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ANNEX 28

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of Sub-Saharan Africa for 2023-2025

**Action Document for the Support to Free Movement of Persons
and Transhumance in the IGAD region Phase II**

MULTIANNUAL PLAN

This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Support to Free Movement of Persons and Transhumance in the Intergovernmental Authority on Development (IGAD) region Phase II OPSYS number: ACT - 62025 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	The action will contribute to the Team Europe Initiative on the Central Mediterranean route.
3. Zone benefiting from the action	The action shall be carried out in the IGAD region. The action will have a flexible approach to respond to the varying needs of the IGAD Member States (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda)
4. Programming document	Sub-Saharan Africa Regional Multi-Annual Indicative Programme (MIP) of the NDICI 2021-2027
5. Link with relevant MIP(s) objectives / expected results	The action will contribute to the Migration, Mobility and Forced Displacement priority of the regional MIP, and in particular Specific Objective 1: Contribute to strengthening migration management, migration policy, and migration governance in Sub-Saharan Africa. Result 1.6: Legal migration and mobility between Africa and the European Union, as well as within and outside of Africa is well managed and strengthened.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Priority Area 6: Migration and Forced Displacement
7. Sustainable Development Goals (SDGs)	Main SDG: 8 Decent Work and Economic Growth Other significant SDGs and where appropriate, targets: SDG 5 [Gender Equality]; SDG 10 [Reduce inequality within and among countries]; SDG 13 [Climate Action]; SDG 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]; as

	well as SDG 17 [Strengthen the means of implementation and revitalise the global partnership for sustainable development]			
8 a) DAC code(s)	DAC Code 1- 15190 - Facilitation of orderly, safe, regular and responsible migration and mobility DAC Code 2- 13010 - Population and administrative management DAC Code 3- 16062 - Statistical capacity building			
8 b) Main Delivery Channel	Channel 1 : 10000 Public sector institutions Channel 2 : 40000 Multilateral organisations			
9. Targets	<input checked="" type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags:		YES	NO	

	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health education and research	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Migration @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

BUDGET INFORMATION

12. Amounts concerned	<p>Budget line(s) (article, item):</p> <p>14.020121: EUR 15 000 000</p> <p>Total estimated cost: EUR 15 000 000</p> <p>Total amount of EU contribution EUR 15 000 000</p> <p>Contributions from EU Member States to the Regional TEI for a Comprehensive Migration Approach in the Central Mediterranean Route:</p> <table border="1"> <thead> <tr> <th>EU MS</th><th>Amount (in EUR)</th></tr> </thead> <tbody> <tr><td>Austria</td><td>4 594 000</td></tr> <tr><td>Belgium</td><td>3 250 000</td></tr> <tr><td>Switzerland</td><td>3 773 000</td></tr> <tr><td>Czech Rep</td><td>1 000 000</td></tr> <tr><td>Germany</td><td>94 760 000</td></tr> <tr><td>Denmark</td><td>36 620 000</td></tr> <tr><td>Spain</td><td>4 100 000</td></tr> <tr><td>France</td><td>56 849 000</td></tr> <tr><td>Netherlands</td><td>65 475 000</td></tr> <tr><td>Italy</td><td>157 363 000</td></tr> <tr><td>Malta</td><td>600 000</td></tr> </tbody> </table>	EU MS	Amount (in EUR)	Austria	4 594 000	Belgium	3 250 000	Switzerland	3 773 000	Czech Rep	1 000 000	Germany	94 760 000	Denmark	36 620 000	Spain	4 100 000	France	56 849 000	Netherlands	65 475 000	Italy	157 363 000	Malta	600 000
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MANAGEMENT AND IMPLEMENTATION

13. Type of financing	<p>Direct management through:</p> <p>- Grants</p> <p>Indirect management with the International Labour Organisation (ILO)</p>
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1.2 Summary of the Action

The overall objective of the proposed intervention is to maximise the development potential of the free movement of persons and transhumance regime within the Intergovernmental Authority on Development (IGAD) region by supporting IGAD and its Member States in effectively implementing the Protocols of Free Movement of Persons and Transhumance and increasing regular labour migration and mobility opportunities as well as protection within and outside the region. The adoption of the Protocols on Free Movement of Persons and Free movement of Transhumance¹ as well as the adoption of the Djibouti Declaration on Labour Employment and Labour Migration² were important steps towards establishing regular migration pathways and addressing protection gaps within the region. Implementation of these instruments at regional and national level is crucial for regional economic integration and labour market integration as well as for fully translating regional and national commitments under the IGAD free movement regime into action.

Previous EU support under the programme ‘Towards Free Movement of Persons and Transhumance in the IGAD region’, implemented from 2017 to 2023, was instrumental in establishing a free movement and labour migration architecture at regional level. Building on results and achievements of the first phase of the programme, and in particular its concrete contribution to the adoption of the two Protocols, the new intervention is expected to contribute to the ratification and implementation of the Protocols and the Djibouti Declaration on Labour, Employment and Labour Migration as well as support IGAD Member States in strengthening their migration governance frameworks, with a focus on labour migration, employment and social protection as well as pastoralism. Targeted at regional and national levels, and through a strong monitoring mechanism for implementation, actions with a national focus as well as partnerships for engagement of civil society and local authorities in migration, the new intervention is expected to bring economic benefits to IGAD Member States and the region as a whole, while allowing for greater opportunities for regular labour migration, advancement of decent employment, livelihood opportunities, trade and regional integration as well improvement of livelihood/job prospects including for those forcibly displaced and especially for youth. At regional level, support will be extended to develop appropriate regional instruments and institutional frameworks to support the implementation of the employment and labour migration provisions of the Protocols on Free Movement of Persons and Transhumance and the Djibouti Declaration on Labour, Employment and Labour Migration. Indeed, the action will contribute to supporting social and economic development and safe and orderly migration within the region, by facilitating legal mobility for workers, improving labour and employment governance and access to decent employment opportunities, while reducing the need for irregular migration, and thus contributing to preventing trafficking in human beings and smuggling of migrants. The action will also support the development of regional policy documents such as the IGAD regional employment policy framework as well as social protection and labour migration strategies at regional level. At national level, actions will ensure alignment of national policies and legislations with the provisions of the IGAD Protocols as well as with international labour standards and other relevant international and continental frameworks.

The proposed action recognises that the establishment of a free movement regime is a lengthy process that requires strong political will and commitment from IGAD and associated Member States; the new programme will therefore be implemented over the course of a 5 years period - from 2023 to 2028 - and will be cognisant of the different needs of the IGAD Member States, therefore adopting a flexible approach in the delivery of support. The action is aligned with the 2030 Agenda for Sustainable Development Goals, in particular SDG target 10.7 (Facilitate orderly, safe, regular and responsible migration and mobility of people), and the European Consensus for Development, which recognises the importance of migration and mobility to inclusive growth and sustainable development. Furthermore, the action will contribute to the external dimension of the EU Pact on Migration and Asylum, the Global Compact for Safe, Orderly and Regular Migration (GCM) as well as the ILO Centenary Declaration for the Future of Work, the 2017 International Labour Conference’s Resolution and Conclusions concerning Fair and Effective Labour Migration Governance and its Follow-up Plan of Action. The action is also in line with EU political priorities and strategies on migration, such as the on-going dialogues and Action Plans from the EU-AU Continent to Continent Migration and Mobility Dialogue (C2CMMD), the Khartoum process as well as associated policy documents such as the African Union’s (AU) Migration Policy Framework for Africa

¹<https://igad.int/wp-content/uploads/2022/03/Communique-on-Endorsement-of-the-Protocol-of-Free-Movement-of-Persons.pdf>

²<https://igad.int/wp-content/uploads/2021/10/Declaration-Signed-English.pdf>

and Plan of Action (2018-2030), the African Union Continental Policy Framework on Pastoralism 2010 as well as the IGAD Vision 2050. The action is in line with the EU Action Plan on Human Rights and Democracy 2020-2024 as well as with the EU strategies for the Horn of Africa³ and the Global Gateway; the action is also expected to contribute to delivering on the Joint vision for 2030 set out at the latest European Union (EU) - African Union (AU) Summit held in February 2022. On this occasion, both continents' leaders agreed on an enhanced and reciprocal partnership for migration and mobility. Likewise, the action will contribute to the fulfilment of the EU Gender Action Plan 2021-2025 (GAP III), in particular to its thematic areas of engagement 'Ensuring freedom from all forms of gender-based violence', 'Promoting economic and social rights and empowering girls and women', and 'Integrating the women, peace and security agenda'. The action will be implemented in close coordination with the upcoming 'Regional Programme in Livestock and Pastoralism for Climate Change Adaptation in Eastern/Horn of Africa' to ensure complementarities and avoid duplication.

2 RATIONALE

2.1 Context

Stretching over an area of 5.2 million km² and with a population of over 250 million people, including a high number of refugees and IDPs as a result of conflict and drought, the Intergovernmental Authority on Development⁴ (IGAD) region is a region on the move, with citizens traversing rangelands, deserts and borders to cross over to countries and communities with potential for livelihoods and protection from natural disasters and crises. Regional demographics are characterised by high natural population growth rates and a forecast to increase to 523 million in 2050⁵. Endowed with diverse natural, social and economic resources that offer opportunities for development, the region shows considerable potential for economic growth while several IGAD Member States have experienced strong economic growth rates for a certain period. However, the post-Covid regional economic recovery process has been abruptly interrupted by a global economic slowdown, tighter global financial conditions and a dramatic pickup in global inflation which further affect a region already wearied by an ongoing series of shocks, such as drought and conflicts. Socio-economically, most of the IGAD Member States belong to the World Least Developed Countries and share similar economic growth prospects and social ethnic groups across their borders.

Moreover, the complex link between migration and displacement, environment and climate change has an increasing impact on human mobility, livelihoods and food security in the region. Migration and displacement into and from the IGAD region are driven by multiple and interrelated economic, political, and environmental factors, with the majority of migrants leaving their countries in search of decent work and better employment opportunities. Part of the intra-regional mobility is irregular, facilitated by well-established criminal networks as well as limited access to regular migration channels. Transhuman pastoralism is considered a key livelihood source in the region. The primary economic driver of the IGAD Member States is agriculture, with livestock contributing an estimated 57% of the region's Agricultural Gross Domestic Product (AGDP). The region is endowed with an extensive livestock population. Pastoralist movements often include cross-border mobility in the search for pasture and water.

Human mobility in the region is generally enshrined in IGAD's regional policies and protocols which also foresee provisions for free movement in the context of disasters and conflict. Founded in 1986⁶ as a Regional Economic Community (REC) aspiring for peace, security, prosperity and regional integration through interventions in five key pillars, namely i) economy and infrastructure development ii) peace and security iii) health and social development iv) agriculture and environment and v) an effective regional institution of Member States, IGAD calls upon its Member States to establish, among other dimensions of regional integration, 'a regime of free movement of goods, services and people, establishment of persons and residence'⁷. The Protocols on Free Movement of Persons and Free movement of Transhumance as well as the Djibouti Declaration on Labour

³The Horn of Africa: a geo-strategic priority for the EU-Council conclusions, 10 May 2021: <https://data.consilium.europa.eu/doc/document/ST-8135-2021-INIT/en/pdf>.

⁴ The IGAD region comprises the countries of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda.

⁵ UNDESA, 2019.

⁶ The Agreement Establishing IGAD 1986 enjoins Members of Somalia, Eritrea, Djibouti, Ethiopia, Kenya, Uganda and Sudan towards regional integration. South Sudan joined IGAD upon attaining its state independence in 2011 and makes the 8th Member State of IGAD.

⁷ Articles 7b) and 13a) of the Agreement establishing IGAD.

Employment and Labour migration are the foundational documents guiding IGAD Member States in this policy area. IGAD Member States have also made commitments to achieve greater regional integration in the region through the adoption of the Minimum Integration in 2013 which serves as a roadmap for regional integration, with free movement of persons as a key pillar. Equally, IGAD and its Member States have taken steps to manage and address the issue of migration in the region. In this regard, a comprehensive IGAD Regional Migration Policy Framework (2014) and its Migration Action Plan (MAP) 2015-2020 have been adopted. The strategic priorities of the MAP include the facilitation of labour mobility, the facilitation of mobility for pastoralists and the establishment of a free movement regime in the region.

In line with its position as a one of the seven RECs that are the building blocks of the African Union (AU), IGAD is also aligning its integration commitments and migration governance framework with the continental AU 2018 Protocol on Free Movement of Persons, Right of Residence and Right of Establishment. IGAD has examined the AU Protocol's key areas of integration and its Implementation Roadmap as well as the regime of Free Movement of Persons in the East African Community (EAC) that has been fully operational since the adoption of the 2010 EAC Common Market Protocol. IGAD has also studied the approach of the Economic Community of West African States (ECOWAS) Free Movement regime, which has been effective in enhancing mobility of persons, labour mobility, the rights to residence and establishment as well as regional trade. IGAD has to a certain extent advanced on establishing institutional structures, legislative foundations and a policy framework for free movement, including in the context of disaster displacement. With the AU Protocol as a compass, the IGAD Protocols will not only attempt to promote regional integration, but also facilitate intra-regional trade and investment, create and promote employment and mobility for the vast majority of young citizens, address protection gaps and eventually contribute to peace, security and development. Overall, the EU, with its long experience in fostering regional integration and managing movements across borders has positively influenced the IGAD's free movement regime, labour mobility governance as well as policy context in this areas. Through technical and financial support, capacity and advocacy-building measures, as well as valuable insight and experience under the previous phase of the programme, the EU has been a key partner in strengthening dialogue and cooperation between all stakeholders. At regional level, previous EU assistance supported the process of preparing, drafting and negotiating the IGAD Protocols on Free Movement of persons and Transhumance, leading up to the adoption of these Protocols by the IGAD council of ministers in 2021. Beside the elaboration of the Protocols, EU support at regional and national levels, contributed to improving labour mobility, by increasing knowledge, revising and reinforcing labour migration policies and promoting a right-based approach to labour migration. The action will build on the achievements of the previous phase in order to address the limitations of the free movement regime and harness the benefits of the provisions of the IGAD free movement Protocols. Supporting the evolution of mobility of persons in the IGAD region will also contribute to strengthening EU's role in facilitating regional dialogue on free movement and migration and addressing forced displacement in the continent as well as its leverage on the fulfilment of IGAD's development agenda.

2.2 Problem Analysis

The relatively young IGAD free movement and labour migration governance is still very much constrained by insufficient resources, limited implementation capacity and administrative and bureaucratic barriers at different levels. Major challenges towards the effective implementation and enforcement of the IGAD free movement regime at all levels of governance include: (i) Inadequate capacity for policy development and implementation, especially at regional level; (ii) Poor border management and irregular migration; (iii) Heterogeneity of security context and political priorities amongst member states; (iv) Inefficient protection (including access to asylum, non-refoulement, efficient refugee status determination procedures, registration, documentation) affecting vulnerable groups in particular (e.g. women, youth); (v) Inadequate capacity to manage climate-induced migration movements (vi) Weak civil society and social partners structures; (vii) Lack of coordination structures to monitor progress in implementation as well as unfamiliarity with the Protocols. All these challenges represent an impediment towards effective free mobility and severely impact the advancement of the free movement regime discourse within the region.

At regional level, the degree of implementation of the Free Movement Protocol by Member States varies significantly. Indeed, IGAD Member States have different national policies and legal frameworks governing migration and cross-border transhumance and are not yet sufficiently sensitised to the regional migration agenda. While a regional approach to regular migration and labour mobility has been systematised through the adoption of the two Protocols on Free Movement of Persons and Transhumance and the adoption of the Djibouti Declaration

on Labour, Employment and Labour Migration, there is still need for further support to implement these policy frameworks. The adopted Protocols provide a common framework to establish a free movement regime, but the national processes to ratify the Protocols and amend the necessary national frameworks vary. A coherent and concerted approach towards migration governance, in line with international human rights treaties and international and regional migration policy agreements, to ensuring safe, orderly and regular migration within the IGAD region, still needs to be established.

Prevailing conflicts, border disputes and insecurity in some of the Member States also present major barriers to free movement of persons and produce challenges for regular migration in individual Member States and in the region. Indeed, the IGAD region lags behind in identity management, with less than 25% of the 270 million IGAD citizens possessing any form of identity document. This is in particular relevant for women and girls, who in general have even more limited access to identity documents, as well as those forcibly displaced. Limited ownership of identity and travel documents limits agencies efficacy, productive travel, promotes irregular pathways for mobility and inhibits the potential for trade and access to other services by citizens. More efforts are required to prepare IGAD Member States towards a free movement regime to harness the benefits of free movement of goods, people and services as well the rights to residence and establishment. Political barriers including sovereignty concerns, divergence of national interests, security threats and absence of political will towards elimination of barriers to movement of persons at the highest levels of government also appear to severely threaten the fulfilment of free movement in the region.

Furthermore, the region is characterised by mixed migratory movements due to various political, socio-economic and environmental factors. IGAD Member States are all at the same time countries of origin, transit and destination for the different forms of migration and forced displacement. The region has also one of the highest numbers of internally displaced persons, refugees and migrants in the world, with seasonal labour migration also being an important factor in the region's economic development, as more than half of the migration movements are intraregional. Opportunities for safe, regular and orderly migration within and outside the region remain limited which leads to increased risk of trafficking and smuggling of migrant workers resulting in severe human and labour rights violations.

On labour migration, recent economic growth across the region has not yet translated into significant job creation. Labour markets are struggling to absorb large numbers of new entrants to the labour force each year because of population growth, while contending with structural difficulties in creating employment opportunities. Lack of a diversified economy, particularly due to reliance on subsistence agriculture, a narrow private sector, mismatch between skill supply and demand and limited capacity of labour market institutions, inter alia, pose significant barriers to unleash the potential of a young active labour force in the region. Furthermore, while most Member States have a national employment policy, implementation commonly falls short. More generally, there is a need to ensure respect, implementation and enforcement of fundamental principles and rights for migrant workers, strengthen regular pathways for migration as well as guarantee free entry, stay and exit for IGAD citizens.

Moreover, internally, IGAD is home to the largest groupings of transhumant pastoralists in Africa, who are seasonally moving from place to place, crossing administrative and international borders in search of water and grazing area. For long, the absence of a supportive policy environment that facilitates free and safe seasonal cross-border mobility of herders and livestock in search of water and pasture as an adaptation and survival mechanism, undermined efforts to either prevent pastoralist conflict and control transboundary animal disease or regulate mobility, sustainable management of shared resources and service delivery along designated transhumance routes. Pastoralist populations, including herder families, are among the most affected by climate change effects in the region; mobility of livestock to access water, grazing and browsing represents a resilient response to the changing climate and terrain and is often cross-border. The IGAD Protocol on Free Movement of Transhumance is at the same time a codification of a traditional practice and a way to address cross-border transhumant mobility; its adoption and roadmap for implementation are promising. However, at the Member States level, divergent interests, security issues, limited capacity and national processes for ratification as well as budgetary constraints represent the main challenges preventing the full application of the Transhumance Protocol. IGAD, and its Centre for Pastoralist Areas and Livestock Development (ICPALD), is the regional organisation having the mandate to ensure and oversee a coordinated implementation of the Protocol.

Likewise, in the area of free movement of persons, IGAD has the mandate to defend common regional interests and promote endorsement of strategic priorities for the region. However, IGAD's coordination and enforcement capacity as well as outreach to Member States are not always ensured. The disconnect between engagement at national level and regional integration policies, as well as the absence of an effective intraregional dialogue and a robust coordination and monitoring mechanism for the implementation of the two Protocols, inhibit the development of the full potential of IGAD's overseeing and convening capacity and ownership of the process. Lack of data coverage at national level and exchange of useful information that could be translated into the regional level further challenge the advancement of the free movement regime. Furthermore, demographic changes not favourable to communities including urbanisation, rural urban migration, cleavages and fears associated with dilution of cultural norms and values, as well as local job market concerns tend to make IGAD citizens less deferential to their institutions and contribute to scepticism about the potential effects of a free movement regime. Building confidence among citizens of IGAD region towards an integrated region for peace and prosperity is therefore very important. Robust citizens' mobilisation and sensitisation is required to enhance their understanding on regional agreements on free movement, awareness on which remains largely esoteric. Non-State actors or related entities such as the private sector, academia, migrant's associations, worker's and employers' organisations and youth groups are instrumental in addressing such critical challenges in the implementation of the Protocols. Civil society actors can be agents for transformation of public opinions on migration and have the potential to massively contribute to creating awareness on the Protocols and ultimately promoting intra-regional mobility as opposed to irregular migration options.

Overall, full implementation of the IGAD Free Movement Protocols needs efficient and functional borders, able to facilitate movements, particularly those of IGAD citizens, while maintaining security and control. Through this action, the EU proposes engagement with IGAD and its Member States to enhance their efforts in promoting free movement and regional conditions for migration and mobility through support towards proper implementation, enforcement and advancement of existing policies, instruments and structures. It is also clear that there is a need to continue supporting regional consultative processes as well as non-State actors, social partners and local authorities to enhance their technical and operational capacities to implement the Free Movement Protocols and address concrete issues preventing mobility.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

The IGAD Secretariat is the key regional stakeholder in this programme. The IGAD Secretariat will ensure the coordination and the strategic and political overview and guidance, including holding political sessions of policy leaders in accordance with IGAD governance architecture which includes Heads of State, Council of Ministers of Foreign Affairs, Ministers of Labour, Ministers of Interior, Ministers of Livestock, Ministry of Justice and Technical Experts. The IGAD Secretariat will also provide the oversight for monitoring implementation, in particular of the Protocol on Free Movement of Persons and the implementation of labour governance actions with IGAD Member States.

National stakeholders include IGAD Member States and in particular immigration and border governance institutions, labour and employment ministries and authorities, ministries and authorities responsible for pastoralism and livestock as well as legislative bodies. Relevant sub-national and local authorities, institutions and bodies having the mandate to take the necessary measures to implement the Protocols on free movement of persons and transhumance will also contribute to the national and regional processes. Awareness-raising and sensitisation campaigns of grassroots and border communities on the economic development of youth and women groups as well as on migrant and labour rights are foreseen to help establish a link between the IGAD Secretariat, Member States, local authorities, border and grassroots communities.

IGAD's Centre for Pastoral Areas and Livestock Development (ICPALD) will ensure the coordination and the strategic and political overview and guidance, including monitoring of the level of implementation of the Protocol on Free Movement of Transhumance, and will also provide technical support and guidance within its area of expertise.

UN International Labour Organisation (ILO) is the technical cooperation partner of IGAD Secretariat on implementation of the actions on labour governance, mobility of workers, employment and labour migration as well as the technical cooperation partner of ICPALD in the field of transhumance, to ensure consistency and alignment of timelines with activities in the area of free movement of persons.

Civil society organisations and social partners at regional and national level will be key stakeholders in activities related to free movement of persons, employment and labour migration activities as well as on transhumance tracking and surveillance.

IGAD citizens, migrant communities, pastoralists, forcibly displaced people and in need of protection are the final beneficiaries and right holders of the action.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective of the action is to maximise the development potential of the free movement of persons and the transhumance regime within the Intergovernmental Authority on Development (IGAD) region.

The Specific Objectives (Outcomes) of this action are to:

1. Strengthen capacities of IGAD and Member States to implement the Protocol on Free Movement of Persons in IGAD Region through monitoring the application and implementation of the Free movement Protocol as envisaged in its Implementation Roadmap
2. Enhance capacities of IGAD and Member States in the area of labour migration governance, in particular for decent work for migrant workers, including women migrant workers, through the application and implementation of relevant provisions of the IGAD Protocol on Free Movement of Persons and the Djibouti Declaration on Labour, Employment and Labour Migration
3. Increase capacities of IGAD and its Member States to fully develop the socio-economic potential of the pastoral system in the IGAD region through the operationalisation of the Protocol on Transhumance and its Road Map for Implementation
4. Enhance coordination and implementation mechanism for the provisions of the Protocols on Free movement of Persons and Transhumance in the IGAD Region

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:

SO1: Strengthened capacities of IGAD and its Member States to implement the Protocol on Free Movement of Persons in IGAD Region through monitoring the application and implementation of the Free movement Protocol as envisaged in its Implementation Roadmap

- 1.1 contributing to Outcome 1 (or Specific Objective 1): IGAD Protocol on Free Movement of Persons ratified by national legal authorities by IGAD Member States.
- 1.2 contributing to Outcome 1 (or Specific Objective 1): IGAD Protocol on Free Movement of Persons domesticated into national law by IGAD Member States.
- 1.3 contributing to Outcome 1 (or Specific Objective 1): Capacities of IGAD Secretariat and relevant national immigration authorities and institutions to plan, manage, monitor and report on progress of implementation of the Protocol on Free Movement of Persons in IGAD Region strengthened.
- 1.4 contributing to Outcome 1 (or Specific Objective 1): Relevant national policies and legislative frameworks to ensure compliance with the Protocol provisions on Right of Entry, Stay and Exit, including frameworks for citizen identity management developed/revised and better implemented.
- 1.5 contributing to Outcome 1 (or Specific Objective 1): Public awareness of the benefits and opportunities of a free movement of persons regime within the Intergovernmental Authority on Development (IGAD) region promoted.

SO2: Enhanced capacities of IGAD and its Member States in the area of labour migration governance, in particular for decent work for migrant workers, especially women migrant workers, through the application and implementation of relevant provisions of the IGAD Protocol on Free Movement of Persons and the Djibouti Declaration on Labour, Employment and Labour Migration

- 2.1 contributing to Outcome 2 (or Specific Objective 2) Regional and national policies, strategies, instruments as well as legislative, institutional and regulatory frameworks in the field of labour migration, labour mobility, social protection and access to labour markets strengthened, in line with the Protocol on Free movement of Persons and the Djibouti Declaration on Labour, Employment and Labour Migration.
- 2.2 contributing to Outcome 2 (or Specific Objective 2) National and Regional Labour Market information and data management systems, aligned with a gender-based approach developed, and strengthened.
- 2.3 contributing to Outcome 2 (or Specific Objective 2) Protection frameworks and protection services for migrant workers within and from the IGAD region, including protection needs of migrant women workers and inclusion for forcibly displaced into the labour market strengthened.
- 2.4 contributing to Outcome 2 (or Specific Objective 2) Capacity of regional social partner organisations to lead and conduct social dialogue to advance fair and inclusive labour and employment governance and regional integration enhanced.

SO3: Increased capacities of IGAD and its Member States to fully develop the socio-economic potential of the pastoral system in the IGAD region through the operationalisation of the Protocol on Transhumance and its Implementation Roadmap

- 3.1 contributing to Outcome 3 (or Specific Objective 3): IGAD Protocol on Free Movement of Transhumance ratified by national legal authorities in IGAD Member States.
- 3.2 contributing to Outcome 3 (or Specific Objective 3): IGAD Protocol on Free Movement of Transhumance domesticated into national law by IGAD Member States.
- 3.3 contributing to Outcome 3 (or Specific Objective 3): Relevant national policies and legislative frameworks harmonised and aligned with the IGAD Protocol on Free Movement of Transhumance
- 3.4 contributing to Outcome 3 (or Specific Objective 3): Cross-border transhumance governance and coordination mechanisms established and strengthened.
- 3.5 contributing to Outcome 3 (or Specific Objective 3): Mapping, delineation and gazettement of cross-border transhumance routes improved.

SO4: Enhanced coordination and implementation mechanism for the provisions of the Protocols on Free movement of Persons and Transhumance in the IGAD region

- 4.1 contributing to Outcome 4 (or Specific Objective 4): A regional monitoring and evaluation framework for the implementation of the Protocols on Free Movement of Persons and Transhumance developed and established.
- 4.2 contributing to Outcome 4 (or Specific Objective 4): Coordination of the monitoring and reporting on the implementation of the Protocols on Free movement of Persons and Transhumance strengthened.

3.2 Indicative Activities

Activities relating to output 1.1:

- 1.1.1 Organise information sessions to engage with key policymakers and legislators of IGAD Member States, as well as social partners and civil society organisations, on the provisions, ratification and implementation of the Protocol on Free Movement of Persons (activity also contributing to output 1.2);
- 1.1.2 Support the organisation of ratification meetings between IGAD Secretariat and Ministries of Foreign Affairs, Ministries of Justice/Offices of Attorney Generals, Parliaments and Ministries of Interior;
- 1.1.3 Support to conduct National Regulatory Impact Assessments in IGAD Member States regarding the ratification of the Protocol on Free Movement of Persons.

Activities relating to output 1.2:

- 1.2.1 Support the organisation of domestication meetings between IGAD secretariat and Ministries of Foreign Affairs, Ministries of Justice/Offices of Attorney Generals, Parliaments and Ministries of Interior;
- 1.2.2 Organise training workshops and provide technical support to IGAD Member States in the development, evaluation and revision of domestic laws, policies and procedures necessary to ensure harmonisation with the provisions of the Protocol on Free Movement of Persons (activity also contributing to output 1.5).

Activities relating to output 1.3:

1.3.1 Provide technical support to relevant ministries and institutions of IGAD Member States to establish a framework for management, monitoring and evaluation of the implementation of the Protocol on Free Movement of Persons;

1.3.2 Capacity-building for the relevant ministries and institutions of the IGAD Member States in order to manage and monitor the implementation of the Protocol on Free Movement of Persons;

1.3.3 Strengthen capacity of IGAD secretariat through appointment of 8 IGAD Member States Liaison Officers and recruitment of 3 IGAD staff to assist with implementation of the programme objectives, with written commitment from IGAD to retain staff later.

Activities relating to output 1.4:

1.4.1 Based on needs identified under activity 1.2.3, support the development of roadmaps for amendment of national laws, policies and procedures on immigration in IGAD Region that are critical to achieve a Visa-free region (phase 1 of Protocol road map) ;

1.4.2 Technical support and guidance to the drafting, revision and adoption of domestic laws, policies and immigration procedures for a Visa free region;

1.4.3 Technical support to conduct assessments of the capacities of national authorities that provide travel documents to identify capacity gaps, such as national registration authorities, population authorities, immigration authorities etc;

1.4.4 Support access to travel documents for all citizens, including vulnerable groups, rural populations, displaced communities and border communities in IGAD Region through mobile identity and travel document registration fairs for member states.

Activities relating to output 1.5:

1.5.1 Design and implement a comprehensive communication, awareness raising and advocacy strategy to accelerate the ratification and implementation of the IGAD Protocols on Free Movement, including the production and dissemination of information materials in local languages;

1.5.2. Develop various knowledge products for the reporting on the implementation of the Protocols as well as to enhance knowledge on the nexus between free movement of persons and transhumance, climate change, trade, regional integration and development;

1.5.3. Organise advocacy and sensitisation campaigns with civil society actors, private sector, transport owners and unions, border communities and border officials in the implementation of Free Movement Protocol.

Activities relating to output 2.1:

2.1.1 Develop an IGAD Regional Employment Policy Framework in line with the Djibouti Declaration on Labour, Employment and Labour Migration;

2.1.2 Develop an IGAD Regional Labour Migration Strategy and action plan in line with the Djibouti Declaration on Labour, Employment and Labour Migration;

2.1.3 Provide technical assistance, guidance and capacity building to key stakeholders in IGAD Member States in developing national policies and legislations on labour, employment and labour migration and refugee inclusion;

2.1.4 Revise/update IGAD regional Social Protection Strategy, in particular with regards to the provisions of the Protocol on Free Movement of Persons on the portability of social security and benefits;

2.1.5 Provide technical support, guidance and capacity building in validating or revising national social protection strategies, policies and administrative procedures, national capacities on data collection and statistics on social protection coverage.

Activities relating to output 2.2:

2.2.1 Develop an IGAD Regional Labour Market Information System (LMIS) based on the roadmap developed under phase one and in line with the Djibouti Declaration on Labour, Employment and Labour Migration and the recommendations of the second IGAD Ministerial Meeting on Labour, Employment and Labour Migration;

2.2.2 Based on demands by IGAD Member States, provide technical support to the development, update and/or upgrade of national labour market information systems (LMIS) to enhance compatibility with IGAD regional LMIS and to enable integration of LFS data and other key sources of data in the national LMIS;

2.2.3 Support the establishment and provide technical support to IGAD Regional Technical Working Group on Labour Statistics and Migration data in line with the IGAD Regional Strategy on Statistics.

Activities relating to Output 2.3:

- 2.3.1 Support the dissemination and implementation of IGAD regional guidelines on rights-based Bilateral Labour Agreements (BLA) including the development of common positions;
- 2.3.2 Provide technical assistance to Member States in drafting, negotiating, implementing, monitoring and evaluation of BLAs and promote bilateral or multilateral cooperation on BLAs among IGAD member states;
- 2.3.3 Provide technical support to IGAD Member States for the ratification, application and compliance of key ILO conventions related to migrant workers, including by sharing good practices, lessons learned and raising public awareness on ILO conventions;
- 2.3.4 Strengthen the capacities of IGAD Member States institutions, Embassies (Labour Migration Liaison Officers) and authorities and relevant stakeholders, such as migrant workers associations in countries of destinations, to provide service and protection for migrant works and facilitate coordination and dialogue among these stakeholders.

Activities relating to output 2.4:

- 2.4.1 Provide support to trade unions and employers' organisations to undertake their regular general assembly and board meetings, to implement, monitor and evaluate their five years strategic plans and to mainstream gender, climate change and disability in their policies, strategies and activities;
- 2.4.2 Organise annual regional bipartite and tripartite knowledge and experience sharing forums of social partners to share experience, establish cross-border collaboration between employers and trade unions organisations, support union to union agreements to further support protection of migrant workers;
- 2.4.3 Support regional social partners to participate in regional policy dialogues and decision-making processes;
- 2.4.4 Support the domestication and effective implementation of conventions on social dialogue.

Activities relating to output 3.1:

- 3.1.1 Organisation of information and sensitisation sessions to engage with key policymakers and legislators of IGAD Member States, as well as social partners and civil society organisations, on the provisions, the ratification and the implementation of the Protocols on Free Movement of Transhumance (activity also contributing to output 3.2);
- 3.1.2 Support the organisation of ratification meetings between ICPALD and Ministries of Foreign Affairs, Ministries of Livestock and Pastoral Development, Ministry of Justice, Office of Attorney General Ministries of Justice/Offices of Attorney Generals and Parliaments;
- 3.1.3 Support to conduct National Regulatory Impact Assessments in IGAD Member States regarding the ratification of the Protocols on Free Movement of Transhumance, including lessons learnt from the Permanent Interstate Committee for drought control in the Sahel (CILSS) and ECOWAS regions.

Activities relating to output 3.2:

- 3.2.1 Provide technical support to sectoral ministries and parliamentary committees to draft bills for pastoral laws and promote the enactment and adoption;
- 3.2.2 Provide support to ensure consultations and engagement with sub-national government and/or local authorities in the development of pastoral laws.

Activities relating to output 3.3:

- 3.3.1 Provide technical support and guidance to relevant ministries to review, revise, amend and adopt relevant policies and legislative frameworks on pastoralism and cross-border land use in arid and semi-arid land (ASAL) areas;
- 3.3.2 Provide support to the establishment of national coordination mechanisms to support the implementation and monitoring of pastoral laws and policies and develop frameworks for monitoring and tracking their implementation;
- 3.3.3 Establish a mechanism for joint environmental management of transboundary transhumance landscapes, including for ecosystem restoration
- 3.3.3 Facilitate regular policy dialogue meetings for the national and sub-national coordination committees.

Activities relating to output 3.4:

- 3.4.1 Establish and strengthen gender-inclusive cross-border cluster transhumance coordination committees, that involve civil society organisations and local authorities;

- 3.4.2 Provide capacity building measures (training) for the gender-inclusive cross-border transhumance committees on the Protocol and its implementation, and on conflict early warning and early response systems to address potential conflicts associated with mobility;
- 3.4.3 Conduct cross-border transhumance resource planning meetings by sub-national governments and Communities.

Activities relating to output 3.5:

- 3.5.1 Facilitate the development of transhumance cluster investment plans for IGAD Member States sharing cluster resources in IGAD using a consultative approach with the engagement of local authorities, cross-border coordination committees and civil society;
- 3.5.2 Impact assessment of the current and future impacts of climate change, including the geographical shifting of transhumance routes in response to climate change, displacement and rangeland degradation conducted.

Activities related to output 4.1:

- 4.1.1 Provide support to the development of regional monitoring and evaluation tools for the implementation of the Protocols on Free Movement of Persons and Transhumance, as well as on the implementation of the Djibouti Declaration on Labour, Employment and Labour Migration to ensure continuous data collection and progress tracking;
- 4.1.2 Conduct relevant case studies and/or learning missions on topics related to the implementation of the Protocols, such as on free movement legal regimes or labour migration governance.

Activities relating to output 4.2:

- 4.2.1 Support the organisation of high-level regional dialogues to monitor, report and share experiences and coordinate on the different aspects of the implementation of the IGAD Protocols at ministerial level;
- 4.2.2 Support the organisation of working groups on content relevant for the implementation of the IGAD Protocols, including gender aspects, climate change, cross-border trade and regional integration;
- 4.2.3 Support the organisation of regional coordination meetings at technical level;
- 4.2.4 Provide support to the development of regional monitoring and evaluation tools for the implementation of the Protocols on Free Movement of Persons and Transhumance, as well as on the implementation of the Djibouti Declaration on Labour, Employment and Labour Migration to ensure continuous data collection and progress tracking.

NB: Activities related to Output 1 and 3 apply to each IGAD Member State individually and will be implemented in IGAD Member States in relation to their respective needs and pace of advancement. Activities related to coordination and reporting shall be coherent with existing institutional structures of IGAD. These activities will also be implemented in coherence with the EU-funded action 'Horizontal capacity building to IGAD'.

3.3 Mainstreaming

Environmental Protection & Climate Change

Acknowledging the risk that climate change and environmental degradation pose for stability and prosperity of the region, and their impact on mobility, the proposal outlines a holistic strategy that approaches environmental degradation both as a root cause and an effect of internal and international migration and displacement. Taking into consideration current events within the region and the world as a whole, the action will aim at improving the knowledge of the community citizens of the rights and obligations toward the Free Movement and Transhumance Protocols, advocating to Member States on the status of the implementation of the Free Movement Protocols vis-à-vis environment and climate change, developing and implementing policy related to the subject matter, working hand-in-hand with Non-State actors to improve the environment and reduce the effect on migration.

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

The action will not provide budget support, nor provide strategic-level support in an environmentally sensitive sector. The action will not support other types of interventions/ investments with potentially direct impacts on the environment. In addition, there will be no multiple infrastructure projects or multiple projects that require land use change or intensive use of natural resources and therefore the project activities may not have significant cumulative impacts on the environment.

The screening for a Strategic Environmental Assessment (SEA) concluded that no further action was required.

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified some of the activities under SO3 of the proposed Action as a Category B intervention (not requiring an EIA, but for which environment aspects will be addressed during design), but without significant investments on infrastructure, and largely consider the compatibility with existing and approved land uses. Therefore no significant environmental, socio-economic and livelihoods risks that may result in weakening of ecosystems resilience to the effects of climate variability and change is expected. All the activities under SOs 1, 2 and 4 fall under Category C (no need for further assessment), which do not require EIA.

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that some proposed activities, especially for SO3 are related to environment and sustainable management of natural resources and biodiversity, and may be affected by drought, floods and shifts in the main climatic patterns, which are common in the Horn of Africa. The problem analysis explicitly demonstrates awareness of climate risks and their potential for negative impact, throughout the project's lifespan. In addition, the project description foresees specific measures to strengthen resilience and reduce vulnerability including by improving knowledge related to climate risks (e.g. capacity building/training/awareness raising, stakeholder engagement), and notably targeting vulnerable groups.

Therefore there is low risk and no need for further assessment.

Gender equality and empowerment of women and girls

As per the Organisation for Economic Co-operation and Development (OECD) Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality and empowerment of women and girls will be a significant objective of the partnership under this action, addressing the multiple issues and challenges encountered by women and girls. Women and girls constitute close to 50% of migrants worldwide and their vulnerability to trafficking in persons, predominantly for the purpose of sexual exploitation, is a serious concern. The different roles of women and men in community-based interventions, reintegration processes and livelihoods and development programmes are important to recognise and thus ensure their inclusive and equitable participation in decision making processes. Activities related to policy and legal development will be inclusive and women and women organisation/groups will be consulted in order to ensure that policies and legal framework take the needs of women into account. Data collected and monitoring and evaluation exercises will also provide a comparative analysis of the needs and priorities of women and girls. Activities related to labour mobility and protection of migrant workers will be gender-responsive and address the particular needs of women migrant workers.⁸

The action will promote gender equality in the sustainable management of natural resources in pastoral border areas of IGAD Member States by ensuring gender-inclusive cross-border coordination committees. The action will also address gender issues in climate change induced mobility as adaptation measure, while promoting women and youth access to services. The action aligns with the objectives of the EU *Gender Equality Strategy* (2020-2025) and the Country Level Implementation Plan (CLIP) of the Gender Action Plan (GAP) III (2021-2025), to ensure that women and children are better protected from all forms of gender-based violence through legislation and effective enforcement, and have improved access to essential legal aid, gender-based violence (GBV) services and provision of adequate, quality and inclusive services by justice and relevant public services, including in fragile and crisis situations.

Human Rights

Human rights, gender and conflict prevention are all fundamental issues that will be integrated throughout the programme cycle from design to implementation. At every stage of implementation, rights-based, and migrant centred approaches will underpin all activities. The action will align with the objectives of laid out in the *EU Action Plan on Human Rights and Democracy* (2020-2024), and the 2021 EU Parliament 'Resolution on human rights and corruption in third countries' calling to integrate the fight against corruption into its human rights agenda, and emphasising EU duties to protect associations, investigative journalists and whistle-blowers who expose

⁸ See study ILO/IGAD on women migrant workers.

corruption. Activities relating to output 2.3 are all foreseen to strengthen the protection of migration workers. In addition, the proposed action will take ILO conventions on the protection of workers and migrant workers into account as well as promote the ratification of relevant conventions. The proposed action will ensure that policy-making processes are inclusive and allows for participation of concerned communities, especially regarding pastoralists communities. The action will also comply with the Kampala Convention on the rights of internally displaced people, as well as with International Humanitarian Law regarding the rights of refugees although it does not target internal displacement as such.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that disability is not a significant objective of the action. However, the particular needs of persons with disabilities will be considered in the policy development. Social protection is addressed under the labour migration activities and disability will be covered by social dialogue supported by the action.

Reduction of inequalities

The IGAD region is one of the most diverse regions in the world, including areas of economic growth and investment, as well as areas prone to violent conflict, political instability, humanitarian crises, and disasters linked to the adverse effects of climate change. Poverty, income inequality, gender inequality, uneven access to resources as well as low level of regional coherence and integration are amongst the determinants of inequalities within the IGAD region. According to studies and empirical research, rural areas are identified as the poorest while living standard appears to contribute the most in multidimensional poverty. Promotion and implementation of planned and well-managed migration and labour migration policies in the IGAD region can positively contribute to development and provide protection for people on the move. In this regard, the action will closely follow the EU Inequality Marker Guidelines in order to maximise the inequality-reduction impact of the action, by mainstreaming a series of guiding principles and supporting policy measures that can the potential to reduce inequality in IGAD Member States.

Democracy

The proposed intervention recognises the importance to intensify efforts to mainstream democracy.

Conflict sensitivity, peace and resilience

Conflict prevention will be integrated using dialogue at regional and national level and through specific actions to ensure that no tensions between national authorities and IGAD bodies hamper the implementation of the programme.

Disaster Risk Reduction

The action acknowledges that climate change and environmental degradation pose for migration, stability and prosperity of the region. This Action will approach environmental degradation both as a root cause and as an effect of internal and international migration and displacement. The action also foresees capacity-building and coordination at national level when it comes to pastoralism as well as environmental management of transboundary transhumance landscapes, including for ecosystem restoration; therefore the action has the potential to significantly contribute to disaster risk reduction. Thorough impact assessments will be concluded on current and future impacts of climate change and rangeland degradation. Intensification of dialogue and cooperation between IGAD, its Member States and international partners, on measures addressing environmental degradation, climate change and migration is in this regard essential. At regional level, where communities and economies are particularly vulnerable to environmental degradation and climate change, the action, through dialogue at all levels will contribute to a comprehensive policy agenda, at several levels of governance and in alignment with regional and national commitments made in the Global Compact on Migration (GCM), the Paris Agreement and the Sendai Framework for Disaster Risk Reduction. Last but not least, the action, under the leadership of ILO, may also conduct labour market assessments and market system analyses to identify opportunities for local green job creation in migration-prone areas. Relevant synergies with other actors involved in this area such as other EU Delegations, IOM and World Bank will be also pursued.

Other considerations if relevant

Access to health care in migration movements also remains a challenge that could be addressed under the labour migration component (in relation with the social protection of migrants). Cross-cutting issues addressed by the project include youth and children, who are targeted as special vulnerable groups, along with victims of trafficking and stranded migrants.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Risk category 2 - planning, processes and systems	Limited capacity of some IGAD Member States to ratify and domesticate the Protocols	Low	High	Political mobilisation and networking, both in the framework of IGAD and the AU will be ensured as well as technical assistance to the ratification and domestication processes. Public information on progress on the Protocols will be made available. The programme will continue to work closely with representatives and focal points from IGAD and Member States to encourage active participation within relevant regional-level consultations, events and activities.
Risk category 2 – planning processes and system	Limited capacity of the IGAD secretariat to ensure coordinated implementation across Member States	Medium	Medium	IGAD secretariat is the beneficiary of an EU-funded action ‘Horizontal Capacity building of IGAD’. Coordination activities in this action will build on and be complementary to the institutional support, to streamline IGAD activities on coordination and monitoring. Actions at national level will be closely monitored by IGAD national focal points to also reflect the regional agenda and ensure ownership of activities.
Risk category 2 - External environment	Conflict(s), natural disasters and/or other major events in the region that affect the focus and priorities of national governments	Medium	Medium	Global networks on monitoring disasters, including health pandemics will be monitored. Timely response on disasters affecting IGAD Region including drought and health pandemics as well as sharing timely and consistent public information on disasters will be ensured throughout the action.
Risk category 2 - External environment	Conflicts, coup d’état or other political and security developments in the region affect the ability and willingness to work with national authorities	Medium	Medium	The political and security situation in IGAD countries will be closely monitored. In consultation with the EUD in Djibouti and relevant EUDs in the respective countries, the possibility to put some activities on hold in some countries due to conflict or political considerations will be considered on a case-by-case basis.
Risk category 3 – People and organisation	Limited staff resources and the competing demands	High	High	The programme will undertake technical capacity building support with IGAD in recruiting expertise, organising trainings

	upon IGAD staff within the Secretariat			and workshops for IGAD staff, development of Standing Operating Procedures to ensure smooth delivery of plans and organising regular meetings with IGAD technical and senior management staff.
Risk category 3 - people and organisation	Staff turn-over and attrition among the stakeholders	Medium	Medium	Experience-sharing opportunities will be organised to avoid loss of knowledge.
Risk category 1 - external environment	Economic volatility - High inflation and increased cost services	Medium	Low	Flexibility will be ensured throughout implementation, to be able to reorganise certain activities

Lessons Learnt: The establishment of a free movement regime is a process that requires strong political commitment from its associated members. Politics of regional integration are also key to successfully fulfil the regional free movement agenda. From the implementation of the EAC Common Market Protocol 2010 and the Regulations on Free Movement of Persons in the EAC 2010, it has become evident that people move with tradeable goods, services and knowledge. In turn, trade and free movement of persons in the EAC have led to significant infrastructural development of borders and border governance functions better in the IGAD Member States who have double membership with EAC. The political strength of IGAD has been crucial in the development and adoption of the Protocol on Free Movement of Persons and Transhumance in IGAD region and will continue to be essential for a coordinated implementation of the Protocols. At regional level, more efforts are needed to fully empower IGAD structures to lead and conduct dialogue on free movement and transhumance and increase its leverage on shaping migration governance in the region.

At national level, legislative and policy frameworks present a prohibitive structural challenge to free movement regime in the IGAD Region. Harmonisation of laws on key provisions of the Protocol is therefore a prerequisite for successful implementation of the free movement regime while adoption, amendment and enactment of policies will allow for further alignment and provide guidance to the operationalisation of the Protocols. Furthermore, IGAD Member States are at different levels of politico-socio-economic development and as a consequence they have different capacities and varying national procedures and processes. This calls for Member States to step up efforts at national level on pertinent issues related to regional integration and development to complement their national frameworks. To address the disconnect between the regional perspective and national agendas, the implementing partners will provide targeted support to IGAD Members States at national level while maintaining a regional perspective/approach.

During the first phase of the programme, IGAD and ILO learned to build on comparative advantages and complementarity of expertise and experience to achieve quality, impact, and sustainability of results. Definition of clear baselines and comprehensive monitoring and evaluation frameworks at the start of any project is a lesson learnt that will benefit the second phase of the programme. In this regard, both organisations will avail the required resources and expertise to develop robust monitoring and evaluation framework for the project at the inception phase of the programme. A communication and visibility strategy for documenting and sharing experiences and lessons for wider impact will be an integral part of the new programme and fully embedded in the implementation plan of the new programme.

Past programming experiences suggest that weak consultation and stakeholder engagement was one of the limitations causing delays at initial stages of implementation. Lessons learnt show that continuous engagement, dialogue, and stakeholder participation are essential for successful implementation of activities and subsequent national and regional ownership of the process and results at various stages. In this regard, the two partners have ensured active participation of stakeholders, particularly various line ministries of Member States and social partners (at national and sub-regional levels) in the design phase of the present action. Alignment with recommendations received through the Communiqué produced after the second Ministerial Conference on Labour, Employment and Labour Migration in March 2023 will be ensured throughout the description of the action, in particular to social protection and employment provisions. Empowering IGAD to effectively coordinate a free movement regime is crucial for regional

coherence, with the ultimate goal of a self-reliant, IGAD-led free movement process which is no longer captive to donor-supported project-based services.

Last but not least, several studies and independent reviews have identified that it is in the EU's interest to engage into further work on regional mobility, in order to avoid fragmented and uncoordinated approaches to labour migration, by bridging the gap and ensuring stronger coordination between actions implemented at the national and IGAD levels. The Non-State Actors activities will enhance the other two levels of intervention by ensuring an inclusive approach to free movement and transhumance at all levels of society. Synergies and complementarities will be sought with migration management programmes such as the 'Better Migration Management programme', existing IGAD-led programmes on intra-regional migration such as the Regional Migration Fund (RMF) and the Khartoum process, and upcoming regional or intra-regional initiatives and dialogues on pastoralism and displacement in the region and continent. The programme and in particular its component relating to the Transhumance Protocol will also be closely coordinated with the upcoming Regional Programme in Livestock and Pastoralism for Climate Change Adaptation in Eastern/Horn of Africa. Experiences from other RECs show that support to institutionalised regional dialogue on migration-related issues can contribute to deepening regional integration as well as increasing the EU's leverage to effectively conduct political dialogue and establish intra-continental cooperation on free movement and migration. In this regard, EU systemic cross-sectoral engagement with relevant partners in free movement of persons and transhumance, social protection as well as migration governance active in the IGAD region, such as State and non-State actors, international organisations, pioneer Regional Economic Communities in implementing free movement regimes such as ECOWAS and EAC as well as EU member states present in the region, continues to be important.

3.5 The Intervention Logic

The underlying intervention logic for this action is that:

IF IGAD Member States receive technical support and policy guidance, including on labour migration AND there is continued political will to engage towards free movement regimes, **THEN** the Protocols on Free movement of Persons and Transhumance will be ratified and domesticated by the IGAD Member States;

AND IF the Protocols on Free movement of Persons and Transhumance are ratified and domesticated AND there is a continued regional coordination and policy and technical directive by IGAD policy organs in this regard, **THEN** IGAD citizens, migrant workers and pastoralists can aspire for a regime of free movement in form of visa free travel, free movement of workers and regulated transhumance border crossings **BECAUSE** the implementation of the Protocols will provide a conducive environment and remove barriers to a free movement regime.

AND IF a regime of free movement of persons and transhumance is established in the IGAD region, men, women and children will have viable and non-violent options for livelihoods and an increase of protected pathways for migration AND there is increased cooperation between IGAD Member States.

THEN the action will contribute to deepen the regional integration in the region, **BECAUSE** there will be a boost in trade in goods and services and increased livelihoods security that will consequently contribute to peace, security and prosperity of the region.

3.6 Logical Framework Matrix

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	The <i>overall objective</i> of the action is to maximise the development potential of the free movement of persons and transhumance regime within the Intergovernmental Authority on Development (IGAD) region by supporting IGAD and its Member States in effectively implementing the Protocols on Free Movement of Persons and Transhumance and increasing regular labour migration, mobility opportunities and protection within and outside the region.	1. Number of laws, policies and strategies on migration management developed/updated with the support of the EU-funded intervention 2. Number of state institutions and non- State Actors supported on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights 3. Number of grassroots civil society organisations benefitting from EU support 4. Number and percentage of new actions that are gender responsive/targeted at country/regional levels	1.Zero (0) 2. Zero (0) 3. Zero (0) 4. Zero (0)	1. 10 by 2028 2. 20 by 2028 3. 16 by 2028 4. 85% of national/regional actions by 2028	IGAD annual synthesis reports Policy/framework/manuals discussed and validated. Project annual reports IGAD annual ministerial reports. Meeting reports Strategies available	<i>Not applicable</i>
Outcome 1	SO1: Strengthened capacities of IGAD and Member States to implement the Protocol on Free Movement of Persons in IGAD Region through monitoring the application and implementation of the Free movement Protocol as envisaged in its Implementation Roadmap	1.1 No. of information sessions to engage with key policymakers and legislators of IGAD Member States, as well as social partners and civil society organisations held 1.2. No. of ratification meetings held 1.3. No. of National Regulatory Impact Assessments in IGAD Member States regarding the ratification of the Protocol on Free Movement of Persons 1.4 % improvement in collection, analysis and management of migration data.	1.1 Zero (0) 1.2. Zero (0) 1.3. Zero (0) 1.4 Zero (0)	1.1 To be defined in baseline report 1.2 Four (4) 1.3. Sixteen (16) Four per year 1.4 Fifty five (55%)	IGAD annual synthesis reports Policy/framework/manuals discussed and validated. Project annual reports IGAD annual ministerial reports Meeting reports Strategies available	Commitment of IGAD and IGAD Member States towards the implementation of the Free Movement Protocol
Outcome 2	SO2: Enhanced capacities of IGAD and Member States in the area of labour migration governance, in particular for decent work for migrant workers, including women migrant workers, through the application and implementation of relevant provisions of the IGAD Protocol on Free Movement of Persons and the Djibouti Declaration on Labour, Employment and Labour Migration	2.1. No. of labour migration authorities academies with regional LMIS supported 2.2. No. of trainings organised for MS focal points 2.3. No. of MS reporting LMIS data to IGAD 2.4 Extent to which national policies reflect recommendations provided by displaced persons and their organisations	2.1 Zero (0) 2.2. Zero (0) 2.3. Zero (0) 2.4 Zero (0) 2.1.3 0%	2.1 To be defined in baseline report 2.2 Four (4) 2.3. At least five (5) MS 2.1.4 To be defined in baseline report	Committee meeting reports Technical Committee reports IGAD annual ministerial reports Strategies available Database of beneficiaries/participants;	IGAD MS ownership of co-operation mechanisms within country and regionally

		2.5 % improvement in collection, analysis and management of migration data				
Outcome 3	SO3: Increased capacities of IGAD and Member States capacity to fully develop the socio-economic potential of the pastoral system in the IGAD region through the operationalisation of the Protocol on Transhumance and its Road Map for Implementation	3.1 No. of Technical experts recruited. 3.2 No. of IGAD Departments engaged and supported. 3.3 No. of IGAD thematic working groups engaged 3.4 No. of information and sensitisation sessions to engage with key policymakers and legislators of IGAD Member States, as well as social partners and civil society organisations organised 3.5 No. of ratification meetings between ICPALD and Ministries of Foreign Affairs, Ministries organised	3.1 Zero (0) 3.2 Zero (0) 3.3 Zero (0) 3.4 Eight (8)	3.1 Five (5) 3.2 Four (4) 3.3 One Four (4) 3.4 Eight (8)	Committee meeting reports Technical Committee reports	Interest and availability of national experts of IGAD and Member States to participate in activities contributing to implementation of the Protocol
Outcome 4	SO4: Enhanced coordination and implementation mechanism for the provisions of the Protocols on Free movement of Persons and Transhumance in the IGAD Region	4.1 Regional monitoring and evaluation tools for the implementation of the Protocols on Free Movement of Persons and Transhumance, as well as on the implementation of the Djibouti Declaration on Labour, Employment and Labour Migration developed 4.2. No. of regional dialogues at ministerial level held 4.3 % improvement in collection, analysis and management of migration	4.1 Zero (0) 4.2. Zero (0) 4.3 Zero (0)	4.1 One (1) 4.2. At least four (4) 4.3 Fifty five (55%)	IGAD annual synthesis reports Policy/framework/manuals discussed and validated Project annual reports Meeting reports Database of beneficiaries/participants	IGAD, civil society and local authorities all willing to participate in activities supporting the implementation of the Protocol
Output 1 relating to Outcome 1	1.1 IGAD Protocol on Free Movement of Persons ratified by national legal authorities by IGAD Member States	1.1 No. of information sessions to engage with key policymakers and legislators of IGAD Member States, as well as social partners and civil society organisations held 1.2. No. of ratification meetings held 1.3. National Regulatory Impact Assessments in IGAD Member States regarding the ratification of the Protocol on Free Movement of Persons in place	1.1 Zero (0) 1.2. Zero (0) 1.3. Zero (0)	1.1 To be defined in baseline report 1.2 At least four (4) 1.3. One (1)	IGAD annual synthesis reports Policy/framework/manuals discussed and validated. Project annual reports. IGAD annual ministerial reports. Meeting reports Strategies available Database of beneficiaries/participants;	Commitment of IGAD and IGAD Member States towards the implementation of the Free Movement Protocol
Output 2 relating to Outcome 1	1.2 IGAD Protocol on Free Movement of Persons domesticated into national law by IGAD Member States	1.2.1 No. of domestication meetings between IGAD secretariat and Ministries of Foreign Affairs, Ministries of Justice/Offices of Attorney Generals, Parliaments and Ministries of Interior held 1.2.2 No. of training workshops and provide technical support to IGAD MS	1.2.1 Zero (0) 1.2.2 Zero (0) 1.3. Zero (0)	1.2.1 At least eight (8) 1.2.2 Thirty two (32)	IGAD annual synthesis reports Policy/framework/manuals discussed and validated Project annual reports Database of beneficiaries/participants;	IGAD and IGAD MS ownership of co-operation mechanisms on labour migration

		in the development, evaluation and revision of domestic laws, policies and procedures necessary to ensure harmonisation with the provisions of the Protocol of Free Movement of Persons				within country and regionally
Output 3 relating to Outcome 1	1.3 Capacities of IGAD Secretariat and relevant national immigration authorities and institutions to plan, manage, monitor and report on progress of implementation of the Protocol on Free Movement of Persons in IGAD Region strengthened	1.3.1 No. of meetings organised for relevant ministries and institutions of IGAD Member States to establish a framework for management, monitoring and evaluation of the implementation of the Protocol, that feed into the regional monitoring and progress reporting framework 1.3.2 No. of participants from IGAD Member States IBM institutions engaged 1.3.3 No. of IGAD staff trained by the EU funded intervention with increased knowledge and/or skills in planning and reporting on implementation of the Protocol, disaggregated by sex	1.3.1 Zero (0) 1.3.2 Zero (0) 1.3.3 Zero (0) 1.3.4 0%	1.3.1 Zero (0) 1.3.2 Zero (0) 1.3.3 Zero (0) 1.3.4 55%	Project annual reports Studies and survey reports and TORs Training reports Meeting reports IGAD meeting reports Database of beneficiaries/participants;	Member States are committed and responsive to support review of the implementation of Free Movement Protocols
Output 4 relating to Outcome 1	1.4 Relevant national policies and legislative frameworks to ensure compliance with the Protocol provisions on Right of Entry, Stay and Exit, including frameworks for citizen identity management enacted, reviewed and harmonised	1.4.1 Roadmaps for amendment of national laws, policies and procedures on immigration in IGAD Region that are critical to achieve a Visa free region developed with support of the EU-funded intervention 1.4.2 No. of capacity building activities conducted 1.4.3 No of trainings for immigration academies and authorities to ensure appropriation of the standardised provisions held 1.4.4 No. of regional meetings organised to review achievements and challenges in the area of identity management to strengthen cross border collaboration held	1.4.1 Zero (0) 1.4.2 Zero (0) 1.4.3 Zero (0) 1.4.4 Zero (0)	1.4.1 Zero (0) 1.4.2 Zero (0) 1.4.3 Zero (0) 1.4.4 Zero (0)	Meeting reports Training reports Harmonised MS manuals Database of beneficiaries/participants;	IGAD Member States accept to implement public information activities, sensitisation and harmonisation activities
Output 5 relating to Outcome 1	1.5 Public awareness of the benefits and opportunities of a free movement of persons regime promoted	1.5.1 Design and delivery of a comprehensive communication, awareness raising and advocacy strategy to accelerate the ratification and implementation of the IGAD Protocols 1.5.2 Knowledge products for the reporting on the implementation of the	1.5.1 Zero (0) 1.5.2. Zero (0) 1.5.3 Zero (0) 1.5.4 Zero (0) 1.5.5 Zero (0) 1.5.6 Zero (0)	1.5.1 strategy in place 1.5.2 tools in place 1.5.3 at least six (6) 1.5.4 Two (2) per	Concept Notes Copies of tools developed CSO staff lists Workshop reports Implementation reports Database of beneficiaries/participants;	IGAD, IGAD MS and social partners are willing to participate in awareness raising on the activities of the

		<p>Protocols developed with support of the EU-funded intervention.</p> <p>1.5.3 Number of people from civil society actors, private sector, transport owners and unions, border communities and border officials reached through awareness and advocacy campaigns on Free Movement Protocols with support of the EU-funded intervention</p> <p>1.5.4 No. of information, awareness-raising, sensitisation campaigns in targeted communities</p> <p>1.5.5 No. of information tools utilised</p> <p>1.5.6 Percentage of funding directed towards women's organisations and movements</p>		<p>implemenattion year</p> <p>1.5.5 Eight (8) Video, Audio, social media, website, prints in all IGAD official languages</p> <p>1.5.6 50% of amount available for SO3</p>		<p>Regional Monitoring Mechanism and on the Protocols on Free Movement</p>
Output 1 relating to Outcome 2	<p>2.1 Regional and national policies, strategies, instruments as well as legislative, institutional and regulatory frameworks in the field of labour migration, labour mobility, social protection and access to labour markets strengthened, in line with the Protocol on Free movement of Persons and the Djibouti Declaration on Labour, Employment and Labour Migration validated</p>	<p>2.1.1 No. Regional and national policies, strategies, instruments as well as legislative, institutional and regulatory frameworks supported</p> <p>2.1.2 Comparative analysis on operationalised policies and frameworks report available</p>	<p>2.2.1 Zero (0)</p> <p>2.1.2 Zero (0)</p>	<p>To be determined during baseline assessment</p>	<p>Activity reports</p> <p>National reports on labour migration</p> <p>Implementation agreement reports</p>	<p>Commitment of IGAD Member States to support review of the implementation of interventions in the areas concerned</p>
Output 2 relating to Outcome 2	<p>2.2 National and Regional Labour Market information and data management systems, aligned with a gender-based approach developed, and strengthened</p>	<p>2.2.1 Regional Labour Market Information System (LMIS) based on the roadmap developed under phase one developed</p> <p>2.2.2 No of Country assessments Developed</p> <p>2.2.3 No of Action Plans for implementation developed</p> <p>2.2.4 No of study visits organised</p> <p>2.2.5 Training materials available</p> <p>2.2.6 No. of capacity building workshops held</p> <p>2.2.7 No. of IGAD Members States supported in the collection of data on labour migration</p> <p>2.2.8 No. of national reports on labour migration produced</p> <p>2.2.9 No. of implementation agreements conducted with support of the EU-funded intervention</p>	<p>2.2.1 Zero (0)</p> <p>2.2.2 Zero (0)</p> <p>2.2.3 Zero (0)</p> <p>2.2.4 Zero (0)</p> <p>2.2.5 Zero (0)</p> <p>2.2.6 Zero (0)</p> <p>2.2.7 Zero (0)</p> <p>2.2.8 Zero (0)</p> <p>2.2.9 Zero (0)</p>	<p>2.2.1 LMIS in place</p> <p>2.2.2 Zero (0)</p> <p>2.2.3 Five action plans</p> <p>2.2.4 One (1)</p> <p>2.2.5 Yes (Training materials available)</p> <p>2.2.6 Two (2)</p> <p>2.2.7 At least five (5)</p> <p>2.2.8 At least five (5)</p> <p>2.2.9 At least three (3)</p>	<p>Activity reports</p> <p>National reports on labour migration</p> <p>Implementation agreement reports</p>	<p>Commitment of IGAD Member States to support implementation of LMIS</p>

Outcome 3 relating to Outcome 2	2.3 Protection frameworks and protection services for migrant workers within and from the IGAD region, including protection needs of migrant women workers, and inclusion for forcibly displaced into the labour market strengthened	2.3.1 No. of regional capacity building activities on IGAD Regional Guidelines on Rights Based Bilateral Labour Agreements (BLA) conducted 2.3.2 No. of regional dialogues on social protection held 2.3.3 No. of dialogues on key migration corridors held 2.3.4 No. of migrant workers who benefited from protection assistance disaggregated by gender and type service of the EU-funded intervention 2.3.5 Number of target beneficiaries (resident/host communities and displaced persons) accessing social insurance schemes, disaggregated by sex, migration status and age group 2.3.6 Number of beneficiaries who received support in obtaining civil registration documents with the support of the EU-funded intervention	2.3.1 Zero (0) 2.3.2 Zero (0) 2.3.3. Zero (0) 2.3.4 Zero (0) 2.3.5 Zero (0) 2.3.6 Zero (0)	To be determined during baseline assessment	Assessments and actuarial studies on the portability of rights Country work plans Activity reports	Commitment of IGAD Member States to support protection of men and women migrants workers
Outcome 4 relating to Outcome 2	2.4 Capacity of of regional social partner organisations (HACTU and CIE) to lead and conduct social dialogue to advance fair and inclusive labour and employment governance and regional integration enhanced	2.4.1 Assessment of the capacities of MS TIP focal points on RBM, data collection and analysis, reporting, monitoring and evaluation of TIP interventions conducted 2.4.2 No. of regional social partner representatives trained by the EU-funded intervention with increased knowledge and/or skills in conducting social dialogue	2.4.1 Zero (0) 2.4.2 Zero (0)	2.4.1 Assessments conducted 2.4.2 At least eight (8)	Activity reports National reports on social dialogue Implementation agreement reports Pre-and post-training test reports	Commitment of IGAD Member States to support implementation of LMIS
Outcome 1 relating to Outcome 3	3.1 IGAD Protocol on Free Movement of Transhumance ratified by national legal authorities in IGAD Member States	3.1.1 No of policies assessed/revised/developed 3.1.2 No of organisations supported 3.1.3 Number of implementation agreements conducted 3.1.4 No of sensitisation dialogues on ratification organised 3.1.5 Number of gap analyses conducted Number of government policies developed or revised with civil society organisation participation through EU support	3.1.1 Zero (0) 3.1.2. Zero (0) 3.1.3. Zero (0)	To be determined during baseline assessment	Assessments Implementation agreement reports Country work plans Activity reports	IGAD Member States are willing to take into account regional guidelines when implementing national policies
Outcome 2 relating to Outcome 3	3.2 IGAD Protocol on Free Movement of Transhumance domesticated by national legal authorities in IGAD Member States	3.2.1 No of policies assessed/revised/developed 3.2.2 No of organisations supported	3.2.1 Zero (0) 3.2.2 Zero (0) 3.2.3 Zero (0)	To be determined during baseline assessment	Activity reports National reports Implementation agreement reports	Member States are willing to take into account

		3.2.3 Number of implementation agreements conducted 3.2.4 No of sensitisation dialogues on domestication organised 3.2.5 Number of gap analyses conducted			Pre-and post-training test reports	regional guidelines when implementing national policies
Outcome 3 relating to Outcome 3	3.3 Relevant national policies and legislative frameworks harmonised and aligned with the provisions of the Protocol	3.3.1 No of policies assessed/revised/developed 3.3.2 No of workers' and employers' organisations supported 3.3.3 No of implementation agreements conducted 3.3.4 No of sensitisation dialogues on the ratification organised 3.3.5 No of mechanism for joint environmental management of transboundary transhumance landscapes, including for ecosystem restoration established	3.3.1 Zero (0) 3.3.2 Zero (0) 3.3.3 Zero (0) 3.3.4 Zero(0) 3.3.5 One (1)	To be determined during baseline assessment	Activity reports National reports Implementation agreement reports	Member States are willing to take into account regional guidelines when implementing national policies
Outcome 4 relating to Outcome 3	3.4 Cross-border transhumance governance and coordination mechanisms established and strengthened	3.4.1 Cross-border transhumance resource planning meetings by sub-national governments and communities held 3.4.2 No. of trainings on mainstreaming gender, climate change and protection of human rights in actions implementing the Protocols 3.4.3 No. of actions with gender, environmental migration and disaster displacement mainstreamed	3.4.1 Zero (0) 3.4.2 Zero (0) 3.4.3 Zero (0)	To be determined during baseline assessment	Meeting reports M&E mechanism reports Implementation agreement reports	Interest and availability of national experts of IGAD Member States to participate in activities and take into account regional guidelines but also international standards when mainstreaming
Outcome 5 relating to Outcome 3	3.5 Mapping, delineation and gazettement of cross-border transhumance routes supported	3.5.1 Transhumance cluster investment plans for the Member States sharing cluster resources in IGAD using a consultative approach developed 3.5.2 Impact assessment of the current and future impacts of climate change, in place developed with support of the EU-funded intervention 3.5.3 No. of Cross border corridors targeted	3.5.1 Zero (0) 3.5.2 Zero (0) 3.5.3 Zero (0)	3.5.1 To be determined during implementation 3.5.2 To be determined during baseline assessment 3.5.3 Five (5)	Meeting reports M&E mechanism reports Engagement meeting reports, pictures, success stories etc.	Interest and availability of national experts of IGAD Member States to participate in activities on mapping and delineation
Outcome 1 relating to Outcome 4	4.1 A regional monitoring and evaluation framework for the implementation of the Protocols on	4.1.1 Regional monitoring and evaluation tools for the implementation of the Protocols on	4.1 Zero (0) 4.2. Zero (0) 4.3 Zero (0)	4.1.1 Monitoring framework available	Project annual progress report Meeting reports	Commitment of IGAD Secretariat to

	Free Movement of Persons and Transhumance developed and established	Free Movement of Persons and Transhumance, as well as on the implementation of the Djibouti Declaration on Labour, Employment and Labour Migration developed with support of the EU-funded intervention 4.1.2 Case studies and/or learning missions on topics related to the implementation of the Protocols, such as on Free Movement Legal Regimes or labour migration governance developed 4.1.3 No. of assessments of risks, trade and mobility conducted with support of the EU-funded intervention 4.1.4 Comparative analysis on operationalised policies and frameworks report available 4.1.5. Database for Regional and National NSA partners, stakeholders and actors developed and utilised	4.4 Zero(0) 4.5 Zero (0)	4.1.2. To be determined during implementation 4.1.3 To be determined during implementation 4.1.4 Report available 4.1.4 Database available	M&E mechanism reports	support review of the implementation of interventions in the areas concerned
Outcome 2 relating to Outcome 4	4.2 Coordination of the monitoring and reporting on the implementation of the Protocols strengthened	4.2.1 No. of regional dialogues at ministerial level held; 4.2.2 No. of thematic working groups held 4.2.3 No. of technical coordination meetings held 4.2.4 No. of people reached through media programmes with support of the EU-funded intervention	4.2.1 Zero (0) 4.2.2. Zero (0) 4.2.3. Zero (0) 4.2.4 Zero (0)	4.2.1 Four (4)-one meeting per year 4.2.2 Sixteen (16) -Four per year 4.2.3 Thirty two (8 per year) 4.2.4 To be defined in baseline report	Project annual progress report Meeting reports Thematic working groups reports Ministerial meetings reports Coordination meetings reports	Commitment of IGAD Secretariat to support review of the implementation of interventions in the areas concerned

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

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

4.3 Implementation of the Budget Support Component

Not applicable

4.4 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁹.

4.4.1 Direct Management (Grants)

Grants: (direct management)

(a) Purpose of the grant

The grant will contribute to Specific objective 4: Support a coordinated implementation and fulfilment of the provisions of the Protocols on Free movement of Persons and Transhumance in IGAD Region.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to IGAD Secretariat in line with Article 195 (f) of the Financial Regulation.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the action has specific characteristics requiring IGAD for its technical capacities and administrative mandate. The envisaged entity has been selected using the following criteria:

- The specific mandate given by IGAD Member States to the IGAD Secretariat in articles 28 and 29 of the protocol on Free Movement of Persons in the IGAD Region¹⁰
- IGAD's experience under Phase 1 of this program (also financed by the EU) in supporting IGAD Member States' national processes for ratification and implementation of international or regional labour instruments, including the harmonisation of national legal frameworks;
- The established partnership between the IGAD Secretariat and its Member States on the implementation of the Protocols as developed through phase 1 of this program;

⁹ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

¹⁰ <https://environmentalmigration.iom.int/sites/g/files/tmzbd11411/files/event/file/Final%20IGAD%20PROTOCOL%20ENDORSED%20BY%20IGAD%20Ambassadors%20and%20Ministers%20of%20Interior%20and%20Labour%20Khartoum%2026%20Feb%202020.pdf>

- Being the holder of the normative and standard setting mandates in the IGAD region in the area of labour, employment and labour migration.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Its experience in supporting national processes for ratification and implementation of international or regional labour instruments, including the harmonisation of national legal frameworks;
- The established partnership with IGAD Secretariat and its presence in IGAD Member States;
- Its experience in implementing regional programmes with regional economic communities (SADC, ECOWAS, COMESA, EAC) and continental organisations like the African Union on matters of regional integration, employment, free movement of persons, labour migration and mobility;
- Its capacity to provide technical support and policy guidance in the field of international labour standards, labour migration, social protection, skills development and improving employment services;
- Its capacity to mobilise technical expertise in other fields relevant for the implementation of this action,
- Having an international Training Centre providing quality and relevant trainings on various topics of interest to the action.

4.4.2 Indirect Management with an entrusted entity

A part of this action may be implemented in indirect management with the International Labour Organisation, ILO. This implementation entails activities under Specific Objective 1, 2 and 3. The envisaged entity has been selected using the following criteria:

- Its experience in supporting national processes for ratification and implementation of international or regional labour instruments, including the harmonisation of national legal frameworks;
- The established partnership with IGAD Secretariat and its presence in IGAD Member States;
- Its experience in implementing regional programmes with regional economic communities (Southern African Development Community (SADC), ECOWAS, COMESA, EAC) and continental organisations like the African Union on matters of regional integration, employment, free movement of persons, labour migration and mobility;
- Its capacity to provide technical support and policy guidance in the field of international labour standards, labour migration, social protection, skills development and improving employment services;
- Its capacity to mobilise technical expertise in other fields relevant for the implementation of this action.
- Being the holder of the normative and standard setting mandates in the area of labour, employment and labour migration;
- Having an international Training Centre providing quality and relevant trainings on various topics of interest to the action.

If negotiations with the above-mentioned entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 4.4.1.

4.5. Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the carrying out of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities	
Specific Objective 1: Strengthened capacities of IGAD and Member States to implement the Protocol on Free Movement of Persons in IGAD Region through monitoring the application and implementation of the Free movement Protocol as envisaged in its Implementation Roadmap	
Indirect management with ILO	3 500 000
Specific Objective 2: Enhanced capacities of IGAD and Member States in the area of labour migration governance, in particular for decent work for migrant workers, including women migrant workers, through the application and implementation of relevant provisions of the IGAD Protocol on Free Movement of Persons and the Djibouti Declaration on Labour, Employment and Labour Migration	
Indirect management with ILO	5 000 000
Specific Objective 3: Increased capacities of IGAD and Member States capacity to fully develop the socio-economic potential of the pastoral system in the IGAD region through the operationalisation of the Protocol on Transhumance and its Implementation Roadmap	
Indirect management with ILO	3 500 000
Specific Objective 4: Enhanced coordination and implementation mechanism for the provisions of the Protocols on Free movement of Persons and Transhumance in the IGAD Region	
Grant (direct management) to IGAD	3 000 000
Grants – total envelope under section 4.4.1	3 000 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	may be covered by another Decision
Totals	15 000 000

4.7 Organisational Set-up and Responsibilities

The coordination of the implementation of the action will be ensured by IGAD. A Project Steering and Coordination (CPSG) Group shall be set up to ensure IGAD's leading role in the project, to oversee and

validate the overall direction and policy of the project, and to ensure that activities of all components are in line with key IGAD key strategic and policy orientations.

The IGAD secretariat, Division for Health and Social Development, and IGAD Centre For Pastoral Areas and Livestock Development (ICPALD) shall co-chair the group, which will be composed of the implementing partners and the EU Delegation to Djibouti and IGAD, as an observer. The Group shall meet every three months (virtually or in person) and conclude on the work plan and priority of activities for the coming implementation period. The agreed workplan shall be submitted to the EUD for information. Where appropriate, participation to the CPSG meetings will be open to other observers (e.g. other donors, EU or IGAD Member States, civil society representatives, workers and employers organisations, research institutions, etc.) The frequency of meetings may be revised after one year of implementation and a new calendar may be established by consensus of its members.

The political governance, coordination and steering of the action will be integrated in the existing institutional frameworks of IGAD, including ICPALD (i.e. committees established under the IGAD Regional Migration Policy Framework, ICPALD Strategy and the Djibouti Declaration for Labour, Employment and Labour Migration). IGAD, including ICPALD, and with the logistical support of ILO, will have the responsibility to ensure that designated committees are convened regularly for the purpose of the coordination of the action.

The technical implementing partner ILO will participate in the governance committees and will assist with technical implementation or assistance with specific expertise where relevant, while leaving steering and coordination at political level in the hands of IGAD, including ICPALD. In addition, ad hoc country based meetings might be convened, when deemed relevant, based on needs and priorities of individual IGAD Member States.

While this programme will be delivered as one, some activities will depend on country needs and will thus be delivered in coordinated but at times different parallel processes in several countries.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures for the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

4.8 Pre-conditions

Activities for each IGAD Member State will not be available until the Member State in question has signed the Protocol to which the activities relates. This should not hamper implementation of activities in other IGAD Member States, nor the participation of the IGAD Member State in regional coordination activities.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring: During the first six months of the action, an evaluability assessment will be conducted to refine and finalise the monitoring and evaluation framework with clearly defined baselines, milestones and targets.

Each implementing partner is responsible for the data collection of the implementation of the activities. The IGAD secretariat, including ICPALD, having the responsibility of coordinating the implementation of the Protocols (Specific objective 4), is also responsible for the collection, analysis and monitoring on regional level, and to the extent possible at national level.

During the implementation phase of the project, the project monitoring and evaluation officer and the project team will continuously monitor project progress in accordance with established norms and procedures of ILO. This will include: (1) regular review of implementation activities and results in comparison to those results and targets set out in the logical framework (2) preparation of annual project progress reports and ad-hoc progress reports as required (3) follow up of contractual obligations of implementing partners, external consultants and service providers.

5.2 Evaluation

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

A mid-term evaluation may be carried out for problem solving and learning purposes, in particular with respect to evaluate the need to reorient the activities under Specific Objective 1 and 2, depending on the development and need by the IGAD Member States.

A final evaluation may be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that this action supports different processes on national level under a single initiative within a specific policy framework.

The Commission shall inform the implementing partner at least 1 month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments (to be financed by another decision) for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle has adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 '[Communicating and Raising EU Visibility: Guidance for External Actions](#)', it remains a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation continues to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

Appendix 1 REPORTING IN OPSYS

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

Action level (i.e. Budget Support, blending)		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level (i.e. top-up cases, different phases of a single programme)		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Contract level		
<input type="checkbox"/>	Single Contract 1	
<input type="checkbox"/>	Single Contract 2	
	(...)	
Group of contracts level (i.e. series of programme estimates, cases in which an Action includes for example four contracts and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other)		
<input type="checkbox"/>	Group of contracts 1	