appraisals can lead to the identification of one to two value chains with potential for employment creation along the established migration corridors for which in-depth value chain analyses will be conducted. Relevant national actors will support the appraisal exercise in collaboration with ILO experts[22] with the aim of developing trained trainers in the rapid market appraisal and value chain methodologies. Results of rapid market appraisals and value chain analyses will also be used to identify skills gaps in these promising sub-sectors that can be addressed by the development of appropriate training curricula (see below).

- *Development of skills and vocational training programmes[23]*, based on the above rapid market appraisals and value chain analyses for migrant and national workers[24].
  This may involve expanded or new programmes depending on the outcome of appraisals and will include the identification of service providers and assessment of current capacities in the skills areas through the support of established ILO methodologies and materials[25].

- *Assessment of mutual skills recognition/accreditation needs in identified sub-sectors* building on the skills and vocational training programmes above that will pave the way for future accreditation frameworks.
  This area of work, with the support of ILO's Labour Migration[26] and Skills and Employability Branches, will focus initially on the pilot corridor and the sub-sector skill sets identified through the rapid market appraisals and value chain analyses. The pilot accreditation activities will be conducted and documented in coordination with relevant national actors to support ongoing and future efforts to develop and strengthen accreditation frameworks for the region in skills and professional qualifications.

- *Information-gathering on conditions and rights at work* as they affect migrant workers in the identified sub-sectors and to the extent possible, more broadly. This will support future efforts to inform the harmonisation of relevant legislative and regulatory frameworks, social dialogue and related mechanisms to protect

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[22] ILO Value Chain Development for Decent Work: the activity will draw upon the experience, expertise and material resources of the ILO's ENTERPRISES Department - http://www.ilo.org/empent/areas/value-chain-development-vcd/lang--en/index.htm.

[23] The present action may train the trainers but it will not provide on the ground training to final beneficiaries.

[24] A challenge facing many migrant workers is lack of access to meaningful employment and remuneration both within and outside of the region, due to lack of skills as well as a lack of skills portability systems, including intra- and inter-regional recognition. This action will focus on *curricula harmonisation*. The training curricula will be translated into relevant languages so as to reach as many beneficiaries as possible and to enhance sustainability. These programmes will also raise awareness of protection of the rights of migrant workers and their families, thus helping to reduce the risk of exploitation and abuse and potentially the absence of social protection arrangements for migrant workers..

[25] This area of activity will be supported by the ILO's Skills and Employability Branch: http://www.ilo.org/skills/lang--en/index.htm

[26] ILO's Labour Migration Branch: http://www.ilo.org/global/topics/labour-migration/lang--en/index.htm

fundamental principles and rights at work based on the ILO's broad normative protection framework.

- **_Development of labour exporting frameworks_** to facilitate south-south labour mobility within the IGAD region.
This will serve not only to regulate, but also to promote labour migration with a view toward regional integration. The labour exporting frameworks and mechanisms will be established based on insights and data gleaned from the pilot labour market analysis between Ethiopia and Sudan. To increase the effectiveness of such frameworks, National Coordination Mechanisms in IGAD member states and inter-state cooperation mechanisms such as the Regional Consultative Process and the Regional Migration Coordination Committee will be enhanced in order to improve the efficacy and reliability of data collection, management, and exchange systems as part of efforts to strengthen broader institutional frameworks.

3.3. Risks and assumptions

The main risks are:

i) Weak capacity for implementing the Protocol on the Free Movement of Persons in the IGAD region (high;

ii) Lack of relevant capacities of government and non-government actors on migration and labour migration to design and implement appropriate policies and governance systems (high);

iii) Instability and violent conflict in the region trigger increased migration flows and have a negative impact on facilitating regular migration (medium);

iv) Lack of trust between and within the institutions of the member states of IGAD hampers the collaboration on border management and the facilitation of free movement (medium).

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

i) The various regional policy frameworks outlining the objective of establishing a free movement of persons regime in the IGAD region that have already been adopted by the member states, demonstrate political will to advance with the protocol;

ii) Despite increased migration flows due to conflict and instability, the proposed intervention will nevertheless contribute to facilitating regular migration;

iii) Collaboration and coordination in working groups at both regional and national level will contribute to confidence-building and mutual understanding, therefore facilitating collaboration.

Mitigating measures have been considered, including:
- Ensuring that information on the benefits of adopting and implementing the protocols is widely known and that member states and the IGAD Secretariat are provided with

sufficient capacity and technical assistance to attain the objectives, for example, through other programmes such as *Better Migration Management*;

- Taking a pragmatic and realistic approach in defining the provisions of the protocols, to take account of regional realities, such as conflict, porous borders etc;
- Organisation of meetings and working sessions between the different regional and national institutions involved in the management of migration – and ensuring that such events are well prepared in terms of participation, content and expected outcome.

3.4. Cross-cutting issues

Recent years have witnessed a 'feminisation' in migration within Africa, with an increased demand for services including that of domestic workers, nurses and other professions typically dominated by women. Experience shows that migration can offer economic and labour opportunities for women, and hence improve their living standards. Due to their precarious working conditions, women migrants are at greater risk of becoming exposed to abuse and violence by criminal networks operating in smuggling and trafficking. Efficient border management and the facilitation of free movement will enhance opportunities for labour migration and therefore opportunities for women to improve their livelihood and that of their families. It also reduces the risk of abuse and violence towards women, as borders will be safer and they no longer need to resort to criminal networks for migrating.

Climate change is another cross-cutting issue with relevance for this action. Climate change for pastoralist communities implies the need to change their mobility patterns and therefore the facilitation of cross-border pastoralist movement is essential to guarantee the livelihood of pastoralist communities. Environmentally-induced migration due to natural hazards and man-made disasters has also meant additional stress on the already weakened livelihood systems of the region.

There is a direct link between conflict and migration. Forced migration caused by the outbreak of violent conflicts, creates massive displacement of which women and children are disproportionately affected. Enhanced regional economic integration as a result of the free movement of persons may create stronger economic ties and interdependence between the member states of IGAD and therefore slowly reduce the impetus for violent conflict.

Strengthening and promoting regular labour migration within the region, underpinned by the implementation of a Free Movement Protocol, will overcome current high levels of irregular migration as well as reinforce opportunities to support development within and among the member states concerned. By including a focus on the diaspora and on circular migration, the project will contribute to enhanced income generation and remittance flows that could expand the impact of economic growth and employment creation to benefit countries of origin, transit and destination, thereby contributing to wider regional economic growth. The outcomes of labour market and value chain analyses have potential for replication and impact beyond the scope of the project, and therefore potential for scaling up. Maintaining a cross-cutting focus on youth employment will also support broader regional development goals.

3.5. Stakeholders

The IGAD Secretariat and the member states of IGAD are the key stakeholders of the project; other stakeholders include trades unions, employers' organisations, private sector enterprise and academic and vocational training institutions, as well as diaspora associations and other

civil society organisations where these exist and are relevant. More specifically the national institutions and ministries dealing with migration , such as the ministries in charge of foreign affairs, interior/home affairs, labour, employment, education/vocational training, social security and protection, health, security and customs will be targeted by the action, as well as ministries of planning, development and international cooperation. In border areas, the involvement of local authorities on both sides of the border will also be important for increasing mobility in cross-border communities.

The final beneficiaries of the proposed intervention are the migrants and citizens of the IGAD region. They will benefit from improved governance, protection, economic opportunities and regional integration. Particularly vulnerable groups such as migrant women and children and pastoralist communities in cross-border areas will be targeted by the action through the facilitation of legal migration in secured conditions and the reduction of criminal smuggling and trafficking networks that benefit from poor management of migration.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Financing agreements are not envisaged.

4.2. Indicative operational implementation period

The implementation period will be 36 months, whilst the overall execution period (including a closure phase of no more than 24 months) will not exceed 60 months from the date of approval of this Action Document by the Operational Committee of the EU Trust Fund.

4.3. Implementation components and modules

A part of this action may be implemented in indirect management with the International Labour Organisation in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 17 of Regulation (EU) No 323/2015 in view of its distinct technical and administrative advantage in the fields covered by the project.

The entrusted entity would carry out the following budget-implementation tasks: acting as contracting authority concluding, monitoring and managing contracts, carrying out payments, and recovering moneys due; management of procurement procedures for hiring staff, purchasing goods, hiring consulting services, and any other relevant transactions.

A grant contract will be concluded with IGAD for its own programme management costs, as it is the sole entity who can perform these functions.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 37 of (EU) regulation n° 323/2015 if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100 %. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

The Agreements are expected to be concluded in the third quarter of 2016.

4.4. Indicative budget

Component	Amount in EUR
Objective (I): To support the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with complementary measures to implement them	3 600 000
Objective (II): To improve opportunities for regulated labour mobility	6 000 000
Monitoring, audit and evaluation	100 000
Communications and visibility	300 000
Total	**10 000 000**

4.5. Evaluation, monitoring and audit

It is important to establish monitoring and evaluation arrangements that can measure progress towards the intended results in a consistent and regular manner. Efforts will be made to set up a single monitoring & evaluation and lessons learned framework for all EUTF-funded projects in the Horn of Africa. Each of the projects in the Horn of Africa will pool resources by setting aside 1.5-2% of their EU Trust Fund allocations to establish a single monitoring and evaluation framework with a dedicated team of experts. The single M&E framework will help ensure consistency in progress reporting by using the project baselines and undertaking regular monitoring, evaluation and reviews of on-going projects in the region. It will also serve as a tool for compiling documentation and sharing experience in a structured manner.

Ad hoc audits or expenditure verification assignments could be contracted by the European Commission. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts; making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.6. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner countries and entrusted entities. Appropriate contractual obligations shall be entered into the Agreements concluded by the Commission with the entrusted entities and the partner countries.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

A **logical framework** showing targets and indicators is attached.

EU Trust Fund Strategy	Valletta Action Plan	United Nations Sustainable Development Goals
Four main areas of intervention	**Five priority domains, and 16 initiatives**	**17 goals**

1) Greater economic and employment opportunities
 	
2) Strengthening resilience of communities and in particular the most vulnerable, as well as refugees and displaced people
 	
3) Improved migration management in countries of origin and transit
 	
4) Improved governance and conflict prevention, and reduction of forced displacement and irregular migration
	1) Development benefits of migration and addressing root causes of irregular migration and forced displacement
	  1. enhance employment opportunities and revenue-generating activities
	  2. link relief, rehabilitation and development in peripheral and most vulnerable areas
	  3. operationalise the African Institute on Remittances
	  4. facilitate responsible private investment and boost trade
	
	2) Legal migration and mobility
	  5. double the number of Erasmus scholarships
	  6. pool offers for legal migration
	  7. organise workshops on visa facilitation
	
	3) Protection and asylum
	  8. Regional Development and Protection Programmes
	  9. improve the quality of the asylum process
	  10. improve resilience, safety and self-reliance of refugees in camps and host communities
	
	4) Prevention of and fight against irregular migration, migrant smuggling and trafficking of human beings
	  11. national and regional anti-smuggling and anti-trafficking legislation, policies and action plans
	  12. strengthen institutional capacity to fight smuggling and trafficking
	  13. pilot project in Niger
	  14. information campaigns
	
	5) Return, readmission and reintegration
	  15. strengthen capacity of countries of origin to respond to readmission applications
	  16. support reintegration of returnees into their communities
		1) End poverty in all its forms everywhere
		2) End hunger, achieve food security and improved nutrition and promote sustainable agriculture
		3) Ensure healthy lives and promote well-being for all at all ages
		4) Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
		5) Achieve gender equality and empower all women and girls
		6) Ensure availability and sustainable management of water and sanitation for all
		7) Ensure access to affordable, reliable, sustainable and modern energy for all
		8) Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
		9) Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation
		10) Reduce inequality within and among countries
		11) Make cities and human settlements inclusive, safe, resilient and sustainable
		12) Ensure sustainable consumption and production patterns
		13) Take urgent action to combat climate change and its impacts
		14) Conserve and sustainably use the oceans, seas and marine resources for sustainable development
		15) Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
		16) Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
		17) Strengthen the means of implementation and revitalise the global partnership for sustainable development

APPENDIX 1: INDICATIVE LOGICAL FRAMEWORK

<table>
<tr>
<td colspan="3">Towards Free Movement of Persons and Transhumance in the IGAD region</td>
</tr>
<tr>
<td>SPECIFIC OBJECTIVES</td>
<td>OBJECTIVELY VERIFIABLE INDICATORS</td>
<td>MEANS OF VERIFICATION</td>
</tr>
<tr>
<td>I) To support the process of adoption of the IGAD Protocols on Free Movement of Persons and on Transhumance, along with along with complementary measures to implement them</td>
<td>New protocols on free movement of persons and transhumance are adopted by the end of 2017 and transposed into national legislation by the end of 2020, at the latest.</td>
<td>

Minutes of the preparatory and negotiations meetings
Minutes and reports of Regional Migration Coordination Committee (RMCC) meetings
Project Steering Committee meeting reports

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<tr>
<td>II) To improve opportunities for regulated labour mobility</td>
<td>

Gaps identified in labour migration policies that need to be addressed;
Supply and demand within the labour market, initially in the Ethiopia-Sudan corridor;
Data available to develop policies and mechanisms that will match supply and demand;
New employment opportunities created in selected sub-sectors.

</td>
<td>

Baseline assessments on labour migration
Labour market analysis reports
Rapid market appraisals and value chain analyses
Results of assessment of skills accreditation status in sub-sectors
Relevant vocational training programmes identified for enhancement
Labour exporting frameworks
International and national employment statistics

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